

NON-KEY EXECUTIVE OFFICER REPORT

LONDON BOROUGH OF CAMDEN	WARDS: Kentish Town
REPORT TITLE: Acland Burghley School Healthy School Street Scheme – permanent arrangements	
REPORT OF: Head of Transport Strategy	
FOR SUBMISSION TO: Director of Regeneration and Planning	DATE 16 September 2019
SUMMARY OF REPORT This report presents findings from the Healthy School Streets (HSS) scheme on Burghley Road. This scheme is coming to the end of the Experimental Traffic Order (ETO) that it was implemented under in September 2018. The HSS scheme contributes to delivery of Our Camden Plan by making it easier for people to walk and cycle. Local Government Act 1972 – Access to Information No documents that require listing were used in the preparation of this report. 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 That the Director of Regeneration and Planning gives approval to make the Acland Burghley School Healthy School Street Scheme permanent, subject to compliance with relevant statutory requirements.	

Signed:

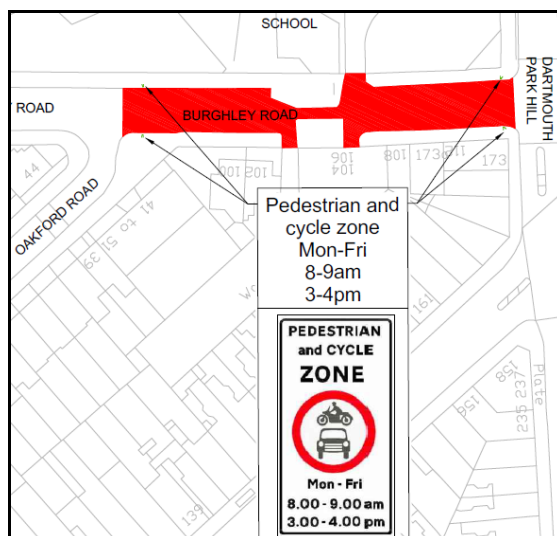


Date: 6 September 2019

1. CONTEXT AND BACKGROUND

- 1.1 This report seeks approval for making the Acland Burghley School Healthy School Streets (HSS) scheme permanent.
- 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 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 A decision was made by the Director of Regeneration and Planning in March 2018 to implement a HSS scheme for Acland Burghley 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 17 September 2018 for a trial period of 18 months, with a review stage at 12 months hence this report.
- 1.4 The timed Pedestrian and Cycle Zone prohibits motor vehicles from entering the section of Burghley Road between Dartmouth Park Hill and Oakford Road during school term time, Monday to Friday between 8:00-9:00am and 3:00-4:00pm. The restriction is enforced by Automatic Number Plate Recognition (ANPR) cameras. A small amount of vehicles are exempt from the restrictions, and residents already parked within the zone can drive out without receiving a Penalty Charge Notice (PCN). Figure 1 shows a diagram of the pedestrian and cycle zone.

Figure 1



- 1.5 A footway buildout was also implemented on the northern side of Burghley Road as part of this scheme.
- 1.6 Acland Burghley School achieved their TfL STARS Gold accreditation in 2017, which continues until August 2020. They have carried out various events throughout the last two academic years to encourage active travel to school, and it is expected that they will achieve Gold again next academic year.

2. PROPOSALS AND REASONS

- 2.1 This report seeks approval for making the HSS scheme on Burghley Road at Acland Burghley school permanent, and to progress the statutory process for making the associated Traffic Management Order (TMO). This will involve advertising the order in the local press. 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 and poor driving in the vicinity of the school gates when children are picked up/ dropped off
 - Encourage more children to walk, scoot and cycle to school
 - Reduce volumes of traffic on Burghley Road in the AM and PM school peak times
- 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 in September and November 2018, during the restricted times, noted less congestion around the school gates, less pupils being picked up/dropped off and no U-turning vehicles. In 2019 the Safer Schools Officer for the school observed increased safety for pedestrians in the area around the school.
- **Collision data** – The latest available data from the Transport for London (TfL) STATS 19 road traffic database shows that in July 2017 there was a serious collision between a pedestrian and a car on Dartmouth Park Hill, near the Tufnell Park junction during school time. This is the only collision reported in the area around the school, during term time before the scheme was implemented. There have been no reported collisions during school time after the scheme was implemented.
- **Air Quality** - Air quality has been monitored around the Acland Burghley School site, through the use of diffusion tubes since February 2018. Diffusion tube data is a standard and approved method for measuring ambient NO₂ concentrations. Table 1 overleaf shows a comparison of raw unadjusted diffusion tube data collected from February to June 2018 and February to June 2019, at three monitoring locations around Acland Burghley School.

