

London Borough of Enfield

Portfolio Report

Report of: Richard Eason, Healthy Streets Programme Director

Subject: 10 x School Streets

Cabinet Member: Councillor Ian Barnes, Deputy Leader

Director: Doug Wilkinson

Ward: Enfield Highway, Upper Edmonton, Ponders End, Edmonton Green, Jubilee, Bowes, Palmers Green

Key Decision: KD 5425 School Streets Delivery FY22/23

Purpose of Report

1. The purpose of this report is to recommend the continued expansion of the School Streets project in Enfield to a further 10 schools for delivery in FY22/23. In addition, to consider the selection process and agree the Memorandum of Understanding that is entered into between the Council and Schools as they work in partnership to deliver these projects.

Proposal(s)

2. That the Deputy Leader of the Council agrees that:
 - The 10 schools listed in Annex A are progressed through to implementation, subject to the school's commitment and completion of the Memorandum of Understanding and statutory consultation process.
 - That the Application & Prioritization Process at Appendix 1 is adopted to guide the sequence of implementation for future School Streets.
 - That the Memorandum of Understanding (MOU) at Appendix 2 is adopted by the Council for the Schools listed at Annex A and for all future Schools that participate in the School Streets initiative.
 - That authority is delegated to the Director of Environment & Operational Services to approve any alterations to the school list, to provide final approval in agreement with the Cabinet Member of implementation following design & consultation, and where appropriate to revise the selection and prioritization criteria and MOU as the School Streets initiative continues to evolve.

Reason for Proposal(s)

3. School Streets create a safer and cleaner environment at the entrance to schools. In addition to these improvements in safety, these measures contribute towards enabling more active forms of travel as part of the wider Healthy Streets programme.

Relevance to the Council's Corporate Plan

4. 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.
5. Sustain strong and healthy communities: The scheme also helps to deliver the Council commitment to improve health by promoting active travel.
6. 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

7. A 'School Street' is when interventions are put into place in the roads immediately around a school to increase safety 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 Monday – Friday during term time. Additional measures such as one-way systems, footway build outs and improved crossing points may also be used. Specific designs are tailored to the context of individual schools. Where temporary closures are used, they apply to motor vehicles except for residents within the zone, emergency services, local businesses and those with special access requirements.
8. To date, Enfield Council has delivered fourteen School Streets to primary schools across the borough. An initial two permanent ANPR sites launched in February 2020 and twelve further streets were delivered in September 2021 under a 'Lite' model to aid fast implementation as part of the response to the Covid-19 Pandemic. These sites have now been approved to become permanent. Locational factors such as the surrounding roads including bus route etc can impact the feasibility of a School Street. However, the council aims to deliver a school street to as many schools as possible (both primary and secondary) to enable the benefits of safer and greener travel to reach as many young people as possible.

Main Considerations for the Council

9. The process for starting a school street is typically initiated by the completion of an Expression of Interest (EOI) form by the school. This can be found on the [Let'sTalk Enfield School Streets](#) webpage at any time and is illustrated at Appendix 1. The Council may also contact Schools to raise awareness of the initiative, particularly where a School Street may complement other projects in a particular area.
10. The guiding principle in the selection of the next 10 School Streets, as listed at Annex A, has been to follow the recommendations of the [Enfield Poverty and Inequality Commission report](#) (EPIC). Recommendation 8 sets out that '*The Council should prioritise the East of the Borough for future play streets and school streets so children can play out safely and air quality is improved around schools in hot spots of poor air quality*'. This approach has also ensured a more balanced geographical

spread of School Streets, as illustrated at Annex B which shows the locations of the existing school streets and the proposed locations of the next 10 schools. Schools were also approached where a School Street would complement other projects in development, such as Quieter Neighbourhoods.

11. Not including sites that have already been delivered, the council has received 25 Expressions of Interest since 2020, these are listed in Annex C. The target for School Street delivery in the 2020 Climate Action Plan¹ was to deliver 2 School Streets each FY but it is now realised that this figure needs to be significantly increased on a yearly basis as the climate emergency continues to take hold. Therefore, whilst it is recognised that there are a number of schools who continue to wait for implementation, the selection of 10 schools in FY22/23 demonstrates a significant increase in delivery based on the original forecast. More School Streets will be delivered as further funding is secured.
12. The Council will continue to work with Schools who have previously submitted an EOI so that a pipeline for future delivery can be maintained. Any future EOIs that are received will be logged by the Healthy Streets Team and the school notified that the EOI has been received and inform them of the next steps. An overview of the Application and Prioritization process can be found in Appendix 1 and is summarised below:
 - Trigger: EOI received, or a School identified through alignment with other projects.
 - Screen: High level assessment of feasibility.
 - Assess: Diagnose the extent of the issues and complexity of design required, establish the level of commitment from School, engage with other Council services (e.g. Parking Services, Traffic & Transport, Education) to gather any other relevant information.
 - Prioritise delivery: Develop a future pipeline of delivery, considering the level of commitment to STARS², number of pupils benefiting, location against EPIC 2020, complexity / affordability of delivery and an equitable distribution across all wards.
13. Schools will be advised when they log an EOI that we have received their submission and that it will be processed in accordance with the steps outlined above. Schools will be advised that continual, demonstrable efforts from the school with regards to their commitments via STARS to active, cleaner and greener travel will be necessary to maintain eligibility.
14. The first School Streets schemes implemented in the Borough were permanent schemes using ANPR to enforce the pedestrian and cycling zone. In order to implement the next 12 School Streets quickly during the pandemic, experimental schemes were introduced using physical barriers. A number of schools found it challenging to sustain schemes that require a physical presence at the barriers. These schemes will now be transferred to permanent ANPR operation. Schools are advised that whilst ANPR controlled School Streets should significantly reduce the

