

NON-KEY EXECUTIVE OFFICER REPORT

LONDON BOROUGH OF CAMDEN	WARDS: Hampstead Town
REPORT TITLE: Healthy School Street – New End School Area	
REPORT OF: Head of Transport Strategy	
FOR SUBMISSION TO: Director of Place Management	DATE: 24 May 2019
SUMMARY OF REPORT <p>This report seeks approval for the implementation of a Healthy School Street timed road closure scheme on New End in the vicinity of New End School, NW3. The proposals also address the issue of high through-traffic volumes in the New End area. The recommendations link to Our Camden Plan as the scheme would contribute to creating clean, vibrant and sustainable places and encourage people to live healthy lives by making it easier to take part in physical activity such as walking and cycling.</p> Local Government Act 1972 – Access to Information <p>No documents that require listing were used in the preparation of this report.</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	
RECOMMENDATIONS <p>That the Director of Place Management approves, subject to compliance with relevant statutory requirements, the following measures together, as described in the proposals section of this report under an Experimental Traffic Order (ETO):</p> <ol style="list-style-type: none">1. Creating a 'Healthy School Street' (HSS) by restricting access to the part of New End closest to New End School at opening/closing times 8am to 9am and 3pm to 4pm, Monday - Friday during school term time only. The closure would be on the short stretch of New End, from the T-junction of New End and New End Square. This would be enforced using an Automatic Number Plate Recognition (ANPR) camera and relevant signage. Exemptions will be applied as set out in this report.2. A build out of the footway at the above junction to create a safe crossing point for school pupils and pedestrians.3. Removal of the car club bay near the T-junction.4. Creating a timed road closure at the junction of New End and Heath	

Street during the morning peak times of 7.30am to 9.30am only. This would be enforced by using an ANPR camera placed at the Heath Street and New End junction, and relevant signage. Exemptions will be applied as set out in this report.

5. Undertaking a robust period of monitoring during the 12 month ETO as set out in this report, and use the data gathered to consult, as appropriate, on making the scheme permanent at the end of the 12 month trial, including any changes as required. Interim monitoring reports after 3 & 6 months will be undertaken and shared with key stakeholders.
6. To delegate to the Head of Transport Strategy authority for making any minor changes to the scheme that may be required during the ETO period.

Signed:

A handwritten signature in blue ink, appearing to read "L. McFride".

Date: 24 May 2019

1. CONTEXT AND BACKGROUND

- 1.1 This report seeks approval for proposals for a timed road closure in the New End area of Hampstead. The scheme is known as Healthy School Streets (HSS).
- 1.2 The HSS programme has been in operation in Camden since 2016. The aim of the programme is to provide children with the opportunity to travel to and from school in a safer environment by restricting 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 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 New End School is a Community Primary School in the Hampstead Town Ward of the London Borough of Camden. There are currently 438 pupils attending between the ages of 3 and 11 years old. It is situated on Streatley Place, NW3 with the only vehicle access being from New End. New End is a one-way street between Heath Street and Well Road.
- 1.4 The school has participated in the TfL (Transport for London) STARS school travel planning project for the last nine years. Last year they achieved a Gold accreditation for their participation in the project.
- 1.5 In the latest School Travel Plan carried out in 2018 and uploaded on to the TfL STARS website, a number of road safety issues were raised by the school. These mainly concerned pedestrians' (pupils) safety due to the congested road network around the school, insufficient pedestrian infrastructure in some locations and heavy parking activity. There have also been regular complaints made to both the school and Transport Strategy team, from local residents and councillors regarding bad driver behaviour and parking issues on New End near the school. There have also been reports of rat-running traffic on New End and other nearby streets.
- 1.6 Heathside Preparatory School will be affected by the scheme if it is implemented, although they have not contacted officers to request a scheme. Heathside Preparatory School is an independent school. It has three sites in this area – two in New End and one on Heath Street. The school does not participate in the STARS project, and has not recently submitted a school travel plan to the School Travel Plan Officer. Basic school information obtained from the STARS website states that there are 456 pupils ranging from the ages of 2-14 years old.
- 1.7 The TfL STATS 19 road traffic database shows that there have been two collisions in the New End area from October 2016-18. One close to the junction with Heath Street recorded as serious involving a collision with a

pedestrian and taxi. The other at the New End T-junction involving a car and goods vehicle noted as slight.

