

## London Borough of Enfield

### Portfolio Decision of Deputy Leader of Enfield Council, Cllr Ian Barnes

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**Subject:** 12 x Streetspace School Streets

**Cabinet Member:** Deputy Leader

**Director:** Doug Wilkinson

**Key Decision:** N/A

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#### Purpose of Report

1. The purpose of this report is to provide a summary of the TfL Streetspace School Street funding award and to seek approval to install 12 experimental school street pedestrian and cycling zones.

#### Proposal(s)

2. That the Deputy Leader of the Council agrees that:
3. The 12 designs shown in Appendix A are implemented on an experimental basis and the necessary experimental traffic orders made.
4. A consultation is launched shortly after implementation to gather feedback on how the trial is working in practice.
5. That delegated authority be given to the Director of Environmental & Operational Services to make any appropriate amendments to the trial following feedback and monitoring.
6. That should extra School Street funding be secured for additional school streets; delegated authority be given to the Director of Environmental & Operational Services to increase the number of schools participating.
7. Following an experimental period, a further report is produced for the Deputy Leader to determine whether the trial is made permanent or removed.

#### Reason for Proposal(s)

8. These proposals will enable greater opportunity for social distancing at school gates and create a safer and cleaner entrance to the school. These measures will enable more active forms of travel as part of the wider Healthy Streets programme.
9. Owing to the requirement to move at pace to submit the funding application, the initial 12 schools were selected based on those schools that had previously expressed an interest in a permanent school street scheme. Engagement then took place with

these schools to determine whether they were interested in a Streetspace scheme and the additional input/ resource from the school that this would require to help manage the temporary closures.

10. Of the original 12 schools, 6 remained interested.
11. To allocate the remaining 6 sites for School Streets, engagement took place with a further 12 schools where footway width was more limited, and would make social distancing more difficult. These were identified from footway width mapping provided by TfL. This resulted in a further 6 schools signing up for the project. If additional funding can be secured in the future, then the project can be extended to further schools.
12. The 12 schools that are participating in this trial are:

	School Name	Road name	Postcode	Pupil intake	Ward
1	<a href="#">George Spicer Primary School</a>	Southbury Road,	EN1 1YF	840	Southbury
2	<a href="#">Raynham Primary School</a>	Raynham Avenue	N18 2JQ	801	Upper Edmonton
3	<a href="#">Chase Side Primary School</a>	Trinity Street	EN2 6NS	460	Town
4	<a href="#">Keys Meadow Primary School</a>	84 Tysoe Avenue, Enfield, Middlesex	EN3 6FB	430	Enfield Lock
5	<a href="#">Worcester's Primary School</a>	Goat Lane	EN1 4UF	668	Chase
6	<a href="#">Kingfisher Hall Primary Academy</a>	40 The Ride	EN3 7GB	465	Enfield Highway
7	<a href="#">De Bohun primary</a>	green Rd	N14 4AD	448	Cockfosters
8	<a href="#">Lavender Primary</a>	Lavender Road	EN2 0SX	538	Chase
9	<a href="#">Bush Hill Park Primary</a>	Main Avenue	EN1 1DS	547	Southbury
10	<a href="#">Meridian Angel Primary</a>	Albany Road	N18 2DX	188	Upper Edmonton
11	St Pauls CE primary	Ringwood Way	N21 2RA	420	Winchmore Hill
12	<a href="#">Hazelbury school</a>	Haselbury Road	N9 9TT	1150	Haselbury

### Relevance to the Council's Corporate Plan

13. Good homes in well-connected neighbourhoods: The scheme directly supports the Council's commitment to reduce congestion. Improve air quality and encourage people to walk and cycle.
14. Sustain strong and healthy communities: The scheme also helps to deliver the Council commitment to improve health by promoting active travel.
15. Build our local economy to create a thriving place: Wider investment in the walking & cycling network forms part of the Council's strategy to support our high streets and town centres by providing safe and easy access to local shops and services.

