

## London Borough of Enfield

### Portfolio Decision of Deputy Leader of Enfield Council, Cllr Ian Barnes

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**Subject:** Fox Lane Quieter Neighbourhood

**Cabinet Member:** Deputy Leader

**Director:** Doug Wilkinson

**Key Decision:** 5023

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#### **Purpose of Report**

1. The purpose of this report is to provide a summary of the Fox Lane Quieter Neighbourhood project to date, outline the revised design and invite a decision on whether to proceed to a trial.

#### **Proposal(s)**

2. That the Deputy Leader of the Council agrees that:
  - The design shown at Appendix A is implemented on a trial basis and the necessary experimental traffic orders made.
  - A formal consultation, to follow the previous engagement, is launched shortly after implementation to gather feedback on how the trial is working in practice.
  - That delegated authority be given to the Director of Environment & Operational Services to make any appropriate amendments to the trial following feedback and monitoring.
  - Following the trial period, a further report for the Deputy Leader is produced to determine whether the trial is made permanent or removed.

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

3. These proposals, which are described at Appendix A, will enable the implementation of a trial of the Fox Lane Quieter Neighbourhood. Through this trial, further feedback can be collected as part of a formal consultation process. Additional data can also be collected to determine how the proposals are meeting the design objectives. As part of the national response to the Covid-19 pandemic, the Government are encouraging Low Traffic Neighbourhood projects like this proposal to be accelerated. These projects can help lead to a green recovery, enabling more people to walk and cycle is more important as capacity on public transport is suppressed owing to social

distancing. The proposals will also assist in reducing vehicle speeds, responding to the significant increases that have been identified by the Metropolitan Police across London.

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

#### 4. Good homes in well-connected neighbourhoods

The scheme directly supports the Council's commitment to reduce congestion, improve air quality and encourage people to walk and cycle.

#### 5. Sustain strong and healthy communities

The scheme also helps to deliver the Council commitment to improve health by promoting active travel.

#### 6. Build our local economy to create a thriving place

Wider investment in the walking & cycling network forms part of the Council's strategy to support our high streets and town centres by providing safe and easy access to local shops and services.

### **Background**

7. Enfield Council are working with residents to make our streets quieter and safer through our Quieter Neighbourhoods project. This will be achieved by exploring a range of options that consider the geographical nature and type of road network in individual areas.

8. The Quieter Neighbourhoods project aims to:

- reduce the volume of motor traffic in residential neighbourhoods
- reduce the speeds that people drive at on our residential streets
- reduce the ability for people cutting through residential streets as part of longer journeys
- improve the liveability, amenity and safety of our neighbourhoods
- enable residents to walk and cycle safely from their front door, to connect with public transport or major walking and cycling routes
- increase the health and wellbeing of residents and strengthen community cohesion

9. Quieter Neighbourhoods and the wider Healthy Streets programme will advance the Council aim to see more people walking, cycling or using public transport for short trips in the borough. Long-term benefits will include better public health, reduced pressures on the NHS, less motor vehicle pollution and improved air quality, which will also help deal with the Council's declared climate emergency.

10. Over many years residents within the Fox Lane area have raised concerns over the speed and volume of motor traffic passing through the area. Traffic surveys have identified significant volumes of motor vehicles who are cutting

through these residential streets. This project was identified as a Phase 1 Quieter Neighbourhood project owing to its adjacency to the A105 major project (Cycleway 20) as part of our long term strategic plans for .....— addressing traffic issues in residential areas alongside key cycling routes will enable active travel to become a more accessible choice for residents and visitors to the Borough.

