

MUNICIPAL YEAR 2016/2017 REPORT NO.

OPERATIONAL DECISION

REPORT OF:

Interim Director of Schools and
Children's Services

Contact officer and telephone number:

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Agenda – Part: 1	Item: KD4301
Subject: Enfield Catering Services Cashless Payments System Contract	
Wards: All	
Cabinet Member consulted: Cllr Orhan	

1. EXECUTIVE SUMMARY

- 1.1 This report provides information on the proposed award of the Cashless Catering Systems contract.
- 1.2 To provide background information on the current contracts and to recommend the award of new contracts for the next three years.

2. RECOMMENDATIONS

- 2.1 To approve the award of a one year (with possible 1-2 year extension) contract to Nationwide Retail Systems, commencing on 1 September 2016 via the Eastern Shires Purchasing Organisation (ESPO) Framework contract 978.
- 2.2 To approve the award of a three year contract commencing on 1 September 2016 to ParentPay Ltd, to provide online payment solutions via ESPO Framework contract 978.

3. BACKGROUND

- 3.1 In September 2012, the Council entered into four year call-off contracts under ESPO framework contract 978 (the 'Current Contracts') with the suppliers Nationwide Retail Systems Ltd ("NRS") and ParentPay Limited ("ParentPay") to provide Cashless Catering Systems.
- 3.2 The software system supplier is ParentPay Ltd. As the 'Online Solutions Provider', it provides web payment services, online by credit and debit card or in cash, at PayPoint stores to schools and school suppliers.
- 3.3 The Current Contracts are due to expire on 31st August 2016. All the ~65 schools in Enfield Catering Services (with the exception of one Special school) are now cashless.
- 3.4 The Current Contracts required considerable capital investment to install the systems in schools and carry out the implementation, and to provide replacement tills at the sites where the tills were over three years' old.
- 3.5 The implementation of the Cashless Payment Systems has been successful. The Council has ensured that suitable service levels are defined and incorporated into the Current Contracts to ensure that services provided by NRS and ParentPay fully meet the requirements of the Council and the schools involved.
- 3.6 Using the ESPO framework 978 for Cashless Online Payment Solutions and Cashless Catering Systems ('the Framework'), the recommendation is to make direct awards to ParentPay and NRS under the Framework due to the specialist nature of the equipment and systems that have already been installed, the investment that has been made in implementing the current arrangements and the impracticalities of selecting alternative suppliers to meet the requirement of maintaining the current systems which have been installed and are implemented across the 65 schools.
- 3.7 Enfield Catering Services have invested in an online "Kitchen Manager" tablet-based system in all their school kitchens. There is a possibility this could be further developed to capture pupil meals taken and link with ParentPay. For this reason, it has been decided to award NRS a one year (with possible 1-2 year extension) while this option is investigated further.

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 Conduct an OJEU tender process

This is unnecessary since there is a legally compliant framework that is available for Local Authorities to use.

- 4.2 Carry out a mini-competition under the ESPO Contract

Due to the specialist nature of the system installed and the investment that has been made in implementing the current arrangements, it would not be practicable to select an alternative supplier under the framework. Therefore it is advised that carry out a direct award would be in the best interest of the Council.

5. REASONS FOR RECOMMENDATIONS

- 5.1. To make direct awards via the Framework ParentPay and NRS would be in the best interests of the Council for the following reasons:
- 5.1.1. Considerable resources have already been invested in setting-up the current system. To install an alternative system would involve unnecessary expenditure.
 - 5.1.2. Schools and parents are familiar with the current arrangements. To remove the current system and insert another would cause major disruption.
 - 5.1.3. Due to the specialist nature of the existing system, it would not be practicable to award the contract to an alternative provider to repair and maintain the system;
 - 5.1.4. Considerable time and effort has been invested in working with the service providers to define the schools' and Council's requirements and to establish suitable service levels for the current system.

6. COMMENTS OF THE DIRECTOR OF FINANCE RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

6.1 Financial Implications

(Please see part 2 for further information)

The cashless contract is currently provided by two suppliers. Nationwide Retail Systems provide Cashless Catering Systems and ParentPay provide Online Payment and Engagement Solutions.

6.1.1 There will be separate contracts for each lot:

- Lot 1: the Cashless Catering Systems contract with Nationwide Retail Systems will run for one (1) year from September 1st 2016 – June 30th 2017 with two (2) optional one year extension periods.
- Lot 2: the Online Payment & Engagement Solutions contract with ParentPay will run for three (3) years from September 1st 2016 – July 30th 2019.

The cost of both contracts will be recharged to schools as a percentage of the meal price.

7. Legal Implications

Section 512 of the Education Act 1996 permits a local authority to provide registered pupils at any school maintained by them with milk, meals and other refreshments either on the school premises or at any other place. The power to enter into contracts to provide such facilities and services is contained in Section 111 of the Local Government Act 1972 which permits a local authority to do anything ancillary to, incidental to or conducive to the discharge of any of its functions. In addition, the Council has the power under section 1(1) of the Localism Act 2011 to do anything that individuals generally may do provided it is not prohibited by legislation and subject to Public Law principles.

There is no express prohibition, restriction or limitation contained in a statute against use of the power in this way.

The use of framework agreements is permitted under the Council's Contract Procedure Rules (8.2) subject to the approval of the Assistant Director for Procurement and Commissioning. The Council must ensure that it complies with the terms of the Framework when appointing the providers.

The call-off contracts must be in a form approved by the Assistant Director of Legal and Governance

8. Procurement Implications

The combined value of these Contracts exceeds the thresholds detailed within the Public Contract Regulations 2015 for Supply, Services and Design Contracts. As a result the Council must ensure the Procurement process is compliant with the regulations.

As permitted under Regulation 33 of the Public Contract Regulations and Contract Procedure rule (8.2) the Council may use Framework agreements to procure goods, services and works on the condition there is an acceptable framework available for use by the Council. An assessment has been conducted by the Procurement team to review that the scope and terms of the Framework are fit for purpose and that the Framework offers the Council best value and legal compliance.

The Procurement team has conducted a review of the Framework utilising the Corporate Procurement Due Diligence Check Sheet and can confirm the following;

- The Framework was set up in accordance with the Public Contract Regulations 2015, an OJEU notice was published (OJEU Ref 2015/S 067118690)
- The Framework started on 01/07/2015 and is valid until 30/06/2017. The Framework also has an extension option which extends the agreement until 30/06/2019. Furthermore in accordance with (Recital 62 of the Public Procurement Directive) Call-off contracts based on Framework agreements may be for longer than four years, and may extend beyond the expiry date of the Framework. As a result the term of the Proposed Contracts is allowable under ESPO Framework 978.
- This review has confirmed that the Scope of both of the proposed Contract is covered by the Scope of the Framework.
- The Framework is available for use nationally by any Public Sector Body in the UK including, but not limited to Local Authority Establishments.
- The Framework permits both call-off without Competition and call-off with further competition

The Procurement team is satisfied that this Framework is fit for purpose and recommends the use of ESPO Framework 978 to procure a follow on Contract for Cashless Catering Solutions and Online Payment & Engagement Solutions.

9. Property Implications

None

10. KEY RISKS

Jan 2016

There is a risk to the council of having no contract in place as this would not be in accordance with Corporate Procurement Rules.

There is a risk that the selected suppliers may go out of business. This risk is reduced through active contract management.

There is also a risk that the selected suppliers may fail to deliver the quality required for the contract; there is a mechanism within the contract to remove them. However this risk will be mitigated through active contract management.

11. IMPACT ON COUNCIL PRIORITIES

11.1 Fairness for All

Continuing the Cashless payment service allow parents to pay remotely for school meals, including online payments and adding funds at PayPoints in local shops. This is therefore an accessible payment system which also means that it is not made clear whether children are taking free or paid school meals.

11.2 Growth and Sustainability

N/A

11.3 Strong Communities

N/A

12. PERFORMANCE MANAGEMENT IMPLICATIONS

- 12.1 Performance of suppliers will be carefully monitored to ensure quality and good value for Enfield, prices will be reviewed in order to provide best value for Enfield.

13. HEALTH AND SAFETY IMPLICATIONS

None

14. EQUALITIES IMPACT IMPLICATIONS

- 14.1 An equalities impact assessment/analysis is not relevant and proportionate for the proposal. The renewal of catering contracts is dependent on meeting demands from individual schools who should be assessing their own individual needs to meet the requirements of their particular school communities

15 PUBLIC HEALTH IMPLICATIONS

The Catering Service provides 20,000 hot meals, including free school meals. A cashless payment system enables anonymity between those paying for their meals and those in receipt of a free school meal.

Background Papers

None

MUNICIPAL YEAR 2016/2017 REPORT NO.

ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

PORTFOLIO DECISION OF:
Cabinet Member for Environment

REPORT OF:
Director – Regeneration & Environment

Agenda – Part: 1	KD Num: 4224
Subject: Ponders End High Street Improvement Scheme	
Ward: Ponders End Information Security: Unclassified	

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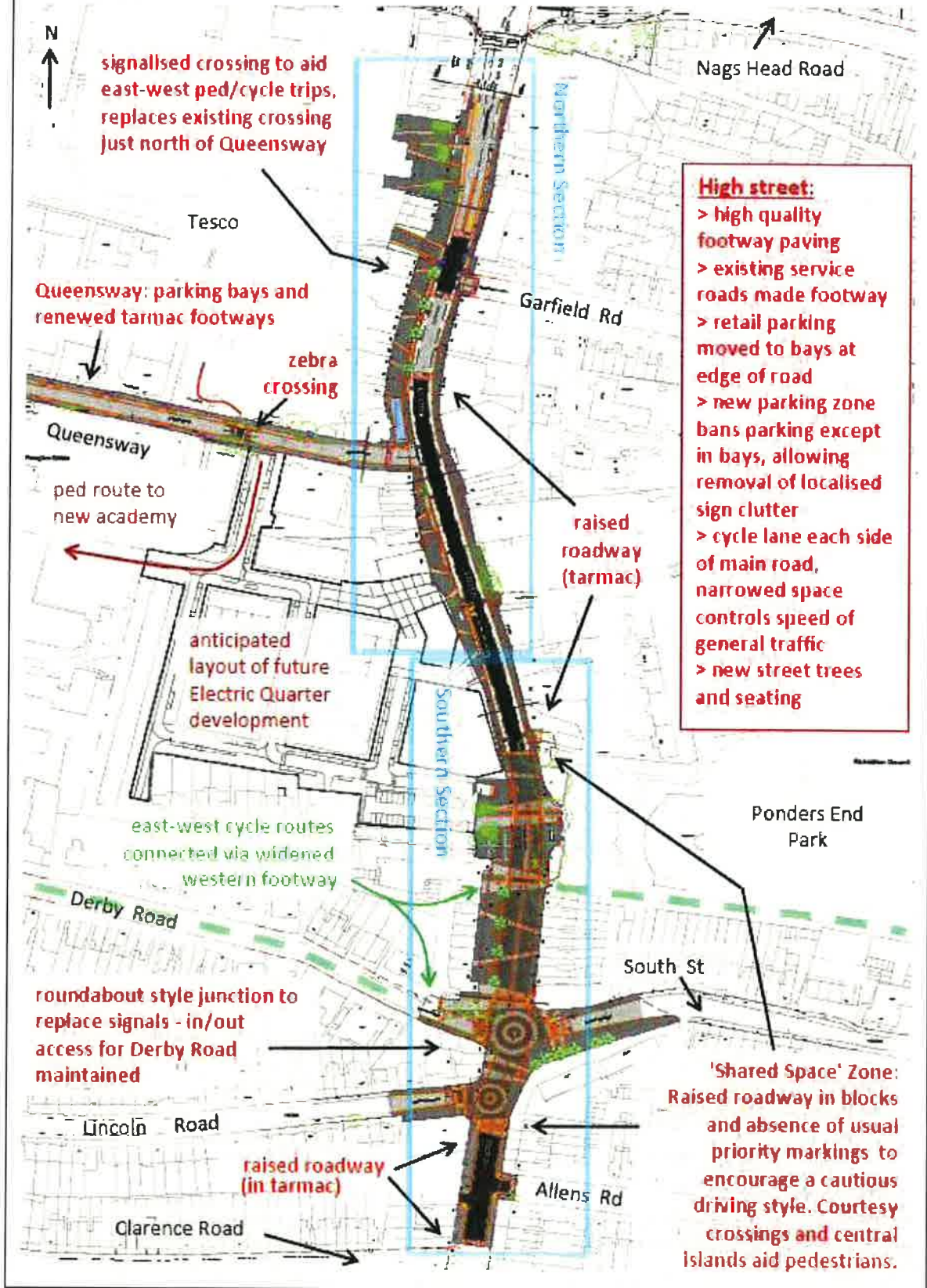
1. EXECUTIVE SUMMARY

- 1.1 The council has been awarded £1.1m of 'Major Scheme' funding from Transport for London (TfL) to enhance Ponders End High Street by reducing traffic dominance and improving the public realm. Other funding sources include £1.6m of LBE regeneration monies. Changes will complement the adjoining 'Electric Quarter' and strengthen the east-west pedestrian route between the Alma estate and Southbury Station. Space for cycling has been incorporated to match the Cycle Enfield commitment to a route along the A1010. The general proposals are shown on the next pages.
- 1.2 The designs provide wider pedestrian areas by filling in two service roads. High quality paving materials, new trees and seating are specified. Excess carriageway space is re-allocated as cycle lanes. Parking space – as marked bays along the main road - is reduced to match more closely the level of typical use. Bays double as loading areas. The use of zonal parking signs at entry points will enable removal of the present multitude of signs and yellow lines on the high street.
- 1.3 To improve conditions for pedestrians and cyclists without sacrificing capacity, the signalised junction at Derby Road is replaced by an innovative, block-paved junction with no signals. This will resemble two mini roundabouts but with the usual priority indicators omitted. Raised roadway levels, block paved surfaces, central islands and courtesy crossings are proposed to moderate speeds and reduce the unchallenged sense of priority currently enjoyed by drivers of cars, vans, etc. Similar treatments feature along the approaches.

2. RECOMMENDATIONS

- To proceed with implementing the scheme as per **Drawing:1689-4-010** by:
- a) Applying to Transport for London for final approval to proceed.
 - b) Proceeding to the statutory consultation phase for the necessary Traffic Management Orders for new parking/loading restrictions etc.
 - c) Updating the public on the proposals and the programme for construction.

Overview Plan



signalled crossing to aid east-west ped/cycle trips, replaces existing crossing just north of Queensway

Nags Head Road

Tesco

Queensway: parking bays and renewed tarmac footways

zebra crossing

ped route to new academy

anticipated layout of future Electric Quarter development

east-west cycle routes connected via widened western footway

roundabout style junction to replace signals - in/out access for Derby Road maintained

Lincoln Road

raised roadway (in tarmac)

Clarence Road

High street:

- > high quality footway paving
- > existing service roads made footway
- > retail parking moved to bays at edge of road
- > new parking zone bans parking except in bays, allowing removal of localised sign clutter
- > cycle lane each side of main road, narrowed space controls speed of general traffic
- > new street trees and seating

Ponders End Park

South St

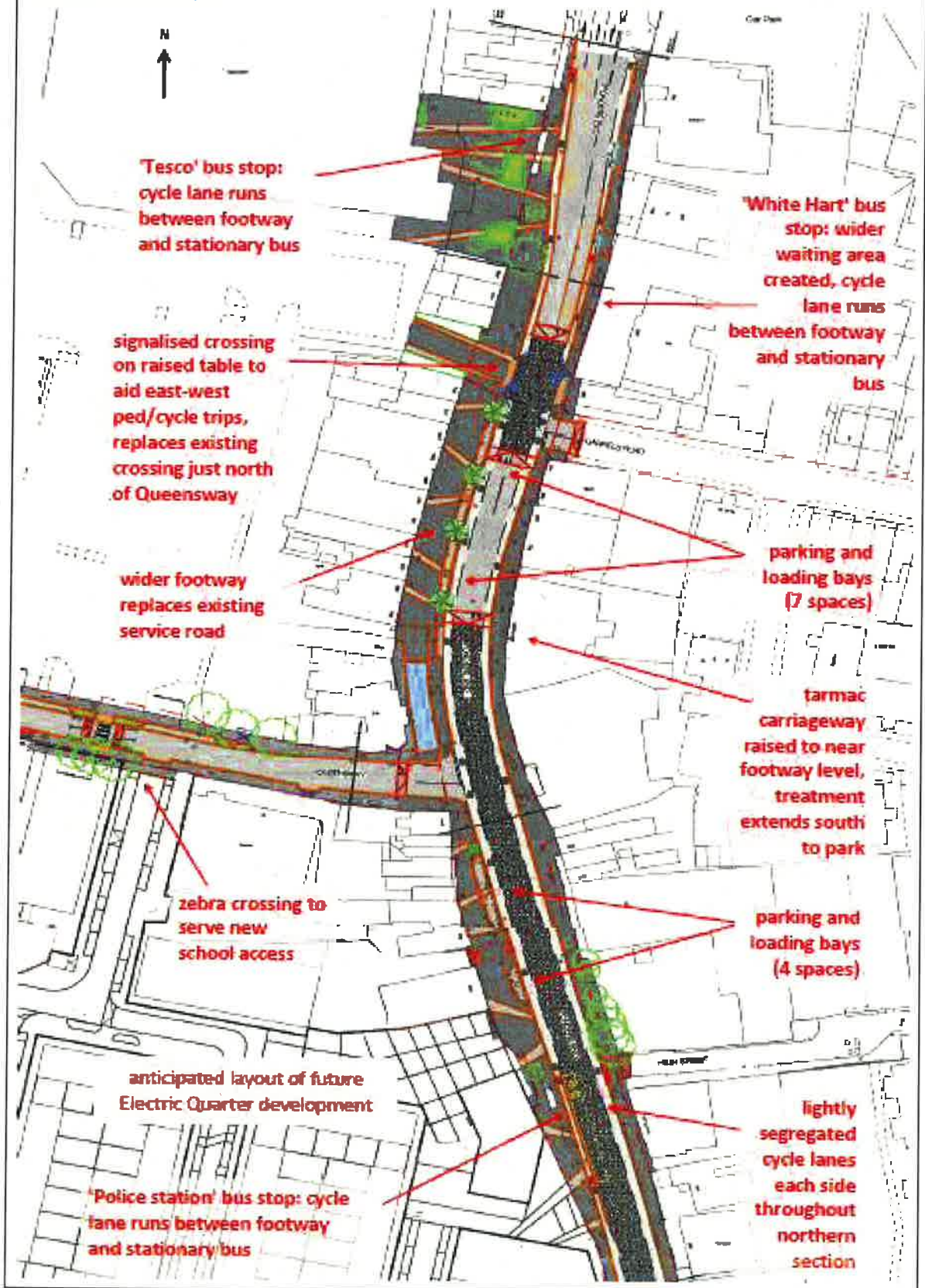
'Shared Space' Zone: Raised roadway in blocks and absence of usual priority markings to encourage a cautious driving style. Courtesy crossings and central islands aid pedestrians.

