

OFFICER DELEGATED DECISION

Report title: Immanuel and St Andrew C of E Primary School Street Scheme Modification

Ward: Streatham South

Portfolio: Councillor Claire Holland, Deputy Leader of the Council (Environment and Clean Air)

Report Authorised by: Andrew Burton, Assistant Director of Highways, Capital Programmes and Sustainability

Contact for enquiries: Joe Lindsay, Transport Education and Campaigns officer, Sustainability and Road Safety Team, Resident Services, 020 7926 9038

Report summary

This report proposes modifying the times of the existing “school street” scheme at Immanuel and St Andrew C of E Primary School in Streatham from 8:15-9:15am to 8-9am by means of a new experimental traffic management order. The afternoon closure time would remain unchanged at 3-4pm. Residents living in Northanger Road would be able to apply for an exemption permit for nominated vehicles to access the zone at all times without committing an offence. In the six-months following installation, the public would be invited to comment as to whether or not these restrictions should continue by way of a permanent traffic regulation order.

Finance summary

The changes outlined in this report are forecast to cost £5,595 to implement and monitor, provision for which has been made in the Safer Streets component of the 2019/20 Local Implementation Plan grant funding from Transport for London.

Recommendations

1. To approve the modification of the School Street scheme in the vicinity of Immanuel and St Andrew CE Primary School in Streatham, to prohibit motor vehicles between 8am and 9am and between 3.00pm and 4.00pm Monday-Friday during term-time from 20 April 2020 but that residents living in Northanger Road be able to apply for an exemption permit for nominated vehicles to access the zone at all times without committing an offence.
2. To make an Experimental Traffic Management Order under Section 9 of the Road Traffic Regulation Act 1984, in accordance with the Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996, to affect the above recommendation.
3. Prior to any decision on whether to make permanent the Experimental Traffic Management Order, to report back on the monitoring described at paragraph 2.8, including any unwithdrawn objections that may have been received.

1. CONTEXT

- 1.1 The Council started a “school street” trial at Immanuel and St Andrew CE Primary School in Streatham in March 2019 which it ran until the end of the Summer Term in July 2019.
- 1.2 A school street is a road danger reduction scheme restricting vehicular movement in the immediate vicinity of a school with timed road closures at the beginning and the end of the school day enforced by cameras.
- 1.3 After a successful four-month trial period a consultation was held, inviting all residents living within 350metres of the school, parents, carers, guardians and school staff to give their feedback on the trial. This group were also consulted on a proposal to change the operation times of the closure from 8:15-9:15am to 8-9am and to leave the afternoon closure time at 3-4pm. The majority of responses to that consultation was in favour of the changes; the consultation report is attached as Appendix A to this report.
- 1.4 Proposal 8 of the Mayor’s Transport Strategy (MTS) states that, “The Mayor, through Transport for London (TfL) and the boroughs, will work with local communities and cultural organisations to promote one-off, regular and trial closures of streets to some or all motorised traffic so that Londoners can see their streets differently”. The MTS also aims to reduce traffic by discouraging unnecessary journeys by car, reducing road danger, creating street environments that encourage walking and cycling, and better enabling Londoners to do at least the 20 minutes of active travel recommended by Public Health England in their policy document, “Working Together to Promote Active Travel”.
- 1.5 Even in a borough with low car ownership such as Lambeth, roads around schools are often clogged with traffic at the beginning and end of the school day. Limited parking around most schools in the borough leads to some drivers parking inconsiderately or dangerously close to the school gates, putting children and other road users at risk. This, and the heightened congestion, means that local residents are often inconvenienced and annoyed by inconsiderate parking and poor standards of driving.
- 1.6 Through-traffic that uses streets with schools on them increases parents’ safety fears and worsens the environment for residents and those going to school. This discourages some families from choosing active travel which, in turn, reduces children’s activity levels and healthy lifestyles.
- 1.7 To address these issues, some councils (e.g. the London boroughs of Croydon, Hackney, Greenwich, Islington, Southwark and Camden) have introduced what have been termed “school streets”. These are lengths of road in the immediate vicinity of schools where motor vehicles are prohibited from entering at those times of day when most pupils arrive and leave.
- 1.8 In Edinburgh, where the measure was trialled with nine schools, the trial resulted in lower vehicle speeds on school and peripheral streets (1.2mph average drop), a reduction in net vehicle volumes, and walking to school increased by 3% and driving to school decreased by 6%. In Camden’s single-school trial, a 3.8% reduction in nitrous dioxide (NO₂) levels was recorded outside the school gate on school days, active travel to school had increased and car travel to school had reduced.
- 1.9 Expanding the number of school streets plan in Lambeth is one of the interventions arising from the Council having declared a Climate Emergency in January 2019.