## Main Considerations for the Council

11. This proposed trial follows on from earlier measures in this area in 2018, where planters were placed at junctions to form a narrowing of the road. The intention was that these measures would increase journey times through the residential area and consequently discourage people driving motor vehicles from cutting through these areas as part of a longer journey. A commitment was made to trial alternative ideas if this approach was not deemed to be successful. Data was collected prior to implementation and then the first phases of the planters were installed. Further data collection post implementation established that this approach was having no impact on reducing the volume of motor traffic. Indeed, as well as not reducing volume, there was some local perception that speeds increased as drivers sought to 'make-up lost time'. That trial was then ended and a re-think sought.
12. A revised design was developed taking a more robust 'low traffic neighbourhood' approach. These designs were shared with Ward Cllrs from Palmers Green, Winchmore Hill, Southgate and Southgate Green and then presented at a public exhibition held on the 12<sup>th</sup> November 2019. Approximately 400 people attended this event, which was followed by a six-week period whereby residents and other interested stakeholders could provide their feedback on the proposals. Over 1500 sources of feedback were analysed and in March 2020 the findings of this engagement were published on the project page. These findings, which included common themes and a detailed list of Frequently Asked Questions and should be read in conjunction with this report. They are available for review [here](#).
13. Following this analysis, a review session was held with all Ward Councillors from Palmers Green, Winchmore Hill, Southgate and Southgate Green. The analysis was reviewed, and a number of potential design ideas were discussed. Following this session, Officers worked on developing a revised design which responded to both the community engagement and the input from Ward Councillors. The following were key themes of the design change:

Issue Raised	Council Response
Requests to introduce a formal 20-mph speed limit in the area.	A 20-mph speed limit has been introduced into the proposals.
Concerns over the number of closure points and reduced flexibility for residents.	Revised design reduces the closure points from 18 to 11, increasing the number of entry and exit points into the area.
Concerns over emergency	The revised designs include two 'Controlled

vehicle access.	Emergency points'. These are closure points to all general motor traffic with the exception of emergency vehicles (and other designated vehicles, such as Council waste collection) which are enforced by camera and result in penalty notices should unauthorised vehicles pass through. These 'Controlled Emergency points' are shown on the map at Appendix A and are located on Meadway and Fox Lane. These proposals have been shared and discussed with the emergency services.
Concerns over ability for vehicles to turn on closed roads.	With the reduction of the number of road closures this issue is minimised. However, where closures are to be introduced additional double yellow lines will be installed to create some protected space to enable vehicles to turn.
Requests for further data to be shared.	The publication of the revised design was accompanied by detailed data which illustrates the baseline position against which the trial will be compared following post implementation data collection. This data is available in a collection of slides here and are explained in this video that was released to help further communicate the designs to residents and other stakeholders.

14. The revised design was presented to Ward Councillors from Palmers Green, Winchmore Hill, Southgate and Southgate Green on the 21<sup>st</sup> May 2020. A number of comments were received around the presentation of the design, which subsequently influenced the development of a community leaflet that was designed to help explain the proposals to residents and other stakeholders. Owing to Covid-19, hosting a further exhibition to help communicate the proposals was not a viable option due to public health safety guidance at the time. Therefore, as well as the production of a leaflet, which included a clear description of the proposals, a 15 minute video was created and posted online, where the proposals were explained in more detail. Over 3000 engagement documents were distributed to the area and over 600 subscribers to the project channel were informed.

15. In addition to the issues responded to at para 13, there were some further key issues for consideration when making a decision on whether to proceed with a trial:

<b>Issue</b>	<b>Consideration</b>
Traffic displacement and impact on surrounding roads	Analysis of the data predicts a reduction of traffic volume within the local residential streets of the area, as outlined on page 21 of the traffic analysis slides <a href="#">here</a> . Whilst this achieves the objective of reduced volume in residential areas, the roads which form part of the road principal network surrounding the area are likely to see increased volume. This is captured on page 22 of the traffic analysis slides. However, it should be noted that the predicted volume increases shown in these slides assume the current volume of traffic