- 1.8 Air quality data obtained from the London Air website, based on measurements made during 2013 show that NO₂ pollution levels around New End School are around 40-43 ug/m³. We have placed our own air quality monitors in two locations near the school. Data from these can be reported on after August 2019.

2. PROPOSALS AND REASONS

- 2.1 To address some of the above issues, officers carried out a feasibility study for a HSS scheme on New End. The feasibility study report is attached in **appendix 1**. As described in point 1.2 of this report, the HSS programme is in line with both Camden’s Transport Strategy, and the Mayor’s Healthy Streets objective. If the proposals are agreed, an Experimental Traffic Order (ETO) for 12 months is recommended.

- 2.2 Summary findings from the feasibility study showed the following:

Surveys and Observations:

- On site observations carried out at both morning and afternoon peak times showed that many parents drop off/pick up children on New End, causing a build-up of traffic from the T-junction at the Southern end.
- The most recent hands-up survey (table 1, below) carried out with pupils at New End School in April 2019 showed that 22% of children are driven to school. We do not have travel mode data for pupils at Heathside Preparatory School.

Table 1 – New End School Pupil Travel Modes

Mode of Travel	Percentage of Pupils
Walking	45%
Scooting	4%
Cycling	1%
Active Travel Total	50%
Rail/Overground	2%
Tube	11%
Public Bus	15%
School bus/Taxi	0%
Public Transport Total	28%
Car/Motorcycle	20%
Car Share	2%
Car Total	22%

- During school AM/PM opening/closing times, very high levels of traffic were observed on New End coming from Heath Street in an easterly direction. This was particularly pronounced between 7.30am and 9.30am, with around 300 vehicles recorded on New End heading

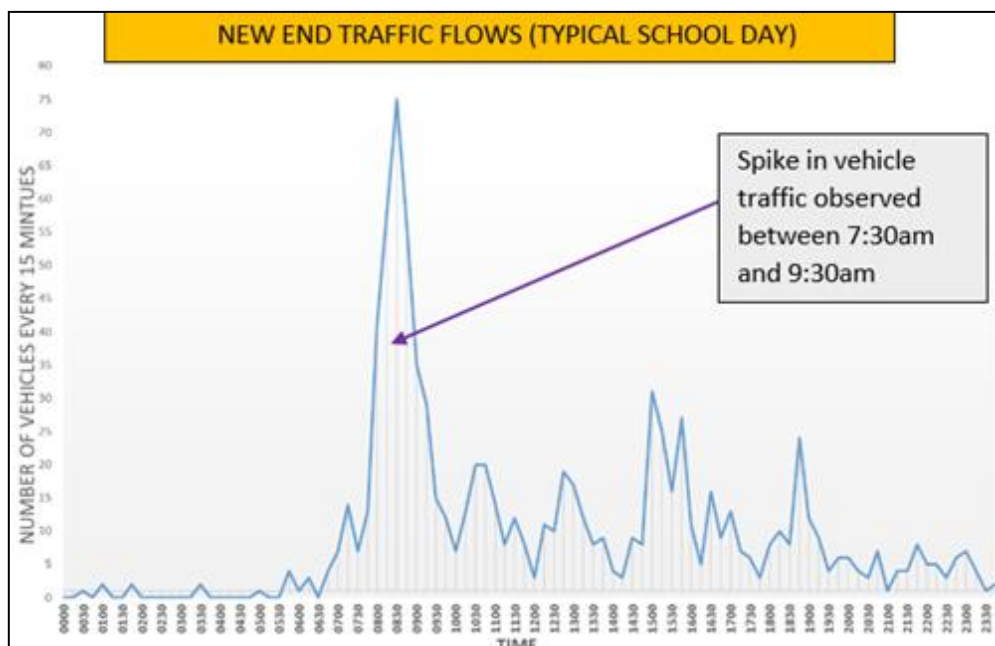
eastbound in that period, on a typical school day. At peak times during that period, around one vehicle every 12 seconds was recorded.

