

LONDON BOROUGH OF CAMDEN	WARDS Frognal and Fitzjohns
REPORT TITLE Neighbourhoods of the Future Healthy Schools Streets Scheme (SC/2019/55)	
REPORT OF Director of Regeneration and Planning	
FOR SUBMISSION TO Cabinet Member for a Sustainable Camden	DATE 14 January 2020
<p>SUMMARY OF REPORT</p> <p>This report seeks approval for the implementation of a Healthy School Street (HSS) zone around five schools. The timed road closures would incorporate Maresfield Gardens, Netherhall Gardens, Nutley Terrace, and Netherhall Way. The HSS scheme contributes to the delivery of Our Camden Plan by making it easier for people to walk and cycle. Additionally it contributes to one of the Camden Climate Citizens' Assembly recommendations of more car free zones in the borough.</p> <p>The report is coming to the Cabinet Member as it incorporates several roads and school sites. It is part of the Neighbourhoods of the Future Project, which is funded by Transport for London and London Councils.</p> <p>Local Government Act 1972 – Access to Information 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>	

<p>RECOMMENDATIONS</p> <p>That the Cabinet Member for a Sustainable Camden, having considered the equalities impact assessment at Appendix 1, and having due regard to the needs set out in section 149 of the Equality Act 2010, approves the following measures under an Experimental Traffic Order (ETO), subject to compliance with relevant statutory requirements:</p> <ol style="list-style-type: none"> 1. To create a Healthy School Street (HSS) Zone incorporating Netherhall Gardens, Maresfield Gardens, Nutley Terrace and the southern part of Frognal, as detailed in paragraph 2.2 of the report. 2. To undertake a 12 month period of monitoring during the ETO, and use the data gathered to consult on making the scheme permanent at the end of the trial. 3. To delegate authority to the Director of Regeneration and Planning to make any minor changes to the scheme that may be required during the ETO period.

Signed: David T. Joyce

Date: 30th December 2019

1. CONTEXT AND BACKGROUND

- 1.1 The Healthy School Streets (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 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 encouraging healthy lifestyles by promoting walking, cycling or the use of public transport for school journeys and improving local air quality.
- 1.2 The HSS programme also contributes to meeting the Camden Climate Citizens' Assembly recommendation of more car free zones in the Borough, as part of the Borough's work to address the Climate Emergency. It also helps address one of Camden's Healthy Streets Scrutiny Panel's recommendations, which is "to 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." There are currently three HSS schemes operating in Camden. Monitoring from two of those schemes shows area wide traffic reductions of just over 10% at each location.
- 1.3 This HSS scheme is part of the 'Neighbourhoods of the Future' (NoF) project. This is funded by Transport for London (TfL), London Councils and the Greater London Authority, and focuses on projects which encourage innovative electric vehicle (EV) charging technologies, policies and initiatives to support the growth of clean vehicles in London. The HSS proposals have been agreed by the NoF project board, as EVs would be exempt from the restricted zone. Two options, option A and B were consulted on as detailed in section 6, and appendix 4.

2. PROPOSAL AND REASONS

- 2.1 This report seeks approval for a proposed HSS timed road closure zone in the Frognal and Fitzjohns area. The zone would incorporate South Hampstead High School (junior and senior sites), North Bridge House Pre-Preparatory School, Southbank International School and Holy Trinity Primary School. The closure locations are Maresfield Gardens, Netherhall Gardens, Nutley Terrace, and Netherhall Way. These are shown in red on the option B plan in paragraph 2.4. Option B of the proposals, which is recommended for approval includes closing the southernmost part of Frognal. Option A without this extra restriction is not recommended as it would allow parents to potentially use the southernmost part of Frognal as a drop off point.
- 2.2 In a change to what was originally consulted on, officers are recommending that the closures would be for an hour in the morning and an hour and a quarter in the afternoon to coincide with the opening and closing times of the relevant schools, from 8am to 9am and 3pm to 4.15pm Monday to Friday. The restrictions would take place during the relevant schools' term time only.

