

NON-KEY EXECUTIVE OFFICER REPORT

LONDON BOROUGH OF CAMDEN	WARDS: Gospel Oak
REPORT TITLE: Gospel Oak Primary School Healthy School Street Scheme – permanent arrangements	
REPORT OF: Chief Engineer	
FOR SUBMISSION TO: Director of Regeneration and Planning	DATE 20 April 2020
SUMMARY OF REPORT <p>This report presents findings from the Healthy School Streets (HSS) timed road closure scheme on Savernake Road, outside Gospel Oak Primary School. The scheme was implemented as a trial, under an Experimental Traffic Order (ETO), which was implemented in January 2019, for a maximum period of 18 months. The Council committed to undertaking a new consultation after 12 months as to whether to make the scheme permanent or not. That consultation is now complete, and this report summarises the outcomes of that and data collected during the 12 month trial period. The HSS scheme contributes to delivery of Our Camden Plan by making it easier for people to walk and cycle.</p> <p>Local Government Act 1972 – Access to Information</p> <p>No documents that require listing were used in the preparation of this report.</p> <p>Contact Officer: Michelle Jamieson, Transport Strategy, London Borough of Camden, 5th Floor, 5 Pancras Square, LONDON N1C 4AG Tel: 020 7974 5537 Email: Michelle.Jamieson@camden.gov.uk</p>	
RECOMMENDATIONS <p>That the Director of Regeneration and Planning gives approval to make the Gospel Oak Primary School Healthy School Street Scheme permanent, subject to compliance with relevant statutory requirements.</p>	

Signed:

