



## London Borough of Enfield

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<b>Title of Report:</b>	School Streets Delivery Plan
<b>Report to:</b>	Cllr Jewell, Cabinet Member for Environment
<b>Date of Report:</b>	July 2023
<b>Directors:</b>	Brett Leahy, Director of Planning and Growth Sarah Cary, Executive Director Housing Regeneration Development
<b>Report Author:</b>	Richard Eason – Richard.Eason@enfield.gov.uk
<b>Ward(s) affected:</b>	Enfield Lock, Brimsdown, Carterhatch, Haselbury, Ponders End, Town, Southgate, Highfield, Bush Hill Park and Ridgeway.
<b>Key Decision Number</b>	KD 5610
<b>Implementation date, if not called in:</b>	Monday 25 September 2023
<b>Classification:</b>	Part I Public

### Purpose of Report

1. The purpose of this report is to present the schools that are proposed to have a School Street or other infrastructure, such as cycle parking, and Air Quality sensors implemented in FY 23/24. This is based on the results of feasibility work that informed the prioritisation of schools within the borough as potential candidates for school streets in the upcoming financial years.

## Recommendations

- I. To approve the list of schools, as listed in Tables 1 and 2, resulting from the School Streets feasibility work, and progress the planning and design of School Streets at these locations, including statutory consultation.
- II. To delegate authority to the Director of Planning & Growth, in consultation with the Cabinet Member, to make the required traffic orders and implement School Streets at three schools as listed in Table 1, resulting from the feasibility study with FY 23/24 funds, subject to the results of statutory consultation and updated cost estimates.
- III. To delegate authority to the Director of Planning & Growth, in consultation with the Cabinet Member, to implement cycle parking and air quality sensors at 10 schools.
- IV. To delegate authority to the Director of Planning & Growth, in consultation with the Cabinet Member, to make changes to the list of schools or the implementation order should circumstances change.

## Background and Options

### Background

2. A 'School Street' is when interventions are put in place in the roads immediately around a school to increase safety at the school gate and encourage active travel. Typically, a School Street is a closure of the road immediately outside of a school, operating at pick up and drop off from Monday to Friday during term time. Additional interventions such as one-way systems are sometimes necessary to create a more effective School Street. Closures apply to motor vehicles except for those with exemptions, which typically include residents, emergency services, local businesses, and those with special access requirements.
3. The benefits of School Streets are to:
  - Improve road safety at the school gate by reducing traffic congestion and discourage parents from parking unsafely. This can make it safer for children to walk, cycle, or scoot to school.
  - Reduce air pollution by reducing the number of vehicles on the road. This is especially beneficial for children, who are more susceptible to the effects of air pollution.
  - Promote active travel encouraging children to walk, cycle, or scoot to school instead of taking the car. This can help to improve their physical fitness and reduce their exposure to air pollution.

- Improve community cohesion by creating more shared space outside of schools. This can encourage people to interact with each other and build stronger relationships.
  - Reduce traffic congestion by discouraging parents from parking illegally and by reducing the number of vehicles on the road. This can make it easier for everyone to get around, including parents, children, and other road users.
4. In addition to these benefits, school streets can also help to improve the environment, reduce noise pollution, and improve the quality of life for everyone in the community. A study by Transport for London<sup>1</sup> found that school streets can reduce nitrogen dioxide levels by up to 23%. Evidence also shows that boroughs that have implemented School Streets have found that they can increase the number of children walking or cycling to school by 6% and reduce traffic congestion by up to 30%.
  5. Overall, the evidence suggests that school streets can have a number of positive benefits for children, parents, and communities. They are a cost-effective way to improve road safety, reduce air pollution, and promote active travel.
  6. To date, Enfield Council has successfully implemented 19 live School Streets in primary schools across the borough, with an expected further 3 School Streets progressing to go live by the end of 2023, bringing the total to twenty two.
  7. Feasibility work was undertaken to inform and prioritise the delivery of the next series of School Streets across the borough based on criteria, outlined in Annex A.