- The graph in **figure 1** overleaf shows the number of vehicles recorded on a typical school day on the section of New End heading Eastbound from the Heath Street junction. Table 2 below also shows the general traffic levels in the area on various streets surveyed during the feasibility study
- The feasibility study calculated that around three-quarters of observed traffic in the morning peak appears to be predominantly through-traffic, rather than dropping off/picking up school children. That traffic then continues into Gayton Road and Well Walk, Flask Walk and Willow Road.

Table 2 – Example of a typical weekday traffic flows

Location	AM peak 1.5 hour flow typical weekday in term time	INTERPEAK flow typical weekday in term time	PM peak 1.5 hour flow typical weekday in term time
New End (western end) near junction with Heath Street	294 vehicles 08:00-09:30 hrs	68 11:45-13:15 hrs	110 vehicles 14:45-16:15 hrs
East Heath Road (eastbound)	950 vehicles 08:00-09:30 hrs	696 11:45-13:15 hrs	651 vehicles 14:45-16:15 hrs
East Heath Road (westbound)	429 vehicles 08:00-09:30 hrs	590 11:45-13:15 hrs	645 vehicles 14:45-16:15 hrs
Holford Road (southbound)	40 vehicles 08:00-09:30 hrs	0 11:45-13:15 hrs	13 vehicles 14:45-16:15 hrs

Figure 1: Graph showing spike in traffic flows on New End



2.3 Four options were explored during the feasibility study. The first included the option described in point 2.7 (proposal B) for a two hour closure in both the morning and afternoon school opening and closing hours. Officers decided that given the particularly large traffic volumes in the morning peak, it would be advisable to firstly gauge opinion on that time period only. This could then be extended to the afternoon school run period if the monitoring during the ETO period, including stakeholder feedback, indicated that this should be explored further.

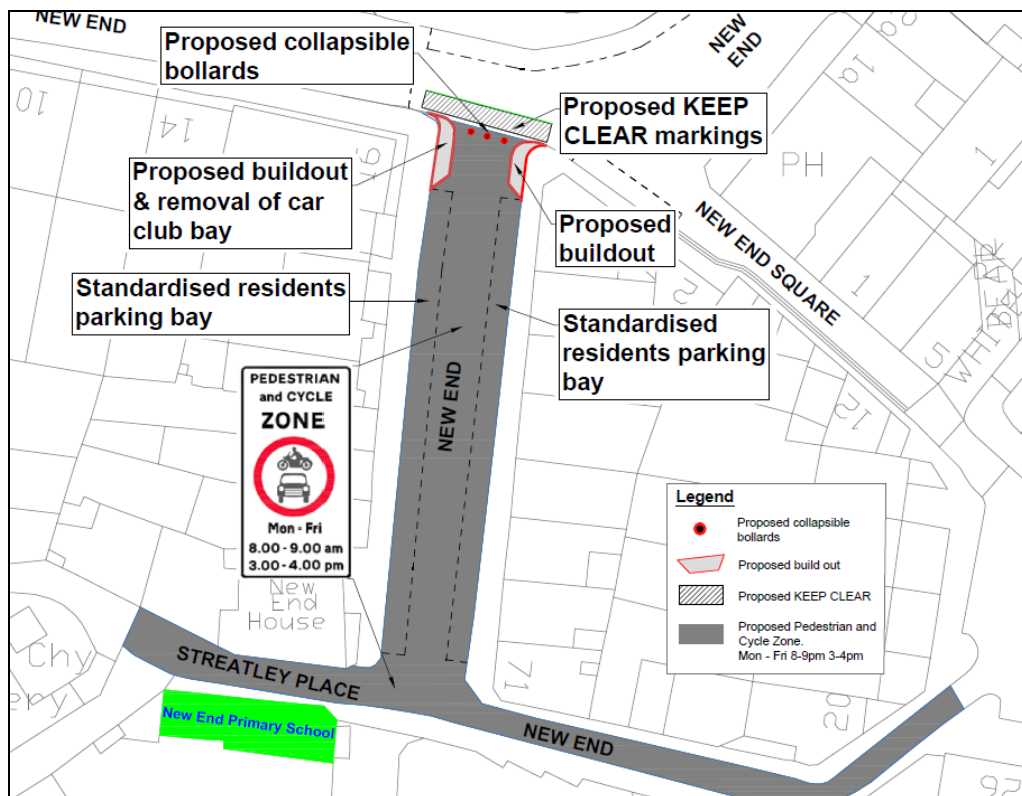
2.4 The other option explored in the feasibility study was as described for proposal B, but extending the restricted zone to New End Square, Well Road and Grove Place. To enforce this large area of restricted traffic, three ANPR cameras would be needed. This option was deemed to be too costly and potentially difficult to implement. Therefore this option was not consulted on.