2. PROPOSAL AND REASONS

- 2.1 It is proposed to make a new Experimental Traffic Management Order in order to alter the times for the Immanuel and St Andrew CE Primary School Street scheme in Streatham.
- 2.2 The trial road closure currently prohibits motor vehicles between 8:15-9:15am and 3-4pm.
- 2.3 Comments received from residents and parents/guardians during the trial via the online consultation raised concerns that through-traffic before the morning closure started was reducing the scheme's effectiveness. Council officers corroborated that this created a hazard from 8am outside the three school gates for those arriving early to breakfast club. Because school pupils were found not to benefit from the morning road closure after 9am, it is proposed to change the morning school street closure time from 8:15-9:15am to 8-9am.
- 2.4 The afternoon closure time will remain unchanged at 3-4pm.
- 2.2 It is proposed to introduce the new restrictions on 20 April 2020.
- 2.3 The scheme aims to continue to:
 - create a more pleasant environment that feels safer in the immediate vicinity of the school;
 - discourage travelling to school by car in cases where alternative means of travel are available; and,
 - encourage walking, scooting and cycling to school, thereby achieving positive health outcomes for the school community.
- 2.4 Immanuel and St Andrew CE Primary School was chosen as a pilot because of concerns around road danger were raised by the school, especially at the junction of Northanger Road with Buckleigh Road, where one of the school entrances is located. These concerns have been corroborated by council officer site visits. There had also been statements from the school and local residents that the directional closure of nearby Estreham Road in 2017 had led to more through-traffic passing the school, particularly in the mornings. Residents had also complained about inconsiderate parking by parents dropping off or picking up children from the school.
- 2.5 Immanuel and St Andrew is also engaged with TfL's Sustainable Travel: Active, Responsible, Safe (STARS) programme, aimed at encouraging sustainable and active travel across schools in London. In 2018, the School was awarded a Gold accreditation for their commitment to decreasing the use of car travel to school.
- 2.6 It is the traffic management order and corresponding traffic signs that close the road to motor vehicles; there will be no physical gate closing the road to traffic. To achieve driver compliance, automatic number plate recognition (ANPR) cameras will be installed at entry points. Unless an exemption permit has been issued for that vehicle, a driver disobeying the signed restriction will be committing an offence and so be subject to enforcement action by the Council's civil enforcement officers.
- 2.7 A Memorandum of Understanding (Appendix B) will be signed with the School setting out their agreement to cover the signs closing the road outside of term time, and to work with the Council to address any issues that may arise when needed and promote and support active travel to their school.
- 2.8 To inform whether, at the end of the trial period, the scheme should be retained, modified or withdrawn, the following monitoring will take place:

- traffic counts on the road where the school is situated and on surrounding roads before the scheme is implemented, and then during and after the trial;
- NO₂ levels in the vicinity of the school;
- numbers of children travelling to school by car and by other modes; and,
- qualitative surveys with families at the school and with local residents to gauge perceptions of safety around the school.

3. FINANCE

- 3.1 The changes outlined in this report are forecast to cost £5,595 to implement and monitor, provision for which has been made in the Safer Streets component of the 2019/20 Local Implementation Plan (LIP) grant funding from Transport for London.

Table 1: Cost Forecast (all LIP):

Items	2019/20
Experimental Traffic Order	£3,850
Traffic signs	£745
Communication, Consultation and Engagement	£300
Monitoring	£700
Total	£5,595

- 3.2 At the end of the experimental traffic management order, a further decision will consider whether the scheme should be made permanent. Whilst it is premature to estimate what the cost of doing so is likely to be, a budget provision of £5,000 has been made in the Safer Streets LIP allocation in 2020/21.

4. LEGAL AND DEMOCRACY

- 4.1 The proposal detailed in this report requires the modification of an existing Experimental Traffic Management Order (ETMO) as provided by Section 9 of the Road Traffic Regulation Act 1984 (the RTRA). The statutory process for making an ETMO is detailed at Regulation 22 of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (the Regulations) and, if the Order is to be made permanent, Regulation 23 thereof. The provisions set out at Regulations 7 (publication of proposals) and 8 (objections) of the Regulations, do not apply to an experimental Order.
- 4.2 Upon making an ETMO, the Council is obliged to publish a document called a 'notice of making'. That document must contain the statements specified at Schedule 5 of the Regulations. The Council is also obliged to deposit at the same time various documents for inspection, including a statement setting out our reasons for making the experimental order. The ETMO will take effect seven days after the day on which the said notice of making is published and may remain in force for up to a maximum of 18 months (subject to approval by the Secretary of State). Within this period, the Council will need to decide whether to make the scheme permanent. No consultation is required prior to the order coming into force. Anyone can object to the ETMO and make representations against it being made permanent however those representations must be made within six months of it coming into force or, if it is modified, within 6 months of that modification coming into force.

