

DECISION MAKING REPORT

Report for: Director of Environment & Neighbourhoods

Item number: N/A

Title: School Streets (Batch 1b)

Report authorised by: Ann Cunningham, Head of Highways and Parking

Cabinet Member for Climate Change, Equalities and Leisure

Lead Officer: Tim Walker, Level 1, River Park House, 225 High Road, Wood Green, N22 8HQ tim.walker@haringey.gov.uk

Ward(s) affected: Fortis Green, Highgate, Hornsey, Seven Sisters, Tottenham Green, Tottenham Hale, Woodside

**Report for Key/
Non Key Decision:** Non key decision

1 Describe the issue under consideration

- 1.1 This report seeks approval of the design, approach to consultation, implementation and monitoring of ‘School Street’ traffic schemes in proximity to 11 primary schools.
- 1.2 The schools included within this report follow a policy decision by Cabinet, in November 2020¹, to prioritise and **implement** ‘School Streets’ **around these** schools and therefore the decision required to be taken is to agree the detail of those schemes and the making of experimental traffic orders.
- 1.3 The decision is delegated to the Director of Environment and Neighbourhood in accordance with recommendation 3.4 of the November Cabinet report.

2 Recommendations

It is recommended that the Director of Environment and Neighbourhood:

- 2.1 approves the School Street scheme designs contained in Appendix A and described in Section 3 of this report, for the following schools:
 1. Campsbourne Primary School
 2. Coldfall Primary School
 3. Earlsmead Primary School
 4. Harris Academy Coleraine Park
 5. Highgate Junior School
 6. Highgate Primary School
 7. Holy Trinity Primary School
 8. Rokesly Primary School
 9. St Paul’s Catholic Primary School, Wood Green
 10. Tiverton Primary School
 11. Welbourne Primary School
- 2.2 approves the making of experimental traffic management orders, under section 9 of the Road Traffic Regulation Act 1984², to give effect to the designs;
- 2.3 approves a letter drop to local residents and businesses explaining the council’s decisions and:
 - the reasons for the scheme
 - who may apply for an exemption, and how to apply
 - how anyone may comment upon or object to the scheme (for a period of six months from the scheme coming into effect)
 - how and when the scheme will be reviewed
- 2.4 recommends that a further report is brought, within 18 months, to the Head of Highways and Parking to consider any objections and to take a further decision

¹ <https://www.minutes.haringey.gov.uk/ielssueDetails.aspx?lId=71809&PlanId=0&Opt=3#AI66280>

² [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996](#)

whether to make the order permanent, make modifications or let the order lapse which, in turn, would require the removal of the traffic scheme.

3 Background Information

- 3.1 The recommendations contained within this report follow a policy decision by Cabinet³, in November 2020, to approve the budget for and to implement ‘School Streets’ in proximity to most of the primary schools in the borough.
- 3.2 The Cabinet report set out the benefits of School Streets which align with the council’s strategic outcomes listed in section 6 of this report and include:
- improved air quality
 - improved road safety
 - encourage active travel to and from schools
- 3.3 The Cabinet report identified 20 schools (Appendix B) for inclusion within “Batch 1”. One School Street has been approved⁴ and implemented (Batch 1a - Chestnuts School). This report brings forward a further 11 School Streets (Batch 1b) and a third report (Batch 1c) is expected shortly.

4 Reasons for decision

General design principles

- 4.1 School Streets are a relatively simple traffic management scheme but they can **have a dramatic effect in addressing problems associated with ‘school run’** traffic. This provides benefits to school pupils and residents alike.
- 4.2 The following sections of this report describe the designs for each school. Each school has been carefully assessed to respond to the local situation, but a consistent design approach has been applied which, unless stated otherwise, will:
- limit access to pedestrians and cyclists only in the street(s) outside the school gates i.e. no motor vehicles
 - only operate for a limited time each day which aligns with the times that the school gates open and close
 - operate in a logical section of street or streets that removes or reduces the need for vehicle U-turns at the closure point, ie School Streets should generally start at a junction where vehicles can choose another route if they find the street closed

³ <https://www.minutes.haringey.gov.uk/ielssueDetails.aspx?IId=71809&PlanId=0&Opt=3#AI66280>

⁴ <https://www.minutes.haringey.gov.uk/documents/s118961/Report%20School%20Street%20-%20Chestnuts%20Primary%20School%20Etherley%20Road%20with%20Appendix%20A%20proposed%20design.pdf>