2.5 Proposal A - Restricting access to the part of New End closest to New End School at school opening/closing times.

This proposal would create a timed road closure during New End Schools' opening and closing times from 8am to 9am and 3pm to 4pm, Monday to Friday during school term time only. The closure would be on the short stretch of New End, from the T-junction of New End and New End Square by installing collapsible bollards there. A build out of the footway at the junction is also proposed to create a safe crossing point for school pupils and pedestrians as shown in the proposed layout (proposal plan A) in point 2.6. The existing car club bay at that location will be removed, and its relocation explored during the detailed design. Residents parked within the closure would be able to drive out via the southernmost part of New End and New End Square. However, they would not be able to drive back into the restricted zone at the restricted times. The consultation also offered this proposal using ANPR cameras, which would allow residents in the southernmost part of New

End to be fully exempt from the restriction. This is the recommendation for enforcing proposal A.

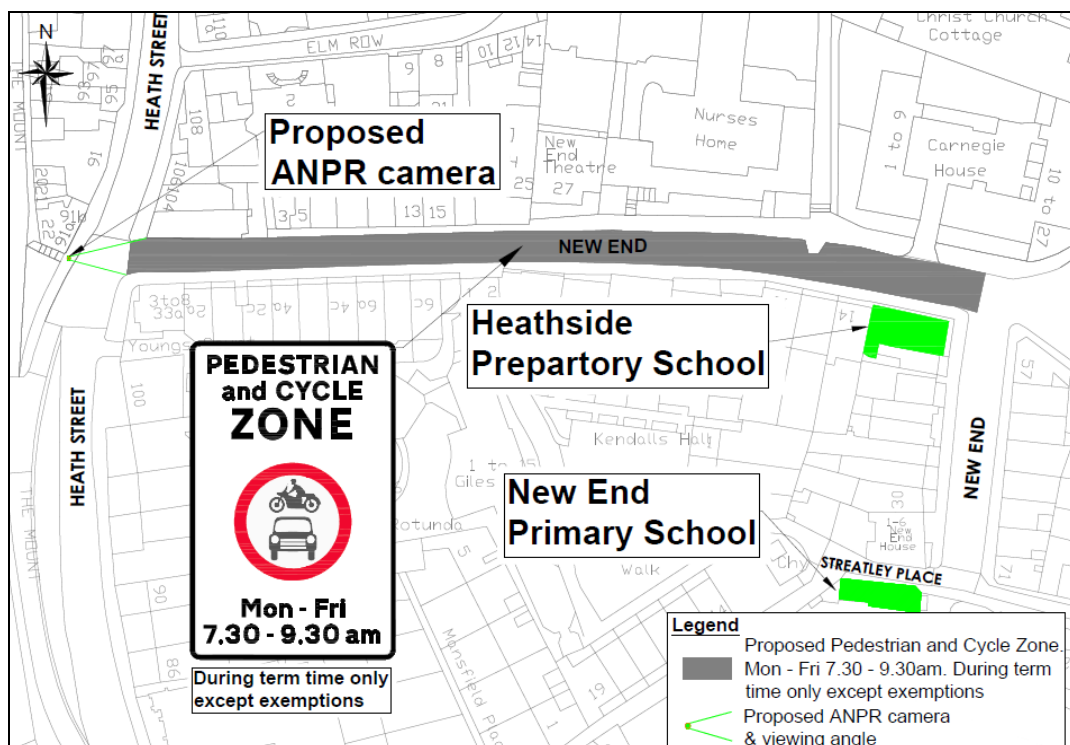
2.6 Proposal A plan with bollards



2.7 Proposal B - Create a timed road closure at the junction of New End and Heath Street during the morning peak times of 7.30am-9.30am only

This would be enforced by using an ANPR camera placed at the Heath Street and New End junction, as shown in the proposed layout (proposal plan B) in 2.8. The proposed exemptions are described in point 2.9 of this report. This proposal is expected to deter traffic rat-running in the area, as it creates a restriction zone for drivers passing through and particularly prevents through-traffic in the morning peak. Parents of both New End School and Heathside Preparatory school would be more restricted from dropping off children in the morning, and this option would therefore encourage more sustainable travel modes to both schools.

