

DECISION MAKING REPORT

Report for: Director of Environment & Neighbourhoods

Item number: N/A

Title: School Streets (Batch 1c)

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

Cabinet Member for Environment, Transport and the Climate
Emergency

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Ward(s) affected: Crouch End, 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 3 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. 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 Neighbourhoods in accordance with recommendation 3.4 of the November 2020 Cabinet report.

2 Recommendations

It is recommended that the Director of Environment and Neighbourhoods:

- 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. Coleridge Primary School
 2. Earlham Primary School
 3. The Mulberry 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 relevant decision maker(s) to consider any objections and to take a further decision whether to make the order permanent, make modifications or let the order lapse which, in turn, would require the removal of the traffic scheme.

¹ <https://www.minutes.haringey.gov.uk/ielssueDetails.aspx?IId=71809&PlanId=0&Opt=3#A166280>

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

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 for inclusion within “Batch 1” and 10 in “Batch 2” (see list in Appendix B).
- 3.4 Two previous delegated decisions (Batch 1a, 26 October 2020⁴ and Batch 1b, 22 February 2021⁵) have approved twelve School Streets, eleven of which have now been implemented.
- 3.5 This third report brings forward three School Streets from Batch 2 of the Cabinet report (also referred to as Batch 1c).

4 Reasons for decision

General design principles

- 4.1 A ‘School Street’ is a relatively simple traffic management scheme but it 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

³ <https://www.minutes.haringey.gov.uk/ielssueDetails.aspx?Id=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>

⁵ <http://minutes.harinet.haringey.gov.uk/ieDecisionDetails.aspx?ID=2553>

- operate in a logical section of street or streets (known as a zone) that removes or reduces the need for vehicle U-turns at the closure point, i.e. School Streets should generally start at a junction where vehicles can safely choose another route, if they find the street closed
 - 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 school children 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 November 2020 Cabinet report.
- 4.6 In response to Covid-19, many schools have opened new gates and/or increased the time that their school gates are open, to enable staggered entry of different year groups. This has impacted upon where and when the School Street needs to operate. As restrictions are eased, the traffic order and associated traffic signs for the School Street may need amendment. Therefore, this will be reviewed 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 618.3C⁶). This sign is one of a number of moving traffic restriction signs related to traffic enforcement activity that was 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.

⁶ Traffic Signs Regulations and General Directions 2016

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. This has been completed for all three schools contained within this report.
- 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 **'Sustainable Travel: Active, Responsible, Safe (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. It is believed that this programme is more important than ever before as the country moves, with some degree of optimism, out of the pandemic.

Coleridge Primary School (SS21)

- 4.11 The school has a split site on both sides of Crouch End Hill, roughly between the junctions of Waverley Road and Crescent Road. School pupil entrances are on Crouch End Hill, Waverley Road, Haslemere Road and Crescent Road.
- 4.12 A cycle and pedestrian zone is proposed around the eastern part of the school in:
- Waverley Road
 - Haslemere Road between Crouch End Hill and Crouch Hill
- 4.13 The zone is recommended to operate from 8:30am to 9:30am and 2:30pm to 3:30pm
- 4.14 The eastern side of the school has been selected as it overlaps with a greater number of school pupil entrances and will also address problems associated with through-traffic. The western section of the school exits onto Crescent Road which is a cul-de-sac.
- 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.

Earlham Infant and Junior Schools (SS22)

- 4.16 The school is located at the cul-de-sac ends of Earlham Grove and Newnham Road. The main school pupil entrance will be at the end of Earlham Grove when the building works are completed at the school.
- 4.17 A cycle and pedestrian zone is proposed in:

- Earlham Grove from the western boundary of No. 1 Earlham Grove (east of the crossover to George Meehan House) to the easternmost extent of Earlham Grove
- 4.18 The zone is recommended to operate from 8:30am to 9:15am and 2:15pm to 3.45pm.
- 4.19 A larger zone could be introduced in this area, which could include:
- the full length of Earlham Road (i.e. to the junction with High Road). This option was considered but rejected as there are three vehicle crossovers leading to/from George Meehan House/ Haringey Register Office and the Cypriot Community Centre. Both of these premises have off-street parking and it would have been impractical to provide exemptions to all these vehicles which are likely to change on a regular basis; and/or
 - Newnham Road. This street was not selected as the main pupil entrance is in Earlham Grove. However, 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.

