

## London Borough of Enfield

### Portfolio Report

**Report of:** Richard Eason, Healthy Streets Programme Director

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**Subject:** Amendments to existing permanent Quieter Neighbourhoods

**Cabinet Member:** Cllr Nesil Caliskan

**Director:** Doug Wilkinson

**Ward:** Arnos Grove, Bowes, New Southgate, Palmers Green, Southgate, Winchmore Hill

**Key Decision:** KD 5512

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### Purpose of Report

1. Enfield Council implemented two Quieter Neighbourhoods (QNs) in summer 2020 as a trial. Following a period of community feedback and monitoring, each QN was made permanent early in 2022. During the trial periods, some enhancements and associated activities were identified. The Council has been progressing these and are now seeking to provide an overview of the proposed changes and where appropriate approval to proceed.

### Proposal(s)

2. This proposal is to:
  - a) Make the necessary traffic management orders (TMOs) to:
    - (i) Convert four fixed (bollard) modal filters to camera enforced modal filters by introducing a 'no motor vehicles' restriction. This is proposed at the following locations: Maidstone Road, Selborne Road, Oakfield Road and The Mall.
    - (ii) Introduce exemptions for Blue Badge holders and Dial-a-Ride vehicles to the existing camera enforced modal filters on Fox Lane, Meadway and Conway Road, and extend exemptions to the locations listed in 2a(i).
  - b) Carry out monitoring on selected roads outside of the QN areas.
  - c) Continue with small scale and minor improvements across both QNs (as outlined at para 25).
  - d) Recommend that following further review the potential alterations to the layout of the Bowes Primary Area QN (Bowes QN) are not taken forward.

- e) Recommend that following further review the potential of altering the modal filter on the Meadway is not taken forward.
- f) Continue to engage and coordinate with Haringey Council as they deliver the Bounds Green Low Traffic Neighbourhood (LTN) adjacent to the Bowes QN.
- g) Note that Officers have raised the issue of potential funding for investigation of major improvements to Southgate Circus, but that this will require funding and partnership with TfL, for example with TfL buses.

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

- 3. The TMOs to amend some existing fixed (bollard) modal filters and introduce exemptions to camera enforced modal filters are to provide increased permeability for all exempted vehicles, including Blue Badge holders and the emergency services. This has been informed by feedback from residents and emergency services, and the equalities impact assessment process.
- 4. Activities such as monitoring and small-scale improvements are proposed to complement and enhance the QNs in response to feedback received and provide mitigation where measures have been identified.
- 5. The southern side of the Bowes QN is bordered by the London Borough of Haringey. As they plan to introduce a Low Traffic Neighbourhood to roads to the south of the Bowes QN, Enfield and Haringey Councils continue to work together to monitor the proposed changes and their impacts.
- 6. Two surveys were conducted whereby residents could provide their views on options regarding the modal filter on Meadway in the Fox Lane area, and access to and from part of the Bowes QN area. Responses have been reviewed and the recommendation is that on balance, further changes to the layout are not made.

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

- 7. Good homes in well-connected neighbourhoods. These proposals increase permeability for Blue Badge holders, Dial-a-Ride vehicles, and emergency services, improving the connectivity for many residents.
- 8. Sustain strong and healthy communities. The proposals aim to enhance the existing QNs which, alongside other Healthy Streets projects, seek to create healthier streets. This is part of a long-term plan for improving the user experience of streets, enabling people to be more active and enjoy the subsequent health benefits.
- 9. Build our local economy to create a thriving place. Wider investment in the walking and cycling network forms part of the Council's strategy to support our high streets and town centres by providing safe and convenient access to local shops and services. These proposals enhance the QNs which are part of the Council's walking and cycling network.