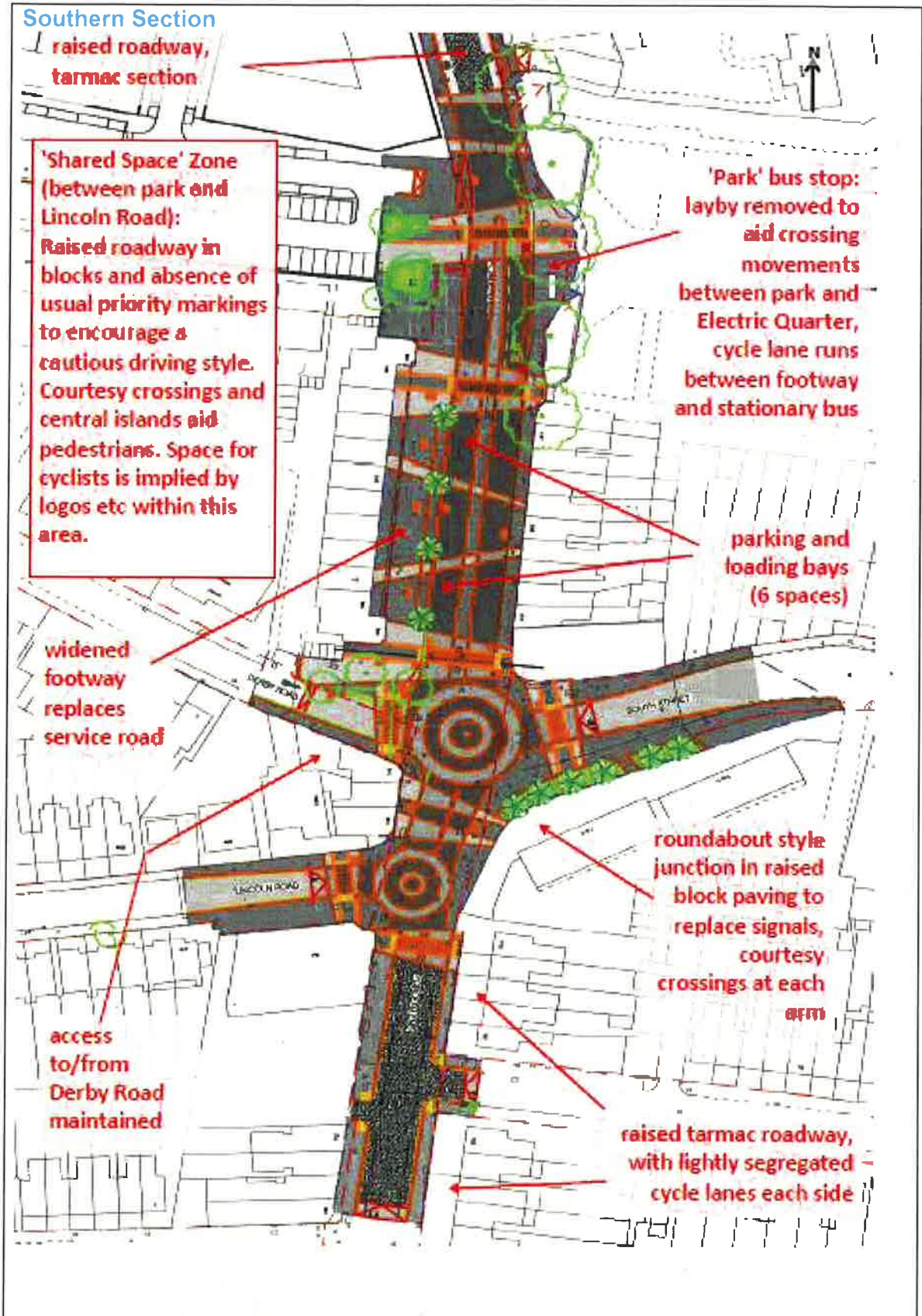
Garfield Rd

raised roadway (tarmac)

Allens Rd

Northern Section





3. SCHEME INFORMATION

3.1 Scheme History & Coordination with Adjacent Schemes

- 3.1.1 The council has secured Major Scheme funding from Transport for London (TfL) to improve Ponders End High Street. The scheme seeks to reduce the dominance of motorised traffic, improve the public realm and help reassert its high street identity. Further aims include creating a suitable interface with the new Electric Quarter development and an access route into the new Heron Hall Academy. A stronger route for pedestrians between the Alma estate and Southbury Station will be created, via Queensway and the park.
- 3.1.2 Cycle Enfield funding has been secured, under separate bidding, for various cycle routes through the locale. Facilities for cycles have been incorporated to match the following: future north-south cycle lanes along the wider A1010 corridor; an east-west route that crosses the high street between the park and Derby Road; and a westbound route that follows Garfield Road and the northern end of the high street. A proposed toucan crossing will aid the future cycle movements out of Garfield Road.

3.2 Log of Consultation Activity

- 3.2.1 The table below details the consultation and engagement activities undertaken since 2014. It includes some events undertaken jointly with the Electric Quarter (EQ) team. Within this period there have also been various exchanges with ward councillors, the police and other interested parties.

Activity / Event	Date
initial community engagement:	
> walkabout meeting along high street with ward councillors and Ponders End Partnership to gather views and ideas	7 Aug 2014
preliminary consultation:	
> scheme update for Cabinet Member (briefing note)	2 Jan 2015
> scheme overview presented at Jan 15 Enfield Cycle Forum (regular forum attended by local cycling enthusiasts)	27 Jan 2015
> presentation of proposals to Ponders End Partnership (joint event with the team presenting EQ plans)	3 Feb 2015
> presentation of proposals to Enfield Vision	2 Mar 2015
> scheme update at June 15 Enfield Cycle Forum	2 Jun 2015
> business-owners drop-in meeting no. 1 (joint EQ event)	9 Jun 2015
> business-owners drop-in meeting no. 2 (joint EQ event)	11 Jun 2015
main public consultation period (16 June to 10 July):	
> 3000 leaflets sent to 5 local schools for sending home with pupils	15 Jun 2015
> consultation launched on council website	16 Jun 2015
> leaflets delivered to 5000 properties across the area	17 Jun 2015
> scheme display manned by design team in Tesco foyer, day 1	19 Jun 2015
> scheme display manned by design team in Tesco foyer, day 2	20 Jun 2015
> consultation summary for Cabinet Member (briefing note)	17 Jul 2015
continuing public engagement:	
> presentation of proposals to Ponders End ward forum	8 Sep 2015

> presentation of proposals to Ponders End Partnership	22 Sep 2015
> scheme update at Sep 15 Enfield Cycle Forum	29 Sep 2015
> scheme information letter for Derby Rd residents (access issues)	2 Oct 2015
> design review and information exchange period via telephone, correspondence, community petition and ward councillor input	Oct / Nov 2015
> further discussion on revised proposals with Enfield Vision	23 Oct 2015
> letter of response to Derby Road petition leader	6 Nov 2015
> update on proposals to Ponders End Partnership meeting	9 Mar 2016
> <i>anticipated update to community following scheme approval</i>	<i>July 2016</i>

3.3 **Design Rationale and Overview**

(i) **Narrowing Traffic Lanes**

3.3.1 The existing roadway is generally wider than needed to accommodate the one lane of traffic it carries in each direction. Cycle lanes on each side of the road help reduce the dominance of motorised traffic, as the narrowing effect helps control speeds and aid crossing movements.

(ii) **Infilling Service Roads**

3.3.2 The community walkabout exercise in August 2014 raised the view that the narrow sections of footway between the main road and each of the two service roads were a relatively poor facility for pedestrians. Surveys found that the adjacent space set aside for parking was under-utilised and contributed relatively little to the amount of money spent on the high street. See 3.3.26 below. The space is better left clear for pedestrians.

(iii) **High Quality Footway Paving**

3.3.3 The TfL design panel recommended the use of high quality paving materials for aesthetic benefits and to improve the high street's sense of place. Their use also helps match the Electric Quarter proposals.

(iv) **Design of Bus Stops**

3.3.4 The overview plans identify the four stops within the scheme: the Tesco stop, the White Hart stop, the police station stop and the park stop. All are well used by passengers and served by numerous buses each hour. The first two are used as driver change-over points and commonly accommodate two buses together and lengthy dwell times.

3.3.5 Recessing the bus stops within laybys would aid the passage of following traffic. However, even if sufficient space were available, this would require the cycle lanes to pass outside the layby. Buses would need to cross the cycle lane when both entering and departing the stop, putting the two streams in potential conflict. When buses are present, the passing cyclist is sandwiched between the bus and moving traffic. This provides little of the desired sense of protection for less confident riders and the same applies to options where the cycle lane breaks at the bus stop. An arrangement where cyclists remain on the inside of the bus has been proposed instead.

3.3.6 A bus boarder is a facility that guides cyclists onto the footway between the bus and the passenger waiting area. Signage warns waiting passengers to

keep the space clear for approaching cycles. More confident riders retain the option of passing the bus on the outside. Cyclists are cued to moderate their speed as they enter the facility by the narrowing of their approach lane, and a ramp as they climb to footway level. Also by the presence of a bus. Further discussion on the suitability of bus boarders is found in the Equality Impact Assessment. See section 9.

- 3.3.7 Similar bus boarders have been installed in Camden. Two year monitoring of these reveals no specific complaints from passengers about the facility and zero reports of pedestrian and cycle collisions. Video surveys suggest cyclists are good at adapting their riding style when pedestrians are present.



(v) Redesign of Derby Road Junction

- 3.3.8 The current arrangement at the Derby Road signalised junction represents relatively poor provision for pedestrians and cyclists. The intersection features crossing positions on 4 of its 5 arms adjacent to the signal posts, but gives no dedicated crossing phase. Hence pedestrians receive no visual, audible or tactile signal for when it is safe to cross. It also lacks any facilities that would aid cycles, such as early-start phases or an off-road bypass route around the junction.

- 3.3.9 The northern arm benefits from a central island, but this is not wide enough to accommodate a buggy or a mobility vehicle in any comfort. The island on the South Street arm is wider. Both crossing points are well used. At the southern arm of the junction there are no dropped kerbs or islands. Crossing the road here is difficult and few are seen to try. Derby Road is by far the quietest arm and as a result crossing here is seldom problematic.

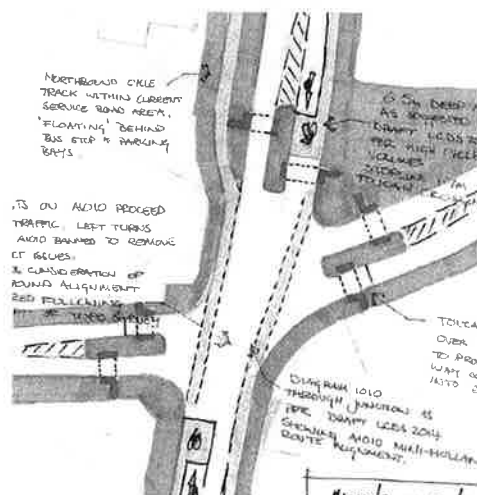


- 3.3.10 Lincoln Road is relatively narrow at the crossing point but, in the absence of an island, pedestrians must cross in one stage, thus needing to be wary of traffic approaching from multiple directions before stepping out. Visibility to traffic from the south is particularly poor for those heading north, while traffic emerging from South Street often approaches at speed. Crossing movements are numerous here and can be very challenging.

3.3.11 Busy signalised junctions can be intimidating for cyclists. Right turns are often challenging. Straight ahead movements leave riders vulnerable to 'left hooks', where left-turning drivers cut across the path of the cyclist. Left turns are permitted into Lincoln Road and South Street, thus posing the 'left hook' hazard for cyclists proceeding along the future A1010 cycle route in either direction. The middle of the junction is often occupied by delayed right-turners and there is a strong pattern of collisions associated with right turns into Derby Road and South Street. Drivers are observed to accelerate abruptly when attempting to clear the junction. These factors all raise road safety concerns with regard to adding into the mix an increase in cyclists.

3.3.12 Traffic modelling indicates that the junction currently operates close to full capacity. Providing optimum phasing for either pedestrians or cycles would increase queuing greatly. An improved layout was conceived compromising on various factors in order to minimise the impact on capacity.

3.3.13 To mitigate the absence of early start phases, left turns are banned into the side roads. Crossings are set out in staggered form, which aids junction capacity at the expense of pedestrian convenience. The Derby Road arm is stopped up, helping to simplify the junction's operation. This constitutes a compromise on pedestrian amenity, on cycle provision, and on residential access. It was found that, even with all these concessions, the layout would see peak hour queue lengths rise drastically from an average of 18 cars on each main arm to 129 cars.



3.3.14 A previous study indicated that converting the junction into double mini-roundabouts would bring an improvement to capacity, and this option was revisited with regard to adding the necessary pedestrian and cycle facilities. Mini-roundabouts would be more cycle-friendly than the existing layout because drivers could rarely be certain of priority until reaching the give way lines, hence suppressing entry speeds. Nevertheless, asking cyclists to negotiate the busy space unaided would represent a gap in the level of provision intended along the rest of the A1010 route.

3.3.15 A 'shared space' treatment is proposed to mitigate these concerns and improve the environment for pedestrians and cyclists alike. Unconventional markings and materials are introduced, while the normal traffic priority indicators are omitted. This challenges the driver's (often over-developed) sense of precedence. The aim is to introduce a more cautious driving style; and by this reduce the speed of traffic; and by this give cyclists and pedestrians the confidence to depart from the kerbside more freely; and by this to help reinforce the cautious driving style, making a virtuous circle.

- 3.3.16 A block-paved surface challenges the sense of driver precedence conveyed by tarmac. Raising the road to sit just 25mm below footway level (100mm is more typical) reduces the sense of separation from pedestrians that drivers enjoy in conventional layouts, cueing them to drop their speed. Central islands reduce the available width for traffic, which helps control speeds and shortens the distance across the road. These factors aid crossing movements and prompt a greater degree of assertiveness in pedestrians.
- 3.3.17 Removing priority symbols is a further challenge to drivers' sense of precedence. Instead of roundabout markings the surface is imprinted with roundels to give the impression of a roundabout, but leave users to judge for themselves when to claim priority and when to yield. This compels drivers to attend closely to the movements of others and exercise their own judgement. Happily these skills are instinctive to drivers where speeds are modest and the correct mind-set has been triggered by environmental cues. A less hostile environment for pedestrians and cyclists is the result.
- 3.3.18 For the least confident riders, an off-road route around the perimeter of the junction is implied by the cycle markings, utilising crossing points parallel to those for pedestrians. Around a traditional junction a more clearly defined facility would be necessary, occupying a quantity of space that is not available here. At this junction the anticipated impact on driver behaviour should allow a portion of cyclists to use the perimeter facility without posing undue surprise to drivers or pedestrians when leaving/joining the road.
- 3.3.19 Courtesy crossings are favoured to zebra crossings to reinforce the approach that all users should judge for themselves when it is appropriate to claim priority and when to yield. Their use is seen to work well at a similar location in London (Bexleyheath). Traffic signals are the least compatible of any priority indicator within the sort of shared space scheme described above. They have been removed in and around the area of the junction so as not to undermine the intended effect on driver behaviour.
- 3.3.20 A video available online at the following location provides a comparison between the Derby Road Junction and the recently redesigned one at Bexleyheath. The two junctions carry similar levels of traffic.

YouTube:DerbyRoadJunction

<https://youtu.be/uxEomudW8rM>

The points demonstrated in the video include:

- > That the existing Derby Road junction offers little consistency for pedestrians or sense of protection for cyclists; while the Bexleyheath junction is a calmer space where crossing movements are relatively easy.
- > That all traffic is sometimes held stationary at the Derby Road junction, either by 'dead' time between green phases or by the impasse caused by opposing vehicles, both suggesting less than optimum efficiency.

(vi) Extending the 'Shared Space' Zone Along the High Street

- 3.3.21 Block-paving extends north to cover the park frontage, where further courtesy crossings will accommodate key movements. The raised sections of tarmac

roadway that bookend the block-paved area are transition zones in which drivers approaching the junction should begin lowering their speed.