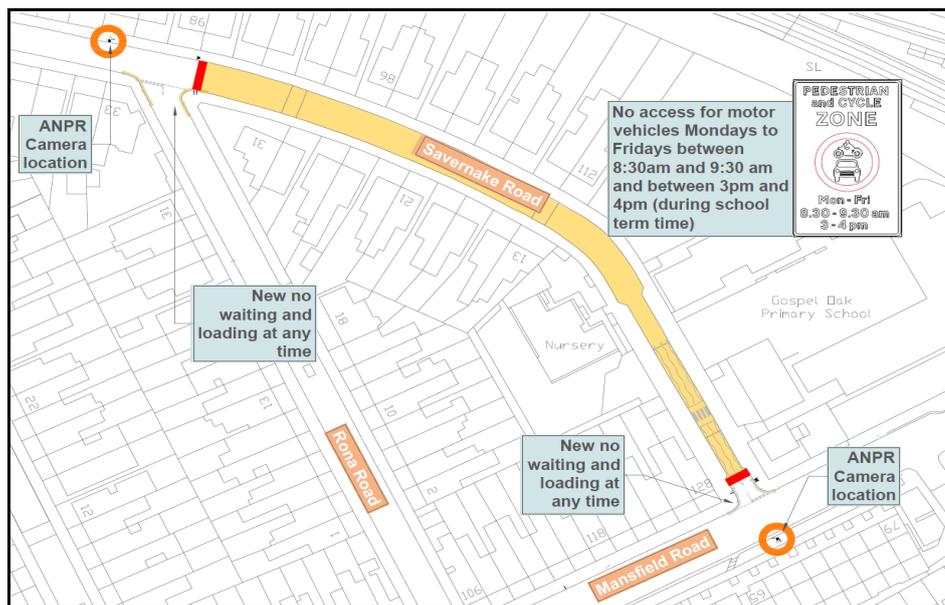


Date: 15th April 2020

1. CONTEXT AND BACKGROUND

- 1.1 This report seeks approval for making the Gospel Oak Primary School Healthy School Streets (HSS) scheme permanent (it is currently operating under an Experimental Traffic Order).
- 1.2 The HSS programme has been in operation in Camden since 2016. Details of all the HSS schemes in Camden can be found on our website [here](#). The aim of the programme is to provide children with the opportunity to travel to and from school in a safer environment by restricting motor vehicles during school opening and closing times. This meets the Mayor of London's Healthy Streets objective of improving local environments by providing more space for walking and cycling, and better public spaces where people can interact. In addition, it meets a number of Camden's Transport Strategy (CTS) objectives. These include improving local air quality, encouraging healthy lifestyles by promoting walking, cycling or the use of public transport for school journeys and reducing car ownership, car use and motor traffic levels in the Borough.
- 1.3 The HSS programme also contributes to meeting the Camden Climate Citizens' Assembly recommendation of more car free zones in the Borough, as part of our work to address the Climate Emergency. In July 2019 Camden's Healthy Streets Scrutiny Panel also recommended that the Council should "deliver the Healthy School Streets programme with all suitable schools to reduce road danger, traffic, parking, congestion and air pollution and to increase walking and cycling to school." This scheme helps address that recommendation.
- 1.4 On 1 August 2018, the decision was made by the Director of Regeneration and Planning to implement a HSS scheme for Gospel Oak Primary School under an experimental traffic order (ETO). The recommendation to do so was made by officers following a public consultation for the scheme. The original report and recommendations are attached in appendix 1 of this report. The ETO came into force on 7 January 2019 for a trial period of 18 months, with a review stage at 12 months, hence this report.
- 1.5 The scheme provides a timed Pedestrian and Cycle Zone, which prohibits motor vehicles from entering the section of Savernake Road from the junction of Mansfield Road to the junction with Rona Road, during school term time, Monday to Friday between 8:30-9:30am and 3:00-4:00pm. The restriction is enforced by Automatic Number Plate Recognition (ANPR) cameras, which capture footage that is reviewed prior to a Penalty Charge Notice (PCN) being issued to vehicles that are in contravention of the restriction. A small amount of vehicles are exempt from the restrictions, and residents already parked within the zone can drive out without receiving a PCN. Figure 1 overleaf shows a diagram of the pedestrian and cycle zone.

Figure 1



2. PROPOSALS AND REASONS

2.1 This report seeks approval for making the HSS scheme on Savernake Road at Gospel Oak Primary School permanent, and to progress the statutory process for making the associated Traffic Management Order (TMO). The recommendation for making the scheme permanent is based on the scheme achieving its original objectives to:

- Contribute to good road safety outside the school
- Reduce congestion in the vicinity of the school gates when children are being picked up/ dropped off
- Encourage more children to walk, scoot and cycle to school
- Reduce volumes of traffic on Savernake Road in the AM and PM school peak times
- Improve air quality outside the school

2.2 During the ETO period surveys and observations were carried out in order to assess the impacts of the scheme, against those objectives.

Surveys and Observations:

- **Officer observations** - Officers attending the site have observed that there is less traffic directly outside the school at opening and closing times, in comparison to before the scheme was implemented. They observed less conflict between pedestrians and drivers near to the school gates. A small amount of parents were observed to be parking illegally on Mansfield Road at the junction with Savernake Road, where new 'no waiting or loading at any time' restrictions have been put in place. They then walked their children into the main primary school or the nursery. Officers have asked

the school staff to remind parents that this is unacceptable and causes safety concerns on Mansfield Road.

- Collision data** – Traffic collision data from the Transport for London (TfL) STATS 19 road traffic database shows that for the calendar year 2018 there were 4 collisions in the vicinity of the school, before the scheme was implemented. All 4 involved pedestrians and cars, one was described as serious, and the other 3 were slight. 1 of these (the serious collision) occurred during the morning peak time. The most recent 2019 data available is from January to March 2019, after the scheme was implemented. There is no further data available at the present time. This 3 months of data shows that there were no collisions in the vicinity of the school during that time.
- Air Quality** - Air quality diffusion tubes have been in place on Savernake Road outside the school, and on Rona Road, near the junction with Mansfield Road since August 2018. Diffusion tube data is a standard and approved method for measuring ambient NO₂ concentrations. Table 1 below shows a comparison of raw unadjusted diffusion tube data collected from August to November 2018 before implementation of the scheme, and from August to November 2019 post implementation. At present we do not have data available beyond November 2019. In order to show a like for like comparison, we are therefore reporting on 3 months of data in each year. Table 1 shows a 10% reduction in mean concentration of NO₂ (µg/m³) outside the school.