2.3 The closures would be enforced by Automatic Number Plate Recognition (ANPR) cameras. Exemptions to the restrictions would apply as follows:

- Blue Disabled Badge (BDB) holders resident in the restricted zone
- Residents in the restricted zone that have off-street parking
- BDB holders who need to visit a business or residential property within the restricted zone
- Vehicles registered at properties in any of the restricted roads
- Children with disabilities that prevent them from walking, scooting or cycling to school – the vehicles which pick them up/drop them off will be exempt
- Pure Electric Vehicles (not hybrids) – including those used for Private Hire Vehicles (PHVs)
- Zero Emission Capable taxis (“black cabs”)
- Emergency service vehicles responding to emergencies
- Refuse vehicles.
- School buses or coaches that serve the schools on Netherhall Gardens, Maresfield Gardens and Nutley Terrace

The exemptions are in line with other HSS schemes in the borough, with the addition of Electric Vehicles being exempt. This is due to the specific requirements of the Neighbourhoods of the Future funding as stated in point 1.3 of this report. Details regarding applying for these exemptions will be sent to relevant stakeholders if the scheme is approved before implementation.

2.4 Option B Plan



2.5 The reasons for the above proposals are explained further in the following paragraphs. They detail the research into pupil travel behaviour, traffic levels and air quality in the area. The consultation section of this report (section 6)

and the consultation report (appendix 3) details the level of support for the scheme, with 50% of respondents stating a preference for option B.

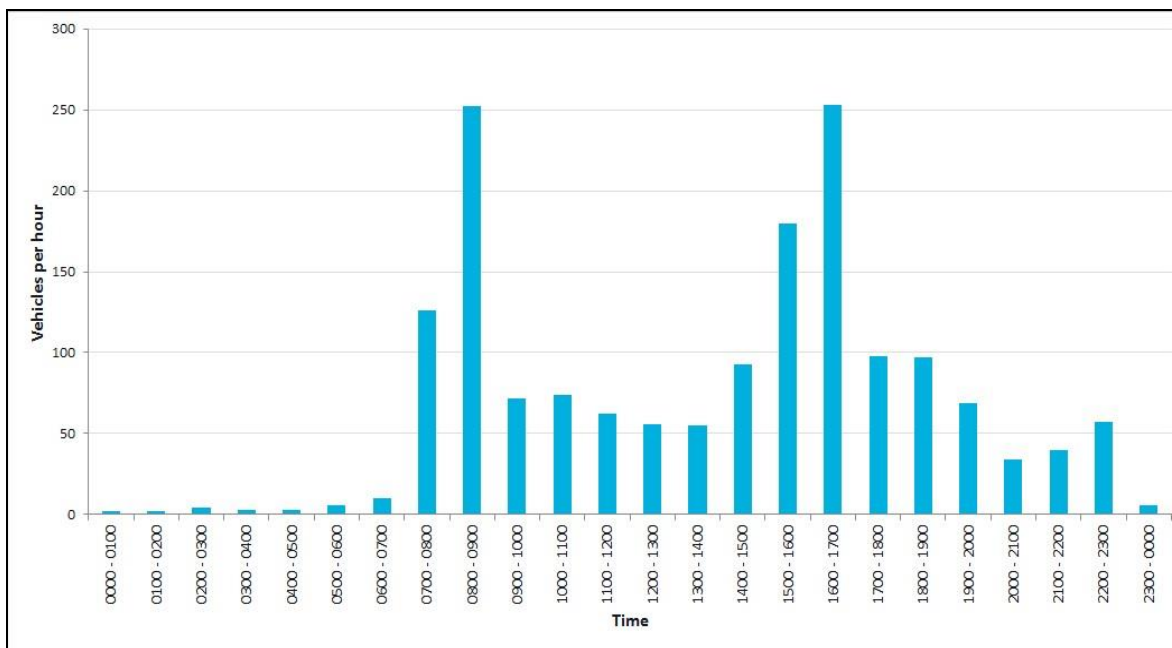
- 2.6 Within the Frognaal and Fitzjohns area there are 23 schools with over 8,500 pupils. Due to the high proportion of pupils that are driven to school in this area there is a significant issue with congestion during school pick-up and drop-off times.
- 2.7 The zone/network of streets noted in paragraph 2.1 was identified as a potential location for a HSS scheme, as the area has historically received a high number of resident complaints regarding school-run traffic. The schools in the zone also expressed an interest in partnership working with the Council to address the issues of traffic congestion around their schools.
- 2.8 Pupils/parents and school staff from schools in the proposed HSS zone have stated in their travel plans that cycling/scooting or walking in the area feels unsafe and unpleasant. Overall, of the pupils that have recently answered the question as to how they would prefer to travel to school, 63% of pupils at schools in this area stated they would prefer to walk, 40% would prefer to scoot and 11% would prefer to cycle. This indicates that there is demand from pupils for interventions that would help them choose healthy, sustainable modes of travel to school.
- 2.9 Between April and August 2019, a feasibility study was carried out for the HSS zone. The feasibility report is attached in appendix 2. If the proposals are agreed, an Experimental Traffic Order (ETO) allowing a 12 month trial will be progressed. This would allow time for monitoring the scheme, and survey results to be analysed and reported on.
- 2.10 Findings from the feasibility study showed that three of the schools in the zone provided 'hands up' travel survey data. This is shown in **Table 1** below. North Bridge House School have not provided data since 2016, therefore the travel modes may currently differ from the below. The table shows that a large percentage (76% in total) of pupils are being dropped off/picked up by car.