(vii) Crossing Points

3.3.22 The existing pelican crossing just north of Queensway is to be replaced by a toucan crossing near Garfield Road. The latter location serves a stronger desire line; was popular within the general consultation responses; sees 4 times more crossing movements in peak times; and is favoured by Enfield Vision. The Garfield Road location will also serve the east-west cycle route. Various other crossing points are replaced with courtesy crossings. Crossing provision across the scheme is assessed below.

Key Side Road Crossing Points					Review of Existing & Proposed Crossing Facilities									
	South Street	Lincoln Road	Derby Road	Queensway										
Current Facility	Wide refuge island at signals (no ped phase)	Crossing point at signals (no ped phase)	Crossing point at signals (no ped phase)	Nothing	<table border="1"> <thead> <tr> <th colspan="2">Level of Provision</th> </tr> </thead> <tbody> <tr> <td>Great</td> <td>Good</td> </tr> <tr> <td>Quite Good</td> <td>Okay</td> </tr> <tr> <td>Poor</td> <td>Nothing</td> </tr> </tbody> </table>		Level of Provision		Great	Good	Quite Good	Okay	Poor	Nothing
Level of Provision														
Great	Good													
Quite Good	Okay													
Poor	Nothing													
Proposed Facility	Narrowed courtesy crossing	Narrowed courtesy crossing	Courtesy crossing with narrow island	Refuge island in low-profile kerbs										
Notes	Similar level of provision	Should provide easier and more consistent crossing movements	Some improvement although traffic levels low	Helps slow traffic and aid crossing of wide side road in two stages										
Better or Worse?	≡	✓	✓	✓										

High Street Crossing Points						
	Garfield Road	The Goat	Park (N)	Park (S)	Post Office	Picture Palace
Current Facility	Refuge island	Pelican crossing	Refuge island	Refuge island	Narrow refuge island at signals (no ped phase)	Nothing
Proposed Facility	Toucan	Nothing	Courtesy crossing with wide refuge island	Courtesy crossing within wide central median	Courtesy crossing within wide central median	Courtesy crossing with narrow island
Notes	Serves strong E-W crossing desire line and aids cycle turns out of Garfield Rd	To be replaced by Garfield Road crossing, as supported by consultation results	Serves route between park and library	Serves route between park and Derby Road	Should provide easier and more consistent crossing movements	Should provide easier and more consistent crossing movements
Better or Worse?	✓	✗	✓	✓	✓	✓

Further discussion on crossing movements and pedestrian provision is found in the Equality Impact Assessment. See section 9.

3.3.23 The analysis above indicates a clear improvement in crossing provision across the scheme. It is acknowledged that those with complete sight loss (around 1 in 600 people, nationwide) are particularly reliant on signalised facilities and, unless accompanied by an assistance dog, benefit least from the improvements. The section above outlines why the only viable scheme option available was the one that would omit such facilities from the southern end of the high street. The overall scheme impact of reducing the dominance of motorised traffic will make the street a less hostile environment for all vulnerable road users, including the blind.

(viii) Parking & Loading

3.3.24 The existing layout accommodates pay and display parking for 41 vehicles within the high street. The proposed layout accommodates 17, which is 41% of the current provision. However, parking surveys indicate average usage across the 12 hour day of only 19 spaces. The new parking provision would therefore accommodate 89% of the typical current parking demand. There is a pronounced spike in demand between 2pm and 3pm. The new parking provision accommodates 59% of demand in this period.

Period	Current demand	Current spaces		Future spaces	
		No.	% demand	No.	% demand
7am to 7pm	19	41	216%	17	89%
2pm to 3pm	29		141%		59%

3.3.25 There are presently pay and display parking bays on each side of the road at the high street end of Garfield Road, accommodating 4 vehicles in total. There are pre-existing problems with congestion at this end of Garfield Road where vehicles entering from the high street are blocked by traffic queuing to exit. It is proposed to remove the two bays in question to maximise clear space at the western end of Garfield Road.

3.3.26 Parking surveys found that 90% of the shoppers visiting the high street lived within 1.25 miles. Of all visits, walking accounted for 60%, bus travel 20%, and private car journeys only 19%. Of the latter, many parked in private car parks rather than on the street. Numerous off-street parking spaces are found within the Tesco car park, which is free for visits up to three hours. The Eagle House pay and display car park (northern end of high street) can serve 26 vehicles but operates at only 15% of its full capacity across the 11-hour day. The reduction in parking outlined above should not have a significant impact on the vitality of the high street as few high street shoppers visit by car and, for those who do, other space is available. This view is supported by the independent economic impact assessment that has been commissioned.

3.3.27 A restricted parking zone is proposed to cover the high street within the extents of the scheme. This will prohibit parking anywhere within the zone outside of marked bays, which will double as loading space. The use of zonal parking signs at entry points will enable removal of the present multitude of signs and yellow lines on the high street used to control parking and loading, improving the appearance of the street. The proposed zonal sign is shown here.



3.3.28 This will be the first parking zone of its kind in Enfield. Drivers who fail to spot the zonal entry signs should deduce from the unusual absence of yellow lines that the area falls under a zonal parking restriction.

3.3.29 Under these proposals the same 17 bays are also intended to accommodate all the on-street loading activity along the high street. Delivery drivers will be able to improve their chances of finding convenient space by visiting off-peak and particularly by avoiding the pronounced peak in parking demand observed between 2pm and 3pm. The majority of retail units along the high street benefit from rear service yards or access roads. Encouraging off-peak loading and greater use of these service areas will benefit the overall function and ambience of the high street.

(ix) Demarcation of Cycle Lanes

3.3.30 Along the tarmac sections of the high street white lines and bolt-down rubber lane dividers are proposed. The latter are shaped with a low, smooth profile so as to guide straying vehicles back into their correct lane. They offer cyclists a greater sense of protection than a white line alone, but allow riders to depart the lane easily when needed. Within the shared space zone, due to the different surface pattern and varying amount of available space, it is not appropriate to continue lane demarcation. Intermittent cycle symbols are used instead to denote implicitly the space intended for cyclists. The lower speeds here justify the reduction in physical separation.

(x) Speed Limit

3.3.31 The proposals have been designed to achieve a 20mph design speed. It is not proposed to introduce a 20mph speed limit, as it is anticipated that such a measure, and its attendant sign clutter, will not be necessary.

(xi) Materials

3.3.32 The highways services team has advised that the block paving materials proposed for the scheme will constitute an additional maintenance burden in future years over the use of tarmac. The total area of footway and carriageway blocks is around 10,000 square metres. Without the use of the blockwork materials a viable scheme cannot be achieved as roadways surfaced in tarmac re-assert driver's sense of precedence over others.

(xii) Drainage

3.3.33 Engineers within the highway services drainage team have expressed a preference for the scheme to incorporate 'green' drainage systems that help store storm waters. The design team has attempted to maximise the amount

of green, water-gathering features within pedestrian areas and has provided storage calculations to quantify the difference in storage volume.

3.3.34 (xiii) Design Process

The steps taken to ensure that designs are adequate for all users and in accordance with law, including the 2010 Equality Act, include:

- a) Using staff/consultants with the necessary skill and experience,
- b) Consulting with vulnerable user groups to draw out particular issues,
- c) Following the provisions of the most applicable current guidance,
- d) Seeking examples of similar schemes (Bexleyheath and Hackbridge),
- e) Examining the current collision history of the scheme and setting out a monitoring regime to assess the completed scheme going forward,
- f) Submitting designs for a Road Safety Audit by independent specialists,
- g) Completing an Equality Impact Assessment (see section 9).

3.4 Consultation Response

(i) Business Owners

- 3.4.1 Limited feedback was received from local business owners on the proposals despite various letters and events aimed at this group specifically. Those owners based on the high street with whom members of the design team have spoken seem broadly supportive of the proposals. Feedback has not been received from owners of businesses on the eastern side of the high street between the park and South Street. However, the parade features only small units (a travel agent, a beauty salon and similar) that are not expected to generate a high demand for loading provision. Private loading space exists to the rear of these stores via South Street.

(ii) Community Groups

- 3.4.2 Scheme presentations were given at a Ponders End ward forum and two meetings of the Ponders End Partnership. Residents attending the ward forum seemed broadly supportive of the proposals although the innovative elements of the design attracted some scepticism. One notable suggestion was that the design team should provide pupils of local schools with training in how to cross the proposed junction once it is in place. The design team believes that crossing here will be a significantly easier exercise than at present but, nevertheless, is happy to meet this request. Similar offers will be made to other community groups.

(iii) Enfield Vision

- 3.4.3 Two meetings have taken place with Enfield Vision to explain the proposals and seek comments. Some of their members have no residual sight and make the point that - for this category of user - a signal controlled crossing, with its audible and tactile indicators, is the only type that can be used with genuine confidence. Support was expressed for the relocation of the crossing to the proposed site near Garfield Road. An increase in footway space at the waiting area on the eastern side of the road was also requested. The new layout should improve things in this regard. The need to share the crossing with cycles seemed to raise few concerns.

3.4.4 There was some scepticism about the shared space approach but their members believe the 25mm kerb upstand will be high enough for them to navigate by, as national research would suggest. No objection was made to the other crossing points being replaced with courtesy crossings, as none of the existing facilities provide much to aid unsighted users. It was explained that tapping for a certain lamp-post or railing in a familiar location is a key part of their members' navigation process. Sadly the proposals will see widespread alterations to the position of such objects. However, the layout will provide wider and less cluttered pedestrian corridors on each side of the road and these should, in time, be acknowledged as an improvement.

(iv) Derby Road – Proposal to Restrict Movements onto High Street

3.4.5 A letter to Derby Road residents in October 2015 made explicit the impact on access to the road. A petition of objection followed representing more than half of the properties within the road. The design team subsequently found a viable layout that retained access from Derby Road onto the high street within the proposed shared space design. Although not ideal to the operation of the junction, it is a reasonable concession to avoid imposing a particular inconvenience on the residents of Derby Road.

3.4.6 There remains some scepticism amongst Derby Road residents and the wider community about the radical reconfiguration of the junction. The designers' argument in favour makes reference to case studies, traffic modelling, innovative traffic design theory, collision records, and a careful assessment of vulnerable user impacts.

(v) Public Consultation Exercise & General Community Response

3.4.7 The response to the consultation exercise of summer 2015 is summarised below. The overall response rate was low. The specific proposals to move the crossing and to add trees enjoy good support. Some commented that the high street and its stores are not of sufficient quality to merit the investment. The designers argue that giving the high street a stronger sense of identity will attract more visitors and greater retail diversity.

Q1: The proposals will make it easier for me to cross the road...			
Agree	Disagree	Neither	Don't Know
31	31	10	9
38%	38%	12%	11%

Q2: Narrower lanes will lower the speed of traffic...			
Agree	Disagree	Neither	Don't Know
31	33	7	10
38%	41%	9%	12%

Q3: New cycle lanes will make me more likely to cycle along the high street...			
Agree	Disagree	Neither	Don't Know
19	45	13	4
23%	56%	16%	5%

Q4: Adding trees between parking spaces will improve the look and feel of the road...			
Agree	Disagree	Neither	Don't Know
52	20	8	1
64%	25%	10%	1%

Q5: Restricting movements out fo Derby Road is worth doing to improve the way the junction works for drivers and pedestrians...			
Agree	Disagree	Neither	Don't Know
36	31	7	7
44%	38%	9%	9%

Q6: A crossing near Garfield Road will be more use to me than one near The Goat...			
Agree	Disagree	Neither	Don't Know
40	27	11	3
49%	33%	14%	4%

3.4.8 The community has expressed some scepticism about the shared space elements of the scheme. This reflects some wider anxieties about the use of shared space designs in the UK, notably that they force vulnerable users to occupy the same space as motor vehicles and that courtesy crossings increase the precedence of motorised traffic, rather than lower it. The merits of courtesy crossings are discussed above. In this scheme the high street retains the existing traditional pattern of a footway either side, therefore pedestrians are never forced to occupy the same space as motor vehicles.

(vi) Emergency Services

3.4.9 The police, fire and ambulance services have been provided with scheme information. There has been ongoing contact with representatives of the police through the design phase. Consultation with the emergency services will be concluded at the statutory consultation stage.

3.5 Injury Collision History

3.5.1 Below shows recorded injury collisions occurring along the high street in the 3-year period, July 2012 to July 2015:

High Street - Nags Head Rd to Clarence Rd (excl. the 2 signalised jctns)									
Ref	Date	Severity			Category			Other Type	Description / Location
		Slight	Serious	Fatal	Motor veh hitting...				
					Ped.	Cycle	Car		
1	Oct-12	✘						●	Passenger slipped boarding bus S/of Qway
2	Dec-12		✘					●	Misjudged turn from service rd N/of Qway into oncoming car
3	Jan-13	✘			●				Car turning into Qway hit ped crossing side rd, error both parties
4	May-13	✘			●				Turning driver hit 2 peds crossing entry to service rd N/of Qway
5	Jun-13	✘			●				Driver hit ped crossing high st N/of Gfield Rd, error both parties
6	Aug-13	✘						●	Unsaigned turning driver hit oncoming m/cycle passing bus
7	Aug-13	✘				●			Nbound van overtaking too close hits cycle N of South Street
8	Nov-13		✘		●				Speeding Sbound car hit ped crossing high st nr park
9	Mar-14	✘			●				Speeding driver mounted fway, scattering peds near Gfield Rd
10	Oct-14			✘	●				Ped on high st hit by Sbound van nr Gfield Rd - fatal injuries
11	Oct-14	✘				●			Cyclist fell avoiding following van after both turn into Gfield Rd
12	Nov-14	✘						●	Car emerging from parking area hit by car on high st nr Allens Rd
13	Nov-14	✘			●				Ped hit by car on high st opp Gfield Rd, error both parties
14	Dec-14	✘			●				Ped hit by car on high st nr Gfield Rd, misread signal by driver
15	Feb-15		✘		●				Misjudged crossing of high st N/of Gfield Rd, ped hit by bus
16	May-15	✘						●	Driver emerging from side road S/of Qway hit by car on high st
17	May-15	✘						●	Car colliding with car during parking manoeuvre
18	Jul-15	✘						●	Driver emerging from side road S/of Qway hit by car on high st
Totals:		14	3	1	9	2	5	2	
Junction of High Street / South Street / Lincoln Road / Derby Road									
Ref	Date	Severity			Category			Other Type	Description / Location
		Slight	Serious	Fatal	Motor veh hitting...				
					Ped.	Cycle	Car		
19	Nov-12	✘						●	Car-to-car collision after aggressive driving by right turner
20	Dec-12	✘				●			Cycle hit from behind by car at junction
21	Mar-13	✘						●	Passenger on bus fell when bus stopped at signals
22	Jun-14	✘				●			Poorly judged right turn by driver, car hits cycle
23	Apr-15		✘		●				Right turning car entering Derby Rd hits ped crossing side rd
Totals:		4	1	0	1	2	1	1	
Combined:		18	4	1	10	4	6	3	

3.5.2 Along the high street, excluding at its major junctions, there were 18 injury incidents: 14 were coded 'slight', 3 'serious' and 1 'fatal'. The predominant category is clearly 'motor vehicles colliding with pedestrians', which represents 50% of all incidents and encompasses 3 of the 4 most severe. The two injury incidents where motor vehicles came into conflict with cycles add to the picture of a location where road layout and driver behaviour is unsympathetic to vulnerable road users.

3.5.3 Six incidents involved motor vehicles colliding with other motor vehicles, notably when turning or manoeuvring. Thankfully most of these were coded 'slight'. Lowering the sense of precedence enjoyed by drivers on the main road is likely to improve this situation. None of the collisions are seen to

cluster around any particular location along the high street, rather the relatively poor collision record applies fairly uniformly along its length.

- 3.5.4 At the Derby Road junction there were 5 injury incidents, 4 of which were 'slight' and 1 'serious'. The pattern of problems between right turning vehicles extends when examining data going back further into the past. A more cautious driving style should reduce the number of collisions and help minimise their severity.

3.6 *Monitoring of Future Collisions & Crossing Points*

- 3.6.1 The injury collision record of the scheme area will be monitored at 6 monthly periods for three years, starting from the date of completion and by undertaking comparisons with the record above. Intervention measures will be considered should any deterioration upon this record become apparent. A review will also be triggered by any incident coded 'serious' or 'fatal', or where less serious incidents can be seen to cluster around particular locations.

- 3.6.2 The same review will apply if a road safety problem becomes apparent at any of the crossing points or any of the bus stops. The level of provision estimated for the courtesy crossings assumes that they will operate with a similar degree of success to those in Bexleyheath. Here pedestrians arriving at the crossing points in busy periods are seen to typically establish priority before the passage of 5 vehicles. Post implementation surveys will be undertaken to measure the ease of crossing based on this sort of approach.

- 3.6.3 Community groups – including Enfield Vision and local schools – will be offered an on-site introduction to the completed crossings, although it is anticipated, for most, that the crossings will prove easier and more intuitive to use than the existing arrangements. This offer reflects consultation-stage discussions and the content of the Equality Impact Assessment.

3.7 *Construction Planning*

- 3.7.1 Construction accommodation works are scheduled to commence in summer 2016, with the main works commencing in September 2016. The construction phase is likely to extend into spring 2017, following a suitable break for the 2016 Christmas period. It is recognised that the construction activity will bring significant inconvenience to local store owners, visitors, residents and to the traveling public. Site based project staff, including a specific community liaison role to be staffed by the contractor, will present the first point of contact for local complaints.

- 3.7.2 A period of early contractor involvement with the council's highways term contractor commenced in 2015. This ongoing process should ensure the works are planned to minimise public disruption. Other major construction schemes in the area are being planned and have the potential to overlap with the high street works. The council has procured a detailed study of the impacts of these various schemes, particularly with regard to movements by

construction traffic. This will be used to inform how the exact phasing of the high street works is undertaken and which diversion routes will be used.