- provide exemptions to ‘permit holders’ which includes those residents and businesses who live or operate in a property within the zone (as per the adopted policy, extracted in Appendix C)
 - introduce at any time waiting and loading restrictions close to the boundary of the zone to deter inconsiderate or dangerous parking just outside the periphery of the zone.
- 4.3 The size of the School Street (i.e. the number of roads included) will be guided by the location of the school gates in relation to the surrounding road network. In some cases, a short length of road will work effectively (e.g. a cul-de-sac or one-way street) but in other locations a more extensive network of streets will be required to have a similar effect.
- 4.4 Larger zones may (in some circumstances) make driving to school even less appealing (and can minimize the potential for displacement) but a larger zone will also result in more exemption permits being issued. More exemption permits per zone will increase the frequency that pupils and cars are on the road at the same time and therefore larger zones will reduce the road safety benefits that might be achieved through a smaller zone.
- 4.5 The hours of operation have been determined in conjunction with the school gate opening and closing times, and in line with the policy established in paragraph 7.5.1 of the Cabinet report.
- 4.6 In response to Covid-19 many schools have opened new gates and/or increased their times that their school gates are open, to stagger entry of different year groups. This has implications on the streets and times that the School Street operates that, as and when restrictions are eased may be changed. Therefore we will review this at the end of the experimental period, see section 5 of this report for details.
- 4.7 Typically, the closure is achieved through the installation of a small number of **‘pedestrian and cycle zone’ traffic signs** (a variant of Diagram 618.3C⁵). This sign is one of a number of moving traffic restriction signs that were decriminalised as part of the London Local Authorities and Transport for London Act, 2003. This means that the council, in its role as traffic authority, has the power to issue Penalty Charge Notices (PCNs) for contraventions of the restriction and is permitted to use CCTV (with Automatic Number Plate Recognition ANPR) for enforcement purposes.

Memorandum of Understanding

- 4.8 Before any School Streets are fully implemented a Memorandum of Understanding (MoU) will be signed by the council and the school.

⁵ Traffic Signs Regulations and General Directions 2016

- 4.9 The MoU sets out what each party is expected to do in the arrangement. It includes tasks for the council such as making traffic orders, installing traffic signs and providing supporting material and matters for the school such as educating pupils about the scheme and committing to the STARS active travel programme.
- 4.10 It is important to thank all the schools involved in the programme during this time of great uncertainty, a consequence of Covid-19. Whilst most schools have been quick to join the initiative others have, understandably, been unable to give School Streets their fullest attention and have suggested that they could give greater attention to the schemes were they to be introduced in September. With three lockdowns, new virtual schooling and uncertainty about when they will reopen we understand why School Streets may not have been top priority. However, we do believe that the programme is more important than before as we move, with some degree of optimism, out of the pandemic.

Campsbourne Primary School

- 4.11 The school is located on the east side of Nightingale Road between the junctions of North View Road (east to west arm) and Eastfield Road.
- 4.12 A cycle and pedestrian zone is proposed in:
- Nightingale Road between the south side of North View Road (east to west arm) and the north side of Hawthorn Road; and
 - South View Road.
- 4.13 The zone is recommended to operate 8:15am to 9:15am and 2:45pm to 4pm
- 4.14 As with a number of the schools, a larger zone could be introduced in this area but that does bring other road safety problems, as described in paragraph 4.4. In this case, it could additionally, include Hawthorn Road, Beechwood Road and Eastfield Road (which has a new school gate that is temporarily open due to Covid-19 social distancing).
- 4.15 The effect of the School Street will be monitored and, if required, adjusted – which is one of the key benefits of using an experimental traffic order.

Coldfall Primary School

- 4.16 The school has two school gates, one into Coldfall Avenue which is a cul-de-sac and another on Everington Road.
- 4.17 A cycle and pedestrian zone is proposed in Coldfall Avenue to operate 8am to 9:30am and 2:30 to 4pm.
- 4.18 Footway buildouts are proposed in Everington Road at the junction with Steeds Road which will improve sightlines for pedestrians crossing at this junction.

