

London Borough of Enfield

Portfolio Report

Report of **Doug Wilkinson**

Subject: **12 x Experimental School Streets**

Cabinet Member: **Councillor Ian Barnes**

Executive Director: **Sarah Cary**

Ward **Southbury, Upper Edmonton, Town, Enfield Lock, Chase, Enfield Highway, Cockfosters, Winchmore Hill & Haselbury.**

Key Decision: **Yes - KD 5359**

Purpose of Report

1. The purpose of this report is to provide an evaluation and recommendation in relation to the 12 experimental school street pedestrian and cycling zones introduced in September 2020.

Proposal(s)

2. That the Deputy Leader of the Council agrees that:
 - The 12 designs shown in Appendix A that have been implemented on an experimental traffic order be made permanent.
 - That all 12 schools have camera enforcement measures installed to assist the schools with enforcement, as funding allows.

Reason for Proposal(s)

3. These proposals will 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.
4. These interventions are targeting traffic and road danger reduction near the school gates, to protect our vulnerable children.
5. They support the reduction in air and noise pollution.
6. In addition, they encourage the uptake of active modes of travel; such as scooting, walking and cycling enabling a few more minutes of quality time on the journey to school, leading to healthier communities.
7. Active modes of travel also help to tackle childhood obesity and can improve attention and retention in the classroom.

Relevance to the Council's Corporate Plan

8. 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.
9. Sustain strong and healthy communities; The scheme also helps to deliver the Council commitment to improve health by promoting active travel.
10. 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

11. The Portfolio decision (PL 20.062 P) in August 2020, approved the experimental implementation of 12 pedestrian and cycling zones outside the schools shown below.

Table 1 – list of participating schools

	School Name	Address	Postcode	Pupil intake	Ward
1	George Spicer Primary School	Southbury Road (Closure on Sketty Road)	EN1 1YF	840	Southbury
2	Raynham Primary School	Raynham Avenue	N18 2JQ	801	Upper Edmonton
3	Chase Side Primary School	Trinity Street	EN2 6NS	460	Town
4	Keys Meadow Primary School	Tysoe Avenue	EN3 6FB	430	Enfield Lock
5	Worcester's Primary School	Goat Lane	EN1 4UF	668	Chase
6	Kingfisher Hall Primary Academy	The Ride	EN3 7GB	465	Enfield Highway
7	De Bohun Primary School	Green Rd	N14 4AD	448	Cockfosters
8	Lavender Primary School	Lavender Road	EN2 0SX	538	Chase
9	Bush Hill Park Primary School	Main Avenue	EN1 1DS	547	Southbury
10	Meridian Angel Primary School	Albany Road (closure on Ladysmith Road)	N18 2DX	188	Upper Edmonton
11	St Pauls CE Primary School	Ringwood Way	N21 2RA	420	Winchmore Hill
12	Hazelbury School	Haselbury Road (closure on Westerham Avenue)	N9 9TT	1150	Haselbury

12. 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.
13. In June 2020 The Healthy Streets team were successful in securing funding from Transport for London to deliver up to 12 experimental School streets to support schools in creating a safe environment around the school gates, including increasing the ability for social distancing as required at that time in pandemic.
14. Schemes were implemented using experimental traffic orders (ETO's) The Enfield (prescribed routes) (No. 5) Experimental order 202 was made on the 12 August 2020 and came into force on 26 August 2020 (see Appendix B). The schemes were put into operation by volunteer marshals managed by the schools on the 7th of September 2020. This initiative was a working partnership between the school and the council, where the council provided all the necessary local communications, statutory obligations, equipment and training to enable the school to staff and operate the scheme. These were only proposed at schools that have understood their commitment to making the scheme work and therefore signed up for involvement. There are 68 primary school in Enfield. With the implementation of this trial we have increased the coverage of school streets at primary school locations from 2 schools (2.9%) to 14 schools (20.5%).