Table 1 - Air Quality data

Monitoring site	August - November 2018 (µg/m ³) Pre- scheme implementation	August - November 2019 (µg/m ³) Post-scheme implementation	Reduction (µg/m ³) and percentage change
Savernake Road outside Gospel Oak School	30.10	27.03	-3.07 (-10%)
Rona Road near the Mansfield Road junction	30.27	29.62	-0.65 (-2%)

- Pupil Travel Data** – The school conducted ‘hands up’ surveys with the pupils before the scheme was implemented, and after implementation. Table 2 overleaf shows the methods used by pupils to travel to/from school. It shows that cycling increased by 4% post implementation, and walking increased by 1%. Car use has reduced by 4% post implementation of the scheme.

Table 2 – STARS ‘Hands up’ survey data

Travel Mode Data before HSS – July 2018 (pre-scheme implementation)		Travel Mode Data after HSS – July 2019 (post-scheme implementation)	
Travel Mode	Percentage	Travel Mode	Percentage
Walking	71%	Walking	72%
Cycling	4%	Cycling	8%
Scooting	11%	Scooting	8%
Total active travel	86%	Total active travel	88%
Tube	0%	Tube	2%
Public bus	3%	Public bus	3%
Taxi	0%	Taxi	1%
Total public transport	3%	Total public transport	5%
Car/motorcycle	11%	Car/motorcycle	7%
Total Car	11%	Total Car	7%

- Traffic surveys** - Traffic surveys were carried out on Savernake Road, Mansfield Road, Estelle Road, Courthope Road, Shirlock Road, Roderick Road and Rona Road before and after the scheme was implemented. Average motor traffic (car/van/lorry) counts were taken over two separate five day periods in September and November 2018 (pre data) and two separate, five day periods in June 2019 (post data). The data gathered is summarised in table 3 below. It shows a 70% decrease in traffic directly outside the school (Site A) in the mornings, and a 61% decrease in the afternoons. It also shows an overall decrease in traffic of approximately 8% across the entire study area at the traffic restriction times.

Table 3 – Traffic data

Site A – Savernake Rd (1)			Site B – Mansfield Road		
Time	Pre scheme counts	Post scheme counts	Time	Pre scheme counts	Post scheme counts
8:30-9:30am	74	22	8:30-9:30am	958	927
3:00-4:00pm	85	33	3:00-4:00pm	893	884
Site C – Rona Road			Site D – Estelle Road		
8:30-9:30am	33	26	8:30-9:30am	22	25
3:00-4:00pm	31	26	3:00-4:00pm	20	22
Site E – Savernake Road (2)			Site F – Courthorpe Road		
8:30-9:30am	101	74	8:30-9:30am	27	27
3:00-4:00pm	108	82	3:00-4:00pm	21	25
Site G – Shirlock Road			Site H – Roderick Road		
8:30-9:30am	17	25	8:30-9:30am	28	25
3:00-4:00pm	18	21	3:00-4:00pm	24	24
Total across all sites					
Time		Total pre scheme counts	Total post scheme counts		
8:30-9:30 & 3:00-4:00pm		2458	2268		

3. OPTIONS APPRAISAL

- 3.1 The options are to either make the scheme permanent, or to remove the scheme. The positive comments in section 6 of this report show that there is local support for the scheme. There was also a clear majority of residents and parents that stated in the consultation that they wanted the scheme to continue permanently. The data discussed in point 2.2 shows that the objectives of the scheme stated in point 2.1 are being met. Therefore officers recommend making the scheme permanent. If that is the decision, all key stakeholders, as well as residents/businesses in the original consultation area will be notified by letter. The school will notify parents/carers through their newsletters etc. A statutory traffic management order process would then follow.
- 3.2 If the decision is made to remove the scheme, this could mean that issues of traffic congestion, and poor air quality outside the school would be raised again. There is also a large amount of local support for the scheme (as reported in point 6 of this report). Therefore, officers recommend keeping the scheme as described in point 1.5 on a permanent basis.