## Background

16. London's Streetspace Plan led by Transport for London (TfL), in response to the Covid-19 crisis, aims to make it easy and safe for Londoners to choose to walk or cycle as an alternative to public transport use. It has been developed in order to help respond to the immediate Public Health imperatives around; Enabling social distancing on street, encouraging Londoners to avoid unnecessary use of public transport; and focusing on strategic movement to prioritise walking and cycling.
17. A 'School Street' is when the roads immediately surrounding a school are closed to motor traffic. They operate Monday to Friday in term time, during set times at drop-off and pick-up. School Streets remain open to pedestrians, cyclists and exempt vehicles such as local business owners, residents and the emergency services.
18. The Healthy Streets team were successful in securing £233,000 from the TfL Streetspace programme to deliver up to 12 experimental School streets to support schools introduce social distancing measures where possible as pupils return. The schemes must therefore be in place for the start of the academic school year in September 2020.
19. This Streetspace version of a school street is in the form of the deployment of pedestrian walking and cycling zones, which operate at pick up and drop off times in the vacancy of the school gates.
20. This will be a working partnership between the school and the council, where the council will provide all the necessary local communications, statutory obligations, equipment and training to enable the school to staff and operate the scheme. These are only proposed at schools that have understood their commitment to making the scheme work and have signed up for involvement.
21. The scheme will operate Mon to Fri only 8:15 am to 9:15 am only. Outside of these hours the signs will be closed by the school staff operating the scheme, resulting in no restrictions to traffic outside of these hours. To create a physical closure during the hour of operation, mobile folding gates will be operated by the staff to reinforce the closure as recommended by Transport for London in their Temporary school street guidance.  
<http://content.tfl.gov.uk/appendix-8-supplementary-guidance-on-school-streets.pdf>
22. Where sites have a known higher level of through traffic, advanced warning signs will be put in place to ensure drivers are given due notice to make a diversion to an alternative route. Whilst drivers may not be aware of these measures initially, they should soon become a known feature and motorists should adjust their routes accordingly.

## Main Considerations for the Council

23. Enfield council has Recently implemented its first two permanent school streets at Oakthorpe Primary school on Tile Kiln Lane and St Monica's on Cannon Road. Both of these schemes are enforced by ANPR cameras. These schemes were in place for 4 weeks before the Covid19 measures closed the schools. During this time there was a large reduction in traffic and noise, with no complaints from local residents.
24. The implementation of the 12 schemes listed at para 11 and shown at Appendix A are to be implemented experimentally. However, a number of these schemes are been progressed at the schools that have previously expressed an interest in a

permeant scheme. Therefore, where possible, designs have been developed that could be progressed in the future to become a permanent scheme. The fundamental difference between the first two permanent school streets and the Streetspace temporary proposals are that the latter are not camera enforced. Instead, the school will be actively involved in enforcing the closure by setting out and marshalling a temporary road closure barrier that will be provided by the Council for each location.

25. All schools have volunteered to be involved in this project and clearly understand the level of commitment and have signed agreements which clearly outline their obligations to manage and maintain the scheme for the duration of the trial, which is intended to be a minimum of 6 months, but could extend to 18 months before a decision is made to remove the scheme, or subject to funding and viability of the design, turn the experimental scheme into a permanent one.

26. The following potential issues should also be considered:

<b>Issue</b>	<b>Council Response</b>
Concerns that the scheme is being operated by staff or school volunteers	<p>The scheme will work in the style of a 'play street', which is an established scheme run by volunteers under a reoccurring timed closure.</p> <p>During the initial phase of implementation, where possible, teams from parking enforcement officer will visit the sites to help with enforcement as the trial settles in.</p>
Lack of consultation or engagement	<p>The council has distributed over 6000 letters to the wider area surrounding each school to inform the public of the scheme. Further publicity regarding the projects will also take place through Council newsletters and social media activity.</p> <p>A further letter will be sent directly to residents living within the closure point to inform them about the free permit exemption process.</p> <p>As the scheme will be implemented under an experimental traffic order, as the schemes become live then a consultation process will be initiated and all stakeholders can provide their feedback, with an opportunity to amend the scheme in light of feedback.</p>
Safety of the scheme and the volunteers	<p>The council have commissioned road safety audits on all locations as part of the process of ensuring safe schemes.</p> <p>In addition to this, external support will provide a comprehensive training and briefing package to all schools, which they can use to train further individual as required. The Council will provide appropriate high visibility vests for those working on the scheme.</p>
Emergency or disabled access during operation	<p>All emergency services will continue to have unrestricted access through the closures along with:</p> <ul style="list-style-type: none"> <li>• Any Council Vehicle</li> <li>• Blue badge holders</li> <li>• Exempted residents</li> <li>• All SEN Transport</li> </ul>

