

DELEGATED POWERS DECISION

STREETSCENE SERVICE

PUBLIC REALM DIVISION NEIGHBOURHOODS & HOUSING

SCHEME: SCHOOL STREET – ST JOHN THE BAPTIST SCHOOL

Agree to:

- i. Note the favourable outcome of the trial of the experimental school streets scheme at St John the Baptist School on Crondall Street.
- ii. Give approval to make permanent the School Street scheme at St John the Baptist School on Crondall Street and proceed to the statutory process for making permanent the associated Traffic Management Order.

Reasons:

The decision is based on the progress achieved during the trial to:

- i. Reduce the congestion in the street at times associated with school opening and closing.
- ii. Increase road safety and accessibility for non-motorised users.
- iii. Encourage active travel to school for pupils and parents.
- iv. Reduce pollution around the school gates.

1.0 BACKGROUND

- 1.1 The Council is committed to making Hackney's roads safer for everyone living, working and visiting the Borough. Encouraging the use of more sustainable modes of transport such as walking and cycling to school is one of the Council's key transport priorities. Further information can be found in the previous report at <https://consultation.hackney.gov.uk/streetscene/crondall-street-school-streets-proposal/>

2.0 PROPOSALS

- 2.1 This Delegated Powers Decision is seeking approval for the following:
 - 2.1.1 To make permanent the School Street scheme at St John the Baptist School on Crondall Street and proceed to the statutory process for making permanent the associated Traffic Management Order.
 - 2.1.2 These proposals are illustrated on the plan attached to this report.

3.0 OUTCOME OF THE TRIAL

The success of the trial can be measured against the progress achieved in delivering the original four objectives to:

- Reduce the congestion in the street at school opening and closing times
- Increase road safety and accessibility for non-motorised users
- Encourage active travel to school for pupils and parents
- Reduce pollution around the school gates

3.1 Reduction in congestion

3.1.1 **Traffic flow data:** Traffic counts based on single day data for a 45 min period in the afternoon (15.15-16.00) were undertaken before the scheme launched on 26 June 17 and three times after as shown in Table 1 below:

Table 1: One-day traffic counts on Crondall Street, west of Pitfield Street (15.15-16.00)

No of motorised vehicles	Before	After		
	Feb 17	July 17	Sept 17	May 18
Entering zone	11	9	6	6
Exiting zone	11	9	8	9

3.1.2 While the baseline figures are low (22 vehicles two-way), there has been a 32% reduction in vehicles volumes, representing a re-balancing of the environment from motor-vehicle dominated, to pedestrian and cycle dominated space. This is evident not only by the low number of vehicles (e.g. 15 over a 45 minute period) but also by observation and anecdotally from the school.

3.1.3 The road is not closed by physical means and therefore the traffic counts are likely to continue registering vehicles entering the zone during operating hours, including exempt vehicles e.g. zone residents or registered blue badge holders as well as unauthorised ones. However, the traffic reduction objective has been achieved with a 32% reduction in traffic.

3.1.4 **Enforcement data:** The scheme is enforced by Automatic Number Plate Recognition (ANPR) cameras which issue a Penalty Charge Notice (PCN) to any non-exempt vehicle entering the school streets zone during operating hours. The level of compliance has risen steadily since the cameras became operational in September 2017. A daily average of 11 PCNs were issued in the first month (Sept 17), reducing to 5 in December 17 and further down to 2 in May 18.

3.2 Increase road safety and accessibility

3.2.1 The evidence for this objective is anecdotal as the number of recorded casualties in the School Streets zone before the scheme was 0 and after is 0.

3.2.2 However, road safety was raised as a concern on numerous occasions by the school, with reports of near-misses outside of the school gates. Anecdotal reports are that near-misses outside the school gates on Crondall Street have gone from a regular occurrence to zero occurrences since the School Street was implemented. There are limitations to this evidence as there may be some instances that were not reported, both before and after, however the feedback from school management, who had previously been informed of incidents is that they have been reduced or eliminated.

3.2.3 The area immediately adjacent to the School Street zone was also considered. There were previous issues raised regarding the Pitfield Street and Crondall Street junction, such as complaints that traffic on Pitfield Street, including cyclists, did not always stop for pedestrians on the zebra crossing. On 21 November 2017, a child received minor injuries having been clipped by a wing mirror whilst on the crossing. Improvements have since been made to the zebra crossing, including repainting the road markings and upgrading the beacons with additional LED lights to make them more visible to approaching traffic.

3.2.4 This site met the criteria for the introduction of a school crossing patrol and the Council is currently in the final stages of recruitment. It is hoped to have an officer trained and on site in time for the start of the new term in January 2019.

3.2.5 The School Street has been successful in reducing the number of near-misses on Crondall Street and combined with the improvements to the zebra crossing on Pitfield Street, have improved safety for children and parents walking and cycling to school.