Main Considerations for the Council

15. The 12 experimental school streets were launched with a let's talk page on 21st September 2020. This page remained open until 6th June 2021 and enabled residents and businesses to share their views.
16. Communication with residents in the immediate area around each school (typically in the region of 600 properties) took place at various stages during the project:
 - First letter – informing the local area of the proposal and how the scheme will operate and why is important - August 2020.
 - Second letter – explaining the permitting system for residents - sent August 2020.
 - Third letter– informing the local area that the scheme had been implemented and how to comment on Let's talk – September 2020.
 - Fourth letter– informing the local area that the consultation period was due to close- sent May 2021.
17. All relevant Ward Councillors were notified by email prior to letters being distributed.
18. A full training package was developed for the Schools staff and any pre-selected volunteers. The delivery of the training package was carried out over two days in the run up to the schemes opening. The training consisted of a full briefing, an operational walk through and demonstration of the scheme in a playground environment, a selection of role play scenarios to demonstrate how to deal with practical issues. Crib sheets, lanyards and custom made hi viz vests were provided to all marshals. The training material was also handed over to the school to use for new volunteers and refresher courses. In addition to this a practical video was made to aid as a consistent tool that could also be shared on social media platforms.
19. In the initial stages of implementation daily calls were made to all schools to monitor the success of the operation and to provide additional support where necessary. This

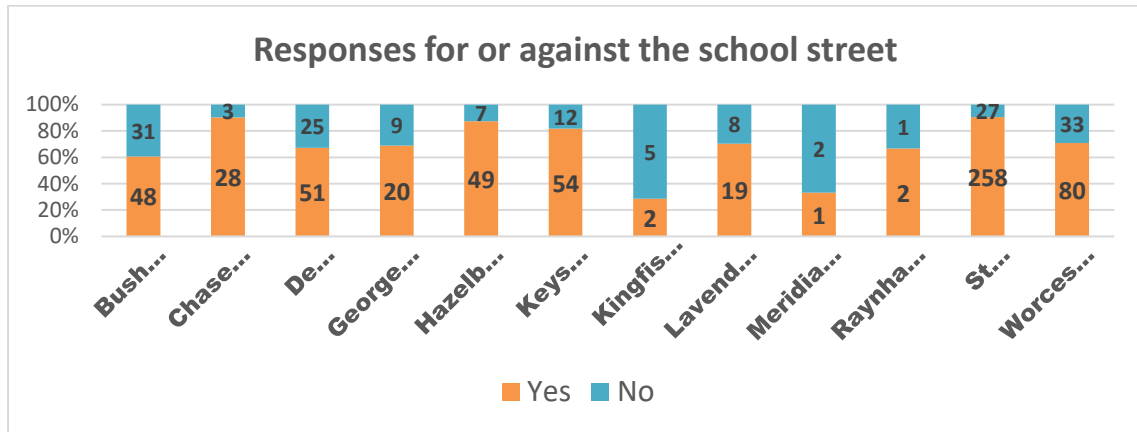
moved to a weekly online review in October which then continued throughout the duration of the consultation period, up to May 2021.

20. As part of the evaluation of the experimental schemes we asked head teachers to submit their comments to us. All 12 schools have written letters supporting the scheme and requested that their trials are made permanent. However, a number of schools have expressed concerns over the challenges of utilising school staff / volunteers to support the enforcement of the projects (through the use of temporary barriers during the closure periods). The first two school streets that the Council introduced in FY19/20 utilised camera enforcement to reduce this burden. It is therefore the intention to introduce camera enforcement at all permanent school street sites. Costs of installation will vary by individual sites, but initial assessments indicate a cost in the region of £850k to convert all 12 sites to include camera enforcement. This funding will be secured from Transport for London / enforcement revenue, ensuring that no Council Tax receipts will be used in delivering these upgrades, ensuring the sustainability of these school street projects.
21. In May 2020 we supported schools to carry out a separate perception survey of staff and parents, to understand how they felt as the operators or users of the schemes. The survey was open for 3 weeks and have over 600 responses. This is summarised below. (appendix C)
22. From October 2020 to May 2021 period, the site received over 2500 visits. The site and survey were developed to understand the public feedback of the scheme. Of those visits nearly half went on to download a document or view additional information on the page. Overall, 9% of people that visited the site participated in the survey. This is considered an above average response for participation in public surveys.,

Table 2. Number of responses in favour, unsure, or against a School Street remaining in place.

School	Yes	No	Unsure	Total
Bush Hill Park Primary School	48	31	9	88
Chase Side Primary School	28	3	0	31
De Bohun Primary School	51	25	17	93
George Spicer Primary School	20	9	4	33
Hazelbury Primary School	49	7	5	61
Keys Meadow Primary School	54	12	23	89
Kingfisher Hall Primary Academy & Waverley School	2	5	0	7
Lavender Primary School	19	8	1	28
Meridian Angel Primary School	1	2	0	3
Raynham Primary School	2	1	0	3
St Paul's CE Primary School	258	27	2	287
Worcesters Primary School	80	33	97	210

Graph to show in favour or against responses.