### **Background**

10. Quieter Neighbourhoods are one of many Healthy Streets projects delivered by Enfield Council. The Enfield Healthy Streets framework, approved by Cabinet in June 2021, sets out the Council's intention to develop and deliver a range of active travel and supporting projects in line with the Mayor's Transport Strategy 2018.
11. A number of experimental traffic orders were made in summer 2020 to bring into operation trial measures in the Bowes and Fox Lane QN areas. The measures were made permanent in January 2022 and March 2022 respectively.
12. Based on consultation feedback, engagement with stakeholders, monitoring, and the Equalities Impact Assessment from the trial periods, several enhancements and other activities (for example high level monitoring) have been identified. The Council now wish to seek approval to continue with these enhancements and activities.

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

#### *Amending modal filters from a bollard to camera enforced*

13. The Council are proposing to convert four existing fixed (bollard) modal filters to camera enforced. This is to increase the permeability of the existing QNs for emergency services and other exempted vehicles. The locations of the filters to be amended are Maidstone Road, Oakfield Road, Selborne Road and The Mall. These locations were selected following a review of incidents reported by emergency services in the QN areas.
14. The Council has invested in technological solutions so that mapping updates are made to commercially available navigation solutions such as Google, TomTom and Bing. The Council remains committed to working with emergency services and through regular dialogue will continue to be responsive to any issues raised.

#### *Exemptions*

15. As a result of the consultation and Equalities Impact Assessment during the trial periods of the Bowes and Fox Lane QNs, it was recommended to consider measures to improve access for residents with disabilities and of those with caring responsibilities through potential exemptions.
16. The Council has now taken steps to exempt Dial-a-Ride vehicles from all camera enforced modal filters within the QNs, and to provide exemptions for permit holders. These changes were introduced to the Bowes QN in June 2022, and are now planned to be rolled out in the Fox Lane QN.
17. The current approach to permits allows Blue Badge holders residing within the QN area to apply for a permit to nominate one vehicle to be exempt from camera enforced filters within their 'home QN'. The permit could apply to the Blue Badge holder's own vehicle or they could nominate someone else's vehicle where a user of that vehicle has a role in the care of a Blue Badge holder within a QN. This approach has been selected based on feedback received and is similar to the approach taken in several other London

boroughs. It also considers the aim to maintain the low traffic environment of the QNs and the Council's current operational capabilities.

18. The Council is reviewing its wider approach to exemptions for QNs, including those for disabled persons living within the QNs who do not possess, or qualify for, a Blue Badge, and this will continue to be progressed.

#### *Traffic Management Orders (TMOs)*

19. Draft Traffic Management Orders (TMOs) proposing amendments to the Bowes and Fox Lane QNs were published on 23 February 2022 and 23 March 2022 respectively. The statutory consultation period for the Bowes QN TMO amendments ended on 16 March 2022, with no objections or representations received. The statutory consultation period for the Fox Lane QN TMO amendments ended on 13 April 2022 with 18 objections and representations received. Objections and representations, and the Council's response to the grounds made, are addressed in Appendix 1.

20. On the basis of no objections to the Bowes TMO, the Council made the amendments to the Bowes QN in part in June 2022. The general effect of the Order was to make provision for the issue of BOW permits, and Dial-a-Ride vehicles, that would exempt them from the existing no motor vehicle restriction on Warwick Road. Blue Badge holders within the Bowes QN area can apply for a BOW permit to exempt one vehicle from the camera enforced filter. The Council now wish to proceed to make the remainder of the advertised TMO amendment to the Bowes QN. The general effect of this is to convert the fixed modal filter on Maidstone Road near its junction with Warwick Road to a camera enforced modal filter by introducing a 'no motor vehicles' restriction.

21. After considering objections and representations to the Fox Lane QN TMO amendments, the Council now wish to make the TMO. The general effect of this is to convert the fixed modal filters on Oakfield Road, Selborne Road and The Mall to camera enforced modal filters by introducing a 'no motor vehicles' restriction, and to introduce exemptions for FOX permit holders and Dial-a-Ride vehicles to camera enforced filters.