3.3 Encourage active travel to school

3.3.1 Prior to the start of the project, the school collected baseline data on the pupils' mode of travel to school; an 'after' survey was then used to measure any change in mode from car to more active modes, such as walking and cycling after the School Street scheme had been implemented.

3.3.2 The school had a relatively high level of walking and cycling to school with a contrasting low level of car use prior to the introduction of the schemes. The total percentage for walking and cycling was 79% with 10.3% coming by car.

- This indicated that the potential for change to more active modes was likely to be small.
- 3.3.3 The greatest potential for change was to cycling as only 1.2% of pupils rode to school prior to the introduction of the school street; this figure more than tripled to 5.1% in the after survey carried out in July 2018.
- 3.3.4 However, the after survey also showed an increase in number of pupils arriving by car; before figures showed 10.3% of pupils arrived by car, rising to 16.6% in the survey after the scheme was implemented. Some of the difference in survey results can be attribute to a change in the school intake. Before the scheme, the school role was 319 pupils and after the scheme it was 350 pupils and therefore the samples of the surveys are not the same (even accounting for the normal sample churn). Furthermore, survey results at the school-level have fairly high degrees of fluctuation year-on-year given the size of the sample and the unreliable nature of surveying children as young as reception age. It is more reliable to look at the trends over a 3 year rolling average and this will be monitored when data is available in the future. However, it is unlikely that the increase in the reported number of children travelling by car is a result of the School Street as it has restricted school gate drops by car.
- 3.3.5 The average number of Penalty Charge Notices issued daily at the site has dropped to about 2-3 per day (much lower than the reported number of children travelling by car), which means that those who are driving to school are parking away from the school gate and completing the journey on foot. This ensures that the street in front of the school remains mainly traffic free and children who are driven to school are getting slightly more physical activity every day than if they were dropped off immediately outside the gates.
- 3.3.6 The school has undertaken a wide range of active travel activities through the STARS scheme, like cycle training, participating in Living Streets' Walk on Wednesday (WOW) events and road safety week to encourage parents to consider how they travel to school.
- 3.3.7 Although the number of children travelling to school by active modes of travel has not increased, the physical environment to enable greater walking and cycling, ie a road less dominated by motor vehicles, has been implemented that should over time encourage more walking and cycling to school.
- 3.4 Reduction in pollution**
- 3.4.1 One of the reasons why the school asked to participate in the pilot scheme was on the basis of the levels of pollution in the vicinity breaching the EU limit values in 2010. The Council has monitored air quality around St John the Baptist School as part of the Schools' Air Quality Monitoring Project.

Introducing a School Street could contribute to a reduction in nitrogen dioxide levels at the school and would contribute to achieving the air quality objective.

- 3.4.2 The Council has an extensive nitrogen dioxide diffusion tube network across the Borough, including three in the vicinity of the school:
- St John the Baptist 1 – Pitfield Street (south of junction with Crondall Street)
 - St John the Baptist 2 – New North Road
 - St John the Baptist 3 – Crondall Street (outside school entrance)

3.4.3 It is too early to say whether there has been a notable improvement in air quality as a result of the introduction of School Streets, diffusion tube monitoring is ongoing and annual mean concentrations for 2017 and 2018 can be compared when data is adjusted in April 2019. Air quality data is provided in Table 2 – there are no clear trends so far comparing monthly data from 2017 to 2018, but the indicators appear downwards (Data for January 2017 was uncharacteristically high due to a sustained pollution episode at the end of the month).

Table 2: Nitrogen dioxide concentrations 2017/18

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Average	Annual Average Adjusted
Site 1 - 2017	<i>79.9</i>	<i>61.4</i>	<i>57.2</i>	<i>43.1</i>	<i>45.5</i>	<i>45.9</i>	37	Missing	<i>44.8</i>	<i>52.4</i>	<i>57.8</i>	Missing	<i>53</i>	<i>40</i>
Site 1 - 2018	Missing	<i>51.1</i>	<i>53.4</i>	<i>43.4</i>										
Site 2 - 2017	<i>82.5</i>	<i>60.6</i>	<i>58.8</i>	<i>40.5</i>	39.1	<i>45.3</i>	35.8	36.9	<i>43.3</i>	<i>55.7</i>	<i>59.8</i>	<i>52.8</i>	<i>51</i>	39
Site 2 - 2018	<i>56.5</i>	<i>55.9</i>	<i>53.0</i>	<i>49.2</i>										
Site 3 - 2017	<i>75.3</i>	<i>58.7</i>	<i>54.1</i>	39.9	34.6	39.6	33.6	38.5	<i>43.2</i>	<i>46.8</i>	<i>54.3</i>	<i>60.6</i>	<i>48</i>	37
Site 3 - 2018	<i>56.3</i>	<i>46.8</i>	<i>47.3</i>	<i>43.7</i>										

Note: Figures in italics show months that exceed the National Air Quality Objectives (40ug/m3).