### Feasibility

8. The feasibility work was conducted in three stages as explained in Annex A. The initial stage involved gathering information to identify all the schools in the borough. Data was collected from the STARS programme as well as from schools that had previously submitted an Expression of Interest (EOI). The outcome of this stage was a comprehensive list of 15 schools, that demonstrated a level of engagement or accreditation within the STARS programme and had submitted an EOI.
9. The second stage involved the development of the feasibility design. The results helped identify the technical complexity in implementing the School Streets. Criteria such as road type, traffic volumes, number of closures, cameras to install, impact on local businesses, and potential cycle parking, among others, are detailed in Annex B.
10. The third stage comprised the creation of a multi-criteria matrix (see Annex B), which provided a score for each school based on:

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<sup>1</sup> School Streets: Intervention Sites vs. Control Sites Full Report, Transport for London, January 2021. <https://content.tfl.gov.uk/school-streets-evaluation-report-website.pdf>

- level of STARS accreditation
- percentage of households in poverty<sup>2</sup> (annex C, figure 1)
- the number of students
- the number of closures
- number of child casualties in the past 10 years
- traffic level
- anticipated impact on local businesses
- volume of exemptions to be issued
- Integration with journeys and places projects

11. In addition to the above, the feasibility design considered the primary road network to ensure that no timed closures were proposed that would significantly impact the wider network. As a result of this, no School Street closures were feasible on Carterhatch Lane in support of Carterhatch Primary School. Therefore, this school was not included in the subsequent scoring process. However, it should be noted that a road safety scheme has been delivered previously at this school's road (Carterhatch Ln) in April 2021. This included a new zebra crossing to the north of the school, the improvement of a mini roundabout at Pembroke Ave and improvement of the junction at Sherborne Ave. These measures will help improve safety for children and other road users.

12. According to the above criteria, the matrix was populated, and the schools were prioritised based on their ranking.

13. Fleecefield Primary School, and Brettenham Primary School had previously been shortlisted for delivery in FY 21/22 under KD5425. However, as engagement with the schools progressed, these Schools requested that any School Street deliver was deferred until FY24/25. On this basis, these schools were also not included in the scoring process for the current FY, however they will be considered as School Street projects in future years.

#### FY 23 / 24 Delivery

14. Based on the scoring outlines above and the Council's current funding availability, the first School Streets to be implemented in this financial year are proposed to be: Chesterfield Primary School, Eastfield Primary School, and Prince of Wales Primary School (see Table 1). Further design developments and updated cost estimates will confirm whether all of these School Streets can be delivered with the available grant funding provided by TfL (as set out in KD 5622). Once further design has taken place, statutory consultation will be conducted for each school and a subsequent approval report will be produced to confirm or otherwise implementation.

<p><b>Schools proposed for delivery of a School Street in FY23/24</b></p>
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<sup>2</sup> Enfield Poverty and Inequality Commission (EPIC) report, January 2020. (see Annex C).

<b>Schools</b>	<b>Source of funding</b>
Chesterfield Primary School	TfL – LIP funding of £300k in FY23/24
Eastfield Primary School	
Prince of Wales Primary School	

Table 1: Schools proposed for delivery of a School Street in FY 23/24 with TfL funds.

15. The subsequent schools (see Table 2) will not be implemented in the current financial year. However, they have funding allocated from the DEFRA Air Quality Grant, which will enable a full concept design to be developed, cycle parking infrastructure to be implemented, and Air Quality sensors installed. Engagement will also take place on these designs. Although these School Streets will not proceed to the implementation phase at present, the measures outlined above will line these Schools up for future implementation as further funding is identified.

<b>Schools proposed for School Street design in FY 23/24 (includes design, implementation of cycle parking and air quality sensors)</b>	
<b>Schools</b>	<b>Source of funding</b>
Enfield Heights Academy	DEFRA Air Quality Grant of £223k
Latymer All Saints CoE Primary School	
Alma Primary School	
Enfield County School for Girls	
Eversley Primary School	
Highfield Primary School	
Raglan Junior School	
Firs Farm Primary School	
St. George's Catholic Primary School	
Merryhills Primary School	

Table 2: Schools proposed for School Street design in FY 23/24 with DEFRA Air Quality Grant funds.

