

## London Borough of Enfield

[Cabinet]

Meeting Date: Jun 21

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

**Key Decision:** 5196

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### Purpose of Report

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

### Proposal(s)

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

### Reason for Proposal(s)

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

4. Monitoring of motor traffic has occurred during the trial, primarily through an interim collection of traffic counts during the period 11<sup>th</sup> – 17<sup>th</sup> November 2020 and via TfL insights into their data on primary roads. However, further data and subsequent analysis is required to make a fully informed decision about the permanence of the project. The continuing lifting of lockdown restrictions provides an opportunity in the foreseeable future to fully assess the project in more representative conditions.
5. The Council believe that Quieter Neighbourhoods (and within that project umbrella, Low Traffic Neighbourhoods) are a key part of addressing the issues created by excessive speed and volumes of motor traffic on minor roads. However, there are clearly a number of different design approaches that can be taken to these projects. Using an experimental approach to delivery enables feedback to be gathered in light of experience to help assess how a design is working within its particular context. This project was implemented under a greatly accelerated timeline owing to constraints which were placed at the time by the Government in response to the Covid-19 pandemic. A copy of the Department for Transport letter setting out the timeframe and consequences for not complying is at Appendix 2. Whilst engagement took place with Haringey, the timeframe did not enable a wider area (cross border) design solution to be developed. Since that time, Haringey Council have shown clear commitment to the delivery of Low Traffic Neighbourhoods<sup>1</sup>, and have secured their own funding to deliver a project in the adjoining area. Therefore, there is an opportunity to explore the potential for an alternative design that could provide a more optimal solution for both Enfield and Haringey. Feedback gathered during the previous consultation phases will directly inform the development of these designs. The bus gate proposals for Brownlow Road will continue to be considered as part of this ongoing design development.
6. Collecting feedback on an alternative design, whilst concurrently collecting more data on the existing trial, will enable an informed decision to be taken on the future of this project. Consequently, a further decision report will follow for this project, anticipated later in the Autumn/Winter of 2021.

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

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

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

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

## Background

10. Low traffic neighbourhoods (LTNs) have been in use in London since the 1960s. They are increasingly being used in London and other cities and countries to reduce through traffic in residential areas, aiming to increase levels of walking and cycling. Traffic on London roads has increased by approximately 21% between 2009 and 2019, however this increase has occurred disproportionately on minor roads, where traffic increased by approximately 72% between 2009 and 2019<sup>2</sup>.
11. Low traffic neighbourhoods have generated significant public debate across London and the UK. The same applies for this Quieter Neighbourhood project, which adopts a low traffic neighbourhood approach. This is evidenced by the levels of public engagement and consultation since the project was implemented, including debates, a petition and a scrutiny panel review.
12. The project aims align with the policy context of local, regional and national policies and strategies that seek to respond to the climate emergency, reduce traffic congestion and increase levels of physical activity, and post-pandemic to enable a green recovery. The project aims to:
  - Create healthier streets in the Bowes Primary Area in line with the Healthy Streets Indicators as set out in the Mayor's Transport Strategy
  - Significantly reduce the volume of through motor traffic on minor roads within the project area
  - Enable a longer-term increase in the levels of walking and cycling within and through the scheme area
13. In September 2020, the current trial was implemented. The interventions are shown in Annex 1. Restrictions for motor vehicles were introduced at:
  - Maidstone Road at its junction with Warwick Road
  - York Road at its junction with Brownlow Road
  - Palmerston Road at its junction with the A406 North Circular Road
  - Warwick Road, near the junction with Maidstone Road. This closure is enforced via camera which allows unhindered access for emergency vehicles
  - Palmerston Road at the junction with Kelvin Avenue, via a new traffic island restricting right turns from Palmerston Avenue into Kelvin Avenue
14. The current trial is in place under an Experimental Traffic Order (ETO) and is valid for a maximum of 18 months. The Order came into effect on 31<sup>st</sup> July 2020 and expires on 31<sup>st</sup> Jan 22. Before the end of the trial a decision needs to be made on whether to remove the trial or make it permanent. A