2.8 Proposal plan B



2.9 For both proposals officers are proposing to exempt CA-H parking permit holders, Blue Disabled Badge holders resident in the CA-H area, any residents in the restricted zone that have off-street parking and refuse vehicles. Further clarification regarding the legalities/data protection implications of this is being sought. Details regarding applying for these exemptions will be sent to relevant residents if the scheme is approved before implementation.

3. OPTIONS APPRAISAL

3.1 Implement as per the recommendations in this report. This is recommended as it is expected to address the issues identified in sections 1 and 2 of the report. Implementation under an Experimental Traffic Order (ETO) will allow a trial period to test the scheme ahead of any permanent measures being recommended.

3.2 Implement one of the proposals outlined from respondents to the consultation. Those options are not recommended by officers for reasons set out in the consultation report in **appendix 5**.

3.3 Do nothing. However this is not recommended as it would not achieve the benefits of a HSS.

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

4.1 There is a potential risk of traffic displacement on to other roads in the area. This was identified as a concern by some respondents in response to the consultation, as per section 6 and **appendix 5** of the report. Traffic monitoring

will be placed in order to assess the impact on surrounding roads. This will be analysed after 3 & 6 months of the scheme being implemented. If the data shows high levels of traffic displacement further changes may be proposed to mitigate this, in consultation with residents and local stakeholders.