4.0 CONSULTATION

In recommending the scheme for permanent implementation, consideration is given to objections received during the pre-trial consultation, as well as formal as well as informal representations made during the trial period.

4.1 Pre-trial consultation

4.1.1 The pre-trial public consultation opened on 27 Mar 2017 and was open for 6 weeks with a deadline of 5 May 2017. The consultation was available online through Citizen Space and hard copies of the consultation pack were distributed to 180 addresses in Crondall Court and made available to parents via the school. A consultation drop-in evening was held on the 19 April for parents and residents to attend and was attended by Hackney Council staff. In the questionnaire, respondents were asked:

- 1) if they agreed to the proposed pedestrian and cyclist zone on Crondall Street,
- 2) whether they were a parent at the school, resident, business, person who works in the area, or visitor, and
- 3) if they had a comment on the proposal.

4.1.2 41 questionnaire responses were received, with 80% (33 responses) of those who responded in favour of the scheme and 19% (8 responses) opposed to the scheme. Letters of support were received from Living Streets, Living Streets Hackney group and Hackney Cycling Campaign in response to the public consultation.

4.2 Main Objections

4.2.1 There were a total of 8 responses objecting to the scheme (six from residents and two from parents) in the original consultation, which are described below:

4.2.2 **Adverse impact on school street zone residents' lives, including access for visitors, carers and trades people**

4.2.3 **Officer's response:-** Residents are given an exemption for their own vehicles, so can enter at any time. Although access is restricted during operating hours for other vehicles, the restrictions only total 1.5 hours per school day so there is plenty of scope to schedule visits and deliveries around the restrictions. Exemptions have been granted to family members caring for residents within the zone. This issue was raised by two residents in the pre-trial consultation and also came up as questions from various service providers during the trial period, which were resolved. Details of the solutions during the trial period are discussed in further detail in section 4.3.

4.2.4 **Adverse impact on the 349 bus route**

4.2.5 **Officer's response:-** The bus is unaffected as it does not run along this section of Crondall Street.

4.2.6 **Adverse impact on parents driving to school**

4.2.7 **Officer's response:-** Alternative pay and display parking is available to parents in New North Road which is adjacent to the school and only a short walk from the school gate. In specific cases of vulnerable children travelling to school from a distance, the school made individual hand-over arrangements for staff to meet the children outside of the zone. Having individual hand-over plans for children is considered good practice in any condition.

4.2.8 **Adverse impact on zone F parking permit holders living outside the school street zone.**

4.2.9 **Officer's response:-** Concerns were raised as these parking permit holders would not have access to the parking bays in Crondall Street during the scheme operating hours. Access to enter and park here is only restricted for 1.5 hours on school days. At any other time, any zone F parking permit holder can park in the zone as all drivers can exit the scheme during operating hours without incurring a ticket. During the experimental period, there has been no evidence of impact on other Zone F permit holder and no complaints of parking stress on surrounding bays have been received.

4.2.10 **Erection of unsightly signage**

4.2.11 **Officer's response:-** The pair of signs erected at the entrance to the zone are large as the information on them has to be clearly visible to motorists; this ensures they do not inadvertently contravene the restriction. The signs are sited away from properties and closed during school holidays to minimise their visual impact.

4.3 **Representations during the experimental period**

4.3.1 No formal representations were received during the experimental period. However, the following feedback was received informally, or was raised and resolved as questions.

4.3.2 **Feedback from the school:** The school's opinion on the scheme is that 'the school is 100% behind the scheme and would indeed, like to make this permanent.'

4.3.3 **National-level attention:** The School Streets pilot scheme has garnered significant media attention with articles in national news media and national radio and television appearances. This attention has generally been positive, as has local press attention. In addition, the Council has received a great level of interest from other local authorities and third-sector organisations seeking to learn from the pilot and replicate the scheme in their area. School Streets has been adopted in a number of other areas of London and is becoming more common (and therefore recognisable to drivers).

4.4 Resolved Issues during trial period

4.4.1 While the following issues were not raised as representations objecting to the scheme, they are questions that came up during the trial and were resolved.

4.4.1 **Exemptions:** Drivers could be granted an exemption to enter the school street zone during operating hours if they satisfied one of the following criteria:

- a resident or had a business within the zone
- a blue badge holder
- providing care to a resident living within the zone

4.4.2 A total of 12 requests were made for exemptions to the scheme during the trial period, of which 9 were granted (7 exemptions to residents and 2 to carers). All three rejected exemption applications were made by applicants in possession of a Zone F parking permit, which covers a wider area that includes the streets within School Street Zone 1 (St John the Baptist), and the applicants wrongly assumed that they would be eligible for an exemption. In response to these applicants, changes were made to the Hackney Council web page to clarify this further and help drivers understand if they are eligible for an exemption.