Table 1 – Pupil Travel Modes

School name	Survey date	Walk	Scoot	Cycle	Train	Tube	Public bus	School bus or taxi	Car	Car share	Park & stride
North Bridge House Pre Prep School	June 2016	6%	4%	2%	0%	12%	2%	33%	41%	0%	0%
Southbank International School	June 2019	30%	19%	0%	4%	5%	6%	28%	5%	3%	0%
South Hampstead High School	June 2019	29%	4%	1%	1%	13%	7%	0%	30%	6%	9%

- 2.11 **Air Quality** - Data from both Camden and the London Atmospheric Emissions Inventory (LAEI) shows that all the schools in the area are above the national average of 40µg/m3 for annual mean NO2 concentration.
- 2.12 **Traffic Data** - Surveys were conducted around Netherhall Gardens to record pedestrian and vehicular movements. The traffic surveys were conducted to better understand the traffic levels in the area throughout the day, and to provide pre scheme data to compare to post intervention surveys if the scheme is approved for implementation. The existing survey locations, and suggested new survey locations (following consultation – these sites will also have pre scheme data collected) - are shown on the map in appendix 6.
- 2.13 The graph in **Figure 1** below shows that the peak period of traffic on Nutley Terrace is from 8am to 9am, with 250 vehicles driving into and out of the area at those times. A similar PM peak is observed which correlates with the differing school collection times. The earliest school starting time is at 8.30am (although several schools have breakfast clubs and other initiatives before the start times), and the latest school finishing time is at 4pm. The data shows that the weekday traffic counts are higher than traffic observed during the corresponding periods on weekends. The data for Maresfield Gardens and Netherhall Gardens mirrors this information in **Figure 1**. Further details are provided in the Feasibility Study on page 8 of appendix 2.

Figure 1 – Traffic counts on Nutley Terrace westbound on an average weekday during school term time



- 2.14 **Pedestrian Surveys.** Three locations were surveyed; Netherhall Gardens, Nutley Terrace and Maresfield Gardens. Pedestrian surveys generally mirror the traffic flows in terms of peak periods – see Appendix 2 for details.