23. The number of 'Yes' responses outweigh the 'No' responses for all schools apart from Kingfisher Hall Primary Academy and Meridian Angel Primary School.

24. For Kingfisher Hall Primary Academy and Meridian Angel Primary School, the response rate to the question was very low, with only 7 and 3 responses respectively. Therefore, we cannot say conclusively that the community do not wish to see a School Street remain in place and this low response rate needs to be balanced against the policy approach of creating safer streets by schools and the support of the school in delivering this.

25. At Worcesters Primary School, the School Street has been challenging for the school community to operate which may explain why a high number of respondents selected 'unsure' for this question. We have been working with the school closely to address these challenges. Worcesters primary is part of the school expansion plan and will received an ANPR camera enforced school street via this programme. Some amendments may be made to the final proposal to enhance the overall operation of the scheme.

26. The table below provides some early indication that these interventions are enabling a positive shift towards active travel.

Table 4. Percentage change in the number of respondents travelling to school by each mode of travel

Mode of Travel	Actual variation	% change	Increase  or decrease 
Walk	+49	14	
Cycle	+16	200	
Scoot/Skate	+6	40	
Park and Stride	+4	22	
Car (including taxi or car share)	- 72	29	
Bus	+ 5	17	
Train/rail/tube/other public transport	- 1	25	
Other	- 3	50	

27. In addition to the summary of engagement outlined above, throughout the consultation process a number of objections/representations have been received. Below is a summary of the themes raised and officer responses.

Table 5 – Summary of objections

Theme	Officer Response
Traffic	The perception of increased traffic may not be directly attributed to the School street scheme. This could be attributed to a temporary increase in private motor vehicle use post Covid 19 with reduced confidence and reduced capacity in the public transport network.
Idling / Pollution	Idling is a behavioural issue widely associated with the school run and a concern at all school locations, unrelated to the implementation of school street projects. This is being addressed by the Air quality team. in support from parking services.
Inconsiderate parking, blocked access to driveways	Inconsiderate parking is a behavioural issue widely associated with the school run. In the vast majority of responses, it was acknowledged that this is a historic issue. The School Streets project recognises this issue and will work in partnership with other Council departments to reduce this in both existing and future projects.
Abuse from drivers	The council has seen a rise in abuse at several schools across the borough, at schools with and without a school street. This issue is generally linked to inconsiderate parking and conflict between residents and visitors. The implementation of a School streets in time will support a behaviour change away from vehicle use on the school run which in turn is expected to see a reduction in these incidents, in addition to scheme reviews which may implement further interventions to discourage non-residential traffic at peak times.
Disruption to road local network	In temporarily closing a road at school drop off and pick up time can impact the wider network with the potential to reassign motor traffic to more primary routes. This needs to be considered in the context of the benefits that the projects offer in terms of safety and longer-term changes in how young people travel to school.
Speeding / Road danger in adjacent roads	It is acknowledged that traffic may have in some cases been displaced onto neighbouring roads. As traffic volumes have not reduced, speed is unlikely to have increased.
Closure ineffective / Enforcement	Enforcement support has been given to all schools. Where this issue is prevalent the council is deploying ANPR cameras to reduce non-compliance.
Loss of parking	The relevantly small size of school streets closure means that very little on street parking has been lost.

Disruption to business	Businesses within any closure point have been identified and engaged with. This work is ongoing to ascertain how we can support the business to continue to operate unhindered in conjunction with the timed restrictions.
Improved air quality	A study was performed by Transport for London during the trial, that concluded average reductions in Nitrous Oxide concentrations up to 34% in the AM peak.
Reduced stress	When reducing road danger, noise and air pollution the environment may improve. This benefits the well-being of local resident and those travelling to and from school using active travel modes
Reduced congestion around school	By creating walking and cycling zones outside school this has improved areas that were previously congested and hostile.
Promotes walking and cycling	School streets are implemented to encourage more walking and cycling in our young people and their parents and carers. This has several benefits for the environment and the well-being of the individuals and the wider community.
Prioritising green transport	School streets are implemented to encourage more walking and cycling in our young people and their parents and carers. This has several benefits for the environment and the well-being of the individuals and the wider community.
Improved health	School streets support more active travel and help for young people and their carers to increase their activity and lead healthier lifestyles.
Improved quality of life within closure	When traffic is reduced in local residential roads people feel happier and safer and this can have improved outcomes for the communities physical and mental well-being.