4. WHAT ARE THE KEY IMPACTS/RISKS? HOW WILL THEY BE ADDRESSED?

- 4.1 Key impacts of the scheme are improved road safety and air quality around the school, more pupils walking and cycling to school, and reduced motor vehicle trips both outside the school and overall in the wider study area.
- 4.2 A Data Protection Impact Assessment (DPIA) has been carried out for Camden HSS schemes. This confirms that there are minimal risks in terms of data protection when using ANPR cameras for the schemes.
- 4.3 An Equalities Impact Assessment (EQIA) has also been carried out for this scheme. It states that there could be an adverse impact on some residents who need to use their cars during the hours of restriction, for instance those with reduced mobility. We have mitigated this by allowing vehicles already parked in the restricted zone to exit the area during the timed closure period. Blue disabled badge holders resident within the restricted zone will also be exempt from the prohibition, along with pupils of the school who need to be driven due to reduced mobility. Other exemptions such as for the elderly that need taxis during the restricted times, are assessed on a case by case basis.
- 4.4 There is a small risk that due to the signage stating 'Pedestrian and Cycle Zone', pupils will walk across the road without looking. Throughout the trial the school staff reminded pupils that a small amount of vehicles are exempt, and others may drive through the area regardless of the restrictions. Therefore it is important that pupils still cross the road safely. Officers will continue to remind the school of this potential risk. Officers are not aware of any collisions reported in the area during the ETO period. There were no issues reported in the stage 3 Road Safety Audit, however it was noted that vehicles were driving through the restriction. It was suggested that enforcement officers be

present at each end of the restricted area to accompany the signs. This will be carried out on an ad hoc basis if the scheme is made permanent.

5. LINKS TO THE CAMDEN PLAN

5.1 The scheme will assist in reducing car ownership and use, and incentivise the use of sustainable, active travel modes. This meets the following objectives of Our Camden Plan:

- Clean, vibrant and sustainable places by playing a part in improving air quality, one of London's biggest challenges.
- Healthy, independent lives by making it easier to take part in physical activity such as walking and cycling.

6. CONSULTATION/ENGAGEMENT

6.1 In January 2018, prior to the trial commencing under an ETO, a full public consultation was carried out. 78% of respondents to that consultation agreed with the proposal to make Savernake Road a Healthy School Street, with 21% disagreeing. 1% expressed no opinion.

6.2 On 10 February 2020, after the scheme had been in place for a year, another consultation was carried out to establish whether to make the scheme permanent or not. There were 139 valid responses received. The results of that consultation show that 93% of respondents strongly agreed or agreed with making the current scheme permanent. 7% strongly disagreed or disagreed. 1% were neutral. Tables 4 and 5 overleaf show the most recent consultation responses in more detail.

6.3 In summary, 100% of parents with children at Gospel Oak School that responded either strongly agree or agree with making the scheme permanent. A total of 86% of respondents that are residents inside the consultation area agree with making the scheme permanent. It shows that once the scheme was in place for a year, there was a shift in opinion from the respondents most affected by the scheme, to more respondents being in support of it.

The consultation area that was used for both consultations is shown on the map in figure 2 overleaf, outlined in blue.

Figure 2 – Map of Consultation Area



Table 4 – Consultation to make the scheme permanent respondent figures

Respondent type	Number of responses	Percentage
Local Group	2	1%
Parent with child/ren at Gospel Oak School	64	48%
Parent with child/ren at a different school	1	1%
Resident inside the consultation area	63	45%
Resident outside consultation area	8	6%
Gospel Oak School	1	1%
TOTAL	139	100%

Table 5 - Consultation to make the scheme permanent - results

To what extent do you agree or disagree with the proposal to make the trial Healthy School Street on Savernake Road a permanent scheme?					
Respondent Type	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Local Group	1 (50%)	0 (0%)	0 (0%)	1 (50%)	0 (0%)
Parent with child/ren at Gospel Oak School	63 (98%)	1 (2%)	0 (0%)	0 (0%)	0 (0%)
Parent with child/ren at a different school	1 (100%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Resident inside the consultation area	37 (59%)	18 (29%)	1 (2%)	3 (5%)	4 (6%)
Resident outside consultation area	7 (88%)	0 (0%)	0 (0%)	1 (13%)	0 (0%)
Gospel Oak School	1 (100%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
TOTAL	110 (79%)	19 (14%)	1 (1%)	5 (4%)	4 (3%)

6.2 The ETO is used as a further consultation period, allowing for residents, pupils, parents and councillors to send in feedback during the 12 month trial. The feedback and comments received during the ETO period, and from the recent consultation at the end of the 12 month trial are summarised in the points below. More detailed commentary is attached in the 'detailed consultation comments' document in appendix 3.