<p>Concerns that the scheme will create traffic / pollution or congestion</p>	<p>The operation of the scheme is for 1 hour in the morning and 1 hour in the afternoon. Whilst we accept that this may cause a minor inconvenience to residents within the closure and/or some alternative routes for other residents, it is believed that the benefits that these trials can bring will outweigh this inconvenience.</p> <p>It is important to underpin that this is a social distancing scheme to ensure children can access their schools in a safe manner and that all the schools are supportive of the delivery.</p>
<p>Impact on residents who live within the zone</p>	<p>The Council will write to all residents who live within the zone and explain the scheme and the process by which they can apply for up to two free residents permits which will enable them continued access in and out of the area. These permits can be displayed in vehicles so that those marshalling the new zones can clearly see that the vehicle is exempt. Deliveries can still take place, but delivery vehicles would not be able to enter the zone. Therefore, larger items may be best delivered outside of the hours of operation. Whilst this may cause some residents some additional inconvenience, these schemes should reduce the inconvenience that residents close to school gates are often subjected to, including the blocking of drives and inconsiderate parking.</p>

## Safeguarding Implications

27. In adjusting access in and around the area of the schools within Appendix 1, it was identified that Special Education Needs transportation could be disrupted. Engagement has taken place with colleagues in the transport departments and they are fully sighted on the schools that will form part of these trials. Where necessary, drivers to these schools will receive paperwork to clarify their requirement to access the sites.
28. In order to minimise risks to parents and young people during the operation of this scheme, vehicular access through the scheme is limited. The exempted vehicles listed within the traffic orders are disabled blue badge holders, dial-a-ride buses; refuse collection vehicles, mechanical street cleansing vehicles and Royal Mail postal service. Residents who live within the closure will be issued permits upon application via the parking service team.

## Public Health Implications

29. 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 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.

30. 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.
31. 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
32. Increased walking and cycling offers many other advantages including cleaner air, less noise, more connected neighbourhoods, less stress and fear, and fewer road traffic injuries.
33. More walking and cycling also has the potential to achieve related policy objectives:
  - a. Supports local businesses and promotes vibrant town centres
  - b. Provides a high-quality, appealing public realm
  - c. Reduces road danger and noise
  - d. 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
  - e. Provides an opportunity for everyone, including people with impairments, to exercise and enjoy the outdoor environment.
34. 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<sup>1</sup>.
35. 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.
36. 91% of people who died with Covid-19 in March 2020 had an underlying condition. Meeting physical activity guidelines will help to mitigate this threat going forward. There is also evidence that air pollution worsens the effect of Covid-19 which this development should also mitigate.
37. We have engaged the public health team to promote reducing smoking at the school gate. This is part of the health and wellbeing strategy. As part of this scheme we hope to sign up all school to this commitment.

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<sup>1</sup> National Institute for Health and Care Excellence. Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation. London 2012.

38. The strategic delivery of this project will positively impact upwards of 7000 pupils attending the 12 schools.
39. Chase side and Raynham Primary schools are within the top 10 largest weight increases tracking one intake from 2009 /10 to 2016 / 17, showing 21% and 18.65% weight increase respectively.

### Equalities Impact of the Proposal

40. Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. We need to consider the needs of these diverse groups when designing and changing services or budgets so that our decisions do not unduly or disproportionately affect access by some groups more than others. The Public Sector Duty Act 2010 requires Local Authorities, in the performance of their functions, to:

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

41. 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.

Age	Positive impact – the reduction in motor traffic through the area will create a safer environment for both young and old. Streets less dominated by motor traffic create a healthier environment for all ages.
Disability	Neutral impact – some residents rely on motor vehicles for transport. These proposals do not prevent motor vehicle access to any property within the area. A residential area with reduced motor traffic has the potential to enable a wider range of people to use cycling as a mobility aid, evidenced through the work of Wheels for Wellbeing <sup>2</sup> .
Gender reassignment	Neutral impact - No specific impacts identified.
Marriage or civil partnership	Neutral impact - No specific impacts identified.
Pregnancy and maternity	Neutral impact - No specific impacts identified.
Race	Neutral impact - No specific impacts identified.

<sup>2</sup> <https://wheelsforwellbeing.org.uk/>  
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Religion or belief	Neutral impact - No specific impacts identified.
Sex	Neutral impact - No specific impacts identified.
Social economic	Slight positive impact – Any impact on social economic inequality is likely to be low, as those on low incomes are less likely to own cars, meaning they are more likely to walk or cycle and these projects promote active health and create a safer environment for this to occur.