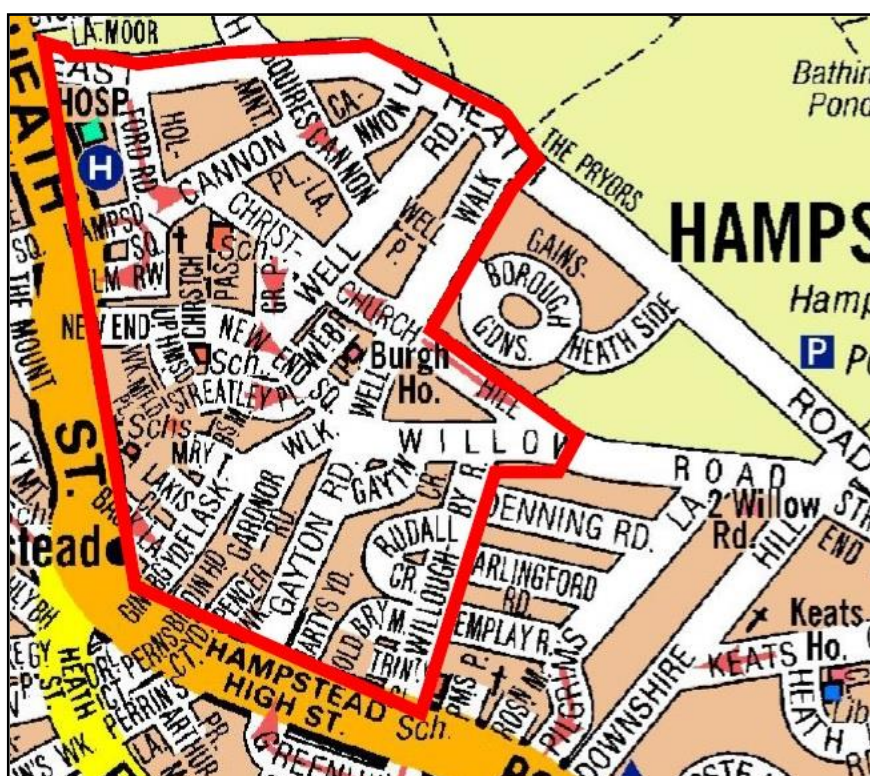
- 4.2 Officers have developed a monitoring methodology, as set out in this report, to collect traffic data both pre and post implementation to assess the outcomes of the trial scheme period. We have already collected data at seven traffic monitoring sites to use as pre scheme monitoring, and 11 additional sites will be added to this with data collected before and after scheme implementation. **Appendix 6** is a map of the monitoring sites with the Automatic Traffic Count (ATC), Turning Count and Air Quality (AQ) locations.
 - 4.2.1 The post monitoring will take place 12 weeks after scheme implementation to be used for the 3 month reporting. Monitoring placed after 26 weeks will then be reported on after 6 months. Further monitoring towards the end of the 12 month ETO period will then be used for public consultation as to whether to make the scheme permanent or not.
 - 4.2.2 In addition, air quality monitoring equipment has been in place at the southern end of New End near Streatley Place, and at the New End T-junction since August 2018. Air quality monitoring has been placed outside Christ Church Primary School on Christ Church Hill since April 2019. Air quality monitoring needs to be in place for at least a year before it can be reported on. Therefore we will be able to report on the New End results during the ETO period, and the Christ Church School data can be reported on after April 2020.
- 4.3 A Data Protection Impact Assessment (DPIA) has been carried out for Camden HSS schemes. This confirms that there are no risks in terms of data protection when using ANPR cameras for the schemes.
- 4.4 As we are exempting a relatively large amount of vehicles as listed in point 2.9, there is a potential safety risk for children and parents, as the signs will specify a 'Pedestrian and Cycle Zone'. Officers will work with the school staff to make sure that children and parents are aware that some vehicles will still be travelling in the restricted zone, and pedestrians must be vigilant when crossing the roads.
- 4.5 A stage 1 & 2 road safety audit highlighted two risks relating to option A if it was implemented with bollards. As we are recommending option A with ANPR cameras to enforce the closure, these comments are no longer applicable. The audit also highlighted two risks with option B relating to the risk of shunts due to hesitant manoeuvres at the junction. This will be mitigated by advance warning signage. Details of their locations will be decided during the detailed design phase. Another highlighted risk related to the risk of collisions due to a concentration of vehicles movements and on-street parking, and an increase in about-turn manoeuvres as through routes are suspended. Vehicle manoeuvres will be observed during the trial, however as New End is one way about-turn manoeuvres are unlikely.