6.3 **Comments** – Approximately 35 comments were received during the ETO period. A total of 104 comments were received during the consultation for whether to make the scheme permanent from either residents, parents, schools or groups. Below is a summary of the comments received during the ETO, and the most recent consultation, and officer's responses to them:

6.3.1 **School Comments** – The Head Teacher at Gospel Oak School stated that after the first week of implementation, feedback from parents had been very positive. However further feedback during the ETO that he had got from both parents and residents stated that the signs were not visible enough. Drivers were still driving through the restricted zone. His comment on the consultation for making the scheme permanent stated that the scheme has made a dramatic difference to the safety of the families travelling to and from the school.

Officer comment – If the decision is made to make the scheme permanent, officers will keep the signage under review. When the scheme was implemented in early 2019, the options for signage for Healthy School Streets Schemes were limited. The signs used for the scheme have been thoroughly reviewed and deemed suitable by officers, and they are compliant with Department for Transport regulations. As these schemes become more popular throughout London, and nationally, Officers are aware that there are potentially more signage options on the market. These will be explored if the scheme is made permanent.

6.3.2 **Parents Comments** – During the ETO period 5-6 parents told the Head Teacher of Gospel Oak School that they had stopped driving their children to school, and that they liked the scheme. A summary of parents' comments received following the consultation to make the scheme permanent is as follows:

- A respondent stated that parents who live on Savernake road had told them that the scheme has transformed the school run for the better, leading to cleaner air, safer roads and a calmer, nicer environment for their children.
- A respondent who is a parent of children at a different Camden school stated that they strongly support efforts to reduce motor traffic outside the school gate to reduce pollution, and to enable active travel to school.
- A parent with a child at Gospel Oak School stated that the scheme has worked well for the trial period. They said it creates a safe environment for children to travel to and from school. They stated that children's safety should be put first, and they would like the scheme to be permanent.

Officer comment – The aims of the scheme are to improve air quality and make the environment around the school quieter and safer. The data in table 3, and feedback from parents shows that the scheme has achieved those aims.

- 6.3.3 **Children’s Feedback** – Approximately 100 parents were asked to ask their children that attend Gospel Oak Primary School for feedback on the scheme. Six responses from the children were received. They all stated that the road outside the school was safer and quieter as a result of the scheme. When asked what they liked about the scheme, they all stated that it was safer, quieter and that there was less pollution. When asked what they didn’t like about the scheme, they said there was nothing to dislike. There was one exception however, who stated that they didn’t like people parking on the main road.

Officer comment – One of the aims of the scheme is for the children travelling to/from school to be safer, and for the road outside the school to be quieter and less polluted. As stated in point 2.2, school staff will continue to remind parents not to park on the main road. If the scheme is made permanent, enforcement officers will patrol the area on an ad hoc basis to further discourage this.

- 6.3.4 **Residents’ feedback** – During the ETO period approximately 30 residents sent in feedback regarding how the scheme was working from their point of view. Some of the comments received during the consultation to make the scheme permanent are summarised below, with officer comments. More detailed comments from the recent consultation are attached in appendix 3.

- One resident felt that the drop off/pick up period for Gospel Oak School creates a lot of chaos as parents often park illegally on Mansfield Road and Savernake Road. They stated that the road is too narrow for two way traffic, hence the road gets easily blocked by cars coming from both ways. They agreed that a change was needed, but as residents of Savernake Road they would have liked unrestricted access to their properties, including for visitors and tradespeople.
- One resident stated that they were opposed to the scheme initially, because of the potential impact on other streets between Savernake and Mansfield Rd, displacing traffic and pollution. However, they changed their mind and now support making the scheme permanent. They also stated that the traffic signs are hard to see.
- Another resident stated that they were interested to see the minimal impact on traffic down Rona Road, which had been their initial concern. They stated that the signage wasn’t visible enough and that visitors to their properties had received PCNs, despite being attentive drivers.
- Another resident stated that it was a good scheme that makes the road safer, and gives people a strong message about active transport.