Where no data could be collected for a month in either 2018 or 2019, that month has been omitted. This is to ensure a fair comparison.

Table 1 - Air Quality data

Monitoring site	Months included	2018 NO ₂	2019 NO ₂	Reduction
Dartmouth Park Hill Bus Stop TH (southbound)	Feb-Jun	49.9	43.1	6.8%
Acland Burghley School – Burghley Road gate	Mar-Jun	30.4	25.9	4.5%
Oakford Road/Burghley Road lamp post	Feb-May	37.2	35.3	1.9%

Figure 2 – map of air quality diffusion tube sites



- Pupil Travel Data** – The school conducted ‘hands up’ surveys with the pupils before the scheme was implemented, and after implementation. Table 2, overleaf, shows that walking to school has increased by 7%, and car use to/from school (which was already very low, at just 5% of pupils) has decreased by 1% after the scheme was implemented. A small number of pupils at Acland Burghley School have disabilities, which prevent them from using active travel modes. These pupils travel to/from the school by taxi, and the taxis are exempt from the restriction which allows these pupils to be dropped off and picked up directly outside the school. This could be attributed to the slight increase in pupils arriving by taxi.

Table 2 – STARS ‘Hands up’ survey data comparison

Travel Mode Data before HSS - June 2017		Travel Mode Data after HSS – June 2019	
Travel Mode	Percentage	Travel Mode	Percentage
Walking	47%	Walking	54%
Cycling	5%	Cycling	3%
Total active travel	52%	Total active travel	57%
Rail/Overground	4%	Rail/Overground	5%
Tube	6%	Tube	4%
Public bus	32%	Public bus	28%
Taxi	0%	Taxi	2%
Total public transport	42%	Total public transport	39%
Car/motorcycle	2%	Car/motorcycle	3%
Car share	0%	Car share	0%
Park and stride	3%	Park and stride	1%
Total Car	5%	Total Car	4%

- Traffic surveys** – Although the number of pupils being driven to school is low, an important part of this scheme was to address pre-scheme data showing Burghley Road, and the section outside the school, being used as a ‘rat-run’. Traffic surveys were carried out on Burghley Road, Oakford Road and Lady Somerset Road before the scheme was implemented and after (see Appendix 2 for count point locations). This has enabled officers to assess the impact of traffic flows on those roads. Table 3 below shows average car/van/lorry counts taken over a three day period from Wednesday to Friday before scheme implementation in September 2018, and over a three day period (Wednesday to Friday) after scheme implementation in February 2019 at the times indicated.

Table 3 – Traffic data analysis (average of 3 day count data, all motor vehicles excluding motorbikes)

Site A - Burghley Road East (outside Acland Burghley school)			Site B - Burghley Road West		
Time	Pre scheme counts	Post scheme counts	Time	Pre scheme counts	Post scheme counts
8:00-9:00am	95	25	8:00-9:00	100	49
3:00-4:00pm	60	21	3:00-4:00pm	66	16
Site D - Lady Somerset Road East			Site F - Lady Somerset West		
8:00-9:00am	94	144	8:00-9:00am	144	152
3:00-4:00pm	53	87	3:00-4:00pm	75	83

Site C - Oakford Road			Site E - Burghley Road South		
Time	Pre scheme counts	Post scheme counts	Time	Pre scheme counts	Post scheme counts
8:00-9:00am	20	31	8:00-9:00am	49	44
3:00-4:00pm	12	20	3:00-4:00pm	48	39
Total across all sites					
Time	Pre scheme counts	Post scheme counts			
8:00-9:00am & 3:00-4:00pm	816	711			

Table 3 shows that across all sites in the study area, there has been a 13% decrease in traffic flows during the restricted times. Although there has been some growth in traffic on Lady Somerset Road, this has been less than the decrease on Burghley Road, especially outside the school, where there has been a decrease in motor traffic volumes of 74% in the morning hour restriction, and 65% in the afternoon hour restriction. In the morning hour, traffic flows on Lady Somerset Road are still less than 2.5 vehicles per minute (total, of both directions combined) and in the afternoon hour closure less than 1.5 vehicles per minute (total, of both directions combined). These are low traffic flows, and the benefit of the closure outside the school has not led to significant displacement elsewhere.