Earlsmead Primary School

- 4.19 The school is situated south of Broad Lane (Transport for London Road Network) and between the junctions of Walton Road and Wakefield Road. The school has gates onto both side roads.
- 4.20 A cycle and pedestrian zone is proposed in Walton Road which is recommended to operate 8:30am to 9:30am and 2:45 to 3:45pm
- 4.21 In Wakefield Road it is recommended that the footway is widened and the junction radius is tightened at its junction with Rangemoor Road.
- 4.22 Furthermore a raised zebra crossing is recommended in Wakefield Road to improve pedestrian safety and provide a safe link between the school and Page Green Common. This is included within this report to complement the separate and ongoing Page Green Common project. The zebra crossing is subject to funding being agreed and further detailed design work.

Harris Primary Academy Coleraine Park

- 4.23 The school is situated between, and accessed from, Glendish Road and Halefield Road. The two streets provide a logical grouping for School Streets and therefore a cycle and pedestrian zone is proposed in:
- Glendish Road; and
 - Halefield Road
- 4.24 It is noted that the two streets have existing one-way workings which would remain unchanged.
- 4.25 The zone is recommended to operate 7:30 to 8:45am and 3pm to 4:45pm.
- 4.26 It is noted that, at the time of this report, the school had not signed the MoU due to issues relating to parking but conversations are ongoing between officers and the school. Until the MoU is signed, this does put the School Street at risk.

Highgate Junior School

- 4.27 The school is located along the south-west side of Bishopswood Road, to the north of Hampstead Lane.
- 4.28 A cycle and pedestrian zone is proposed in: Bishopswood Road between its junction with Broadlands Road and Hampstead Lane
- 4.29 Bishopswood Road has an existing southbound one-way working with cycle contraflow which would remain unchanged.

4.30 The zone is recommended to operate 8am to 9:15am and 2:30pm to 3:45pm.

Highgate Primary School

4.31 The school is located at the corner of North Hill and Storey Road, with school gates in Storey Road. It shares a site with Blanche Nevile Primary School for the deaf.

4.32 Due to the carriageway width, Storey Road has an existing eastbound one-way working from Gaskell Road to North Hill.

4.33 A cycle and pedestrian zone is proposed in:

- Storey Road
- Kenwood Road

4.34 Whilst not immediately adjacent to the school, it is necessary to include Kenwood Road in order to prevent school-run traffic from approaching the school via Kenwood Road and Gaskell Road and then being forced to do a u-turn when reaching (the restricted) Storey Road.

4.35 By limiting access in Kenwood Road this has the effect of creating a School Street within Kenwood Road, Gaskell Road, Toyne Way, Yeatman Road and Storey Road and all properties within the zone will be eligible to apply for an exemption to ensure their access is maintained.

4.36 It is noted that Blanche Nevile Primary School for the deaf has a wide catchment and a variety of school transport modes, including coaches and minibuses. Officers are working with the school and ANPR technology providers to ensure that these arrangements can be continued and that the School Street remains enforceable but until this is complete the MoU has not been signed.

4.37 Loading restrictions are proposed in the elevated slip road of North Hill (fronting 111 to 141 North Hill) to deter displaced school parking. Existing permit parking bays will be retained.

4.38 The zone is recommended to operate 8:30am to 9:30am and 3pm to 4pm.

Holy Trinity Primary School

4.39 The school is located to the south of Somerset Road and to the east of the High Road slip road (which fronts Nos. 352 to 366 High Road, to the rear of the High Cross Pub, Tottenham).

4.40 The school has gates in Somerset Road and in High Road.

- 4.41 It is recommended that Somerset Road is closed to motor vehicles from the eastern kerbline of Ryecroft Way to the end of the cul-de-sac end. It is proposed that this restriction operates at any time as the highway does not have any frontages and therefore no exemptions are required. The restriction would be enforced with physical measures (planters) to narrow the road but retain emergency service access. If the experimental closure is successful, this would provide an opportunity for a public realm project to enhance the space.
- 4.42 High Road (the slip road fronting 352 to 366 High Road) is a cul-de-sac with the school gates at its very end. Unfortunately, a School Street is not possible here as there are two vehicle crossovers that lead to a private off-street carpark (that can accommodate approximately 20 cars) immediately adjacent to the gate. Technically, the business operating the carpark may be eligible for exemptions but, in practice, providing exemptions for a carpark with a high turnover of different vehicles would be administratively difficult. Additionally it would not be possible to position the entry to the restriction at a junction (as per our general design approach, see paragraph 4.2) without closing entry to the Somerset Road council carpark during the hours of operation of the School Street.
- 4.43 It is therefore recommended that, to deter school traffic from parking in this cul-de-sac, that new school keep clear markings are installed and that regular enforcement of those restrictions is carried out.