3. OPTIONS APPRAISAL

- 3.1 **Option 1** - Implement the HSS zone as per the description of Option B in point 2.13. This is recommended as it is expected to address the issues identified in sections 1 and 2 of this report. There was also overall substantial support for the scheme during the consultation, and of those in favour of the scheme a majority preferred Option B to Option A as described in **Table 5** in appendix 3. Implementation under an Experimental Traffic Order (ETO) will allow a trial period to test the scheme ahead of any permanent measures being recommended. Relevant signage and advance warning signage is also recommended to alert drivers of the restrictions. If the scheme is approved, officers will send communications via post and social media to alert residents of when the scheme will be implemented.
- 3.2 **Option 2** - Do nothing. This is not recommended as it would not achieve the benefits of a HSS or address the issues identified. If doing nothing was decided, the NoF funding would have to be spent on another work stream of the project. This is not recommended.

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

- 4.1 Previous HSS schemes have had a positive impact in terms of reducing traffic levels in the areas around the schools. This is therefore also expected for this scheme.
- 4.2 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 3 of this report. Traffic monitoring will be placed in order to assess the impact on surrounding roads during the schemes trial period, as set out in 4.4 below. The ETO allows changes to be made to the scheme, during the trial period, should any major issues arise from the monitoring.
- 4.3 Other impacts and mitigations include:
- A potential 'park and stride' site at the 02 car park off Finchley Road – officers are in discussion with the 02 centre regarding using their car park for parents to park in, and walk across to the school sites from there. At present there would be a small cost involved if parents use both the 02 and Waitrose car park off Finchley Road.
 - The TfL "STARS" programme - all schools in the area are encouraged to participate in the TfL STARS travel plan programme. This involves the schools participating in activities throughout the academic year, which encourage active travel to/from school. More information regarding STARS is on the website here: <https://stars.tfl.gov.uk>
 - The HomeRun app - this is a car sharing app already in use by some schools in the Hampstead area. It connects parents in order to encourage car sharing and reduce vehicle trips. It also provides detailed data as to how parents are

travelling to/from schools. More details on this app are provided in the feasibility study in appendix 2.

- The NW3 Green School Run coach service - this is a service being organised by a group of parents based in the Hampstead area. Their aim is to run coach services to the schools in the NoF area. More can be read about NW3 Green School Runs on their twitter feed.
- Services such as the 'Pedal Me' electric bicycle taxi could also be considered as an alternative to using vehicles on the school run. If the scheme is implemented, more information will be sent to schools and residents explaining how these operate. Their website is here: <https://pedalme.co.uk>

4.4 Officers have developed a monitoring methodology to collect traffic and air quality data both pre and post implementation. This will be used 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. In response to consultation suggestions, 15 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), pedestrian surveys and turning count locations marked. Air quality monitoring equipment has been placed at Netherhall Gardens, outside South Hampstead High School (Junior), Arkwright Road, outside Devonshire House Preparatory School and Froggnal, outside University College School Senior School.

4.5 A Data Protection Impact Assessment (DPIA) has been carried out for all Camden HSS schemes. This confirms that there are no risks in terms of data protection when using ANPR cameras for the schemes. In addition a 'pre-screen' for each HSS location (or zone in this case) is carried out during the detailed design of the scheme.

5. LINKS TO OUR 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 During the feasibility stage, on 17 January 2019, a stakeholder engagement meeting was held at UCS Senior School. During the meeting officers explained the NoF project, and potential HSS zone.

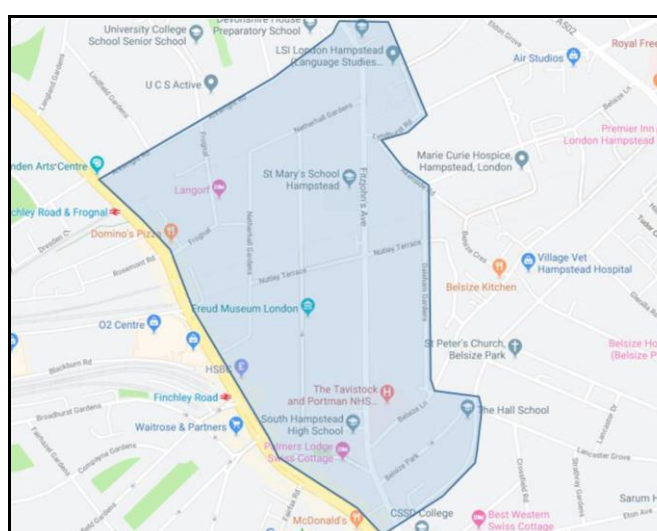
6.2 On 6 June 2019, a meeting with school staff from schools within the HSS zone was held to discuss initial ideas and time frames. Following this, on 19 June 2019, a public meeting was held with residents, residents' groups, businesses and ward councillors. There were some concerns raised from residents particularly regarding the exemptions, and taxis. This was also