- **Enforcement data:** The scheme is enforced using ANPR cameras, which captures footage which is then reviewed prior to a Penalty Charge Notice (PCN) being issued to any non-exempt vehicles entering the HSS restrictions during operational hours. The level of compliance has risen steadily since the cameras became operational in September 2018. A daily average of 64 PCNs were issued in October 2018, reducing to 25 in March 2019, and 26 in June 2019.

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. The data discussed in point 2.2 shows that the objectives stated in point 2.1 are being met. Therefore officers recommend making the scheme permanent.

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 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, which 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.
- 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. There were no collisions reported in the area during the ETO period.

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 Prior to the trial commencing under an ETO, a full public consultation was carried out. This is detailed in appendix 1. In summary, 62% of respondents agreed with the proposals, whilst 38% responded stating they disagreed. Those directly affected by the timed road closure were split in their view.
- 6.2 The ETO is also used as a further consultation period, allowing for residents, pupils, parents and councillors to send in feedback during the 12 month trial. If the decision is made to make the scheme permanent 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.

6.3 Below is a summary of the comments received during the ETO and Officer responses to them:

- **School Feedback** – The Safer Schools Officer for Acland Burghley School commented that the trial has been successful, and the reduction in traffic is noticeable. Her observation was also that the safety of pedestrians had increased. There was also a concern raised that drivers using Google Maps may not be aware of the restrictions, and the Safer Schools Officer asked if there was a possibility of adding it.

Officer comment – Whilst drivers are following a map, they should still be aware of signage. The option of adding this to Google Maps will be explored if the scheme is made permanent.

- **Parent Feedback** – Officers asked the school to send out a request for feedback on the scheme. A summary follows:
 - One parent commented that their son cycles to school every day, and cycles along Burghley Road from Lady Somerset Road. They stated that his journey is made safer and more pleasant by the reduction in traffic as a result of the closure. They also stated that when visiting the school, the lack of traffic makes a nicer environment.
 - Another parent commented that they thought it was a good scheme, but the signage wasn't sufficient.

Officer Comment – Officers are part of a 'School Streets' working group, made up of London Borough Officers and other officers across the country who are involved in Healthy School Streets schemes. The issue of signage was discussed recently, and a letter has been sent to the Department for Transport with a suggested new design for the signage on these schemes. The signage currently in place for the Camden schemes is, however, standard and in line with both best practice used on other schemes in the Borough and elsewhere in London, and in line with the relevant traffic signage guidance.

- **Resident feedback** – A summary of residents comments/feedback about the scheme follows:
 - A resident of Lady Somerset Road said that due to the HSS on Burghley Road, Lady Somerset Road is much quieter during the restricted times. She also thought the temporary advance warning signs were useful for getting drivers used to the scheme.
 - Some concern around road safety on Oakford Road and Lady Somerset Road was raised by a local resident and a parent of a child at Eleanor Palmer Primary School early on in the schemes implementation.

- A resident of Oakford Road also raised concerns about Oakford Road becoming a 'rat-run' due to the scheme.
- A resident of Burghley Road expressed surprise that there was no physical barrier for the restricted zone, and said that the signs were too small and misleading. They said that motorists may miss the 'Pedestrian and Cycle Zone' signs and drive through, causing safety issues.

Officer Comment - The data in Table 2 shows that Oakford Road has had a small increase in traffic levels, and whilst there is some traffic being displaced on to Lady Somerset Road, there is a road narrowing at the junction with Fortess Road and Lady Somerset Road, which slows vehicle speeds and provides a crossing point if needed for pedestrians. As previously noted, the signs for this scheme are standard and placed in suitable locations, along with advance warning signs. The PCN data shows that a relatively small number of motorists drive through the zone.

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 will be costs for the permanent Traffic Management Order. 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 – Acland Burghley HSS original decision report
 Appendix 2 – Map of traffic count points

REPORT ENDS