	<p>remains and is all reassigned to these principal roads. It is a worst-case scenario. Other schemes in London have shown that not all traffic reassigns onto local strategic roads with people changing their travel behaviour by:</p> <ul style="list-style-type: none"> <li>•Using alternative travel modes, such as walking or cycling for shorter trips;</li> <li>•Carrying out their journeys at quieter (off-peak) times of the day;</li> <li>•Choosing to combine trips, such as a trip to the shops on the way to, or from work;</li> <li>•For longer journeys, reassigning onto the wider strategic network, away from the local area;</li> <li>•Car sharing;</li> <li>•Choosing not to make the trip at all; or</li> <li>•Altering the allocation of tasks within a household to enable more efficient trip-making.</li> </ul> <p>The trial approach will provide an evidence led view of how motor traffic responds. The details of the potential traffic reduction and displacement contained within the traffic analysis slides should be read in conjunction with this report and are available <a href="#">here</a>.</p>
Impact on Palmers Green High Street	<p>Concerns have been raised about the impact of increased traffic on the high street at Palmers Green. The volume of traffic will be monitored as part of the trial. Other opportunities will also be explored to assist with further greening of this part of the high street, in particular, the section between Fox Lane and Alderman's Hill. The proposals have the potential to enable future projects to improve the public realm and create a more attractive town centre, at both Devonshire Road and Fox Lane junction.</p>
Monitoring approach	<p>Detailed baseline data is held around traffic speeds and volume on the residential streets and surrounding neighbourhood connecting roads. In addition to this, bus journey times will be monitored to gain an insight into any increases in travel time. This data, along with consideration of feedback received from residents and other key stakeholders via the consultation process will be used to inform a judgement on the success of the scheme.</p>
Inconvenience to residents	<p>It is acknowledged that the introduction of closure points to prevent motor traffic cutting through the area can also reduce the number of options that some residents have to access their homes. In certain cases, this could lead to longer car journeys. For some residents who already live on quiet roads less impacted by through traffic, this may create more frustration than for those residents living on roads that suffer from greater numbers of through traffic. The proposals aim to treat the area as a whole. Avoiding an approach where measures are only implemented on the worst effected</p>

	roads, with the potential for the traffic to then be displaced onto an alternative local street of a similar style and nature. Collecting residents' views on the balance of benefits and disbenefits will form part of the consultation process and will help inform a subsequent decision on whether to make the trial permanent or whether to remove it.
Air Quality	These proposals are intended to provide longer-term improvements to air quality. Whilst some residents may be required to adjust some of their motor journeys and as such increase the overall distance, reductions in very short motor vehicle journeys as expected as more sustainable travel choices are enabled. An overall improvement in air quality is anticipated on the local streets within the Quieter Neighbourhood area. There are potential shorter-term impacts on the surrounding roads that form part of the principal road network. Further mitigation measures will be explored to help mitigate against this, such as increased greening where this possible.
Potential for further trials	The Council are taking a trial approach so that the scheme can be adjusted in light of operational experience and feedback. As with the previous trial, if this revised approach is not judged to be successful then further trials should be considered. The lessons identified from early trials and implementation can then be applied to subsequent projects as the Quieter Neighbourhood approach is rolled out across the Borough.

## Safeguarding Implications

16. None identified.

## Public Health Implications

17. Transport is one of the fundamental determinants of health; it may be health-damaging or health promoting. The Quieter Neighbourhood project will contribute towards making transport in Enfield much more health-promoting by increasing physical activity and reducing the health costs of motorised transport. It will increase physical activity by making this part of everyday life e.g. walking or cycling as a normal, everyday transport mode. Achieving a modal shift towards active travel will also reduce the health damaging effects of motorised transport e.g. road traffic injuries, air pollution, community segregation and noise. Such is the effect of physical activity upon health that it has been calculated that a modal shift to levels of active transport in The Netherlands would save the NHS £17 billion per year. This would be achieved through savings in treating Type 2 diabetes, heart disease, stroke, some cancers, musculo-skeletal disease and dementia. Creating an environment that enables more walking and cycling would also be likely to positively impact upon health inequalities as income or wealth would become

a less significant factor in a person's ability to travel within the borough e.g. access to employment, healthcare, social networks etc.