28. We recognise that in implementing new measures such as these, there may be an element of short-term disruption. The council acknowledges that the associated issues laid out in the above table are genuine concerns of the local community which has assisted the ongoing development of the future school street schemes. A number of the themes raised are more consistent themes that are raised at Schools across the Borough and are therefore not all associated with the implementation of school streets. The school streets initiative, in conjunction with wider elements of the Healthy Streets programme, are intended to help address these issues.

Safeguarding Implications

29. In adjusting access in and around the area of the schools within Appendix A, 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 formed part of these trials.

30. 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. See appendix B.

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 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.
35. 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.
36. 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 transport¹

¹ 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.
PL 21/026 P

37. 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.
38. We have collaborated the public health team to promote school streets as part of the climate action network.
39. The strategic delivery of this project will positively impact upwards of 7000 pupils attending the 12 schools.

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 ² .
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.

² <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 - As evidenced in the engagement summary (27% reduction)
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
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.

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
Strategic	Risk: Not delivering health and other benefits associated with an increase in levels of active travel. Mitigation: Corporate support for the Healthy Streets programme.
Operational	Risk: Disruption to the road network Mitigation: All sites have been reviewed by a variety of transport professionals to ensure impact was minimal.
Financial	Risk: Additional costs for amendments to individual schemes. Mitigation: The council have allocated supporting fund from enforcement income. An addition bid for enhancements to the scheme has been submitted to Transport for London.
Reputational	Risk: Opposition to the scheme from some residents/ organisations. Mitigation: Then long-term benefit outweighs the short-term inconvenience
Regulatory	Risk: Failure to comply with statutory requirements. Mitigation: The scheme is being delivered by experienced design and engineering specialists.

Financial Implications

44. Future adaptation to a scheme(s) may be required, should any issues arise in operation or in relation to the development of the school. A contingency fund for this has not been identified.
45. It is the intention to introduce camera enforcement at all permanent school street sites. Costs of installation will vary by individual sites, but initial assessments indicate a cost in the region of £850k to convert all 12 sites to include camera enforcement. This funding will be secured from Transport for London / enforcement revenue, ensuring that no Council Tax receipts will be used in delivering these upgrades, ensuring the sustainability of these school street projects.
46. The costs for maintaining all planter locations will be incorporated into the current grounds' maintenance regime as business as usual, and managed within the Highways services dept.

Legal Implications

47. The recommendations set out in this report are within the Council's powers and duties.
48. 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.
49. 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.
50. 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 to make the scheme permanent.
51. During the course of the trial all email objections were logged and acknowledged in accordance with the experimental traffic order (see appendix B) "Any person may object to the making of the permanent Order for the purpose of such indefinite continuation, within a period of six months beginning with the date on which the experimental Order comes into force or, if the Order is varied by another Order or modified pursuant to section 10(2) of the 1984 Act, beginning with the date on which the variation or modification or the latest variation or modification comes into force. Any such objection must be made in writing and must state the grounds on which it is made and be sent to the Head of Traffic and Transportation, the Civic Centre, Silver Street, Enfield, Middlesex, EN1 3XD, or by e-mail to traffic@enfield.gov.uk, quoting the reference TG 1456."
52. 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

53. None identified.

Property Implications

54. None identified.

Other Implications

55. 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

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.
Extend the experiment	This is not recommended as this could create the impression that road safety is not being taken seriously.
Remove the experiment in part or full	This is not recommended as the operational and air quality evaluations conducted by Transport for London, have demonstrated the school streets have a dramatic effect at reducing road danger and pollution and that overall, there is wide public and political support for school streets.

Conclusions

The council is in receipt of letters of support from all 12 schools that have participated in the trial. The key themes from the surveys that have been conducted demonstrates an overwhelming level of support from parents, residents and the wider independent evaluations conducted by transport for London.

The implementation of School streets 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 the 12 trial school street locations listed in identified within this report be made permanent.

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Date of report: 30th June 2021

Background Papers

- A. School streets information page – <https://new.enfield.gov.uk/services/improving-enfield/school-streets/#1>
- B. Let's Talk school streets – <https://letstalk.enfield.gov.uk/schoolstreets>
- C. London Council / Transport for London Air Quality report - <https://www.london.gov.uk/WHAT-WE-DO/environment/environment-publications/school-streets-air-quality-study>
- D. TfL school streets evaluation report - <https://content.tfl.gov.uk/school-streets-evaluation-report-website.pdf>

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

Appendices

- Appendix A – Plans of 12 schools
- Appendix B – Traffic order
- Appendix C – Engagement summary
- Appendix D – EQIA assessment