### **Preferred Option and Reasons for Preferred Option**

16. The preferred option is to deliver School Streets for the top three schools showed in Table 1 and provide conceptual design, cycle parking infrastructure, and Air Quality sensors for the next 10 schools in Table 2. This is recommended because it will utilise external grant funding to progress the ambition of extending the number of Schools across the Borough which have a School Street.

### **Relevance to Council Plans and Strategies**

16. Clean and green places: The scheme directly supports the Council's commitment to reduce traffic congestion, improve and monitor air quality, keep the streets clean and welcoming, and encourage people to walk, cycle and use public transport.

17. Strong, Healthy and Safe Communities: The scheme helps to deliver the Council's commitment to improve health by promoting active travel and encouraging physical activity. Implementation of School Streets makes it safer for students to access their school through the implementation of Road safety Measures.
18. Thriving children and young people: The implementation of new School Streets and will help all children to have the best start in life. It will also engage children and young people in positive activities.
19. More and better homes: will help create improved connections with current and future active travel routes, enabling more transport choices for local neighbourhoods to travel in sustainable ways.
20. An Economy that works for Everyone: part of the Council's strategy supports wider investment in infrastructure that promotes walking and cycling across the borough providing safe and easy access to local shops and services.

## **Financial Implications**

### Summary

21. Report is requesting approval for the 3 schools that will be considered for implementation of school streets. Delegated authority to the director of planning and growth to implement approximately 3 schools streets in 2023/24.
22. Recommendation to delegate authority to implement cycle parking and air quality sensors at 10 schools.
23. All costs related to the feasibility and implementation of new school streets will be funded through grants from TfL and Department for Environment, Food & Rural Affairs. This is expected total just over £0.5m. Additional funding may also be included from section 106 funding, if approved.
24. School streets will only be delivered where costs can be contained within the funding mentioned above.

### Revenue Implications

25. No revenue implications identified.

### Capital Budget Implications

26. The £0.5m of grant is included in the capital programme as approved by cabinet in Feb 2023. The corresponding expenditure budget has also been included but will be split out further once works are approved for the individual schemes.
27. No other capital implications identified.

### Borrowing

28. No additional borrowing required for the programme of works, full funded from grant.
29. No impact on Council borrowing

### Tax Implications

30. VAT incurred will be included in the Councils regular HMRC VAT claims.
31. No other known tax implications

### Accounting Treatment

32. All cost on the scheme will be reviewed and those that meet the CIPFA criteria for capitalisation will be charged to the capital budget. Any costs that do not meet the criteria will be charged to revenue.
33. The capitalisation criteria are defined as set out in the CIPFA capital accounting guidance document. Where costs contribute to a new or enhancement of a non-current asset, can be capitalised.
34. Works on school streets will result in the enhancement of the public realm and highway network, any costs that directly contribute towards this will be capitalised.

### **Legal Implications**

17. The recommendations set out in this report are within the Council's powers and duties.
18. The Highways Act 1980 provides a general power for the Council to improve highways. The Road Traffic Regulation Act 1984 and supporting regulations enable the Council to make traffic management orders to restrict traffic in a variety of ways, including temporary road closures.
19. In exercising powers under the Road Traffic Regulation Act 1984, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected. Any final decision to implement any scheme needs to take account of the considerations set out above and the outcome of public consultation.
20. If the Council wished to proceed with experimental schemes, section 9 of the Road Traffic Regulation Act 1984 enables the Council to make experimental traffic orders which can remain in place for a maximum of 18

months. All objections and representations made during the experimental period must be considered before deciding whether to make the scheme permanent. Section 6 of the Road Traffic Regulation Act enables the Council to make permanent traffic management orders.

21. Ultimately decisions as to whether to make traffic orders to support the scheme 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".
22. Procedures for making traffic orders are set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("the 1996 Regulations").
23. 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 should be had when taking the decision to implement a school street scheme.