Officer comment – There were very few issues reported during the ETO period regarding access to properties within the restricted zone. Issues that were reported were dealt with on a case by case basis. As the restrictions are

only for two hours a day, residents' vehicles are exempt from the restrictions. Children at Gospel Oak School with mobility issues, and Blue Disabled Badge holders resident in the restricted zone are also exempt. If more exemptions are added, this will reduce the impact the scheme has had on traffic in the restricted area. As previously stated, the signs used for the scheme have been thoroughly reviewed, and deemed suitable by officers. They are compliant with Department for Transport regulations. As these schemes become more popular throughout London, and nationally, officers are aware that there are potentially more signage options on the market. These will be explored if the scheme is made permanent.

- 6.3.5 Councillors Comments** – A Gospel Oak Ward Councillor commented that the signage for the scheme could be better. Another stated that variable signage similar to that on Grafton Road might be clearer and more appropriate. They also stated that they supported the scheme for the safety of the children and wanted it to be as effective as possible.

Officer comment – As above. The Grafton Road signs are not deemed to be suitable for a scheme of this size. They would also have an impact on the conservation area and street clutter.

- 6.3.6 Comments from local/statutory groups** – During the consultation to make the scheme permanent, three groups commented as follows:

- **Mansfield Conservation area advisory committee** – This group pointed out that the scheme is in a conservation area, and therefore do not like the additional street clutter. They questioned the air quality data on Savernake Road, making the point that Mansfield Road has poor air quality due to the heavy traffic there.

Officer comment – The conservation area was taken into account when the scheme was designed, and officers in the design team and planning team agreed that the signage used was suitable for the area. The diffusion tubes to measure air quality were placed where officers thought it most appropriate for the scheme. If the scheme is made permanent, diffusion tubes could also be added to Mansfield Road to assess if there has been an impact on air quality.

- **Camden Cycling Campaign** – Stated that they strongly support making the scheme permanent. They also found the data useful for illustrating what can be achieved with schemes such as this. Whilst they appreciated that less children were travelling to school by car, they thought that this could be discouraged further. They acknowledged that there was a 'rat-running' issue on Savernake Road, and suggested a 'point closure' at Savernake Road bridge, so that motor vehicles can come in from either end, but not go through.

Officer comment – Our School Travel Plan Officer has been working closely with the school on their STARS accreditation to help encourage active travel. The school currently has a silver accreditation on the programme. They will continue to work with them to encourage active travel. The 'point closure'

suggestion may be incorporated into a future scheme, and a one-way option for Savernake Road is being considered. This will be assessed separately to this scheme.

- **NW3 Green School Runs** – commented that it was a brilliant experiment and that every school should have a HSS.

Officer comment - Officers are currently producing a HSS criteria, and will assess all Camden schools against this in future. Those that meet the criteria will be considered for HSS feasibility studies.

7. LEGAL IMPLICATIONS

- 7.1 Officers and Members when taking decisions must carry out the Council's functions complying with the Public Sector Equality Duty in section 149 of the Equality Act 2010.
- 7.2 The recommendations in this report are being considered in the Council's capacity as the Local Traffic/Highway Authority for the Borough. The Road Traffic Regulation Act 1984, Part I, empowers the Council to regulate or restrict traffic on roads within the Borough by Traffic Regulation Order for a range of purposes.
- 7.3 Under section 122(1) of the 1984 Act, the Council has a duty under section 122 of the Road Traffic Regulation Act 1984 ("RTRA 1984"), so far as practicable having regard to the matters set out in section 122(2), to exercise its functions under the Act 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. The matters set out in section 122(2) include "the desirability of securing and maintaining reasonable access to premises".

8. RESOURCE IMPLICATIONS

- 8.1 If the scheme is made permanent, there will be costs for the permanent Traffic Management Order to be made. These are not expected to exceed £5,000. This will be taken from the School Travel Plan engineering element of Local Implementation Plan funding.

9. APPENDICES

Appendix 1 – Gospel Oak HSS original decision report
Appendix 2 – Map of traffic count points
Appendix 3 – Detailed consultation comments

REPORT ENDS