3.8 *Air Quality Impact*

3.8.1 The likely impact on air quality is hard to assess and has not been quantified. The alterations are anticipated to ease congestion at the Derby Road junction and make little difference to traffic flow elsewhere along the High Street. Across the life of the scheme a shift towards greater cycle use over emission-based forms of travel is expected. Altogether any difference to air quality should be positive rather than negative.

3.9 *Economic Impact Assessments*

3.9.1 A business case has been submitted to Transport for London using standard methodologies to quantify the likely costs and benefits of the scheme. These are summarised below.

Expected Costs	Over 20 Years Scheme Life
Design and construction	£3,160,000
Ongoing maintenance	£357,000
	£3,517,000

Anticipated Benefits	Over 20 Years Scheme Life
Journey time improvements	£8,506,000
Pedestrian ambience improvements	£2,304,000
Collision reduction	£1,254,000
	£12,064,000

This yields a cost-benefit ratio of 3.4:1 across the life of the scheme, which offers good value.

3.9.2 A separate piece of work has been undertaken, by a consultant independent of the design team, to quantify the positive and negative impacts relating specifically to the vitality of the high street. A report has been completed to match the approach being employed for other Cycle Enfield schemes.

3.9.3 The authors estimate the annual business turnover of the retail centre as £47,424,000. They used travel data and shopper-spend information to identify how much each mode of travel contributes to the total. They then quantified the likely impact of each element of the scheme proposals on each mode of travel to establish economic impacts, assessing conservatively in the case of any positive ones.

3.9.4 The effects on pedestrians (who constitute 3 out of 5 visitors to the high street) and bus-users (1 out of 5) were deemed neutral or negligible. The likely increase in cyclists was calculated to amount to a 0.1% increase on the turnover figure above. The impact of reduced parking space etc. on drivers was calculated to amount to a 0.6% decrease. The benefit across all travel

modes of the urban realm improvements was calculated to amount to a 1% increase. Summing, this equates to a 0.5% increase, which is £230,000 per annum or £4,600,000 across the 20 year life of the scheme.

- 3.9.5 The authors calculated that the disruption created during the construction period would equate to a 2.6% decrease across Year Zero; hence a turnover decrease of £1,250,000. Subtracting the disruption cost from the whole life benefit above gives a net increase across the 20 year period of £3,350,000.
- 3.9.6 It should be stressed that the operational phase estimates take a cautious approach to the potential uplift in turnover due to the planned public realm improvements. In addition, a number of possible mitigation measures have been identified by the consultants and these will be reviewed and taken forward where feasible to ensure that the impact of construction is minimised and to maximise the benefits of the operational phase.
- 3.9.7 It will be noted that this calculation does not account for the costs of the design and construction, which marginally exceed the whole life benefit figure above. This is correctly omitted from the calculation, which is assessing only the economic impact on high street vitality, not the whole scheme costs and benefits. This is why large benefits such as collision reduction and property value uplift are also not featured.
- 3.9.8 The analyses above are positive. They indicate that the scheme will improve economic vitality by a total of £3.35 million across the life of the scheme. Also that, across the life of the scheme, each pound spent will produce benefits at the location worth £3.40.

4. ALTERNATIVE OPTIONS CONSIDERED

Section 3.3 above provides a comprehensive narrative of the design process including the various options that were considered and discounted along the way.

5. REASONS FOR RECOMMENDATIONS

- 5.1 It is recommended that the scheme be implemented as shown to:
- 1) reduce the dominance of motorised traffic on the high street, improving the collision record, better-accommodating existing crossing movements and making the high street a more attractive place to visit,
 - 2) capitalise on the TfL Major Scheme funding to improve the high street,
 - 3) provide the necessary streetscape improvements to match the adjacent Electric Quarter development, and
 - 4) provide a solution to the Derby Road junction 'problem' that can thus facilitate the wider A1010 cycle route pledged under Cycle Enfield.

6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES, AND OTHER DEPARTMENTS

6.1 Financial Implications

- 6.1.1 A detailed breakdown of scheme funding is shown below. Note that the scheme cost figure given above, derived from the business case, has had a standard contingency percentage added (to ensure that a conservative cost benefit ratio is returned) explaining why it exceeds the total funding.

• TfL initial development funding (14/15)	£200,000
• TfL Major Scheme contribution for detailed design (15/16)	£125,000
• TfL Major Scheme contribution for construction (16/17)	£755,000
• TfL Bus Priority Funding contribution (16/17)	£200,000
• LBE regeneration (corridor improvement) funding	£1,619,000
• LBE S106 monies associated with rear of 453 Southbury Rd	£23,000
• LBE S106 monies associated with Heron Hall Academy	£33,000
Total Funding:	£2,955,000
The expected spend profile, including 16/17 fees, is as follows:	
2014/15	£200,000
2015/16	£125,000
2016/17	£2,630,000
TOTAL:	£2,955,000

- 6.1.2 The use of a block-paved surface for the roadway - rather than tarmac, which is less costly to maintain - presents a small additional maintenance burden. The use of off-the-shelf paving blocks, rather than natural stone paving, minimises this factor.
- 6.1.3 The Ponders End High Street scheme is funded from a combination of funding that was approved as part of the 2016/17 Capital programme, as summarised below:

TfL Major Schemes Funding - £1,480,000 (of which the sum above applies to Ponders End)

Highways & Streetscene – Corridor Improvements – Hertford Road - £1,619,000

The balance as stated above will be funded from earmarked S106 receipts.

6.2 Legal Implications

Under section 39 of the Road Traffic Act 1988 the council has duties to promote road safety, to monitor road traffic accident locations and to take measures to prevent such accidents. Under Part V of the Highways Act 1980 the council has powers to make various improvements to the public highway. The proposals are in accordance with these duties and powers.

6.3 Property Implications

Strategic Property Services support the public realm works in the high street and Queensway as a valuable contributor to the council's adjacent

landholdings in the Electric Quarter and because they afford an opportunity to complement the development proposals. Care will be taken to ensure the phasing plan for the public realm works coincides with the Electric Quarter phasing. Regular consultation will ensure any unintended consequences such as interruption in works access to the council's development site is avoided or mitigated.

7. KEY RISKS

Introducing an innovative new road layout presents a reputational risk for the council, should the scheme be badly received by the public or perceived to worsen either congestion or road safety. Doing nothing, or otherwise failing to introduce a suitable new layout, also risks reputational damage to the council, by failing to implement the measures outlined at the bidding stage and failing to provide the wider cycling facilities pledged under Cycle Enfield. A successful scheme provides an opportunity to create a key link in Enfield's cycle route network and contribute to higher levels of cycling. The scheme is also expected to encourage walking by providing a more pleasant environment and safer crossing facilities. This improves public health, lowers travel costs and helps boost transport capacity.

8. IMPACT ON COUNCIL PRIORITIES

8.1 Fairness for All

By improving conditions for pedestrians and cyclists and reducing the dominance of motorised traffic the council helps reduce the disadvantage faced by the 41% of households in the ward (2011 census) who do not own a car or van.

8.2 Growth and Sustainability

The proposals aim to give the high street a stronger sense of identity and thereby attract more visitors and encourage more retail diversity. They also aim to encourage more sustainable modes of transport such as walking and cycling.

8.3 Strong Communities

Efforts have been made to engage the community in the scheme development process. Although the main consultation exercise (leaflet) generated few responses, the initial site walk-about event was well attended by community members and representatives and yielded some useful observations and suggestions.

9. EQUALITY IMPACT IMPLICATIONS

9.1 A Predictive Equality Impact Assessment has been undertaken to ensure that the proposals will not have an undue adverse impact on any of the groups protected in law by the Equalities Act 2010. The two characteristics of

potential relevance are age and disability, thinking particularly about the elderly and those with sight and mobility impairments. The assessment identifies three elements of the scheme that merit consideration: a) the courtesy crossings, b) the bus boarders and c) the reduction in road-side parking.

- 9.2 The assessment concludes that none of these elements are likely to result in undue adverse impacts upon the specific groups identified. It considers the effect of negative impacts that may arise from certain alterations but balances them against any positive ones that also apply. For example, filling in the service roads, and thus reducing parking space, will reduce the likelihood of disabled drivers finding parking space directly outside the shops. But the same measure will improve the high street environment for disabled visitors in general, including those who travel by car but must navigate the street on foot (or by mobility scooter) upon arriving.

The assessment sets out various monitoring and mitigation measures to ensure that impacts are minimised and kept under review.

10. PERFORMANCE MANAGEMENT IMPLICATIONS

None identified.

11. HEALTH AND SAFETY IMPLICATIONS

None identified.

12. PUBLIC HEALTH IMPLICATIONS

- 12.1 Measures that make it easier or more attractive to walk and cycle will improve public health by increasing residents' levels of physical activity.

- 12.2 There is good evidence that physical activity levels amongst the population are far below those needed for maximal health. Cycling to work is associated with a 40% reduction in all-cause mortality. Further a modal shift from motorised to active transport (e.g. transport that does not require an engine) will generate further health benefits from the avoidance of the external costs of motoring including air pollution, noise, congestion and community segregation.

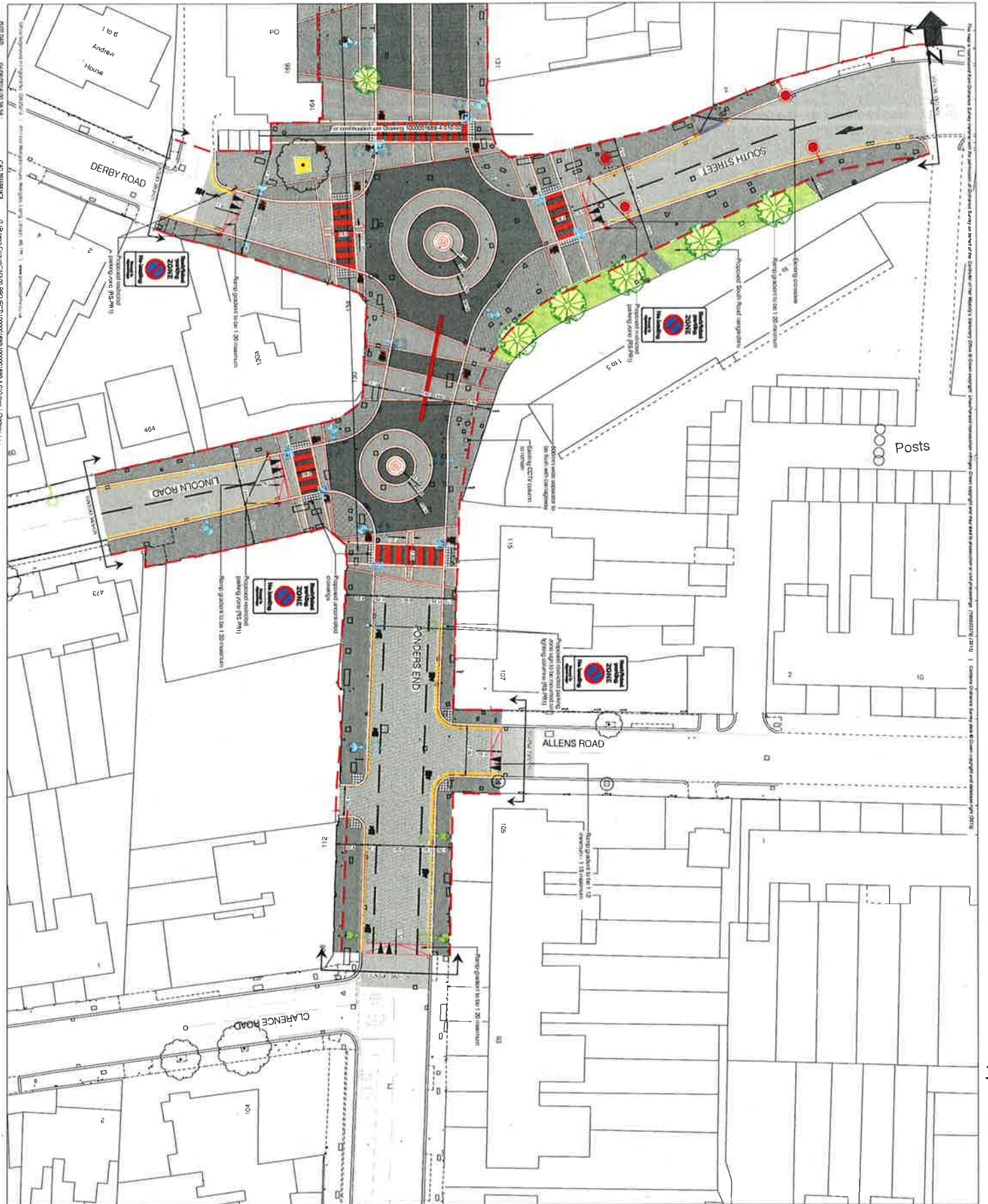
Background Papers

App. A: Drawing 1689-4-10, sheets 1 to 4

App. B: Ponders End High Street – Predictive Equality Impact Assessment



<p>PROJECT CENTRE</p>			
<p>GENERAL ARRANGEMENT</p>			
<p>FOR APPROVAL</p>			
<p>Client: EMFIELD</p>			
<p>Project: PONDERS END TFL MUDON SCHEME AND MAN HOLLAND INITIATIVE</p>			
<p>Drawing No: 1000011894-010-01</p>			
<p>Drawing Scale: 1:250</p>			
<p>Drawing Date: 17/08/2016</p>			
<p>Drawn by: AT</p>			
<p>Checked by: AT</p>			
<p>Scale: 1:250</p>			
<p>Sheet: AT</p>			
<p>Project No: 1000011894-010-01</p>			



FOR APPROVAL	
GENERAL ARRANGEMENT	
Client: PROJECT CENTRE	Scale: 1:500
Project: PROJECT CENTRE	Date: 10/10/2018
Drawing No: 100001868-010-03	

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LEGEND

- Light Green: Lawn area
- Dark Green: Garden
- Red: Hard paving
- Black: Asphalt
- Blue: Water
- Orange: Proposed new building
- Yellow: Existing building
- Grey: Existing concrete
- White: Existing gravel
- Black with red border: Existing footpath
- Red with black border: Proposed new footpath
- Blue with black border: Existing cycleway
- Black with red border: Proposed new cycleway
- Black with red border: Existing road
- Black with red border: Proposed new road
- Black with red border: Existing boundary
- Black with red border: Proposed new boundary
- Black with red border: Existing fence
- Black with red border: Proposed new fence
- Black with red border: Existing wall
- Black with red border: Proposed new wall
- Black with red border: Existing gate
- Black with red border: Proposed new gate
- Black with red border: Existing lamp post
- Black with red border: Proposed new lamp post
- Black with red border: Existing sign
- Black with red border: Proposed new sign
- Black with red border: Existing tree
- Black with red border: Proposed new tree
- Black with red border: Existing bush
- Black with red border: Proposed new bush
- Black with red border: Existing fence
- Black with red border: Proposed new fence
- Black with red border: Existing wall
- Black with red border: Proposed new wall
- Black with red border: Existing gate
- Black with red border: Proposed new gate
- Black with red border: Existing lamp post
- Black with red border: Proposed new lamp post
- Black with red border: Existing sign
- Black with red border: Proposed new sign
- Black with red border: Existing tree
- Black with red border: Proposed new tree
- Black with red border: Existing bush
- Black with red border: Proposed new bush

NOTES

- Proposed new building to be constructed in accordance with the approved planning conditions.
- Proposed new paving to be laid in accordance with the approved specifications.
- Proposed new landscaping to be installed in accordance with the approved specifications.
- Proposed new boundary to be installed in accordance with the approved specifications.
- Proposed new fence to be installed in accordance with the approved specifications.
- Proposed new gate to be installed in accordance with the approved specifications.
- Proposed new lamp post to be installed in accordance with the approved specifications.
- Proposed new sign to be installed in accordance with the approved specifications.
- Proposed new tree to be planted in accordance with the approved specifications.
- Proposed new bush to be planted in accordance with the approved specifications.