18. Reducing obesity is a priority for Enfield, as outlined in the Borough's Health and Wellbeing Strategy. 61.4% of adults are classified as overweight or obese (ALS, 2016). Data for academic years 2014/15 to 2016/17 shows that the average prevalence of excess weight in year 6 pupils is 41.5%. This is higher than London (37.9%) and England (33.87%) averages. If left unchanged, this will lead to serious health complications later in life, such as diabetes, heart disease and cancers.
19. Creating an environment where people actively choose to walk and cycle as part of everyday life can have a significant impact on public health and has the potential to reduce health inequalities. It is an essential component of a strategic approach to increasing physical activity and may be more cost-effective than other initiatives that promote exercise, sport and active leisure pursuits.
20. Increased walking and cycling offers many other advantages including cleaner air, less noise, more connected neighbourhoods, less stress and fear, and fewer road traffic injuries.
21. More walking and cycling also has the potential to achieve related policy objectives:
  - Supports local businesses and promotes vibrant town centres
  - Provides a high-quality, appealing public realm
  - Reduces road danger and noise
  - Increases the number of people of all ages out on the streets, making public spaces seem more welcoming and providing opportunities for social interaction and children's play
  - Provides an opportunity for everyone, including people with impairments, to exercise and enjoy the outdoor environment.
22. There is an extensive evidence base for effective action on active travel. The most relevant review has been conducted by the National Institute for Health and Care Excellence, looking specifically at local measures to promote active transport<sup>1</sup>.
23. Overall the Quieter Neighbourhoods project will help us improve the ease in which we travel in the borough, encourage sustainable and active travel helping us to manage environmental problems related to congestion, local air quality, reduce our impact on climate change and improve health, safety and accessibility for all in our communities. This supports Public Health's efforts to embed Health in all Policies across the Council.
24. 91% of people who died with Covid-19 in March 2020 had an underlying condition. Meeting physical activity guidelines will help to mitigate this threat going forward. There is also evidence that air pollution worsens the effect of Covid-19 which this development should also mitigate.

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<sup>1</sup> National Institute for Health and Care Excellence. Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation. London 2012.

## Equalities Impact of the Proposal

25. Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. We need to consider the needs of these diverse groups when designing and changing services or budgets so that our decisions do not unduly or disproportionately affect access by some groups more than others. The Public Sector Duty Act 2010 requires Local Authorities, in the performance of their functions, to:

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

26. In recommending this proposal we have considered the needs of all highway users including those from the protected characteristic groups. All members of the community have full access to the highways however it is recognised that some protected groups may have practical problems in using the service. We are confident that these proposals will ensure that everyone will continue to benefit from this service.

Age	Positive impact – the reduction in motor traffic through the area will create a safer environment for both young and old. Streets less dominated by motor traffic create a healthier environment for all ages.
Disability	Neutral impact – some residents rely on motor vehicles for transport. These proposals do not prevent motor vehicle access to any property within the area. A residential area with reduced motor traffic has the potential to enable a wider range of people to use cycling as a mobility aid, evidenced through the work of Wheels for Wellbeing <sup>2</sup> .
Gender reassignment	Neutral impact - No specific impacts identified.
Marriage or civil partnership	Neutral impact - No specific impacts identified.
Pregnancy and maternity	Neutral impact - No specific impacts identified.
Race	Neutral impact - No specific impacts identified.

<sup>2</sup> <https://wheelsforwellbeing.org.uk/>

Religion or belief	Neutral impact - No specific impacts identified.
Sex	Neutral impact - No specific impacts identified.
Social economic	Slight positive impact – Any impact on social economic inequality is likely to be low, as those on low incomes are less likely to own cars, meaning they are more likely to walk or cycle and these projects promote active health and create a safer environment for this to occur.

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### ange Considerations

27. The table below provides an overview of environmental and climate change considerations.

<b>Consideration</b>	<b>Impact of Proposals</b>
Energy consumption in delivering service	Neutral  There are no changes proposed to the current service delivery arrangements.
Measures to reduce carbon emissions	Positive  Transport generates a significant amount of greenhouse gas emissions (39% of Enfield's borough-wide CO2 emissions in 2018). The proposals will enable: <ul style="list-style-type: none"> <li>• Increased levels of active travel.</li> <li>• Reduced private vehicle trips.</li> </ul> The introduction of additional greenery through the use of planters is positive for residential streets. In the shorter-term, there may be some increase in carbon emissions on the primary road network. However, longer-term, reducing private motor vehicle use is the aim and schemes such as this are fundamental to enable that longer-term behaviour change.
Environmental management	Neutral  The main impact will be in the implementation of the project and the resultant embedded carbon. Some recycled materials will be used, along with environmentally friendly planting.  However, the main offset will be a forecast reduction in the use of private vehicles as noted above.
Climate change mitigation	Neutral  There will be no long-term contracts entered into as part of this proposal.

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

28. Several risks have been identified:

Risk Category	Risks
<b>Strategic</b>	A reduction in the ability to deliver on its commitments that form part of the Climate Action Plan and Health and Wellbeing Strategy to increase active and sustainable travel.
<b>Reputational</b>	Inaction to address the issues of speeding and traffic volume in an area where significant engagement has already taken place risks reputational damage.