### **Equalities Implications**

24. 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. The Council needs 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.
25. In recommending this proposal we have considered the needs of all highway users including those from the protected characteristic groups. All members of the community have full access to the highways however it is recognised that some protected groups may have practical problems in using the service. We are confident that these proposals will ensure that everyone will continue to benefit from this service.
26. The EQIA undertaken for the next group of School Streets can be found in Annex D. This will be reviewed as the development of the School Streets progresses.



## **Environmental and Climate Change Implications (if any, delete if not relevant)**

27. In respect of carbon emissions, whilst there is the potential for a transition to lower carbon vehicles, in the interim there will be significant carbon emissions from transport (34% of Enfield's borough-wide CO2 emissions in 2018)<sup>3</sup>. Encouraging active and sustainable transport is a key way to address this.
28. While decarbonizing motor vehicles is preferable to fossil-fuel-powered vehicles, it does not guarantee a sustainable transportation system. Motor vehicles are the leading cause of deaths and injuries on our roads, particularly for vulnerable road users, including children. They also contribute to congestion, which pollutes all vehicles. Until the grid is fully decarbonized, their environmental impact remains significant. The School Streets Feasibility Study considered child casualties around schools in the last 10 years as part of the prioritization process in the multi-criteria matrix in Annex A. By eliminating unnecessary vehicle movements from the streets surrounding schools, these impacts can be reduced, including the risk of child injury.
29. In addition, given that around a third of households in Enfield do not have access to a vehicle, the limiting of private vehicle use in an area supports a significant minority to make active and sustainable trips.
30. There are also wider benefits in respect of health and air quality (including reducing the particulate matter that all vehicles produce). It is acknowledged that there will be carbon emissions generated, including embodied in materials, in the delivery of the proposed schemes. However, given that contractors will be looking to use alternative materials and considering the long-term benefits, this is viewed as an acceptable impact.

## **Public Health Implications**

31. Transport is one of the fundamental determinants of health; it may be health-damaging or health promoting. The behaviour change programme delivering school streets will contribute towards making transport in Enfield much more health-promoting by increasing physical activity and reducing the health costs of motorised transport. It will increase physical activity by making this part of everyday life e.g., walking or cycling as a normal, everyday transport mode. Achieving a modal shift towards active travel will also reduce the health damaging effects of motorised transport e.g., road traffic injuries, air pollution, community segregation and noise. Such is the effect of physical activity upon health that it has been calculated that a modal shift to levels of active transport in The Netherlands would save the

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<sup>3</sup> [https://www.enfield.gov.uk/\\_\\_data/assets/pdf\\_file/0026/18548/Enfield-Carbon-Emissions-Review-20-21-Environment.pdf](https://www.enfield.gov.uk/__data/assets/pdf_file/0026/18548/Enfield-Carbon-Emissions-Review-20-21-Environment.pdf)

NHS £17 billion per year. This would be achieved through savings in treating Type 2 diabetes, heart disease, stroke, some cancers, Musculo-skeletal disease, and dementia. Creating an environment that enables more walking and cycling would also be likely to positively impact upon health inequalities as income or wealth would become a less significant factor in a person's ability to travel within the borough e.g., access to employment, healthcare, social networks etc.

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

**Safeguarding Implications (if any, delete if not relevant)**

37. In adjusting access in and around schools it is recognised that Special Education Needs transportation could be impacted. Engagement will take place with colleagues in the transport departments so that they are aware of these and future School Streets.

#### **Other implications - Procurement**

38. Any procurement required in relation to this project must be undertaken in accordance with the Councils Contract Procedure Rules (CPR's) and the Public Contracts Regulations (2015), this includes the use of the London Tenders Portal as necessary.

39. Contracts let to deliver this programme must be managed in accordance with the contract management framework.

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#### **Appendices**

Annex A – Feasibility Study Methodology

Annex B – Multi Criteria Assessment Results

Annex C – Existing School Streets and proposed School Streets map

Annex D – EqIA