5. LINKS TO THE CAMDEN PLAN

- 5.1 The proposals will assist in reducing car ownership and use, and incentivise the use of sustainable, active travel modes. This meets the following objective 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 On 20 June 2018 during the feasibility stage, officers held an initial meeting with two Hampstead Town Ward Councillors and the head teacher of New End School. Heathside Preparatory School did not respond to the invite.
- 6.2 A public pre-consultation engagement meeting was held at New End School in November 2018. All schools in the vicinity, residents groups and ward councillors were invited. The following attended; a representative from Flask Walk residents group, 7 local residents, 1 ward councillor, the deputy head of Christ Church School and the head of New End School.
- 6.3 A public consultation was carried out from 4 to 29 March 2019. 1,447 leaflets were posted to residents in the consultation area shown in **figure 3** overleaf. Leaflets or emails were also sent to statutory groups and local groups as listed on the CINDEK database. The consultation was posted online on the Council's 'We Are Camden' consultations website. Any interested party could submit a response online, regardless of their location. A copy of the consultation leaflet and questionnaire is attached in **appendix 2**. An equalities questionnaire was also included with all consultation leaflets posted, and the questions were included in the online consultation.
- 6.4 **Figure 3: Map of consultation area (bordered with red lines):**



6.5 A total of 178 valid responses were received. The public consultation respondents were classified as shown in **table 4**:

Table 4: Consultation respondent figures

Respondent type	Number of responses	Percentage
Residents - inside the consultation area	131	74%
Residents - outside the consultation area	24	13%
School parent	11	6%
New End School	1	1%
Christ Church School	1	1%
Local/Statutory Groups	7	4%
Other	3	2%
TOTAL RESPONDENTS	178	100%

6.5.1 The numbers of responses to the questions on the consultation are shown in **tables 5, 6 and 7**:

Table 5: Proposal A response figures

Do you agree with proposal A - restricting access to the part of New End closest to New End School at school opening/closing times?			
Respondent type	YES	NO	NO OPINION
Residents inside the consultation area	65 (50%)	55 (42%)	11 (8%)
Residents outside the consultation area	13 (54%)	11 (46%)	0 (0%)
School parent	3 (27%)	7 (64%)	1 (9%)
New End School	1 (100%)	0 (0%)	0 (0%)
Christ Church School	0 (0%)	1 (100%)	0 (0%)
Local/Statutory Groups	4 (57%)	1 (14%)	2 (29%)
Other	1 (33%)	2 (67%)	0 (0%)
TOTAL	87 (49%)	77 (43%)	14 (8%)

6.5.2 In summary table **5 shows** that the majority (50%) of residents inside the consultation area are in favour of proposal A. The totals show that 49% are in favour overall and 43% are against proposal A.

6.5.3 The respondents that answered yes to proposal A were also asked how they would like it to be enforced. Of those that answered the question, 33 (37%) preferred bollards and 36 (41%) preferred ANPR cameras. 22% had no opinion on enforcement.

Table 6: Proposal B response figures

Do you agree with proposal B - create a timed road closure at the junction of New End and Heath Street during the morning peak times of 7.30am-9.30am, enforced by ANPR cameras?			
Respondent type	YES	NO	NO OPINION
Residents inside the consultation area	73 (56%)	57 (43%)	1 (1%)
Residents outside the consultation area	12 (50%)	10 (42%)	2 (8%)
School parent	4 (36%)	5 (45%)	2 (18%)
New End School	0 (0%)	1 (100%)	0 (0%)
Christ Church School	0 (0%)	1 (100%)	0 (0%)
Local/Statutory Groups	5 (71%)	2 (29%)	0 (0%)
Other	2 (67%)	1 (33%)	0 (0%)
TOTAL	96 (54%)	77 (43%)	5 (3%)

6.5.4 In summary **table 6** shows that the majority of residents inside the consultation area (56%) are in favour of proposal B. The totals show that 54% are in favour overall and 43% are against proposal B.