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

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

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

## **Main Considerations for the Council**

### *Approach to community engagement*

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

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

*Project Monitoring*

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

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

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

	<p>use. During the trial, Officers have regular communications with members of each of the emergency services to discuss operations including response times, methods and general observations and feedback.</p> <p>Discussions often focus around the navigation within the project area due to the changes in access resulting from the project. Whilst roads of similar layouts and access (eg cul-de-sac) are not uncommon across London, it is the change in the layout that needs to be carefully considered and communicated. Mapping software has been used by Officers to update mapping sources centrally which providers, such as Google Maps, then use to update. Dialogue continues with emergency services to identify any ways in which the Council can assist further with navigational issues.</p> <p><i>London Ambulance Service (LAS)</i></p> <p>Since the implementation of the trial, there has been one incident identified and discussed with the LAS where there was a delay by one response vehicle travelling east-west through the project area as a result of a point closure. The second response vehicle was not delayed. It is unclear how the delayed crew were navigating to the scene. Any patient impacts are not divulged by the LAS when reporting delays.</p> <p><i>London Fire Brigade (LFB)</i></p> <p>LFB have not raised any incidents of delayed responses due to the project. LFB publishes an annual summary of response times, Fire Facts – Incident response times. The 2020 report<sup>3</sup>, published on 19 March 2021, includes a short discussion about Low Traffic Neighbourhoods. This quotes “during the pandemic we have had more resources that are immediately available to respond and roads (during lockdown periods) have been quieter. That being the case, we haven’t yet noticed any impact on our attendance times due to the LTN schemes established in 2020; however we will continue to monitor their impact at a local level.”</p> <p><i>Metropolitan Police Service (MPS)</i></p> <p>MPS has not raised any incidents of delayed responses due to the project. Considerations on crime are addressed below.</p>
Residents, businesses and stakeholder’s views	Respondents register with the Let’s Talk Enfield site to complete consultation surveys. This enables the Council to collect demographic information to better understand the people are who being engaged with and allows the Council to communicate

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

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



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

	<p>There were some crime types that increased within the Bowes project area compared to the combined wards levels over the two year period. These are notably Criminal damage, theft and other theft.</p> <p>However, there were other offence types that were significantly reduced during that period in the project area, including Violence and Sexual Offences, which had increased in the wider area.</p> <p>Vehicle Crime, Burglary, Possession of weapons, Other crime, Robbery all recorded decreased numbers in both the project area and in the wider combined wards.</p> <p>The ASB Team have liaised with Bowes Neighbourhood Policing Team and have been advised that Officers will be patrolling more proactively within the vicinity of the areas which vehicles have been reported stolen. Furthermore, the NPT will be patrolling in uniform/plain clothes and marked/unmarked vehicles.</p>
Noise quality	<p>To understand the impact on noise the Council employed noise specialist consultants. The noise model used in the assessment is dependent on traffic data, which to the extent possible, took into the account of the Covid-19 pandemic. The assessment is primarily a study focussed on the change in noise levels associated with the project (as opposed to absolute levels), which is not significantly impacted by total traffic volumes.</p> <p>The scale of change in noise levels are categorised based on industry guidance to determine perceptible differences.</p> <p>The assessment predicts that the project has led to moderate to major decreases in noise levels along York Road and Maidstone Road, as well as moderate decreases on Palmerston Road during the night period. The scheme is predicted to have increased noise levels moderately along Spencer Avenue and on occasion Sidney Road and Woodfield Way. Although the project led to small changes to noise levels on other roads, including minor decreases on Warwick Road and Kelvin Avenue, and minor increases on Truro Road, Wroxham Gardens / Winton Avenue and Natal Road, the scale of the changes are unlikely to be perceptible, are within the margin of error and may not be directly attributable to the project.</p> <p>The full report on Noise Quality is included in Appendix 7.</p>
Air quality	<p>Nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) are reported as these are the main pollutants of concern and road transport contributes to a significant proportion of these pollutants.</p>

Local air quality monitoring by Enfield Council includes one automatic station within the project area adjacent to the A406 North Circular Road by Bowes Primary School, and diffusion tubes located on Brownlow Road and Warwick Road. Additionally, Haringey Council has a diffusion tube adjacent to the project area at Bounds Green Primary School. Monitoring is long-term, and national objectives are an annual value, due to the natural variation in air quality meaning measurements from a short period of time cannot be directly compared to others. NO<sub>2</sub> concentrations were below national objectives at all locations in 2019, and PM<sub>10</sub> concentrations as measured at Bowes Primary School, have been well below objectives since 2014. PM<sub>2.5</sub> is not measured at this location.