PROJ: 100001868-010-03
DRAWING: 100001868-010-03
SCALE: 1:500
DATE: 10/10/2018
CLIENT: PROJECT CENTRE

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<p>PROJECT CENTRE</p> <p>1000001001-010-001E</p>		<p>LEGEND</p> <ul style="list-style-type: none"> Construction 15 (Paved) Construction 16 (Paved) Construction 17 (Paved) Construction 18 (Paved) Construction 19 (Paved) Construction 20 (Paved) Construction 21 (Paved) Construction 22 (Paved) Construction 23 (Paved) Construction 24 (Paved) Construction 25 (Paved) Construction 26 (Paved) Construction 27 (Paved) Construction 28 (Paved) Construction 29 (Paved) Construction 30 (Paved) Construction 31 (Paved) Construction 32 (Paved) Construction 33 (Paved) Construction 34 (Paved) Construction 35 (Paved) Construction 36 (Paved) Construction 37 (Paved) Construction 38 (Paved) Construction 39 (Paved) Construction 40 (Paved) Construction 41 (Paved) Construction 42 (Paved) Construction 43 (Paved) Construction 44 (Paved) Construction 45 (Paved) Construction 46 (Paved) Construction 47 (Paved) Construction 48 (Paved) Construction 49 (Paved) Construction 50 (Paved) Construction 51 (Paved) Construction 52 (Paved) Construction 53 (Paved) Construction 54 (Paved) Construction 55 (Paved) Construction 56 (Paved) Construction 57 (Paved) Construction 58 (Paved) Construction 59 (Paved) Construction 60 (Paved) Construction 61 (Paved) Construction 62 (Paved) Construction 63 (Paved) Construction 64 (Paved) Construction 65 (Paved) Construction 66 (Paved) Construction 67 (Paved) Construction 68 (Paved) Construction 69 (Paved) Construction 70 (Paved) Construction 71 (Paved) Construction 72 (Paved) Construction 73 (Paved) Construction 74 (Paved) Construction 75 (Paved) Construction 76 (Paved) Construction 77 (Paved) Construction 78 (Paved) Construction 79 (Paved) Construction 80 (Paved) Construction 81 (Paved) Construction 82 (Paved) Construction 83 (Paved) Construction 84 (Paved) Construction 85 (Paved) Construction 86 (Paved) Construction 87 (Paved) Construction 88 (Paved) Construction 89 (Paved) Construction 90 (Paved) Construction 91 (Paved) Construction 92 (Paved) Construction 93 (Paved) Construction 94 (Paved) Construction 95 (Paved) Construction 96 (Paved) Construction 97 (Paved) Construction 98 (Paved) Construction 99 (Paved) Construction 100 (Paved) 		<p>Project</p> <p>POWERS END THE MAJOR SCHEME AND MAIN HOLIDAY INITIATIVE</p> <p>Client</p> <p>BRITISH AIRWAYS</p>									
<p>Drawing Title</p> <p>GENERAL ARRANGEMENT SHEET 4 OF 4</p>		<p>Drawing Scale</p> <p>FOR APPROVAL</p>											
<p>Project No. 100001001-010-001E</p>		<p>Revision</p> <table border="1"> <tr> <th>No.</th> <th>Description</th> <th>Date</th> <th>By</th> <th>Appr.</th> </tr> <tr> <td>1</td> <td>Issue for approval</td> <td>1/20</td> <td>JK</td> <td>PT</td> </tr> </table>		No.	Description	Date	By	Appr.	1	Issue for approval	1/20	JK	PT
No.	Description	Date	By	Appr.									
1	Issue for approval	1/20	JK	PT									

Enfield Council Predictive Equality Impact Assessment/Analysis

Department:	Regeneration & Environment	Service:	Traffic & Transportation
Title of decision:	Ponders End High Street – Major Scheme	Date completed:	13 July 2016
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Equality Act 2010 – Section 149

Public sector equality duty

- (1) A public authority must, in the exercise of its functions, have due regard to the need to -
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- (2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- (4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- (5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
- (a) tackle prejudice, and

- (b) promote understanding.
- (6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.
- (7) The relevant protected characteristics are—
 - age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.
- (8) A reference to conduct that is prohibited by or under this Act includes a reference to—
 - (a) a breach of an equality clause or rule;
 - (b) a breach of a non-discrimination rule.
- (9) Schedule 18 (exceptions) has effect.

Type of change being proposed: (please tick)

New project	✓	Policy change or new policy	Grants and commissioning	Budget change
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1 Describe the change, why it is needed, what is the objective of the change and what is the possible impact of the change:

Background

- Enfield Council has secured Major Scheme funding from Transport for London (TfL) to improve Ponders End High Street. Aims include:
- 1) Reducing motor vehicle dominance and aiding crossing movements
 - 2) Enhancing the quality of the public realm around the high street (and Ponders End Park) to produce a more attractive and viable retail destination that feels safer and enjoys a stronger sense of place
 - 3) Improving the relatively poor traffic collision history of the main road
 - 4) Complementing forthcoming major developments on the adjacent former North Middlesex University site, namely the Electric Quarter and Heron Hall Academy

Following the success of the council's Mini-Holland bid in 2013, the scheme also falls within the extents of the A1010 (North) cycle route, as being advanced currently under the Cycle Enfield programme. The route along this corridor is intended to provide designated space for cycles and offer riders a better sense of protection from other traffic; thus tackling what TfL research identifies as the most significant factor discouraging Londoners from travelling by cycle. The potential to convert journeys from motor vehicle to cycle is obvious, and the benefits of doing so in terms of transport capacity and public health are well established. The full route along the A1010 will afford local people access by cycle to a significant part of the borough and to major employment and regeneration areas in the Lea Valley. There are 23 schools located within 500 metres (a two minute cycle ride) of the A1010, and it will also serve five key shopping areas, of which Ponders End is one. Introducing facilities to aid cycling is therefore a fifth fundamental objective of the scheme.

Scope and main proposals

The sketch opposite sets out the main proposals. Cycle lanes and new paving are proposed throughout the high street between Nags Head Road and Clarence Road. Two existing service roads are to be infilled to provide more space for pedestrians. Parking space is to be reduced overall, with retained provision relocated to the edge of the main road. Block paving is proposed in the roadway at the southern end of the scheme, and the existing signalised junction at Derby Road is to be replaced with roundabouts. Raising the road surface closer to footway level (a 25mm kerb is to be retained) is one of several measures intended to reduce drivers' speed and sense of precedence.

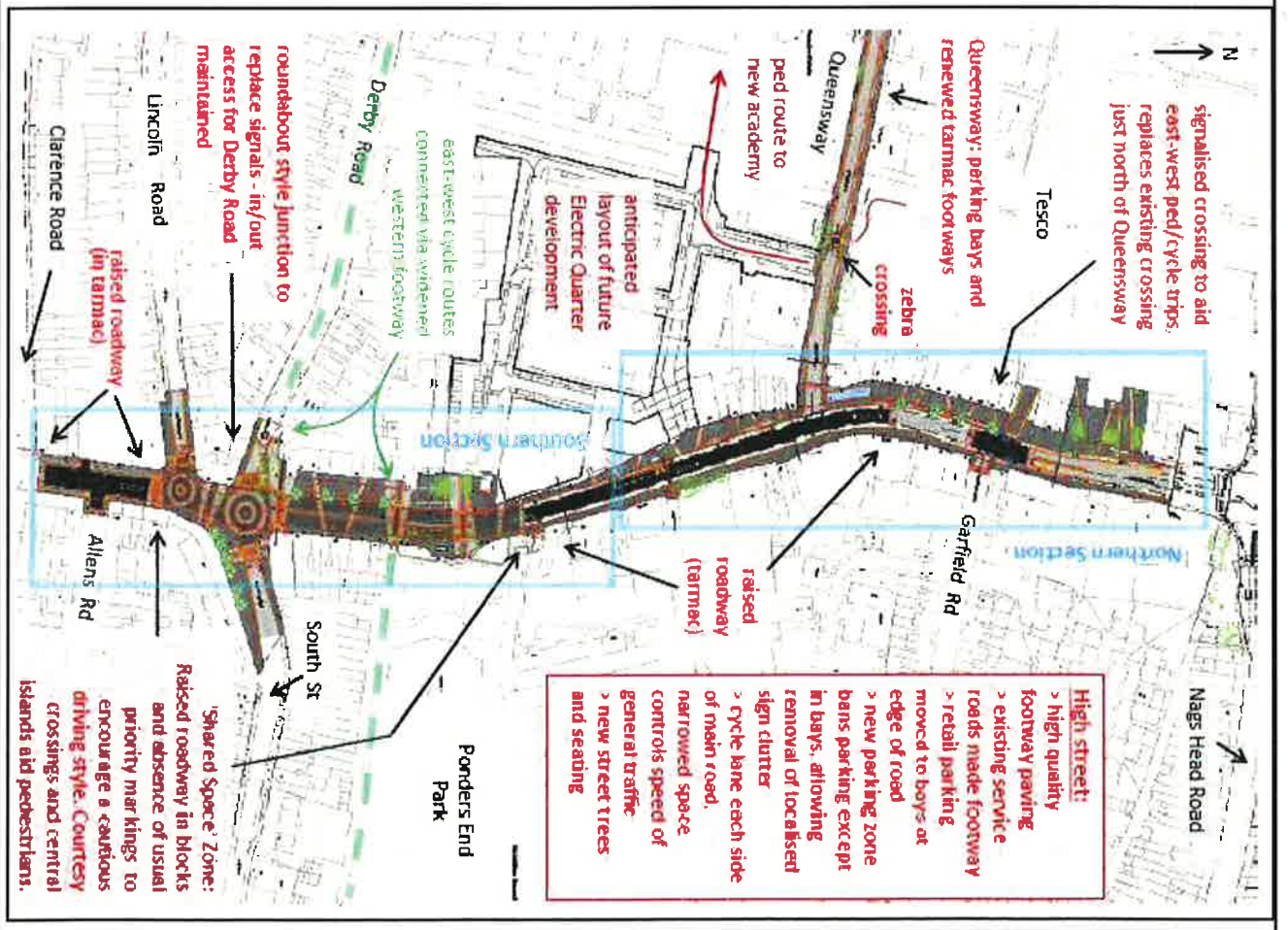
Elements with possible equality implications

A) Innovative junction and courtesy crossings: The existing five-arm signalised junction presents an unsympathetic environment for cycles. It features tactile paving and dropped kerbs but, due to the lack of spare traffic flow capacity, no specific signal phases to aid crossing movements. The video at the following link sets out some of the limitations of the current arrangement:

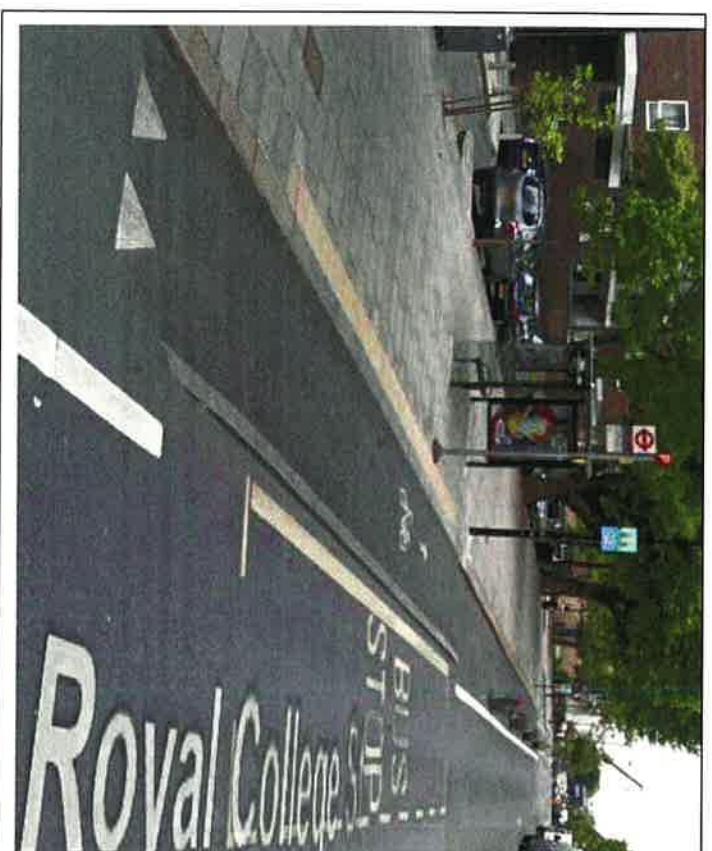
YouTube:DerbyRoadJunction

<https://youtu.be/luxEomudW8m>

No viable solutions exist to improve the junction for cyclists whilst retaining the traffic signals. An innovative layout with courtesy crossings should improve capacity, in addition to helping pedestrians and cyclists. Opportunities to cross rely on driver courtesy or other gaps in traffic, rather than on traditional priority indicators, but are made easier by the provision of refuge islands and the anticipated reduction in vehicle speeds. Such priority indicators, most particularly traffic signals, are not suitable here as they would tend to reinforce, rather than challenge, drivers' sense of precedence over others. The term 'shared space' has been applied to this section, but it should be noted that the layout does not require pedestrians to negotiate areas also open to traffic; dedicated footway space is retained each side of the road. Overall this will be wider and less cluttered than at present.



B) Bus Boarders: Four bus stops sit within the high street. They present a conflicting demand for kerbside space within the context of the cycle lanes. Terminating the cycle lanes where they meet bus stops forces the cyclist to wait behind a dwelling bus or else leave the sanctuary of the lane and try to pass on the outside. It should be noted that bus stopping events on the high street are both frequent and lengthy in duration. Terminating the lanes does not, therefore, give adequate provision for cycles, as agreed by designers at both Enfield and TfL. The option of setting the bus stops within laybys does not offer a better solution, as this forces the bus to cross the cycle lane twice, once when entering and again when departing the stop. Cyclists passing buses from behind can be difficult for drivers to spot and the attendant road safety concerns are obvious. The on-street setting of the bus stops is too physically constrained to allow for the ideal solution, which is a cycle lane that joins a wide footway on the approach and passes behind the bus stop waiting area. A compromise solution is proposed instead known as a bus boarder. Here the cycle lane joins the footway but continues directly across the bus boarding area, requiring the rider to slow down or stop when passengers are present. An example (Royal College Street, Camden) is shown right.



C) Reduction in high street parking space: The idea of infilling the two service roads arose at a community engagement walk-about in August 2014. It was remarked that the narrow strip of footway retained between the service roads and the main road provided a particularly poor level of provision for vulnerable pedestrians and was not a comfortable place to walk or stand when traffic passed nearby on either side. Accordingly proposals show the service roads being removed and parking bays inset from the main road, to maximise pedestrian space and provide for a continuous northbound lane for cycles. The effect is to reduce the amount of parking space on the high street from approximately 41 spaces to approximately 17 spaces. By introducing a zonal restriction, the proposals will also remove the opportunity for blue badge holders to park for short periods on yellow lines.

The design team justifies the overall reduction of parking space on the grounds that current parking demand is well below existing capacity. One reason is that 90% of the shoppers visiting the high street live within 1.25 miles. Walking is the dominant mode (60% of visits) with private car journeys only 19%. A second is that the high street is already served by three surface-level car parks in very close proximity (Tesco, Eagle House and College Garden car parks) which together provide a significant surplus capacity. Therefore the reduction in parking outlined above should not have a significant impact on the vitality of the high street as few high street shoppers drive and, for those who do, other space is available. Re-allocating the space to pedestrians is more befitting of the key function of the road (as a high street) and offers more space for pedestrians, the group who are both most numerous and most vulnerable.

Protected characteristics applicable to proposals

For the three elements set out above the applicable protected characteristics are age and disability. The other protected characteristics are not deemed of relevance to the changes being proposed. The implication to be considered is whether the measures will unduly disadvantage vulnerable pedestrians, with the following groups being applicable:

- (i) Older people – who may be less confident than others in negotiating innovative road layouts, and (for element C) may be more likely to be blue badge holders
- (ii) Younger people – who may be less skilled at judging vehicle movements or less likely to exercise caution in negotiating the street
- (iii) People with sight loss – who are more reliant on non-visual cues, and less able to anticipate vehicles intersecting their path
- (iv) People with impaired mobility – who may be more reliant on dedicated crossing phases and physical separation for pedestrians and (for element C) more reliant on disabled parking space
- (v) People with cognitive impairment – who may be less skilled at judging vehicle movements or negotiating innovative layouts

Consultation

<i>concept stage</i>	> walkabout with cllrs & Ponders End Partnership to gather ideas	7 Aug 14
<i>preliminary consultation</i>	> presentation of proposals to Ponders End Partnership > presentation of proposals to Enfield Vision > business-owners drop-in meetings	3 Feb 15 2 Mar 15 9, 11 Jun 15
<i>main public consultation (16 Jun to 10 July)</i>	> 3000 leaflets sent to 5 local schools for sending home with pupils > consultation launched on council website > leaflets delivered to 5000 properties across the area > scheme display manned by design team in Tesco foyer	15 Jun 15 16 Jun 15 17 Jun 15 19, 20 Jun 15
<i>continuing public engagement</i>	> presentation of proposals to Ponders End ward forum > presentation of proposals to Ponders End Partnership > further discussion on revised proposals with Enfield Vision > update to Ponders End Partnership	8 Sep 15 22 Sep 15 23 Oct 15 9 Mar 16

Consultation events and activities have included those shown left, with the Ponders End Partnership and Enfield Vision (whose office is on the corner of high street and Garfield Road) being the key community groups who have been consulted. In addition, ward councillors, bus operators, the police and those representing local cyclists have been kept apprised of the scheme proposals via numerous meetings, discussions and written updates.

Note that the proposal for bus boarders did not come forward until after July 2015, and thus did not feature within the main consultation material.

Comments from stakeholders, other public concerns and officer response

Local community: The main consultation exercise prompted only a limited response from the community, with fewer than 100 submissions. Amongst these, the specific proposal to relocate the crossing enjoyed majority support. The idea of removing the service roads attracted little comment. Some respondents questioned the merit in providing for cyclists or attempting to improve the look of the area. Others supported the aims of the scheme and felt improvements were needed. The innovative junction and courtesy crossings attracted some scepticism, mostly amongst respondents who were unsure whether this arrangement would work for the high levels of traffic. The reduction in parking space generated little concern.

Officer response – traffic modelling indicates that the new junction will improve traffic movements. The video outlines how the existing junction offers inconsistent provision for pedestrians, and identifies an innovative scheme in Bexleyheath that appears to work well. There are no unresolved concerns from this group.

Enfield Vision (EV): supported the proposal to relocate the crossing, preferring the new location. Their request for greater footway space at the nearby bus stop has also been accommodated within the revised designs. EV confirmed that the proposed kerb height of 25mm for the raised sections of road would be sufficient to allow a cane user to find the edge of the footway. EV made clear that a signal controlled crossing with audible and tactile indicators (the spinning cone below the push button) is the only facility that provides adequately for those with full sight loss. EV accepted that the lack of capacity at the junction to the south prevented such facilities being introduced there. EV did not consider the courtesy crossings as a reduction in provision for blind people, given that the existing facilities are no better in providing for those with full sight loss. Overall, therefore, they were happy with the proposals.