Rokesly Primary School

- 4.44 The school is bounded by Elmfield Avenue, Hermiston Avenue, Rokesly Avenue and Tottenham Lane and includes a nursery, infant and junior school on the site.
- 4.45 A cycle and pedestrian zone is proposed in:
- Elmfield Avenue (between Tottenham Lane and Middle Lane); and
 - Hermiston Avenue (between Elmfield Avenue and Rokesly Avenue)
- 4.46 The vast majority of pupils use school gates situated in Elmfield Avenue and Hermiston Avenue and therefore it is not considered necessary at this time to include Rokesly Avenue.
- 4.47 The zone is recommended to operate 8:15am to 9:45am and 2:30pm to 3:45pm.
- 4.48 It is noted that the W3 bus runs westbound along Elmfield Avenue and therefore the School Street **will include an additional exemption for 'local buses'**.

St Pauls Catholic Primary School, Wood Green

- 4.49 The school is located to the rear of properties in Barratt Avenue and Bradley Road.
- 4.50 Bradley Road is outside the scope of this report as it is part of a larger Wood Green regeneration project.
- 4.51 A cycle and pedestrian zone is proposed in the full length of Barratt Avenue between its junctions with Park Avenue and Station Road.
- 4.52 The zone is recommended to operate 8:30am to 9:30am and 2:45pm to 3:45pm.
- 4.53 The existing one way working, with cycle contraflow, will remain unchanged.
- 4.54 Additionally, a footway buildout is proposed immediately adjacent to the school gate which is situated between Nos. 14 and 16 Barratt Avenue. This is recommended as the footway is extremely constrained within the inner bend of this street. The build out will result in the loss of approximately 1.5 residents permit parking places (Zone WG).

Tiverton Primary School

- 4.55 The school is approximately bounded by Seven Sisters Road, Pulford Road and Netherton Road.
- 4.56 A cycle and pedestrian zone is proposed in the cul-de-sac section of Pulford Road, south-west of its junction with Fladbury Road.
- 4.57 This section of Pulford Road has a small number of residential properties (who can apply for an exemption) and the school has a vehicular access at the end of the cul-de-sac.
- 4.58 The zone is recommended to operate 8:15am to 9:45am and 2:45pm to 4:15pm.

Welbourne Primary School

- 4.59 The school is approximately bounded by Monument Way (A503), Stainby Road, Montague Road, Hale Gardens and High Cross Road.
- 4.60 School gates are located in High Cross Road and Stainby Road.
- 4.61 A cycle and pedestrian zone is proposed in the cul-de-sac section of High Cross Road, westward of its junction with Hale Gardens.

- 4.62 The layout of Stainby Road is not as constrained as the cul-de-sac of High Cross Road and therefore a School Street is not recommended in this section.
- 4.63 It is noted that, at the time of this report, the school had not signed the MoU due to issues around parking but conversations are ongoing between officers and the school. Until the MoU is signed, this does put the School Street at risk.

5 Consultation

- 5.1 The locations and concept designs were consulted through the decision-making process of the November 2020 Cabinet report.
- 5.2 Active Travel have worked closely with the schools in the preparation of the designs.
- 5.3 Ward councillors have been updated on progress during the course of the project.
- 5.4 The Cabinet Member for Climate Change, Equalities and Leisure, Cabinet Member for Planning and Corporate Services and Cabinet Member for Transformation and Public Realm Investment were consulted during the drafting of this report.
- 5.5 Comment has been sought from the police and, in accordance with Traffic Order Procedures, emergency services will be formally consulted prior to the making of the traffic order.
- 5.6 Residents and businesses have not yet been directly consulted except by way of the Cabinet report decision-making. This report recommends the use of an experimental traffic order which:
- can come into effect 7 days after notice is published in the press
 - will last for a maximum of 18 months
 - provides a 6-month statutory consultation period from the date when the scheme comes into effect
 - provides a further 6-month consultation period if the scheme is varied (after giving notice and only during the first 12 months of the scheme being in effect)
- 5.7 In addition to the statutory notification in the press and on-street, a letter explaining the scheme and how to comment or object will be distributed to residents in the vicinity of each proposal in advance of the notice of making for the experimental traffic order. The letter will provide a link to a council website form where people can comment or object to the scheme.
- 5.8 Residents and business within the boundary of the zone will receive further details of how to apply for a (virtual) exemption permit.