¹ 1 Enfield Climate Action Plan 2020: <https://new.enfield.gov.uk/services/environment/enfield-climate-action-plan-2020-environment.pdf>

² STARS is a London wide scheme managed by TfL – Sustainable Travel: Active, Responsible, Safe

volume of motor vehicles, they do not generate the same environment that physical closures help create. Some schools will choose to reinforce the ANPR enforcement with staffed physical closures too. The ongoing design work and discussion with Schools will determine the type of School Street that is introduced for the next set of 10 Schools. This will influence whether individual schemes are initially introduced as a trial scheme or whether it is implemented on a permanent basis and how ANPR is utilised.

15. Once schemes are operating a list of exempted vehicles will be held by the Council. Residents who live within the closure will be exempt upon application via the Parking Service team and a range of communications will take place, including a 4 week notification period before any schemes are enforced. The council will issue window sticker permits to residents in the case of marshalled schemes and maintain a number plate exemptions list with the camera provider as appropriate. A designated school permits administrator will be responsible for communicating permits relating directly to the school for both Blue Badges and Exceptional Exemptions to the council.
16. A Memorandum of Understanding will be put into place with the school prior to a detailed design being developed. A copy of the MOU is at Appendix B and will be available on the Let's Talk Website. An acceptance of this is required at the time of completing the Expression of Interest Form. The MOU sets out the following:
 - The Operating Model: the mode in which the scheme will operate
 - Responsibilities of the School and the Council; roles and responsibilities to be undertaken by both parties in the development and operation of the scheme inclusive of communications, exemptions and marshals etc
 - Exemptions: agreed number of exceptional exemptions and responsibility for maintaining exemptions for both parties
 - Timings: Timings are set to a minimum of 30 minutes and operate in 15-minute increments
 - Changes: it is stipulated that the school may incur costs should they request changes to the timings of the scheme once it has been implemented
 - Communications: How the council will support the school in communicating
 - Designated points of contact at both the Council and the School

Safeguarding Implications

17. In adjusting access in and around schools it is recognised that Special Education Needs transportation could be disrupted. Engagement will take place with colleagues in the transport departments so that they are aware of these and future School Streets and the appropriate arrangements made.
18. With Marshalled schemes there is a risk of injury to the Marshalls, there is also a risk to child safety if Marshalls are not vetted etc. It is the responsibility of the school to recruit appropriate marshals. The council will provide advice to the school on recruiting and training where marshals are used.

Public Health Implications

19. The behaviour change programme delivering school streets will increase active transport (cycling and walking) by making it part of everyday life in Enfield.
20. Methods of active transport are beneficial to health as they increase physical exercise, improve mental health and reduce air pollution and carbon emissions. 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, cancer, musculoskeletal disease and dementia. Promoting active transport is an essential component of a strategic approach to increasing physical activity and may be more cost-effective than other initiatives that promote exercise, sport and active leisure pursuit. Creating an environment that enables more walking and cycling would also positively impact upon health inequalities as income or wealth would become a less significant factor in a person's ability to travel within the borough e.g. access to employment, healthcare and social networks.
21. 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.
22. Overall, the School streets project will help ease public health problems related to physical inactivity, safety, congestion, air quality, climate change and accessibility for all in our communities. This supports Public Health's efforts to embed Health in all Policies across the Council.

Equalities Impact of the Proposal

23. Local authorities have a responsibility to meet the requirements of Public Sector Equality Duty created under 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 Act 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.
24. 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.

25. An Equalities Impact Assessment undertaken for School Streets can be found in Appendix 3. Individual arrangements can be made to reflect any exceptional circumstances at a particular site.

Environmental and Climate Change Considerations

26. 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 “39% of Enfield’s borough-wide CO2 emissions as set out in the Council’s Climate Action Plan”. Encouraging active and sustainable transport is a key way to address this.

27. It should also be noted that the decarbonisation of motored vehicles does not deliver a sustainable transport system because they are the primary causes of deaths and injuries on our roads, particularly for vulnerable road users, and also of congestion. By removing unnecessary vehicle movements from the streets around schools these impacts are significantly reduced.

28. 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.