## Environmental and Climate Change Considerations

42. The table below provides an overview of environmental and climate change considerations

Consideration	Impact of Proposals
Energy consumption in delivering service	Neutral  There are no changes proposed to the current service delivery arrangements.
Measures to reduce carbon emissions	Positive  Transport generates a significant amount of greenhouse gas emissions (39% of Enfield's borough-wide CO2 emissions in 2018). The proposals will enable: Increased levels of active travel. Reduced private vehicle trips.
Environmental management	Slight positive  The key component of this scheme is the delivery of over 45 planters to schools, to act as the marker for the perimeter of the scheme, bringing an increase in greening to the street.  The main impact will be in the implementation of the project and the resultant embedded carbon. Some recycled materials will be used, along with environmentally friendly planting.  However, the main offset will be a forecast reduction in the use of private vehicles as noted above.
Climate change mitigation	Neutral  There will be no long-term contracts entered into as part of this proposal.

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

43. Several risks have been identified:

Risk Category	Risks
<b>Strategic</b>	A reduction in the ability to deliver on its commitments that form part of the Climate Action Plan and Health and Wellbeing Strategy to increase active and sustainable travel.
<b>Reputational</b>	Inaction to address the issues of social distancing and road safety at the school gate during peak times, risks reputational damage.

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

44. Several risks have been identified:

Risk Category	45. Comments/Mitigation
<b>Strategic</b>	<b>Risk:</b> Not delivering health and other benefits associated with an increase in levels of active travel. <b>Mitigation:</b> Corporate support for the Healthy Streets programme.
<b>Operational</b>	<b>Risk:</b> Disruption during construction. <b>Mitigation:</b> Traffic management arrangements will be designed to minimise disruption for local residents. Roadworks will also be co-ordinated to take account of other work in the area.
<b>Financial</b>	<b>Risk:</b> Insufficient funds/cost escalation. <b>Mitigation:</b> Funding has been allocated to the scheme and the estimated implementation cost falls within the available budget. Controls are in place to ensure that order is not placed until price is known and budget confirmed.
<b>Reputational</b>	<b>Risk:</b> Opposition to the scheme from some local residents/organisations. <b>Mitigation:</b> There is an on-going communication exercise to explain the case for change and wider benefits that are generated from this scheme.
<b>Regulatory</b>	<b>Risk:</b> Failure to comply with statutory requirements. <b>Mitigation:</b> The scheme is being delivered by experienced design and engineering specialists.

## Financial Implications

46. The estimated budget cost of implementation for the project is up-to £233k. Transport for London have committed and confirmed this funding and have made the funding available via the Streetspace programme.

## **Legal Implications**

47. 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.
48. 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.
49. Section 9 of the Road Traffic Relegation 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 or not to make the scheme permanent.
50. The Greater London Authority (GLA) Act 1999 empowers the Mayor, through TfL, to provide grants to London Boroughs to assist with the implementation of the Mayor's Transport Strategy.

## **Workforce Implications**

51. None identified.

## **Property Implications**

52. None identified.

## **Other Implications**

53. As the school streets programme expands, through further funding awards this in turn will accrue further infrastructure assets which will need to be considered for future maintenance and replacement at the end of its lifecycle. Whilst every care is taken in the procurement process to obtain high quality products, ongoing liability for the products cannot be apportioned to the awarded funding and will need to be met from the Council maintenance budget.

## **Options Considered**

54. The following alternative option has been considered:

Option	Comment
Do nothing.	This is not recommended as this project is considered a key measure in protecting young people as part of the Covid-19 response.

## Conclusions

55. This report sets out details of the Streetspace school street project. It provides detail of how the schemes will work and sets out the design approach for each school.
56. By agreeing these proposals, the Council will be able to initiate these School streets projects, along with the accompanying engagement and consultation process. These schemes will enable further feedback and subject to additional funding and further feasibility work, will inform a future decision on whether the experimental schemes can be made permanent.
57. In light of the Covid-19 crisis, Government direction is to bring forward with some urgency interventions that help implement a 'Green Recovery' and enable an increase in active travel. This approach aligns with Enfield Council longer-term objectives of enabling active travel to help improving health and wellbeing and contribute towards delivery of the Climate Change Action Plan. On that basis, it is recommended that this project proceeds to a trial.

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## Appendices

Appendix A - School street designs

## Background Papers

**The following documents have been relied on in the preparation of this report:**

None.