#### *Monitoring*

22. Various monitoring activities were carried out during the trial period of the QNs and results were presented in earlier portfolio reports. The reports identified that some high-level monitoring in the QN area shall be carried out, and a further review of traffic speed and volume on some roads outside of the Fox Lane QN is undertaken.

23. Traffic counts on boundary and some surrounding roads will be carried out. Analysis of the data will be completed following receipt of the data from the Contractor and published once completed. Longer term monitoring sites are planned to collect pedestrian and cycle volumes at strategic locations.

24. Diffusion tubes in place during the trial period remain. Data is reported annually within the Enfield Council Air Quality Annual Status Report.

### *Small scale adjustments and improvements*

25. Some small scale and minor improvements across both QNs were identified during the trial periods in response to feedback received and monitoring data. Each of the activities are at varying stages of planning and implementation. These include:

- New advanced warning signage to enhance the existing compliant signage for the modal filters.
- Replacing active speed warning signs on Brownlow Road to reflect the new permanent speed limit of 20mph.
- Short term improvements at Southgate Circus, as identified at the end of the trial period of the Fox Lane QN.
- Upgrading the existing on-carriageway pedestrian path across Fox Lane bridge (implemented during the trial period of the Fox Lane QN).
- Relaxing parking restrictions on Fox Lane between the railway bridge and Pellipar Close.
- New parking restrictions on Cannon Hill & Aldermans Hill to remove identified pinch points to aid traffic flow for buses.

### *Meadway modal filter in the Fox Lane QN*

26. Residents were invited to share their views on options regarding potential changes to the Meadway restrictions on motor vehicles from 18 March to 22 May 2022. Approximately 14,000 letters were delivered in the area which detailed the purpose of the survey and invited residents to share their views. Analysis of the responses and a summary of the engagement is presented in Appendix 2.

27. The response themes are detailed below and are listed with a range of other considerations.

<b>Category</b>	<b>Comment</b>
Number of responses	<p>816 responses to the survey were received (746 via the online survey, and 38 via paper copies of the survey), plus 32 emails.</p> <p>During the time when the survey was open, the Council received a petition signed by 163 residents of Wynchgate and Park View.</p>
Response themes	<ul style="list-style-type: none"><li>• Of the survey respondents:<ul style="list-style-type: none"><li>○ 566 respondents state they want the filter removed, 177 to remain, and 41 timed</li><li>○ There was variation of responses by location, for example 46 out of 55 on Meadway stated they wanted the filter to be retained and 6 to be timed, and 30 out of 30 on Wynchgate stated they wanted the filter to be removed.</li></ul></li><li>• The signatories to the petition supported opening the Meadway and stated “the re-opening of this road will mitigate some of the damaging impact the LTN has had on</li></ul>

	<p>Wynchgate and Park View residents. We have experienced a fall in road safety with several accidents, a substantial increase in noise &amp; air pollution, and a reduction in mobility due to congestion due to our adjoining roads and at the high street roundabout.”</p> <ul style="list-style-type: none"> <li>• Emails expressed some concerns about the impact of traffic on Meadway and surrounding roads, Meadway being part of a conservation area, opening Meadway being against the aims of the QN</li> <li>• Some communications received during the survey period stated that they wished to see all restrictions removed across the entire QN. It is possible that this contributed to the number of respondents who stated they want the filter removed entirely. This assumption is based on the detail included in email responses received.</li> </ul>
Impact of permit introduction	Exemptions for Blue Badge holders residing within the QN area will enable access through the filter. The proposal to introduce these permits for the Fox Lane QN is contained within this report.
Traffic considerations	<p>Significant negative impact on Meadway and immediate roads (Bourne Avenue, Greenway), but also other roads that would enable through traffic such as Amberley Road through to Caversham Avenue.</p> <p>Potential for short term reduction of traffic on some surrounding roads such as Southgate Circus, which was already congested prior to the QN.</p>
Other factors	Results in a change of QN approach whereby a non-classified road becomes a boundary road which is inconsistent with wider approaches to neighbourhood interventions.