4.4.4 **Confusion over parking permits:** As indicated above, there was some confusion about whether Zone F parking permit holders were allowed to enter/ park in the St John School Street, in Crondall Street, during the zone's operation hours. 3 exemptions were requested based on this confusion and one other email from a member of the public was received asking for clarification. Responses were given directly and changes were made to the web page to clarify.

4.4.5 **Getting Information to residents:** It was noted during the consultation phase the difficulty of reaching the owners of vehicles parked off-street in the garages on Crondall Court. As these vehicles do not require a resident's parking permit they could not be automatically added to the list of exemptions. This issue has only arisen once during the eighteen month trial period and has been resolved through the online exemptions application process.

4.4.6 **Access to properties for services:** Streetscene corresponded with a number of Council departments and external service providers with fleet vehicles during the trial period to discuss 'what if' scenarios and access to properties.

4.4.7 Considerations were given to the following services: waste collection, housing maintenance, midwifery appointments, children with special

educational needs and disabilities (SEND) transport, adult social care transport, Homerton Hospital patient transport and parking enforcement.

4.4.8 Where services are planned, the solution is either for the service to be re-timed to avoid the brief periods the zones is in effect, or for the drivers to park outside the zone and access by foot. Even when the pedestrian and cycle zone is in effect, there are parking bays that are outside of the zone within 200m of the furthest property in the zone. Most of the time, the services listed above that are unscheduled (but non-emergency), do not require doorstep access, for example midwives and maintenance. If doorstep vehicle access is required, the service provider needs to account for the timing.

4.4.9 When services are emergencies (such as emergency repairs), the existing appeals process is appropriate. We expected very low numbers (given the short period of time involved and the low number of properties in the zone) and during the 18 month experimental period, this was not an issue. Dissatisfaction was raised with the level of communication with Council drivers regarding the implementation of the restrictions. Within Housing Services drivers had incorrectly assumed that as a driver on Council business they would be automatically be exempted from the restrictions. Internal communication with Council drivers was subsequently improved following meetings.

4.4.10 In the case of pupil transport, this is a statutory service that cannot be rescheduled. All fleet vehicles were added to the exemptions list. Taxis which are used for SEN pupil transport are also exempt, and we have open lines of communication with the SEN transport coordinator and the taxi provider to achieve this outcome. Numbers are very low - there are no pupils living within this school street zone who require transport, but there is a procedure in place should that change in the future.

4.4.11 Adult passenger transport and Homerton patient transport have not raised any specific cases where passengers needed to be delivered during the operational times to Crondall Street. This was not an issue during the experimental period and procedures are in place if they need to request an exemption for individual passengers in the future, which will be granted on a case by case basis.

5. IMPACTS

5.1 The proposals will ensure that the reductions in the level of traffic around the school, creating a safer and more pleasant environment for children travelling to school on foot or by bike, are maintained.

5.2 Equalities Impact Assessment

5.2.3 In developing these proposals consideration has been given to the impact in terms of equalities. The Council's overall objectives are set out in the EQIA for the Hackney LIP and Transport Strategy, which stress the Council's desire to see all schemes developed to provide a high quality environment for all residents regardless of their level of mobility.

5.2.4 Provision will continue for blue badge holders who require access to the zone to be added to the list of approved vehicles if they contact the Council to request this. However, blue badge holders who have not registered in advance will not be automatically able to enter during the times of operation.

5.2.5 Discussions have been held with Hackney Learning Trust who provide school transport for disabled pupils to ensure that their minibuses are exempt from all the school street schemes. This also includes taxis and private hire vehicles operating the service on behalf of the Learning Trust. These vehicles then have access at all times both to the pupils' home address and their school.

6. FINANCIAL IMPLICATIONS

6.1 The signage and the ANPR camera erected for the trial will be retained, so the only additional costs will be associated with the statutory process for the Traffic Management Order of approximately £500.

7. RECOMMENDATIONS

7.1 It is recommended that the proposals outlined in this report be agreed and the School Street scheme at St John the Baptist School be made permanent.

8. APPROVAL

I have noted the contents of this summary and the associated documents and agree with the recommendation contained therein.

Signed: 

Dated: 19 Nov 18

Andrew Cunningham – Head of Streetscene

- cc Councillor Demirci – Cabinet Member for Neighbourhoods, Transport & Parks
- cc Aled Richards – Director of Public Realm
- cc Kate Hart – Group Engineer, Design and Engineering

St John the Baptist's C of E Primary School Crondall Street Map