Officer response – it is the lack of capacity at the junction that prevents signal controlled crossings being provided. While the preferred solution of courtesy crossings cannot remedy this from the perspective of the pedestrian with full sight loss, it is no worse, in this regard, than any other option identified. The cumulative effect of the measures – by the establishment of a slower, more cautious driving style - will be to make crossing movements safer and easier for all pedestrians, and it is logical to conclude that it will be those with impairments to sight, mobility, etc that will benefit most from this lower-speed, less hostile and more forgiving environment. There are no unresolved concerns from this group.

The Ponders End Partnership (PEP): shared some community concerns about earlier versions of the layout that restricted access to Derby Road. Once this matter had been resolved, however, PEP expressed general support for the scheme overall based on information shared in March 2016, which made explicit reference to the bus boarders.

Officer response – there are no unresolved concerns from this group.

Ward councillors: expressed initial concerns about the innovative elements of the scheme. While accepting the difficulty in providing signalised pedestrian phases at the revised junction due to the limited traffic capacity, they worried that courtesy crossings at the junction and near the park represented a lower level of provision and that older people would be amongst those finding it less easy to cross. However, ward councillors found the video persuasive in outlining how imperfectly the existing junction provides for pedestrians and how effective the courtesy crossings have proven at the similar junction in Bexleyheath.

Officer response - the effect of the measures, by the establishment of a slower, more cautious driving style, will be to make crossing movements safer and easier for all pedestrians, and it is logical to conclude that the most vulnerable will benefit most from this effect. In addition, the crossing comparison below demonstrates that explicit crossing provision is to be improved across the scheme, not degraded. There are no unresolved concerns from this group.

Key Side Road Crossing Points					Review of Existing & Proposed Crossing Facilities	
	South Street	Lincoln Road	Derby Road	Queensway		
Current Facility	Wide refuge island at signals (no ped phase)	Crossing point at signals (no ped phase)	Crossing point at signals (no ped phase)	Nothing	Refuge island in low-profile kerbs	Helps slow traffic and aid crossing of wide side road in two stages
Proposed Facility	Narrowed courtesy crossing	Narrowed courtesy crossing	Courtesy crossing with narrow island			
Notes	Similar level of provision	Should provide easier and more consistent crossing movements	Some improvement although traffic levels low			
Better or Worse?	⚖️	✓	✓	✓		

High Street Crossing Points						
	Garfield Road	The Goat	Park (N)	Park (S)	Post Office	Picture Palace
Current Facility	Refuge island	Pelican crossing	Refuge island	Refuge island	Narrow refuge island at signals (no ped phase)	Nothing
Proposed Facility	Toucan	Nothing	Courtesy crossing with wide refuge island	Courtesy crossing within wide central median	Courtesy crossing within wide central median	Courtesy crossing with narrow island
Notes	Serves strong E-W crossing desire line and aids cycle turns out of Garfield Rd	To be replaced by Garfield Road crossing, as supported by consultation results	Serves route between park and library	Serves route between park and Derby Road	Should provide easier and more consistent crossing movements	Should provide easier and more consistent crossing movements
Better or Worse?	✓	✗	✓	✓	✓	✓

Level of Provision	
Great	Good
Quite Good	Okay
Poor	Nothing

National concerns about 'shared space': have been expressed in the light of other recent schemes in the UK, notably in the report 'Accident by Design', in which Lord Holmes of Richmond (who is blind) collects anecdotal evidence of shared space schemes from a number of members of the public. For Ponders End High Street the inclusion of courtesy crossings is the main topic to consider, given that the scheme does not feature other controversial features, notably shared roads/footways and flush or absent kerblines. Notable complaints include that courtesy crossings rely on pedestrians making 'eye contact' with drivers, hence disadvantaging the visually impaired, and also that more generally they provide well for the fit and able, but less so for the disabled and the less assertive.

Officer response – designs have been developed with reference to the detailed guidance from the Department for Transport (DfT) of 2011 called Local Transport Note 1/11 'Shared Space'. Holmes fails to acknowledge in his report that this pre-existing document answers the 'eye contact' issue by concluding from research that drivers and sighted pedestrians do not actually interact by eye contact. The obscuring effect of the glass in car windscreens makes the exchange of subtle facial gestures an unlikely form of primary interaction; a truth that once stated becomes obvious. Rather drivers are seen to respond to the body language and movements of pedestrians, yielding priority when it is clear that pedestrians are waiting to cross or about to step out. Pedestrians, in turn, proceed with their crossing movement in response to the subsequent deceleration of the vehicle, which is very easy to discern, rather than the facial expression of the driver, which is not. Thus blind and partially sighted pedestrians have the same capacity as others to prompt drivers to yield at courtesy crossings, merely by arriving at the roadside and showing intent to cross. Indeed pedestrians using canes or accompanied by an assistance dog (or in mobility scooters or pushing prams or leading small children) may benefit from driver courtesy more swiftly than some others.

A second matter is the capacity of the pedestrian to realise that the approaching driver has yielded priority. Clearly the pedestrian with sight loss will find this more challenging but may still be able to proceed with confidence if any of the following are true: a) they have some residual sight (only 1 in 600 people in the UK are entirely blind), b) they can hear that the vehicle has stopped, c) the movement, or overt

assistance, of fellow pedestrians at the crossing cues them to cross, d) they are accompanied by an assistance dog. In any case, detecting that traffic has stopped and that it is safe to cross is no different for the blind pedestrian at a courtesy crossing than it is at a zebra crossing, or any other form of crossing, other than a signal controlled crossing with audible and tactile indicators. Even then, the commencement of the green man and the bleeping noise is no absolute guarantee that the approaching drivers are going to stop.

It has been established that no viable option exists to provide signalised crossings at this junction. DfT has established that pedestrians do not rely on eye contact to prompt drivers to yield. Consequently, it is not valid to conclude that the provision of courtesy crossings, as opposed to any other form of crossing, presents an unfair disadvantage to those with sight loss.

The second complaint is that courtesy crossings provide well for the nimble and assertive, but less well for the hesitant and vulnerable. The video demonstrates that, when facilities are designed carefully, pedestrians do not need to be athletic or assertive to use courtesy crossings with ease. At Ponders End the use of refuge islands (or where not possible, narrowed crossing points) is to follow the example of Bexleyheath, as designers recognise that short crossing distances give pedestrians greater confidence to claim priority, and drivers more inclination to yield it. The Bexleyheath approach has also been followed in designing a road environment that will challenge drivers' sense of precedence, promote lower speeds and deter overly assertive driving; in other words creating the conditions in which courtesy crossings can prove effective for users of all levels of ability.

The final point applies in particular to pedestrians who are young and lack caution and experience, or who are old and lack vigour and confidence, or who suffer cognitive impairment that makes judging when to cross difficult. The video demonstrates that the use of the courtesy crossings in Bexleyheath is often a much easier, more consistent and more intuitive task than crossing at the existing Derby Road junction, despite the presence of its vehicular traffic signals.

Public concerns about bus stop boarders: have been expressed in other recent cycle route consultation exercises undertaken by Enfield Council, notably for the route along the A105 Green Lanes. The public concern is that those boarding or alighting the bus could come into conflict with cycles proceeding through the boarding area. The scenario of a vulnerable user alighting, unsighted, into the path of an incoming cyclist is a cause of particular unease. The fears are amplified when considering any of the more vulnerable groups (i) to (v) listed above.

Officer response - Bus stop boarders have been successfully introduced in Camden. Two-year monitoring by LB Camden revealed that 71% of bus passengers reported no problem in getting on or off buses. The number of pedestrian/cycle collisions reported in the period was zero. The number of reports of conflict between cyclists and pedestrians at the bus stops was also zero. The conclusion is that people soon got used to the new arrangements and have managed to share the space without undue difficulty. Video monitoring showed that riders are adept at regulating their speed and course to take account of bus users emerging ahead of them. At Ponders End the approach lanes will feature a ramp and a narrowing that should cue incoming cyclists to slow down. The choice of paving materials etc has been designed to leave user-priority at the boarding areas ambiguous. This should cue cyclists to give way to passengers boarding and alighting, but encourage those waiting for the bus to keep the route clear for cycles at other times.

Cycling levels along the route are low, at present, while each of the four bus stops on the high street are observed to be very well used. It is anticipated that, when buses are present, pedestrians will dominate the space and this factor is expected to set the desired precedent of cyclists yielding to pedestrians when the two coincide. The scenario of a bus user stepping off the vehicle into the path of a cyclist, with neither expecting the presence of the other, is less likely than some might think. The presence of the bus is the first and largest clue to the incoming cyclists that pedestrians are expected ahead. The proximity of the body of the bus to the adjacent cycle lane will, itself, encourage the cyclist to ride with caution and keep some distance from the vehicle. Given that the bus stops are so well used, it would be a rare event for a passenger to alight into the cycle lane without the space also being busy with passengers boarding or waiting for alternative bus services, all of which should cue cyclists to slow as they approach.

Proposals for schemes that mix pedestrians with cycles in public spaces are prone to prompt safety and amenity concerns from non-cycling users but local experience is that these are soon proven unfounded once the facilities are in place. A route comprising 3.7km of popular, dual-use paths mixing walkers and cyclists in Forty Hall Park and Hilly-Fields Park, introduced circa 2013, is an example of a proposal that prompted significant safety concerns from the public in the planning stages, but has yielded zero reported collisions and minimal complaints since being implemented. Rather the ability of users to share the space without undue difficulty has become an accepted reality. It is likely that non-cycle riders underestimate the common sense, skill, good manners, and instinct for self-preservation that the vast majority of riders are seen to exhibit when encountering pedestrians. For these reasons the proposed bus boarders are not likely to prove problematic to bus users and pedestrians - regardless of their age and levels of sight, mobility, etc. - due to the strong tendency of those on cycles to be highly engaged with their immediate surroundings and to ride carefully in the presence of pedestrians.

It should also be noted that informal footway cycling is already a recognised characteristic of the location, most likely due to the hostile environment that the current road layout presents to cyclists. The high street has a relatively poor recent history of injury collisions but none of those analysed in the most recent three years involved cyclists colliding with pedestrians. Motor vehicles striking pedestrians accounted for 10, motor vehicles striking cyclists 4, and motor vehicles striking other motor vehicles 6. This reinforces the need to improve drivers' sense of caution along the high street, with the main beneficiaries of this improvement being pedestrians, particularly the most vulnerable ones. Site observations and publicity work will accompany the introduction of the bus stop boarders. Similar monitoring to that undertaken in Camden is proposed after two years to assess the operation of the facilities.

2 Do you carry out equalities monitoring of your service? If No please state why?

The 'service users' in this case are those travelling along the A1010 or visiting the local centre. Also residents, shop-owners, etc. based on the high street. Equalities data is not collected across this group and monitoring is, therefore, not undertaken.

3. Equalities Impact

Indicate Yes, No or Not Known for each group

	Disability	Gender	Age	Race	Religion & Belief	Sexual Orientation	Gender reassignment	Pregnancy & Maternity	Marriage & Civil Partnerships
Does equalities monitoring of your service show people from the following groups benefit from your service? (recipients of the service, policy or budget, and the proposed change) ¹	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Does the service or policy contribute to eliminating discrimination, promote equality of opportunity, and foster good relations between different groups in the community?	Yes	N/A	Yes	N/A	N/A	N/A	N/A	N/A	N/A
*Could the proposal discriminate, directly or indirectly these groups?	No	No	No	No	No	No	No	No	No
Could this proposal affect access to your service by different groups in the community?	Yes	No	Yes	No	No	No	No	No	No
Could this proposal affect access to information about your service by different groups in the community?	No	No	No	No	No	No	No	No	No
Could the proposal have an adverse impact on relations between different groups?	No	No	No	No	No	No	No	No	No

¹ Although not directly supported by primary data, it is likely that all of the protected groups are users of the high street.

If Yes answered above – please describe the impact of the change (including any positive impact on equalities) and what the service will be doing to reduce the negative impact it will have.

*If you have ticked yes to discrimination, please state how this is justifiable under legislation.

The two protected groups impacted by the high street proposals are age and disability, as set out in detail in previous sections and relating to the groups listed below. The following table summarises the likely impacts of the three applicable scheme elements on the listed groups:

- (i) Older people – who may be less confident than others in negotiating innovative road layouts, and (for element C) may be more likely to be blue badge holders
- (ii) Younger people – who may be less skilled at judging vehicle movements or less likely to exercise caution in negotiating the street
- (iii) People with sight loss – who are more reliant on non-visual cues, and less able to anticipate vehicles intersecting their path
- (iv) People with impaired mobility – who may be more reliant on dedicated crossing phases and physical separation for pedestrians and (for element C) more reliant on disabled parking space
- (v) People with cognitive impairment – who may be less skilled at judging vehicle movements or negotiating innovative layouts

Element	Impact	Mitigation
<p>Courtesy crossings</p>	<p>The facility providing the highest level of service for vulnerable pedestrians, especially those with sight loss, is the signal controlled crossing, which cannot be provided at this location. The courtesy crossings proposed instead have been shown elsewhere to provide good levels of service to all pedestrians when designed with care within a wider package of walking-friendly alterations. There is no reason why these facilities should be any less suitable for blind people than zebra crossings. The facilities should make crossing movements easier, safer, more consistent and more intuitive for all users, and there are no reasons to conclude that vulnerable groups will not share these benefits.</p>	<p>The courtesy crossings form part of a package of measures that reduce vehicle dominance and improve upon existing crossing provision. These will make the roadway a less hostile and more forgiving space for all pedestrians, which will offer a particular benefit to the most vulnerable users. Community groups - including Enfield Vision and local schools - will be offered an on-site introduction to the completed crossings, although it is anticipated that, for most, their use will prove easier and more intuitive than the existing arrangement.</p>
<p>Bus stops</p>	<p>The bus stops will benefit from higher kerbs, aiding access by those in wheelchairs and with impaired mobility. The need to share the boarding area with cycles may pose concerns to some, the groups above in particular, but the tendency of those on cycles to be highly engaged with their surroundings and to ride carefully in the presence of pedestrians is likely to mean this fear will prove unfounded and that users will soon become comfortable with the arrangement. The positive evidence from similar facilities in Camden - and other local schemes that rely on cycle/pedestrian sharing - supports this assertion. In any case, at these locations, it is the pedestrians who are likely to dominate the space with the more confident and faster-moving cyclists likely to use the road to bypass the obstruction they pose when buses are present.</p>	<p>Careful detailing will cue incoming cyclists to ride with caution. Site observations and publicity work will accompany the introduction of the bus stop boarders to help promote good habits. Similar monitoring to that undertaken in Camden is proposed after two years to assess the operation of the facilities.</p>
<p>Reduction in parking space</p>	<p>Removing the two existing service roads to create more space for pedestrians reduces the overall amount of parking space on the high street. Plenty of parking spaces are available in off-street car parks adjacent to the high street and moving between the two on foot or mobility scooter does not require the visitor to overcome any notable barriers, such as level-differences, narrow or poorly overlooked alleyways, or busy roads with no crossing facilities. The zonal parking restriction that is proposed also removes the option of blue badge holders parking, legally, for short periods on existing yellow lines. Altogether this amounts to a reduction in</p>	<p>The effect of removing the service roads reduces the chance of disabled drivers finding parking space immediately outside high street premises, but benefits all people negotiating the high street on foot, not least the mobility-impaired. Allocating retained high street bays to blue badge holders only could be considered if it became apparent that</p>

the likelihood of a disabled driver finding a free, legal space immediately on the high street. However, the in-filling of the service roads does cater better for mobility-impaired visitors who have arrived on foot (the vast majority) and for visitors of all modes once they have reached the locale and started walking from store to store. Mobility-impaired visitors from the typical catchment will still have various travel options available to reach the high street, and of those choosing private car, various satisfactory options on where to park.

disabled drivers found the new arrangement difficult. The visitor surveys (post-construction) should draw out such views.

4. Tackling Socio-economic inequality

Indicate Yes, No or Not Known for each group

	Communities living in deprived wards/areas	People not in employment, education or training	People with low academic qualifications	People living in social housing	Lone parents	People on low incomes	People in poor health	Any other socio-economic factor Please state;
Will the proposal specifically impact on communities disadvantaged through the following socio-economic factors?	Yes	Yes	No	No	No	Yes	Yes	
Does the service or policy contribute to eliminating discrimination, promote equality of opportunity, and foster good relations between different groups in the community?	Yes	Yes	No	No	No	Yes	Yes	
Could this proposal affect access to your service by different groups in the community?	Yes	Yes	No	No	No	Yes	Yes	
If Yes answered above – please describe the impact (including any positive impact on social economic inequality) and any mitigation if applicable.								
<ul style="list-style-type: none"> The high street scheme will have a positive impact on people living in this relatively deprived area by encouraging more active travel over car and bus use, which will improve personal health and fitness. Any shift from bus/car use to cycling and walking has the potential to increase financial resilience by reducing spend on travel costs. The percentage of households in the borough owning private cars is known to be lowest in the most deprived wards. Enabling cycling (by tackling the barrier of people not feeling comfortable mixing with traffic) will therefore aid access to services and facilities based on 								

the high street by all groups mentioned above.

- The scheme will have a positive impact on people who are currently unemployed by making it easier for them to attend training courses and job interviews without incurring high travel costs.
- The scheme will have a positive impact on people with low incomes as travelling by bike is a cheaper alternative than travelling by car or public transport.
- The scheme will have a positive impact on people in poor health by increasing opportunities to walk and cycle. Greater levels of physical activity can help to tackle obesity and has also been shown to reduce long-term conditions (heart disease, diabetes, musculo-skeletal problems, mental illness) by 20 – 40% depending on the condition.