- 4.3 Section 10 of the RTRA provides for an ETMO to be suspended or modified while the order is in place. This power cannot be used to extend or make additions to the order. No variation to, nor modification of, the ETMO can be made more than 12 months after it was made.
- 4.4 By virtue of section 122 of the RTRA, the Council must exercise its functions under that Act so as to secure 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. These powers must be exercised so far as practicable having regard to the following matters:
- the desirability of securing and maintaining reasonable access to premises;
 - the effect on the amenities of any locality affected including the regulation and restriction of heavy commercial traffic to preserve or improve amenity;
 - the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
 - the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and,
 - any other matters appearing to the Council to be relevant.

The Council must have proper regard to the matters set out at sections 122(1) and (2) and specifically document its analysis of all relevant section 122 considerations when reaching any decision.

- 4.5 Once the experimental order is in place, the Council is required to make the necessary amendments to the road markings and signage as soon as practicable to adequately provide information as to the Order that is in place in the area.
- 4.6 Paragraph 5 of the report details the Council's communication and consultation strategy with respect to this proposal. The following principles of consultation need to be adhered to. First, a consultation had to be at a time when proposals were still at a formative stage. Second, the proposer had to give sufficient reasons for any proposal to permit of intelligent consideration and response. Third, adequate time had to be given for consideration and response, and finally, the product of consultation had to be conscientiously taken into account in finalising any statutory proposals. The process of consultation had to be effective and looked at as a whole it had to be fair. Fairness might require consultation not only upon the preferred option, but also upon discarded options. The Regulations specify a statutory consultation procedure which must be followed if it is decided to make the proposed scheme permanent. The Council is obliged to take account of any representations made at that stage and any material objections received will need to be reported back to the decision maker before an Order is made. All objections received must be properly considered by the decision maker in the light of administrative law principles, Human Rights law and the relevant statutory powers.
- 4.7 The Council's constitution delegates to Directors and Assistant Directors (Delivery) the authority to consider objections received from statutory consultation as part of the TMO making process, (subject to a formal report setting out the objections, with clear recommendations, being submitted for approval) and the power to make, amend or revoke traffic orders, following the consideration of such objections. It is incumbent upon the Council to take account of any representations made during the consultation stage before deciding whether to make an experimental order permanent
- 4.8 The Council's Constitution requires that all key decisions, decisions which involve resources between the sums of £100,000 and £500,000, and important or sensitive issues must be published on the website for five clear days before the decision is approved by the Director. This report does not fall into any of these categories and will therefore not be published on Officer Decisions.

5. CONSULTATION AND CO-PRODUCTION

- 5.1 The existing scheme has been well-received by residents in the vicinity of the school as well as parents and carers of the school and school staff. Ward councillors were all supportive of the trial. The only representations received during six-month trial for the existing scheme arose from the online public consultation (see Appendix A); it is this feedback that has informed this report's recommendations.
- 5.2 Contact has been made with emergency services regarding the scheme. The police have advised that they are supportive of the trial.
- 5.3 Because the scheme is being implemented under an experimental traffic order, the trial period will provide an opportunity for anyone to comment on the scheme. This will be encouraged by way of notices displayed on lamp columns in the vicinity and by newsletters that are distributed in the neighbourhood (e.g. by the Streatham Society). There will be a six-month period during which anyone can write to the Council making representations for or against retaining the new restrictions.
- 5.4 Ensuring that the School is an advocate for the scheme is essential. The draft stakeholder management plan includes the following communication and engagement:

School – Parents and Pupils	<ul style="list-style-type: none"> • Notification letter home (jointly from school and council) linked with parent consultation (Mar) • Six month follow up survey. 	<ul style="list-style-type: none"> • Letter from school and council • Parent consultation • Student consultation
Residents within affected area	<ul style="list-style-type: none"> • Write to residents notifying them of the date changes will take place (Mar) 	<ul style="list-style-type: none"> • Letter to residents
Residents – Neighbouring Streets	<ul style="list-style-type: none"> • Write to residents notifying them of the date changes will take place (Mar) 	<ul style="list-style-type: none"> • Letter to residents
Wider	<ul style="list-style-type: none"> • Online consultation before and after the trial • School Streets page on website. 	<ul style="list-style-type: none"> • On-line consultation ready to go • Page on website ready to go

- 5.5 Interim findings that arise from the monitoring described in para 2.7 will be shared and used to inform opinion. Success will be judged by comparing resident and parent feedback from before and after the trial.
- 5.6 The scheme will not be made permanent without a further report.