The Mulberry Primary School (SS23)

- 4.20 The school is located on the western side of Parkhurst Road, approximately between its junctions with Sherringham Avenue and Thackeray Avenue. The main school pupil entrance is on Parkhurst Road.
- 4.21 A cycle and pedestrian zone is proposed in:
- Parkhurst Road, between Scotland Green and Thackeray Avenue
 - Seymour Avenue, between Parkhurst Road and Windsor Road
 - Sherringham Avenue between Parkhurst Road and Cromer Road
- 4.22 The zone is recommended to operate from 8:15am to 9:15am and 3pm to 4pm.
- 4.23 This layout creates the largest School Street in this batch and is deemed necessary to avoid having closure points that could force U-turns. The proposed layout ensures that vehicles approaching a closure point can turn onto an alternative, unrestricted street.
- 4.24 The School Street will prevent rat-running traffic immediately adjacent to the school. It is also likely to encourage more active travel by removing the opportunity for parents/carers to drive close to the school. An even larger School Street configuration could be considered, during the review process, by extending northward towards Burlington Road or Lansdowne Road. However, a larger zone does come with some disadvantages to the School Street, as set out in paragraph 4.4.

Finance

- 4.25 The total cost of delivering these three School Streets is estimated to be £182,000 of which £35,000 remains to be spent. These costs can be contained within the capital budget assigned for Active Travel School Streets (10006236).

5 Consultation

- 5.1 The locations and concept designs were consulted through the decision-making process of the November 2020 Cabinet report.
- 5.2 The Active Travel Team has worked closely with the schools in the preparation of the designs.
- 5.3 The Cabinet Member for Environment, Transport and the Climate Emergency was consulted during the drafting of this report.
- 5.4 Ward members have been advised of the proposals contained within this report. No objections were raised by members to the principal of the School Streets. However, Councillors representing Crouch End Ward asked for the Coleridge School Street to be enlarged to cover streets which are not directly attached to the school. These streets may benefit from traffic interventions but, at this time, these are not captured by the School Streets policy as these streets are not directly next to the school. Alongside this, as School Streets only operate for approximately for an hour at the start and end of the school day, it is considered that other traffic measures may be more appropriate to deliver the traffic management needs. A Councillor site visit is planned to review options.
- 5.5 Comment has been sought from the police who have no objections and, in accordance with **The Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996** (the 'Regulations'), 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 after the order is put into effect
 - 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. Feedback can be made via a paper insert provided alongside the consultation document.

- 5.8 Residents and businesses 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 network management duty under the Traffic Management Act 2004 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 above Regulations, involves carrying out statutory consultation concurrently with the delivery of a scheme. This enables the Council and the public to assess the scheme in operation, rather than its predicted impact. It also encourages local residents who may otherwise be disinterested to gain a sense of how well they think a scheme is working. Finally, it moves away from the idea that a consultation is effectively determined as a referendum – when reaching a final decision about the experiment, the public consultation feedback will be used alongside other data sources. 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 that operate for a limited time period.

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** target (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 seeks approval for the full implementation and monitoring of 3 School Streets.
- 9.2 This requires capital expenditure of £182k; however, the majority of this is related to the procurement of cameras (£144k) and audit (£3k), which has already been incurred.
- 9.3 Therefore, this decision will lead to the remainder of £35k worth of expenditure being incurred for signage, design and other associated implementation costs.
- 9.4 This project is part of the wider School Street project and is included within the Council's approved Capital Programme (see table below for a breakdown of costs by expenditure type).

	Item	Cost
	Signs	£ 10,200
	Design & PM fees	£ 9,300
	Road markings	£ 750
	Traffic order fees & notices	£ 6,500
	Zone signs and posts	£ 8,000
	Total expenditure required to fully implement	£ 34,750
	ANPR CCTV	£ 144,000
	Road safety audit	£ 2,700
	Traffic counts	£ 750
	Total already incurred	£ 147,450
	Grand Total	£ 182,200

- 9.5 Costs will be closely monitored and any exceptions will be reported in through capital monitoring.

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 (EqIA). 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 comments 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. Feedback can be made online or via a paper insert provided alongside the consultation document.
- 10.7 The document will also include a 'languages page' which briefly explains what the document is about and how to arrange a translation service.

11 Use of Appendices

- Appendix A – Proposed designs
- Appendix B – List of schools within Batch 1 and Batch 2
- Appendix C – Exemption policy

12 Local Government (Access to Information) Act 1985

11.1 N/A