5. Review

How and when will you monitor and review the effects of this proposal?

Monitoring and evaluation of injury collisions will occur across the life of the scheme.

Monitoring of the operation of bus boarders will occur via initial site observations and then after 2 years in a manner replicating the monitoring undertaken by LB Camden, which included user surveys and video surveys.

The general effectiveness and suitability of the scheme will be assessed with the help of visitor surveys in the early stages after implementation.

Enfield Council Predictive Equality Impact Assessment/Analysis

Action plan template for proposed changes to service, policy or budget

Title of decision: Ponders End High Street Improvements

Team: Traffic & Transportation

Department: Regeneration & Environment

Service manager: David B Taylor

Identified Issue	Action Required	Lead Officer	Timescale/ By When	Costs	Review Date/ Comments
Monitoring	The general effectiveness and suitability of the scheme will be assessed with the help of visitor surveys in the early stages after implementation.	Traffic & Transportation	May 2018	Funded by residual major scheme project funding	
Introducing innovative scheme elements to community groups	Invite community groups - including Enfield Vision and local schools – to attend on-site introduction sessions to explain intended operation of the completed junction and crossings.	Traffic & Transportation	May 2018	Funded by residual major scheme project funding	
Access to service for all	Continue to promote cycling to relevant protected groups to increase take up of cycling	Traffic & Transportation	Ongoing	Fully funded by Transport for London under Cycle Enfield	
Retrospective EQIA	Arrange for a retrospective EQIA to be carried in conjunction with key stakeholders.	Traffic & Transportation	May 2018	No significant costs anticipated	

Date to be Reviewed: July 2018

APPROVAL BY THE RELEVANT ASSISTANT DIRECTOR - NAME: Bob Griffiths SIGNATURE:.....

R. A. Griffin

This form should be emailed to joanne.stacey@enfield.gov.uk and be appended to any decision report that follows.

MUNICIPAL YEAR 2016/2017 REPORT NO.

ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

OPERATIONAL DECISION OF:
Director – Regeneration
and Environment

Agenda – Part: 1	KD Num: 4308
Subject: Approval to undertake a public consultation for Public Spaces Protection Orders (PSPOs)	
Wards: ALL	

Contact officer and telephone number:

Sue McDaid; 020 8379 3680

E mail: sue.mcdaid@enfield.gov.uk

1. EXECUTIVE SUMMARY

- 1.1 The power to make Public Spaces Protection Orders (PSPOs) was introduced under the Anti-Social Behaviour, Crime and Policing Act 2014 and are designed to stop individuals or groups of people committing anti-social behaviour in a public space.
- 1.2 The local authority can make a PSPO to prohibit or restrict activities that has, or will have a detrimental effect on the quality of life of those in the locality, is persistent or continuing in nature and unreasonable.
- 1.3 It is proposed that PSPOs are introduced in the borough to address a range of anti-social behaviours that have been reported to, and raised by, the Police and various Council departments. The proposed PSPOs (Appendix 1) are to cover all public spaces generally, council housing and also parks.
- 1.4 There will be a 12 week consultation. The main stakeholders that we will consult with are listed in paragraph 3.3.1 and 3.3.4. There will be a survey on the council website to complete, but also face to face consultation will be undertaken in the specific locations for which we have data where the anti-social behaviours are more prevalent or persistent. Newspaper adverts and articles in Our Enfield and Housing News will be used to publicise the public consultation.

2. RECOMMENDATIONS

To approve the undertaking of public consultation on the proposed introduction of Public Spaces Protection Orders under the Anti-Social Behaviour, Crime and Policing Act 2014.

3. BACKGROUND

3.1 Public Spaces Protection Orders:

- 3.1.1 On 20 October 2014 the Government implemented the Anti-Social Behaviour, Crime and Policing Act 2014. The purpose of the Act is to give local authorities and the Police more effective powers to tackle anti-social behaviour (ASB).
- 3.1.2 Amongst these new tools and powers are Public Spaces Protection Orders (PSPOs), which are designed to stop individuals or groups of people committing anti-social behaviour in a public space. It is for each local authority to determine what behaviour(s) they may want to make the subject of a Public Spaces Protection Order. However, the overarching considerations when considering a Public Spaces Protection Order is whether the activity has, or will have, a detrimental effect on the quality of life of those in the locality, is persistent or continuing in nature and unreasonable.
- 3.1.3 There is a requirement to undertake a public consultation exercise. The Act requires local authorities is to consult with the chief officer of police and the local policing body, whatever community representatives the local authority thinks it appropriate and the owners or occupiers of land within the restricted area.
- 3.1.4 PSPOs provide Councils with a flexible power to implement local restrictions to address a range of anti-social behaviour issues in public places in order to deal with current and anticipated future problems.
- 3.1.5 The PSPO can:
- Prohibit specified things being done in the area
 - Require specified things to be done in the area

The prohibitions or requirements can be framed so that they:

- Apply to all persons, or only persons in specified categories, or to all persons except those in specified categories
- Apply at all times, or only at specified times, or at all times except those specified
- Apply in all circumstances, or only in specified circumstances, or in all circumstances except those specified

The following conditions must be met before making the order:

- Activities carried out in a public place within the local authority's area have a detrimental effect on the quality of life of those living in the locality OR
- It is likely that activities will be carried out in a public place within the area that will have such an effect

The effect, or likely effect, of the activities:

- Is, or is likely to be, of a persistent or continuing nature and
- Is, or is likely to be, such as to make the activities unreasonable

And justified the restrictions imposed by the Order.

- 3.1.6 The Guidance is not specific on what can be included in a PSPO. The potential for their use is broad and flexible to allow a Council to cover individual circumstances in its area. A PSPO can cover multiple restrictions. The PSPO can cover any publicly accessible space within the Council's area, including areas in private ownership to which the public have access.
- 3.1.7 Any prohibition or requirement must be reasonable in order to prevent the detrimental effect from occurring or reoccurring, or must reduce the detrimental effect or reduce the risk of its occurrence, reoccurrence or continuance.
- 3.1.8 It is important that PSPOs are used proportionately.
- 3.1.9 A Public Spaces Protection Order can be made for a maximum of three years. They can be extended at the end of the period, but only for a further period of up to three years. However, orders can be extended more than once. Local authorities can increase or reduce the restricted area of an existing order, amend or remove a prohibition or requirement, or add a new prohibition or requirement. They can also discharge an order, but further consultation must take place for varying, discharging orders or extending Orders.
- 3.1.10 Breach of a PSPO without reasonable excuse would be a criminal offence, subject to a fixed penalty notice or prosecution. On summary conviction, an individual would be liable to a fine not exceeding level 3 on the standard scale (currently set at £1,000). Any person who consumes alcohol in an area where this has been prohibited could be required to hand over any containers believed to contain alcohol. Failure to comply would be a criminal offence which on summary conviction means an individual is liable to a fine not exceeding level 2 on the standard scale (currently set at £500). If alcohol is confiscated, it can also be disposed of by the person who confiscates it.
- 3.1.11 A fixed penalty notice may also be issued at a level to be determined by the local authority, a level that may not exceed £100. There will be a separate report to agree the level of the fixed penalty notice. PSPO's can be enforced by both the Police and Authorised Persons of the local authority.

3.1.12 When PSPOs are made they must be published on the council website, and sufficient signs erected on or adjacent to the public places to which the order relates.

3.1.13 The implementation of the PSPO can be challenged at the High Court by any interested person within 6 weeks of the making of the Order. An interested person means an individual who lives in the restricted area or who regularly works in or visits that area. A challenge can be made on the basis that the Council:

- does not have the power to make the order, or impose the particular prohibitions or requirements in the order, or
- that the requirements of the Act were not complied with

3.1.14 If an application is made, the High Court can decide to suspend the operation of the PSPO pending the verdict in part or in totality. The High Court has the ability to uphold the PSPO, quash it, or vary it.

3.2 The Proposed PSPOs

3.2.1 The proposed list of 28 anti-social behaviours on which to consult with the public and stakeholders is at Appendix 1.

3.2.2 They are grouped into those which would apply to:

- all or specified locations in public spaces,
- those that would apply specifically to Council housing estates, and
- those which would apply specifically to parks and open spaces.

3.2.3 Appendix 1 sets out the restrictions and prohibitions for each anti-social behaviour under consideration, the detriment it causes and the proposed area that it would cover.

3.2.4 Some of the anti-social behaviours are likely to prove controversial (such as that which would cover rough sleeping). To try to mitigate this, the survey will contain an explanation of the issue and likely action that would take place under the PSPO.

3.3 The Proposed Public Consultation

3.3.1 The Act (section 72) requires that we must consult with:

- The Chief of Police
- The Mayor's Office for Policing and Crime (the local policing body)
- Community representatives (whoever the local authority considers appropriate)
- Owners or occupiers of land (within the proposed designated areas)

3.3.2 The Act does not specify the time period over which the public consultation should take place. Given that this material on which we are

consulting is fairly lengthy and could have significant impact on the borough, there will be a 12 week consultation.

- 3.3.3 The public consultation will comprise an online questionnaire on the council's website, and face to face consultations undertaken with residents and businesses in specific locations where data shows the anti-social behaviours are more prevalent or persistent. Newspaper articles in the local press, and in Our Enfield and Housing News (for council tenants and leaseholders) will be used to publicise the consultation.
- 3.3.4 The stakeholders with who we will consult have been identified and include for example (this list is not exhaustive):
- Police
 - Safer and Stronger Communities Board
 - Council housing tenants, tenants associations and leaseholders
 - North London Chamber of Commerce
 - Residents' Associations
 - North London Chamber of Commerce
 - Traders associations
 - The Friends of the Parks groups
 - London Fire Brigade
 - Enfield Racial Equalities Council (EREC)
 - Councillors

We will consult with them by either attending their meetings or contacting them by email or letter.

- 3.3.5 With regards to consultation with owners or occupiers of land for the borough wide proposals so we use the publicity to raise the awareness of the general public and landowners to go to the website to complete the questionnaire. For the more specific land where we have identified persistent anti-social behaviour (such as the retail parks mentioned) we intend to visit or write a letter to the land owners/occupiers there.
- 3.3.6 The consultation will be divided into three consultations (all public spaces, council housing land and parks) to make it more manageable, but all three will be undertaken simultaneously.
- 3.3.6 Once the public consultation has been undertaken and the responses considered, a report for decision will be compiled with the results. As amendments may be made to the byelaws, the Council's constitution is clear that only Full Council can make or amend byelaws, so the decision on the byelaws and PSPOs are best taken by full Council. The Act provides that a byelaw that prohibits, by the creation of an offence, an activity regulated by a Public Spaces Protection Order is of no effect in relation to the restricted area during the currency of the PSPO.

- 3.3.7 It is likely that a decision will be taken by Council in either November 2015 or January 2017 with a view to introduction of any PSPOs in February/March 2017 (allows for a minimum of 6 weeks for any legal challenge between the decision and introduction of any PSPO).

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 Do nothing:
Continue to enforce anti-social street drinking under the Designated Public Places Order and Dog Control Orders under the existing powers. These designations continue until October 2017, when they will then become PSPOs. However, the existing Orders are more limited in scope than the proposed PSPOs in terms of the activities and areas they cover.

5. REASONS FOR RECOMMENDATIONS

- 5.1 The proposed PSPOs would help address concerns raised by the public with the Police and Council about anti-social behaviour occurring in the borough.
- 5.2 The intention of PSPOs is to stop individuals or groups committing anti-social behaviour in a public space so that the law-abiding majority can use and enjoy public spaces, safe from anti-social behaviour.

6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES, AND OTHER DEPARTMENTS

6.1 Financial Implications

The total estimated cost of consultation for Public Spaces Protection Orders (PSPOs) is £3,400, which will be met from the existing Regulatory Services budget.

It isn't possible to estimate the possible income from the breach of PSPOs at the moment, but this will be monitored as part of the monthly budget monitoring process.

6.2 Legal Implications

The report sets out the legal powers and duties of the Council in relation to public spaces protection orders.

6.3 Property Implications

There are no direct property implications for carrying out the proposed consultation exercise.

The proposed PSPOs, if introduced, will apply to all land to which the public have access whether by payment or not. Therefore, they will apply to council owned buildings and land. Signage will need to be erected to advise the public of the restrictions, and existing noticeboards will be used where possible and appropriate.

The proposed restriction of alcohol consumption in public places will not apply within the boundary of premises or land which has a licence or temporary event notice issued for the supply of alcohol under the Licensing Act 2003.

7. KEY RISKS

7.1 The key risk during the consultation period (and thereafter) is possible negative publicity/media about the restrictions and prohibitions in the proposed PSPO. In particular, civil rights groups have challenged other PSPOs during consultation which contain matters such as rough sleeping and busking. In order to try to mitigate any negative publicity, explanations will be included in the surveys to explain the issues and how we intend to deal with them under the PSPO.

7.2 The key risk when PSPOs are made is that any person living or regularly working in or visiting the borough who could be affected by the PSPO can bring a legal challenge in the High Court within 6 weeks of introducing the PSPO. The grounds are that:-

- a) the Council did not have the power to make the PSPO, or to include the particular prohibitions or requirements imposed by the order, or
- b) the requirements in the Act were not complied with.

7.2.1 In relation to (a), the Act lists London Boroughs as bodies that are able to make PSPOs, and will consider the justification for and impact of the restrictions and prohibitions before making any PSPO. In relation to (b), we are following the requirements and processes in the Act (and statutory guidance) to ensure that we are compliant.

8. IMPACT ON COUNCIL PRIORITIES

8.1 Fairness for All

PSPOs would contribute towards fair treatment by the council as it will address concerns raised about anti-social behaviours and the negative impacts they have on residents, businesses and other persons visiting and working in Enfield. Individuals who fail to comply with the requirements of the PSPOs will be sanctioned.

8.2 Growth and Sustainability

Many of the anti-social behaviours in the proposed PSPO have detrimental impacts on the cleanliness, visual amenity and perception

of safety in neighbourhoods and the borough. It is anticipated that tackling the anti-social behaviours that this will contribute towards Enfield being a cleaner, greener and safer borough.

8.3 Strong Communities

The introduction of PSPOs in the Anti-Social Behaviour, Crime and Policing Act 2014 are intended to allow the law-abiding majority to enjoy public spaces and to feel safe.

9. EQUALITY IMPACT IMPLICATIONS

A Predictive EQIA has been undertaken and has highlighted no negative impact on residents from the protected characteristic groups or persons due to socio-economic factors.

10. PERFORMANCE MANAGEMENT IMPLICATIONS

If introduced the PSPOs will be another enforcement tool to tackle anti-social behaviour in the borough. The performance of the PSPOs in addressing anti-social behaviour will be monitored and measured (such as by the numbers of fixed penalty notices served, the volume of anti-social behaviours reported to the Police and Council, and through place and resident surveys).

11. HEALTH AND SAFETY IMPLICATIONS

None.

12. PUBLIC HEALTH IMPLICATIONS

Some of the proposed prohibitions will have a direct, positive impact in that they will improve the health of the borough such as the prohibitions on smoking tobacco in children's playgrounds. Others will have an indirect, positive impact in that the tackling of anti-social behaviour will improve the perception of safety and therefore residents' wellbeing.

Background Papers

None

Appendix 1: Proposals for Public Space Protection Orders

IN ALL PUBLIC PLACES					
Type of Anti-Social Behaviour	Reason for considered detriment	Proposed prohibition/restrictions/requirements	Persons who would be affected	Proposed Area or Time Limitations	
Consuming Alcohol in public places	To supersede the current Designated Public Places Orders and to extend the restrictions to the whole borough.	To require persons not to consume alcohol and to surrender alcohol if requested to do so by the Police or an authorised officer of the Council. Will not apply within the authorised boundaries of premises licensed to sell alcohol under the Licensing Act 2013.	All persons	Borough Wide	
Aggressive Begging	High level of public concern reported – concerns about intimidation and harassment caused. National research has shown that begging primarily funds substance misuse.	To require persons not to aggressively beg. Aggressive begging includes begging in a manner reasonably perceived to be intimidating or aggressive.	All persons	More persistent issues reported in St Marks Road, the northern section of Hertford Road, Green Lanes, and Angel Road/Fore Street. OR Consider if it should be Borough wide.	
Persons sleeping or living in a public place without consent	Reports of persons sleeping or living in communal areas of flats and under the North Circular flyover in Edmonton in particular without the consent of the landowner or legal occupier. Other unauthorised encampments on the public highway and council land.	To require persons not to sleep or live in public places unless they have the permission of the owner or licensed occupier. This does not apply to domestic dwellings occupied legally under a tenancy agreement with that party. Will refer and signpost persons to sources of assistance.	All persons	More persistent issues reported under/near the North Circular flyover and communal hocks of flats. OR Consider if it should be Borough wide.	
Car cruising	Reports of groups gathering and doing 'doughnuts' around carparks or racing each other on main roads. Complaints about noise and concern over the safety of other road users and pedestrians.	Prohibit the gathering of persons on specified land and on specified roads in motor vehicles between certain times undertaking racing, wheel spins, driving without due care etc.	All persons	More persistent issues reported on A10, Ravenside Retail Park and Tesco carpark in Glover Drive. OR Consider if it should be Borough wide.	
Casual labour gatherings	Reports of groups of persons gathering waiting to be picked up as casual labour. Mothercare at Ravenside Industrial Estate, the Boundary House area and Ordinance Road. Also Dixon Drive. Public reported concerns about feeling intimidated and the groups causing noise and other antisocial behaviour.	Prohibit 1. businesses or individuals by means of coach, minibus or other similar conveyance which terminates or stops within the restricted area and in so doing is likely to cause nuisance, annoyance or harassment to others by reason of numbers of persons or vehicles congregating 2. Persons to approach any person in a public place within the restricted area to offer, or with the intent to offer, them casual employment.	All persons	More persistent issues reported Mothercare at Ravenside Industrial Estate, the Boundary House area, Ordinance Road Dixon Drive, EN3, off Ordinance Road OR Consider if it should be Borough wide.	