29. There are also wider benefits in respect of health and air quality (including reducing the particulate matter that all vehicles produce).

30. 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.

31. The contractors who the Council intend to complete these works (Glendale & Boygues) both have Environmental Management Standards in place that are compliant with ISO 14001. These are currently contracted as preferred suppliers, if an alternative supplier is required, they will be held to the same standard.

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

32. Several risks have been identified:

Risk Category	Risks
Strategic	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.
Reputational	Inaction to address the issues of road safety and pollution at the school gate during peak times, risks reputational damage.

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

Risk Category	1. Comments/Mitigation
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Strategic	Risk: Not delivering health and other benefits associated with an increase in levels of active travel. Mitigation: Schools will be supported to help them realise changes in behaviour over the longer-term.
Operational	Risk: Disruption to the road network Mitigation: All sites will be reviewed by a variety of transport professionals to ensure impact was minimal.
Financial	Risk: Additional costs for amendments to individual schemes. Mitigation: Detailed cost planning has been undertaken informed by historic delivery of earlier School Street projects.
Reputational	Risk: Opposition to the scheme from some residents/ organisations. Mitigation: The long-term benefit outweighs the short-term inconvenience. In delivering school streets we are providing greener and safer environments for children and communities around the school. We work to minimise inconvenience through fair permitting systems and thorough exploration of options.
Regulatory	Risk: Failure to comply with statutory requirements. Mitigation: The scheme is being delivered by experienced design and engineering specialists.

Financial Implications

34. Budget – Capital

The capital works is financed by borrowing £800k over 10 years and a Minimum Revenue Provision (MRP) is charged to the Council's Revenue Account annually a year after the works have been completed for the repayment of debt. In accordance with the Council's MRP policy, which is approved annually by full Council as part of the Treasury Management Strategy, ANPR cameras used have an assumed asset life of 10 years; and the MRP charge is based on an annuity basis using a discount rate of 3.5%. On average the MRP charge will equate to £80k per annum. The MRP charge is built into the Council's Medium-Term Financial Plan (MTFP).

Year	Financial Year	Capital Expenditure	MRP	Interest
0	2022/23	£800,000	£0	£0
1	2023/24		£68,193	£20,000
2	2024/25		£70,580	£18,215
3	2025/26		£73,050	£16,385
4	2026/27		£75,607	£14,509
5	2027/28		£78,253	£12,587
6	2028/29		£80,992	£10,617
7	2029/30		£83,827	£8,597
8	2030/31		£86,761	£6,527
9	2031/32		£89,797	£4,405
10	2032/33		£92,940	£2,229
Total		£800,000	£800,000	£114,070
Average			£80,000	£11,407

35. Budget Revenue

Early feasibility and design work for this next phase of School Streets has been funded by surplus revenue from other motor traffic enforcement schemes. Any future ANPR revenue generated by these new schemes will be ringfenced in an earmarked reserve and treated as a revenue contribution towards funding borrowing costs for this scheme.

36. Borrowing

The cost of borrowing £800k over ten years to finance the 10 street cameras is £114k and is built into the MTFP based on a borrowing rate of 2.5%. On average the annual cost of debt will be £11k.

Taxation

37. VAT input tax to be recovered as usual – no other tax implications.

Legal Implications

38. The recommendations set out in this report are within the Council's powers and duties.

39. 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.

40. 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.

41. 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.

42. Procedures for making the experimental traffic orders permanent are set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("the 1996 Regulations"). Regulation 23 of the 1996 Regulations provides that where the provisions of an experimental order are reproduced and continued in force indefinitely, it is not necessary to carry out further consultation, provide further notice, or allow for further objections

43. *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 as to whether or not to make the experimental traffic orders permanent.*

44. 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

45. Works will be delivered within existing Services.

Property Implications

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

47. Options Considered

Option	Comment
Do nothing	This is not recommended as this project is considered a key measure in protecting young people at pick up and drop off times.
Have all sites go straight to ANPR	Avoids change of mode and what could be argued as duplicate work. Also eliminates risks and pressures of marshalling. Marshalled schemes provide a softer approach for schools and are sometimes preferred. They build a great sense of community, encourage social interaction and are quicker and cheaper to implement

Conclusions

48. The Council has already delivered a number of School Streets across the Borough. This report sets out the next 10 Schools for delivery during FY22/23. In addition, the report provides further detail on the future management and selection of School Streets. The Council will continue to review the approach to both delivery and scheme operation and will make adjustments to the process in light of operational experience. These projects are designed to create a safer environment outside of school gates and to help encourage active and healthier forms of travel for our young people. It is recommended that approval is provided to proceed with implementation of School Streets at the 10 locations outlined in this report.

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Annexes:

Annex A: List of 10 Schools
Annex B: EPIC Areas & Proposed Locations
Annex C: List of Schools that have completed an EOI
Annex D: EQIA

Appendices:

Appendix 1: Application and Prioritization Process
Appendix 2: Memorandum Of Understanding