28. The Council have carefully considered the results of the survey and petition. Considering the above, and the potential impacts of a change, the Council will not be proceeding further with the option of removing the restriction on Meadway, nor operating it on a timed basis. Removing all filters was not an option presented in the survey, nor being considered by Council as the QN is in place permanently. The variation of responses from the survey will be reviewed when confirming locations for future monitoring. For example, Wynchgate will be included, due to the volume and nature of responses on Wynchgate.

*Access to and from parts of the Bowes QN*

28. The placement of modal filters within the Bowes QN area means that a number of streets, located between Brownlow Road, the A406 North

Circular Road and Bounds Green Road are accessed from the A406 North Circular Road.

29. Some residents suggested during the trial period of the Bowes QN that they would prefer access to the area from the south. This led to consideration of altering the QN layout in the Decision Report (PL 21.056 P), and the decision was not to proceed further. Since publishing the portfolio report, the Council was asked to revisit this topic.

30. A survey was carried out for residents to express their opinion from 18 March to 22 May 2022. Approximately 16,000 letters were distributed in the area with details about the survey. Analysis of the responses and a summary of the engagement is included in Appendix 3.

31. The survey response themes are detailed below and are listed with a range of other considerations.

<b>Category</b>	<b>Comment</b>
Number of responses	340 responses to the survey were received (289 via the online survey, 51 via paper copies of the survey), plus 10 emails.
Response themes	<ul style="list-style-type: none"> <li>• 209 respondents stated they want the access to/from the south, 106 to the north, and 25 no preference.</li> <li>• Emails expressed some concerns about congestion, journey times, dangerous u-turns and community impact if access changed</li> <li>• Suggestions to amend York Road filter, public space improvements, and exemptions for residents.</li> </ul>
Impact of permit introduction	Exemptions for Blue Badge holders, which have been introduced since the survey closed, enables permit holders to access their home by vehicle from the north or south. Converting the filter on Maidstone Road to a camera-enforced filter will further enhance permeability.
Traffic considerations	An alternative design has benefits for those uncomfortable driving on the A406. The current arrangement however utilises a signalised junction, whereas the Warwick Road / Bounds Green Road junction is unsignalised. The number of access points would be reduced in an alternative design. The current layout enables more space for any motor vehicles who inadvertently arrive at the closure point and need to turnaround.
Other factors	The current layout has been in place for close to 2 years now, over which time residents, businesses and visitors have had time to adjust to the layout introduced as part of the Bowes QN. Further changes now, based on the level of participation in

	<p>the survey, may lead to confusion and uncertainty.</p> <p>Subject to future funding, there are opportunities to enhance public realm around the Maidstone Road filter, which could extend into and around the Warwick Road filter. The opportunity for public realm, whilst still possible if an alternative design were to be implemented, would be reduced.</p>
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32. Despite there being a preference amongst survey respondents for access to the south, combined with the reasons listed above, on balance the Council do not recommend that any changes to the layout are made.

*Bowes QN & the London Borough of Haringey*

33. The Bowes QN is bordered to the south by the London Borough of Haringey. As Haringey introduces a Low Traffic Neighbourhood in the area immediately to the south of the Bowes QN, Enfield and Haringey Councils continue to work together to review the proposed changes and their impacts.

**Safeguarding Implications**

34. None identified.

**Public Health Implications**

35. These proposals seek to enhance the existing permanent QNs, which support mode shift towards active travel.

36. Methods of active transport are beneficial to health as they increase physical exercise, improve mental health and reduce air pollution and carbon emissions. Promoting active transport 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 pursuit. Creating an environment that enables more walking and cycling would also 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 and social networks. Achieving a modal shift towards active travel can also help reduce the health damaging effects of motorised transport including road traffic injuries, air pollution, community segregation, and noise.