			3. Persons gathering to offer, or with the intent to offer, casual labour		
Consumption, supply and use of intoxicating substances (eg legal highs)	Evidence of used canisters and other packaging from legal highs found in parks, housing estates and public places	Prohibit the use and possession and supply of intoxicating substances and shall surrender intoxicating substances to the Police or council authorised officer.	Intoxicating Substances means substances with the capacity to stimulate or depress the central nervous system (except alcohol).	All persons	Borough Wide
Throwing of fireworks	Very high number of calls to the Police, particularly in October and November. Concerns about risk of injury to the public from thrown fireworks, especially children, and also to pets	Prohibit the throwing of fireworks in a public place		All persons	Borough wide. AND Could limit the PSPO application to October and November each year as this is the highest peak OR all year around.
Aggressive face to face charity collections	Reports of unsolicited approach by charity collectors causing annoyance and feelings of harassment	Prohibited from engaging in assertive or aggressive (commercial or charity) collection or soliciting of money.		All persons	Borough wide.
Illegal Parking around Schools	A high level of Penalty Charge Notices issued for illegal parking near schools. Illegal and inconsiderate parking has led to reports of aggressive behaviour and altercations between drivers and drivers and pedestrians. Concern about safety of children outside the schools.	Prohibit vehicles parking on single and double lines and school markings or otherwise in contravention of parking regulations		All persons	Borough wide within surrounding streets (to be further defined) of any school
Persons selling goods or seeking to provide services (eg windscreen washing) in traffic.	Although less prevalent, reports of persons selling goods such as flowers and seeking to wash windcreens for money at traffic lights especially when moving traffic stops. More prevalent along the A406 and A10. Reports of causing intimidation and annoyance.	Prohibit the presence of persons selling goods or offering services in the road when moving traffic comes to a stop.		All persons	Borough wide.
Dog fouling	To supersede the current Dog Control Orders and to extend the restrictions to the whole borough. High levels of complaints from the public about dog fouling on streets, parks and other land. Impacts on the visual amenity of the neighbourhood. Costs to the Council to clean up. Unpleasant and risk of infection if walked in/picked up by children in particular.	Persons in control of dogs to remove faeces deposited by the dog forthwith.		All persons in control of dogs	Borough wide.
Carrying suitable receptacles for picking up dog faeces	High levels of complaints from the public about dog fouling on streets, parks and other land.	Persons in control of dogs to have suitable receptacles immediately available of picking up any dog faeces.		All persons in control of dogs	Borough wide.

	Impacts on the visual amenity of the neighbourhood. Costs to the Council to clean up. Unpleasant and risk of infection if walked in/picked up by children.				
Smoking tobacco within playgrounds	Concern about the annoyance, nuisance and health impact on children in particular, but adults also, of persons smoking in their vicinity in playgrounds.	Prohibit the smoking of tobacco within the fenced area of a playground, and if unfenced – within 10 metres of the nearest play equipment.			All playgrounds within the borough OR For playgrounds in parks – not within the whole park of all parks
Busking	Noise and annoyance causing by excessive noise from street performers.	Prohibit excessive noise from buskers, street entertainers and street speakers.	All street performers		Borough wide
Prostitution	A number of reports made about prostitution. The majority of these are in Upper Edmonton ward and Edmonton Green (50 calls).	Prohibit loitering and soliciting for, and the exchange of sexual services for money AND Loitering with a view to obtaining sexual services in exchange for money.	All persons	More persistent problems in Edmonton and Edmonton Green OR Consider if it should be Borough wide.	
Flying of drones (remote unmanned aerial vehicles)	Concerns about invasion of privacy and risk to (manned) aircrafts	Prohibit the use of drones unless they are less than 20kg in weight and not flown within 150 metres of a congested area and 50 metres of a person, vessel, vehicle or structure not under the control of the pilot. There drone must be flown within sight (not higher than 400 feet in altitude or further than 500 metres horizontally); Drones greater than 20kg and those used for commercial purposes need the express consent of the Civil Aviation Authority.	All persons	Borough wide	
Cycling on pavements and cyclists jumping red lights	Concerns about safety of pedestrians on the pavement, and the risk of crime (ie offenders stealing bags etc and cycling away) and also the risk to cyclists and other road users from cyclists jumping red lights	Prohibit the use of bicycles, mopeds, scooters and other similar transport on pavements unless with reasonable excuse AND Prohibit cyclists jumping red lights	All persons	Borough Wide	
Possession of paint, markers and spray cans	Concern about the damage to property and structures from graffiti. Expensive to remove and impacts on the visual amenity of the neighbourhood.	Prohibit the possession of spray cans, paint and other markers without reasonable cause or excuse	All persons	Borough Wide	
Public defaecation and urination	There are reports that there is a persistent problem with people publically urinating and defecating in the street in Chaucer Close and Milton Grove N11 in particular	Prohibit the urination or defecation in a public space.	All persons	More persistent problems in Chaucer Close and Milton Grove N11 OR Borough Wide	

ON COUNCIL HOUSING ESTATES AND ASSOCIATED LAND

Type of Anti-Social Behaviour	Reason for considered detriment	Proposed prohibition/restrictions/requirements	Persons who would be affected	Proposed Area or Time Limitations
Persons entering and loitering in council housing estates	Complaints by tenants about persons entering and loitering in communal areas of estates and reported as taking drugs, drinking alcohol, leaving litter behind, graffiti and intimidating residents.	Prohibition of persons not legally resident in (Named estates) are prohibited from entering (or having entered, remaining within) (named estate) unless visiting a named legal resident of (named estates)	All persons	All Council housing estates and associated land
<p>Dogs:</p> <ul style="list-style-type: none"> Carrying suitable receptacles for picking up dog faeces Dog fouling Dogs on leads 	Covered in the proposals for all public spaces and for parks	Covered in the proposals for all public spaces and for parks	Covered in the proposals for all public spaces and for parks	Covered in the proposals for all public spaces and for parks
Consuming Alcohol in public places	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces
Persons sleeping or living in a public place without consent	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces
Feeding of pigeons	Complaints about noise, dirt and fouling caused by pigeons congregating whilst being fed	Prohibit the feeding of pigeons in a manner which causes or is likely to cause annoyance from the presence of pigeons.	All persons	All Council housing estates and associated land
Vehicle repairs	Impact on the streets and pavements within estates – damage to surfaces, oil stains and antisocial use	Prohibition of undertaking repairs to vehicles on council estate roads and pavements unless it is an emergency repair	All persons	All Council housing estates and associated land
Vehicle sales	Impact on the streets and pavements within estates by inappropriate use and antisocial occupation of the highway	Prohibition of the sale and offer of sale of vehicles on council estate roads and pavements unless by consent of the council	All persons	All Council housing estates and associated land
Abandoned and Untaxed Vehicles	Impact of abandoned and untaxed vehicles on the neighbourhood. Risk of vandalism and arson. Impact on the visual amenity.	Prohibition on the abandonment of vehicles on all council estate land. Prohibition on the presence of untaxed vehicles on all council estate land.	All persons	All Council housing estates and associated land and associated land
Use of mini motos	Mini motos include motorised scooters, go-peds, and scrambler bikes. They are miniature, petrol-driven motorcycles	Prohibition on the driving of mini motos on council land and footways except legally on public roads within the estates	All persons	All Council housing estates and associated land and associated land

	and scooters which can reach speeds of up to 60 miles per hour. When they are used wrongly, mini motos can disturb a community, damage the environment and put people's safety at risk. These mini motor bikes are very fast and have been seen being driven at speed on housing estates posing a risk of accident and injury to pedestrians.			
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IN PARKS AND OPEN SPACES

Type of Anti-Social Behaviour	Reason for considered detriment	Proposed prohibition/restrictions/requirements	Persons who would be affected	Proposed Area or Time Limitations
Dog fouling	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces
Carrying suitable receptacles for picking up dog faeces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces	Covered in the proposals for all public spaces
Dogs on leads at all times	It is essential that dogs are under control on a lead in playgrounds, small parks, games areas so as not to cause safety risks and conflict with park users in those areas.	Failure of the person in charge of the dog to have the dog on a lead at all times in the designated areas	All persons in control of dogs	Areas covered by the existing Dog Control Order and new park/play areas since the order was made (eg Enfield Playing Fields and Trent Park). Will include multiuse games areas. Broomfield memorial gardens. The new Growing space at Arnos Park. Woodcroft and Whitewebbs Golf Course.
Dog on leads by direction	When the dog has been observed as causing distress or annoyance, or is considered likely to, the person in control will be asked to place the dog on a lead	The Dogs on leads by direction applies once an authorised officer has asked a person in control of a dog to place a dog on a lead. The prohibition arises if the person in control fails to place the dog on the lead.	All persons in control of dogs	Areas covered by the existing Dog Control Order and new park/play areas since the order was made.
Dogs exclusion areas	Dog exclusion areas applies to areas in parks such as children's play areas and tennis courts where it would be inappropriate for dogs to mix with park users.	Prohibition of dogs at all times in the designated areas.	All persons in control of dogs	Areas covered by the existing Dog Control Order and new park/play areas since the order was made such as Durants Park splash pad, the fenced off area surrounding the pond at Conway Recreation, the new pond in

					Jubilee Park, Church Street and Bourneside Rec tennis courts.
Dog walking	Concerns raised frequently about dogs being out of control and the proliferation of walkers with a large number of dogs to control	Restricted to 4 dogs per person at one time from 10am until park closing, except professional dog walkers carrying proof of insurance permitted and a licence issued by the Council to walk up to 6 dogs per persons at one time	All persons in control of dogs	All parks and open spaces	
Byelaws					

Enfield Council Predictive Equality Impact Assessment/Analysis

Department:	Environment	Service:	Various Environment Services – Community Safety, Council Housing, Public Realm and Regulatory Services
Title of decision:	Approval to undertake a public consultation for Public Spaces Protection Orders (PSPOs)	Date completed:	17 June 2016
Author:	Sue McDaid	Contact details:	Sue McDaid; Head of Regulatory Services 020 8379 3680

1 Type of change being proposed: (please tick)							
Service delivery change/ new service/cut in service		Policy change or new policy	<input checked="" type="checkbox"/>	Grants and commissioning		Budget change	

2 Describe the change, why it is needed, what is the objective of the change and what is the possible impact of the change:

The proposal is to introduce Public Spaces Protection Orders (PSPOs) under powers contained in the Anti-Social Behaviour, Crime and Policing Act 2014 to prohibit and restrict specified anti-social behaviours in the borough. This is to address problems experienced by the public with certain anti-social behaviours reported to the Police and the Council. The proposed PSPOs are subject to approval to undertake public consultation, and then a decision being taken whether to introduce the PSPOs. The list of proposed prohibitions on anti-social behaviours and proposals about where they will apply (all public spaces, council housing and parks) are listed in Appendix 1.

PSPOs are a useful tool to tackle and reduce anti-social behaviours in the local authority's area in order to allow public spaces to be enjoyed by the law abiding majority and to make them feel safer. Individuals or groups that fail to meet the requirements of the PSPOs will be subject to criminal sanctions such as service of a fixed penalty notice (maximum £100) and prosecution (maximum fine on conviction of £1000, or £500 for consuming alcohol and failing to hand over the alcohol when requested).

Restrictions on the proposed behaviours could potentially have an impact on protected characteristics or other equalities considerations, in particular the safeguarding of children and vulnerable adults, mental well-being and community resilience, and disability. The impact on all factors has been considered.

If Yes answered to questions 3-6 above – please describe the impact of the change (including any positive impact on equalities) and what the service will be doing to reduce the negative impact it will have.

Disability:

Disability can include mental health conditions. Research has shown that persons sleeping or living in a public place without consent may be more prone to mental health issues and conditions. Research has shown that begging is commonly used to feed drug and alcohol misuse habits (and mental health issues may be a consequence of these addictions), and very little spent on shelter and food. Research has also found that often the persons begging are not homeless.

For many persons living without fixed secure accommodation it is not a choice, and it is found that others do not wish to engage with support services. The Council, Police and other agencies work with a Charitable Trust to assist EU citizens sleeping or living on land without consent to return home if they wish. Intervention therefore provides an opportunity to provide support.

Gender:

Data suggests that persons living without fixed secure accommodation are predominately male, so could potentially be impacted more than females. Please see comments above about support for such persons - which is a positive impact.

Prohibition of prostitution could potentially impact on females as the predominant gender conducting prostitution. However, prostitution in itself is a long established criminal offence already subject to fines and prosecution. There is a comprehensive operation currently ongoing in terms of prostitution in the Edmonton area. Police have conducted joint patrols with charity workers offering free condoms and staying safe advice. In the medium term, diversionary activities will be looked at that can be offered to sex workers in place of enforcement. This work is ongoing. Therefore the impact could be a positive one in that the intervention would be seeking to help sex workers.

Age:

The prohibition of car cruising could impact on young males (age range 17+); being the predominant participants. However, many of the activities involved in car cruising are criminal offences in themselves. The need to tackle this anti-social behaviour, respond effectively to complaints from the public and take action against the safety risk these activities pose to others outweighs the impact this could have on young males – though intervention might be of benefit to them.

The proposed prohibition on smoking in children's playground and dog exclusion from play and sports areas would positively impact on children by offering them more protection.

Race:

Some of the anti-social behaviours in the proposed PSPO could impact on certain racial groups. Intelligence suggests that individuals and groups involved in casual labour gatherings, aggressive begging, persons sleeping or living in a public place and persons selling goods or seeking to provide services (eg windscreen washing) in traffic might be predominately workers from Eastern Europe. The Council, Police and other agencies work with a Charitable Trust to assist EU citizens without suitable accommodation to return home if they wish, and signpost them into any support services. This provides an opportunity to positively benefit individuals. The need to tackle this anti-social behaviour, respond effectively to complaints from the public and take action against these behaviours outweighs the impact this could

have on certain racial groups.

*If you have ticked yes to discrimination, please state how this is justifiable under legislation.

5. Tackling Socio-economic inequality

Indicate Yes, No or Not Known for each group

	Communities living in deprived wards/areas	People not in employment, education or training	People with low academic qualifications	People living in social housing	Lone parents	People on low incomes	People in poor health	Any other socio-economic factor Please state;
Will the proposal specifically impact on communities disadvantaged through the following socio-economic factors?	No	Yes	No	Yes	No	Yes	No	Yes
Does the service or policy contribute to eliminating discrimination, promote equality of opportunity, and foster good relations between different groups in the community?	Yes	Yes	Not known	Yes	Not known	Yes	Not known	Yes
Could this proposal affect access to your service by different groups in the community?	No	No	No	No	No	No	No	No

If Yes answered above – please describe the impact (including any positive impact on social economic inequality) and any mitigation if applicable.

People not in employment, People on low income and Other socio-economic factor:

Some of the prohibitions in the proposed PSPO could impact on individuals who, for a whole variety of different reasons, are without employment and/or a permanent residence. These include the prohibitions on persons sleeping or living in a public place without consent and possibly aggressive begging. Please see the comments above about support for such persons.

It is understood that genuine buskers are usually full or part time musicians out to practice their art and at the same time getting a bit of

publicity and supplementing their income through the generosity of the public. Others are amateur musicians trying to improve their playing abilities and get a bit of live experience. Therefore the proposed prohibition on busking might impact on some buskers if they are on low income. However, there would be other means/places to practice their art other than in the public spaces in the PSPO or without causing excess noise.

People living in social housing:

There are a number of anti-social behaviours in the PSPO that it is proposed to apply to council housing estates and associated land. Therefore it is important to ensure that the consultation is well publicised to council tenants and leaseholders to seek their views. It is likely that the majority of the law abiding residents in council housing would welcome the prohibitions of the anti-social behaviours being considered, as they themselves may have experienced the problems they create.

Overall comment:

Overall, when intervention with respect to the PSPO takes place, individuals will be offered support and signposted to services where possible. However, where activities covered by the PSPO are causing detriment to the wider public, enforcement action will be taken.

6. Review

How and when will you monitor and review the effects of this proposal?

The performance of the PSPOs in addressing anti-social behaviour will be monitored and measured (such as by the numbers of fixed penalty notices served, the volume of anti-social behaviours reported to the Police and Council, and through place and resident surveys). We will also monitor any Corporate or other complaints made in relation to the operation and enforcement of the PSPO, with consideration as to if there is negative impact on the protected characteristics or persons due to socio-economic factors.

Enfield Council Predictive Equality Impact Assessment/Analysis

Action plan template for proposed changes to service, policy or budget

Title of decision: ... Approval to undertake a public consultation for Public Spaces Protection Orders (PSPOs)...

Team: ... Various Environment Services – Community Safety, Council Housing, Public Realm and Regulatory Services

Department: ... Environment.....

Service manager: ... Sue McDaid and others.....

Identified Issue	Action Required	Lead Officer	Timescale/ By When	Costs	Review Date/ Comments
Vulnerable persons/those needing support services	If PSPO introduced – will brief enforcement officers on support services available for those in need	Sue McDaid	To be confirmed	None – officer resource	To be confirmed

Date to be Reviewed:

APPROVAL BY THE RELEVANT ASSISTANT DIRECTOR - Bob Griffiths..... SIGNATURE.....

This form should be emailed to ioanne.stacey@enfield.gov.uk and be appended to any decision report that follows.