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

29. Several risks have been identified:

Risk Category	Comments/Mitigation
<b>Strategic</b>	<b>Risk:</b> Not delivering health and other benefits associated with an increase in levels of cycling. <b>Mitigation:</b> Corporate support for the Healthy Streets programme.
<b>Operational</b>	<b>Risk:</b> Disruption during construction. <b>Mitigation:</b> Traffic management arrangements will be designed to minimise disruption for local residents. Roadworks will also be co-ordinated to take account of other work in the area.
<b>Financial</b>	<b>Risk:</b> Insufficient funds/cost escalation. <b>Mitigation:</b> Funding has been allocated to the scheme and the estimated implementation cost falls within the available budget. Controls are in place to ensure that order is not placed until price is known and budget confirmed.
<b>Reputational</b>	<b>Risk:</b> Opposition to the scheme from some local residents/ organisations. <b>Mitigation:</b> Engagement has been undertaken to take into account views of local residents and designs amended in response. There is an on-going communication exercise to explain the case for change and wider benefits that are generated from this scheme.
<b>Regulatory</b>	<b>Risk:</b> Failure to comply with statutory requirements. <b>Mitigation:</b> The scheme is being delivered by experienced design and engineering specialists.

## **Financial Implications**

30. The estimated budget cost of implementation for the project is up-to £160k. This funding will be provided by Transport for London as an agreed project within the Covid-19 Streetspace programme. The funding arrangements are governed through the TfL Borough Portal The release of funds by TfL is based on a process that records the progress of the works against approved spending profiles. TfL makes payments against certified claims as soon as costs are incurred, ensuring the Council benefits from prompt reimbursement.
31. Future maintenance costs from this scheme will be contained within existing revenue budgets.

## **Legal Implications**

32. The Highways Act 1980 provides a general power for the Council to improve highways. The Road Traffic Regulation Act 1984 and supporting regulations enable the Council to make traffic management orders to restrict traffic in a variety of ways, including the introduction of a 20mph speed limit and the introduction of modal filters.
33. In exercising powers under the Road Traffic Regulation Act 1984, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected. Any final decision to implement any scheme needs to take account of the considerations set out above and the outcome of public consultation.
34. Section 9 of the Road Traffic Relegation Act 1984 enables the Council to make experimental traffic orders which can remain in place for a maximum of 18 months. All objections and representations made during the experimental period must be considered before deciding whether or not to make the scheme permanent.
35. Should funding come from TfL, the Greater London Authority (GLA) Act 1999 empowers the Mayor, through TfL, to provide grants to London Boroughs to assist with the implementation of the Mayor's Transport Strategy.

## **Workforce Implications**

36. None Identified.

## **Property Implications**

37. None identified.

## Other Implications

38. This proposal will require some adjustments to the route for waste collection services in the area. The plans have been shared with Waste collection services and their operations will be included in the project monitoring. The implementation of this scheme is intended to reduce the speed and volume of traffic on a series of residential streets, which will create a safer working environment for waste collection colleagues.

## Options Considered

39. the following alternative option has been considered:

Option	Comment
Do nothing.	This is not recommended as this project is a key part of delivering climate change and health & wellbeing objectives.

## Conclusions

40. This report sets out details of the Quieter Neighbourhood programme. It provides detail on the history of the project and outlines the significant community engagement that has taken place. The proposed design is illustrated with details of how this has been amended in light of community feedback. The potential impacts of the scheme are highlighted.
41. By agreeing these proposals, the Council will be able to initiate the trial of the Fox Lane Quieter Neighbourhood project. This will enable the collection of further data to inform a future decision on whether to remove the trial or make it permanent. In light of the Covid-19 crisis, Government direction is to bring forward with some urgency Low Traffic Neighbourhood projects to help implement a 'Green Recovery' and enable an increase in active travel. This approach aligns with Enfield Council longer-term objectives of enabling active travel to help improving health and wellbeing and contribute towards delivery of the Climate Change Action Plan. On that basis, it is recommended that this project proceeds to a trial.

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## Appendices

Appendix A – [The community leaflet outlining the proposals.](#)

## **Background Papers**

**The following documents have been relied on in the preparation of this report:**

None.