An air quality assessment was carried out by an external agency. Their report was conducted using measured traffic data and calculated changes in traffic attributable to the project to estimate the associated impacts on local air quality.

The assessment takes into account a very detailed behaviour of traffic which directly impacts air quality, including vehicle speeds, time of the day, fleet composition (e.g. light vehicles/cars through to heavy vehicles/trucks), vehicle emissions and junctions (due to congestion and the combined effect of several road links).

The assessment shows that the project led to slight decreases in nitrogen dioxide concentrations on some roads and some slight increases in concentrations on some roads. However, based on industry standard guidance, the scale of these changes are associated with negligible impact at all locations, with the exception of one location with a slight adverse impact at the junction of Truro Road and the A105 High Road, and one location at the intersection of the A105 Green Lanes and the A406 North Circular Road with a moderate adverse impact. The latter location is however associated with uncertainties in the model.

The trends of PM<sub>10</sub> and PM<sub>2.5</sub> concentrations are similar to those of nitrogen dioxide, but because concentrations are influenced by a wider range of sources, the changes observed due to the project are smaller. The predicted changes in annual mean PM<sub>10</sub> and PM<sub>2.5</sub> concentrations are associated with negligible impacts at all locations in the study area.

Reasonable assumptions were made in adjusting the data for the air quality assessment, including for impacts of Covid-19 on the traffic data. Sensitivity testing, which tested the boundaries of the Covid-19 assumptions, predicted negligible impacts for all PM<sub>10</sub> and PM<sub>2.5</sub> concentrations, and for all nitrogen dioxide concentrations with the exception of one location on the A105 Green Lanes near its junction with the A406 North Circular

	<p>Road, where a moderate adverse impact is predicted, and one location on York Road, where a slight beneficial impact is predicted.</p> <p>The full report on Air Quality is included in Appendix 6. Once further traffic data is collected in summer 2021, we will review this data against that which has been included in the air quality assessment and any further actions if required will be identified.</p> <p>The project is set within the context of a wider programme of work and takes a long-term view of improving air quality. The assessment does not indicate that the project is having a broad negative impact on air quality. This is relevant to note as the perception of a very negative impact on air quality has been a particular cause for concern of residents.</p>
Healthy Streets indicators	Reporting on the Healthy Streets indicators will be included in the subsequent report following further data collection in summer 2021.
Road collisions	Road collisions within a small area resulting in injuries are typically rare events and because of this it is necessary to review data over a long period of time to observe meaningful trends. Insufficient data is available due to the period of time since the project's implementation to identify trends. However, we are not aware of any injury collisions that have occurred in the project area since the project's implementation.

### **Safeguarding Implications**

23. None identified.

### **Public Health Implications**

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

### **Equalities Impact of the Proposal**

25. Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. We need to consider the needs of these diverse groups when designing and changing services or budgets so that our decisions do not unduly or disproportionately

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

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

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

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

### **Environmental and Climate Change Considerations**

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

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

29. Several risks have been identified:

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

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

30. Several risks have been identified:

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

## **Financial Implications**

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

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

## Legal Implications

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

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

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

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

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

### **Workforce Implications**

38. None identified.

### **Property Implications**

39. None identified.

### **Other Implications**

40. None identified.

### **Options Considered**

41. The following alternative options have been considered:

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

### **Conclusions**

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



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

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

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Date of report: 7 Jun 2021

### **Annexes**

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

### **Appendices**

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

## **Background Papers**

None.