5.9 A review will be carried out once the statutory consultation period has ended which is expected at month 6 (unless the same has been varied, see explanation in paragraph 5.6). One month prior to the end of the statutory consultation period, a letter will be sent to those in the area encouraging and reminding them to provide feedback on the experiment.

6 Alternative options considered

6.1 Do nothing. This is not considered an option as the council has committed to and agreed funding to carry out interventions in these areas. The council has a duty to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians).

6.2 Carry out consultation in advance of the making of the order. This report recommends the use of experimental traffic orders which, by definition of the regulations, involves statutory consultation after the scheme has gone live. This enables the council and the public to assess the scheme in operation, rather than its predicted impact. The type of measures recommended in this report are considered highly suitable for experimental orders as few physical measures are planned (a limited number of traffic signs etc).

7 Contribution to strategic outcomes

7.1 This action contributes to Outcome 9, Objective C of the Borough Plan – specifically the commitment to improve air quality around schools

7.2 The implementation of this School Street will also contribute to Outcome 10, Objective A of the Borough Plan, which aims to make Haringey a more attractive place for active travel.

7.3 School streets improve road safety outside of schools, contributing to the **Mayor of London’s Vision Zero (which is related to road safety and not carbon).**

7.4 The School Streets Plan, by promoting active travel and reducing car usage, **will support the Council’s Climate Change Action Plan and complement the forthcoming Walking and Cycling Action Plan.**

Statutory Officers comments

8 Comments of the Head of Legal Services

8.1 The power of a local authority to make an order regulating or controlling vehicular and other traffic is contained within section 6(1) of the Road Traffic Regulation Act 1984 (RTRA). The power to make an Experimental Traffic Order is contained in section 9 of the RTRA. Experimental Traffic Orders have a lifespan of up to 18 months.

8.2 It is the view of legal services that what is being proposed and recommended within this report is in accordance with the law, as set out in this section.

9 Chief Finance Officer Comments

9.1 This report recommends the design and associated activities of implementing School Streets outlined in paragraph 2 above.

9.2 The School Streets Plan was approved at Cabinet in November 2020 where permission was granted, to give the Director for Environment and Neighbourhoods, authorisation, to sign off the final designs of the school streets and the associated Traffic Management Orders, in consultation with the relevant Cabinet Member.

9.3 The costs of implementing the 11 school streets listed in paragraph 2.1, is estimated to be in the region of £0.8m and is included in the Council's approved Capital Program.

10 Equal Opportunities

10.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

10.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

10.3 The policy report for School Streets was subject to an Equalities Impact Assessment. The report and EqIA identified that:

- there is evidence that air pollution disproportionately affects children and young people. Therefore, the recommendations represent a step change to address a known inequality.
- the primary beneficiaries of the School Street programme will be young people, with older people, those with disabilities, and pregnant women also benefitting from improved air quality.
- Most of the protected groups are experiencing the negative impacts of poor air quality at a disproportionate rate and therefore School Streets will be a net positive.

- Those belonging to a protected group, such as disabled residents, will be accommodated by the School Streets scheme and their access to their areas of residence will not be negatively impacted.
- Any negative impacts to protected groups are a proportionate means to achieve a legitimate outcome.
- It also notes that the Council will take steps to identify and prevent or mitigate any adverse impacts that may arise for people who depend on car travel, such as people with limited mobility, pregnant women, and people who depend on private vehicles to attend places of worship.

10.4 Mitigation is made through the implementation of an exemption permit system whereby certain groups can apply for an exemption to the restriction, where they meet the policy as set out in Appendix C.

10.5 Consultation will be carried out concurrently with the start of the scheme, under an experimental traffic order. This provides everyone the opportunity to see the scheme in operation and to make adjustments accordingly.

10.6 Documents will be distributed to all households / businesses within the area to ensure that all stakeholders are made aware of the **Council's** plans, how to apply for exemptions and how to give feedback during the experimental period.

11 Use of Appendices

- Appendix A – Proposed designs
- Appendix B – List of schools within Batch 1
- Appendix C – Exemption policy

12 Local Government (Access to Information) Act 1985

11.1 N/A