raised in the consultation responses. This issue has been researched and reported on in the full feasibility study in appendix 2, and commented on in officer comments on the consultation report in appendix 3.

6.3 A consultation leaflet and questionnaire detailing Options A and B were posted to 3,055 addresses within the consultation area shown in **Figure 2** below. The consultation leaflet and questionnaire are attached in appendices 4 and 5. It was also posted online on the Council's 'We Are Camden' consultations website.

6.4 A total of 521 valid responses were received (17% response rate). The public consultation respondent figures are shown in **Table 2** in appendix 3.

6.5 **Figure 2 - Map of consultation area**



6.5.1 The responses to the questions in the consultation are shown in tables in appendix 3. These are also summarised below.

6.5.2 **Option A** - In summary 64% of the total respondent types agreed or strongly agreed, compared to 30% disagreeing or strongly disagreeing. In terms of residents inside the consultation area, 60% agreed or strongly agreed with the proposals compared to just 34% disagreeing or strongly disagreeing. In terms of residents outside the consultation area, 70% agreed or strongly agreed and 25% disagreed or strongly disagreed. The majority of parents with children at schools either inside or outside the HSS zone also supported the proposals as shown in appendix 3.

6.5.3 **Option B** - 61% of the total respondent types agreed or strongly agreed, with 33% disagreeing or strongly disagreeing. Of residents inside the consultation area, 60% agreed or strongly agreed and 35% disagreed or strongly disagreed. 66% of residents outside the consultation area agreed or strongly agreed compared to 28% that disagreed or strongly disagreed. The majority of parents with children at schools either inside or outside the HSS zone also supported the proposals.

6.5.4 When asked if they preferred option A or B, 50% of total respondents stated option B, compared with 19% who stated option A.

6.5.5 **Consultation Comments** - of the 521 responses received, a total of 360 comments/suggestions accompanied them. These comments, along with officers' responses are noted in appendix 3. The main concerns were: traffic displacement, cycling, parking/access, impact on families, impact on the disabled/elderly, the extent of the proposals, EV/hybrid vehicles, buses/coaches, and idling.

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 There are no significant financial implications as a result of this proposal. The estimated cost of the scheme is £90,000, which would fund the ANPR cameras required, and associated measures necessary to implement the scheme. It would be funded by Transport for London (TfL), and the Greater London Authority as part of the Neighbourhoods of the Future funding.

9. TIMETABLE FOR IMPLEMENTATION

- 9.1 Should the recommendations included in this report be approved the timetable for implementation is set out in the table below.

Table 6 - Timetable for implementation

Month	Action
January 2020	Decision made and posted online
January/February 2020	Detailed design of scheme
January/February 2020	Pre scheme traffic data gathered
March 2020	Communications to schools/parents
March/April 2020	Communications to residents/businesses and schools explaining exemptions, and the plan for launching the scheme
April/May 2020	Scheme implementation

10. APPENDICES

- Appendix 1 – EIA for STP engineering and HSS projects
- Appendix 2 – NoF HSS feasibility study
- Appendix 3 – Consultation report
- Appendix 4 – Consultation leaflet
- Appendix 5 – Consultation questionnaire
- Appendix 6 – Map of monitoring locations
- Appendix 7 – Option B detailed drawing

REPORT ENDS