**Equalities Impact of the Proposal**

37. An Equalities Impact Assessment (EqIA) was completed and reviewed for each of the Bowes and Fox Lane QNs and was considered before the schemes were made permanent. These were informed by feedback received throughout the trial periods. The EqIAs from the trial period are attached at Appendix 4 & 5.

38. The proposed changes to convert some modal filters to a camera enforced filter and introduce permits are expected to have a positive impact on some disabled people. Older people who have a disability may also benefit. Blue



Badge holders residing with the QN area will be eligible to apply for a permit to nominate a vehicle to be exempt from the camera enforced filters in their 'home QN'. The Blue Badge scheme provides an administratively efficient mechanism for identifying those with disabilities residing in the QN area for whom an exemption is required, and for implementing the exemption. Persons residing within the QN area who are disabled but do not hold a Blue Badge will not experience a change, similarly those Blue Badge holders who do not live within the QN area. However, the wider approach to exemptions is being reviewed, and further categories may be added. Implementing the proposals now does not preclude the Council's ability to make changes in future. Other protected characteristics are not considered to be disproportionately impacted by the proposals. The EqlA is attached at Appendix 6.

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

39. These proposals complement the measures already in place which is part of a wider programme to encourage active and sustainable modes of travel. Taking a proactive approach to support walking and cycling will help to achieve required mode shift in line with the Mayor's Transport Strategy and preferred pathway to net zero in the mid-term.

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

40. The following risks have been identified:

<b>Risk</b>	<b>Risk Description</b>
Potential for further incidents of navigational issues with the LAS	This decision will provide increased permeability for all emergency services.
Negative impact to some people with disabilities	Converting fixed modal filters to camera enforced provides greater permeability for permit holders. Permits for each QN area are currently available for Blue Badge holders within the according QN area.
Residents and visitors to the area will not benefit from the proposed minor improvements	Improvements have been identified through feedback from residents and are being delivered for their benefit.
Reputational damage	Enfield Council has committed to progressing these measures. Not implementing them may result in reputational damage.

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

41. The following risks have been identified:

<b>Risk</b>	<b>Risk Description and mitigating action</b>
Potential for navigational issues by emergency services at locations where a fixed (bollard) filter will remain.	The Council has invested in technological solutions so that mapping updates are made to commercially available navigation solutions such as Google, TomTom and Bing. This enables the emergency services

	to update their own navigational systems as they deem necessary. The Council remains committed to working with emergency services through regular dialogue and continues to work with the LAS to gain greater insights into the causes of any delays. The Council will continue to respond to any further measures that are identified, beyond the work already done, to ensure that LAS navigational systems have access to the latest data.
Negative impact to some people with disabilities	The proposed decision will not materially affect the impact on those with disabilities who do not possess, or qualify for, a Blue Badge. This group will not benefit, however, from the proposed exemption for Blue Badge holders as it is not administratively practicable to include them at this stage. The Council is reviewing its wider approach to exemptions for QNs which will continue to be progressed. Taking this decision does not preclude the Council's ability to expand its current approach to exemptions.
Reputational damage from not progressing with the highest chosen responses to the surveys	The responses to the survey for the Meadway and access to and from the Bowes QN area have been considered against several other factors in making the recommendation as set out in this report. A summary of the engagement is appended to this report.

### **Financial Implications**

42. £444k is the total estimated spend of this proposal, £156k is for Bowes Quieter Neighbourhood and £288k for Fox Lane Quieter Neighbourhood.
43. The scheme will be funded through TFL grant (£159k) and the remaining £285k is capital expenditure, to be funded by revenue through additional Minimum Revenue Provision, spread over 5 years (£60k per annum).

### **Legal Implications**

44. Section 122 of the Road Traffic Regulation Act (RTRA) 1984 places a duty on the Council to exercise its functions, so far as practicable having regard to certain specified matters, to secure, as far as reasonably practicable, 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 specified matters are the desirability of securing and maintaining reasonable access to premises, and the effect on the amenities of any locality affected, the national air quality strategy, the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or

desiring to use such vehicles, and other relevant matters. In considering whether to take forward the proposals listed in this report, regard needs to be had to this duty.