6. RISK MANAGEMENT

- 6.1 Table 2 – Risk Register:

Item	Risk	Likelihood	Impact	Score	Control Measures
1	Residents oppose the new times	1	4	4	All parties have previously been consulted and the majority were in favour of the proposals. In order to mitigate against this, the trial will restart for another 6 months. It has been designed in such a way as to make it straightforward to immediately stop if problems arise.

Key

Likelihood	Very Likely	4	Likely	3	Unlikely	2	Very Unlikely	1
Impact	Major	8	Serious	4	Significant	2	Minor	1

7. EQUALITIES IMPACT ASSESSMENT

7.1 Section 149 of the Equality Act 2010 sets out the public sector equality duty to all the protected characteristics i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment. The public sector equality duty requires public authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation;
- Advance equality of opportunity; and,
- Foster good relations between those who share a protected characteristic and those who do not.

7.2 An equalities impact assessment report has been prepared for this project. Subject to exemption from the prohibition for vehicles displaying a blue badge, low adverse impact has been anticipated on people with protected characteristics.

8. COMMUNITY SAFETY

8.1 The Council has an obligation under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder whilst carrying out its various functions. The recommendations seek to improve safety for pedestrians and cyclists; we will continue to work closely with the local Safer Neighbourhoods Team and public protection officers.

9. ORGANISATIONAL IMPLICATIONS

Staffing and accommodation

9.1 None arising from this report's recommendations.

Environmental

9.2 The Sustainability Team have been contacted an environmental screening form has been filled in and we are awaiting the response from Sustainability, no adverse effects are expected only enhancements.

Reduce Emissions: Lambeth Council has a commitment to being Zero Carbon by 2030

9.3 The School Streets closure will help to reduce reliance on emission vehicles by helping to promote active travel to school

Positive Health and Wellbeing

9.4 Creating better environments for people travelling on foot or by bike so that more people choose to travel actively meets council objectives around health and transport, in particular objectives set out in the Lambeth Transport Strategy. A guiding principle of this strategy is health; focussing on people rather than traffic, and enabling people to live healthier, more enjoyable lives.

Corporate Parenting

9.5 None arising from this report's recommendations.

Responsible Procurement

9.6 Not applicable.

Single Use Plastics

9.7 None arising from this report's recommendations.

10. TIMETABLE FOR IMPLEMENTATION

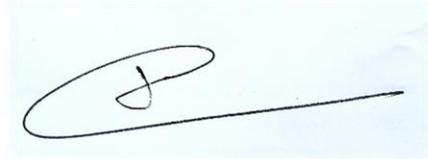
Description	Date
Publish experimental traffic management order	March2020
Recommencement of trial period	April 2020
End of trial period	September 2020
Decision on whether to make permanent	October 2020
Publish permanent traffic management order	January 2021

AUDIT TRAIL				
Consultation				
Name and Position/Title	Lambeth Division/Directorate	Date Sent	Date Received	Comments in paragraph:
Jean-Marc Moocarme, Legal Services	Legal and Governance	28.01.20	05.02.2020	
Natalie Woodcock, Finance	Finance and Investment	28.01.20	05.02.2020	
David Rose, Democratic Services	Legal and Governance	28.01.20	31.01.20	
Andrew Burton, Assistant Director of Highways, Capital Programmes and Sustainability	Environment & Streetscene	02.03.20	04.03.20	Rec.3, 1.9, 2.6, 5.1, 5.3
Andrew Round, Sustainability Manager,	Environment & Streetscene	28.01.20	02.03.20	

REPORT HISTORY	
Original discussion with Cabinet Member	Ongoing since October 2018
Report deadline	N/A
Date final report sent	N/A
Part II Exempt from Disclosure/ confidential accompanying report?	No
Key decision report	No
Background information	<ul style="list-style-type: none"> • Experimental Traffic Management Order (ETMO) • Previous report • Road Traffic Regulation Act 1984 • Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 • Mayor's Transport Strategy (MTS) • Public Health England: "Working Together to Promote Active Travel" • TfL STARS programme
Appendices	Appendix A – Consultation Report Attached with report Appendix B – Draft Memorandum of Understanding Attached with report Appendix C – Equalities Impact Assessment

APPROVAL BY OFFICER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal and Democratic Services and taken account of their advice and comments in completing the report for approval:



Signature:

Date: 6/3/2020

Post: Joe Lindsay,
Transport Education and Campaigns Officer,
Environment & Streetscene Division,
Resident Services

I approve the above recommendations:



Signature:

Date: 4 March 2020

Post: Andrew Burton,
Assistant Director of Highways, Capital Programmes and Sustainability
Environment & Streetscene Division,
Resident Services

Any declarations of interest (or exemptions granted): none.

Any conflicts of interest: none.

Any dispensations: none.