Table 7: Combining A & B response figures

Do you agree with combining Proposals A & B?				
Respondent type	YES	NO	NO OPINION	NO RESPONSE
Residents inside the consultation area	51 (39%)	61 (47%)	10 (8%)	9 (7%)
Residents outside the consultation area	12 (50%)	7 (29%)	1 (4%)	4 (17%)
School parent	4 (36%)	6 (55%)	1 (9%)	0 (0%)
New End School	0 (0%)	1 (100%)	0 (0%)	0 (0%)
Christ Church School	0 (0%)	1 (100%)	0 (0%)	0 (0%)
Local/Statutory Groups	4 (57%)	0 (0%)	0 (0%)	3 (43%)
Other	1(33%)	1 (33%)	0 (0%)	1 (33%)
TOTAL	72 (40%)	77 (43%)	12 (7%)	17 (10%)

6.5.5 When asked about the combined proposals, 10% of responders chose to make no response. This anomaly has been reflected in **table 7**. It also shows that combining proposals A and B has 3% more respondents opposing than supporting it.

6.5.6 Therefore the most popular proposal is proposal B with 54% of respondents agreeing with it. If proposal B was implemented on its own however, this

would only potentially address the rat-running issues and may not benefit New End School.

- 6.7 **Petition** - During the public consultation period a petition against proposal B was received petitioning the Council not to pursue proposal B. The petition stated that 81 residents from within the consultation area had signed the petition. In line with consultation policy to only count one response per household, officers counted 65 households that signed it, and one response from Hampstead Activity Nursery. Of the 66 objections to proposal B in the petition, 56 were responses that had not been included in the consultation figures as they had not responded directly to the consultation. Ten households had responded to the consultation directly. Therefore, if we were to count the petition in the same way as consultation responses and include them in the consultation response figures, a total of 113 out of 187 residents (60%) opposed proposal B. However, it should be noted that there is a difference between a public consultation and a petition. Through a public consultation the Council invites interested and affected members of the public and stakeholders to express their views on a particular matter – whatever these views may be. By contrast, a petition is offered to members of the public for signature, and subsequently submitted to the Council, by an individual or organisation unconnected with the Council, as a means to endorse a particular view. Whilst some petitioners may have previously seen the Council's consultation material on the same topic, information presented in association with an invitation to sign a petition could be less complete. In relation to this specific petition, there is a lack of information regarding how many residents the petition was sent to, and what was shared with them. The petition responders who also responded to the consultation directly are counted in tables 5, 6 and 7. A copy of the petition letter is attached in **appendix 4** of this report. The petition with signatures in **appendix 3** is for internal use only as it contains names and addresses of residents. The main concern of the residents who signed the petition is traffic displacement. This issue is commented on in **appendix 5** of this report, and section 4 above.
- 6.8 **Consultation comments** – Of the 178 responses received, a total of 156 comments/suggestions accompanied them. One ward councillor, and two statutory groups and four residents groups commented on the proposals. Both New End School and Christ Church School commented on the proposals. The main concerns raised were traffic displacement, parking/access, pollution/idling and the impact for residents of Christ Church Hill/pupils at Christ Church School. These comments, along with officers' responses are noted in **appendix 5**.

7. LEGAL IMPLICATIONS

- 7.1 London Borough of Camden's legal team were consulted in the preparation of the report and comments have been included within the body of the report.

8. RESOURCE IMPLICATIONS

- 8.1 There are no significant financial implications as a result of this proposal. The estimated cost of the scheme is £70,000, which would fund the two ANPR cameras required and associated measures necessary to implement the

scheme. Funding has been secured from TfL under the Local Implementation Plan, project code 1020042 (School Travel Plan Engineering Measures) for 2019/20 financial year. Should the scheme be approved for implementation and the works overlap to 2020/21 then further funding will be made available from the same budget programme (HSS) to complete the scheme.

APPENDICES

Appendix 1 – feasibility study report

Appendix 2 – consultation leaflet

Appendix 3 – petition against proposal B with signatures (part II confidential appendices)

Appendix 4 – petition letter against proposal B

Appendix 5 – consultation report

Appendix 6 – monitoring survey locations map

REPORT ENDS