45. Section 6 of the RTRA enables the Council to make permanent traffic management orders.
46. A decision to take forward the proposals listed in this report must also be consistent with the Council's network management duty under section 16 of the Traffic Management Act 2004 ("the 2004 Act"). That is, the duty "to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives (a) securing the expeditious movement of traffic on the authority's road network; and (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority".
47. Procedures for making traffic management orders are set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("the 1996 Regulations").
48. Section 149 of the Equality Act 2010 requires the Council to pay due regard to public sector equality considerations in the exercise of its functions. Such due regard has been had in arriving at the proposals set out in this report.
49. The proposals set out within the report are in accordance with the Council's powers and duties as the Highway Authority, and it would be rational for the Council to adopt these proposals weighing up the benefits and disadvantages.

### **Workforce Implications**

50. None identified.

### **Property Implications**

51. Given that the works and the outcomes of the project relate solely to the public highway and traffic control measures, there are no property implications arising from this report.

### **Other Implications**

### **Procurement Implications**

52. Existing Corporate Contracts are intended to be used to undertake the delivery of the works elements of these projects.
53. Any additional procurement to support the delivery of the proposed schemes, where existing corporate contracts are not a viable option, must be undertaken in accordance with the Councils Contract Procedure Rules

(CPR's) and the Public Contracts Regulations (2015), in consultation with Procurement Services.

## Options Considered

54. The following alternative options have been considered:

Option	Comment
<p>Converting additional or all of the remaining fixed filters to camera enforced.</p>	<p>The Council has selected the locations of the proposed amendments based on data supplied by the LAS. We have invested in technological mapping solutions so that commercially available navigation solutions are updated effectively and work closely with the LAS to discuss navigational requirements. Making this decision does not rule out the Council's ability to make further changes, should they be required.</p>
<p>Introducing additional categories for exemptions at the same time as converting some filters to camera enforced.</p>	<p>Council is reviewing its wider approach to exemptions. This work has not concluded and delaying these improvements would be unreasonably justified.</p> <p>Council previously considered the option of providing access for residents through the camera enforced modal filters (for example via ANPR) prior to making the Bowes Primary Area and Fox Lane Area QNs permanent. The Council's position has not changed for reasons previously outlined.</p>
<p>Removing the filter on Meadway or operating it on a timed basis.</p>	<p>The decision to retain the Meadway filter has been detailed in this report.</p>
<p>Amending the layout of part of the Bowes QN to change the access point(s).</p>	<p>The decision to retain the current layout has been detailed in this report.</p>

## Conclusions

55. The Council initiated its Quieter Neighbourhood programme in 2020 with the implementation of trials, followed by these becoming permanent in early 2022 following a period of review and consultation. Based on feedback received and monitoring activities, some improvements have been identified. The Council are proposing to introduce permits for Blue Badge holders living within the QNs to improve access for residents with disabilities. Dial-a-Ride vehicles will also be exempt. Permits have already been introduced to the Bowes QN area. The Council are continuing to review its wider approach to QN exemptions.

56. Four fixed (bollard) filters are proposed to be converted to camera enforced filters to increase permeability for emergency services and other exempted vehicles.

57. In addition, other activities such as minor improvements and some high-level monitoring are proposed. Engagement survey results regarding potential changes to the Meadway filter and access to and from the Bowes QN are presented in this report alongside recommendations for these to not be progressed further.

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## **Appendices**

Appendix 1: Statutory consultation (amendment to the Fox Lane Quieter Neighbourhood area including the provision of permits)

Appendix 2: Engagement results (Meadway)

Appendix 3: Engagement results (Bowes QN access)

Appendix 4: Bowes QN EqIA (trial period)

Appendix 5: Fox Lane QN EqIA (trial period)

Appendix 6: Amendments to existing permanent QNs EqIA

## **Background Papers**

None.