

# LONDON BOROUGH OF CROYDON

<b>REPORT:</b>	<b>CABINET</b>	
<b>DATE OF DECISION:</b>	<b>24 July 2024</b>	
<b>REPORT TITLE:</b>	<b>Report on 10 Experimental Traffic Management Orders to support Healthy School Streets Schemes (Group 4)</b>	
<b>CORPORATE DIRECTOR / DIRECTOR:</b>	<b>Nick Hibberd, Corporate Director of Sustainable Communities, Regeneration &amp; Economic Recovery</b>	
<b>LEAD OFFICER:</b>	<b>Jayne Rusbatch, Head of Highways &amp; Transport</b>	
<b>LEAD MEMBER:</b>	<b>Councillor Scott Roche, Cabinet Member for Streets &amp; Environment</b>	
<b>KEY DECISION?</b>	<b>Yes</b>	Key Decision reference: 1224EM  REASON: Decision significantly impacts on communities living or working in an area comprising two or more Wards
<b>CONTAINS EXEMPT INFORMATION?</b>	<b>No</b>	<b>N/A</b>
<b>WARDS AFFECTED:</b>	<b>MULTIPLE (Crystal Palace &amp; Upper Norwood, Norbury Park, Thornton Heath, Selhurst, Broad Green, Waddon, South Croydon, Old Coulsdon)</b>	

## 1. SUMMARY OF REPORT

- 1.1 This report provides the Executive Mayor of Croydon and Cabinet with recommendations for the future of the 10 Experimental Traffic Orders (ETOs) covering 10 Healthy School Streets (Group 4) that were implemented on 13 March 2023, for a period of 18 months which included a 6-month statutory objection period, from 13 March 2023 to 13 September 2023.
- 1.2 During the first 6 months of the current experimental order, the Council sought the views of the local community via statutory consultation and encouraged them to provide feedback through the Get Involved online survey or email/post. Monitoring the impact of the proposals was integral to the process during the experiment, and the Council carried out traffic surveys and air quality monitoring in the school streets and neighbouring streets to assess the traffic impact.

1.3 The table below lists the 10 Healthy School Street schemes that form Group 4:

Ref	School	Affected Road(s)	Ward
HSS11	Harris Academy Invictus	Lennard Road	Broad Green
HSS12	Harris Academy Beulah Hill	Spurgeon Road and Spurgeon Avenue	Crystal Palace & Upper Norwood
HSS13	Oasis Academy Byron	St David's	Old Coulsdon
HSS14	Elmwood Infant and Junior Schools	Greenwood Road and Lodge Road	Selhurst
HSS15	The Minster Nursery and Infant School and The Write Time School	Warrington Road, Ravenswood Road, Harrison's Rise, Ludford Close, Waynflete Avenue, St Leonard's Road, Eland Road and Eland Place	Waddon
HSS16	Kensington Primary School & Norbury High School for Girls	Kensington Avenue, Buckingham Avenue, Buckingham Gardens, Willow Tree Way, Golf Close and Hawthorn Avenue	Norbury Park
HSS17	St Peter's Primary School	Normanton Road, Rockhampton Road, Elm Close and Whitmead Close	South Croydon
HSS18	Rockmount Primary School	Chevening Road and Rockmount Road	Crystal Palace & Upper Norwood
HSS19	Harris City Academy Crystal Palace	Sylvan Road, Kitley Gardens, Cantley Gardens, Maberley Road and Windall Close	Crystal Palace & Upper Norwood
HSS20	St James The Great School RC Primary & Nursery School	Windsor Road	Thornton Heath

1.4 Due to an incomplete informal consultation process undertaken for HSS19 Harris City Academy Crystal Palace (Sylvan Road, Kitley Gardens, Cantley Gardens, Maberley Road and Windall Close), this Healthy School Street did not proceed to implementation and will not be included in the consultation analyses.

1.5 This report together with the supporting appendices presents the outcome of the engagement and statutory consultation for the nine experimental orders in the Healthy School Streets schemes.

## 2. RECOMMENDATIONS

For the reasons set out in the report and its appendices, and having due regard to the outcome of the consultation, the equalities considerations as set out in section 10.3 and the section 122 Road Traffic Act 1984 considerations as set out in section 5, Cabinet, is recommended:

2.1 To make the following eight experimental traffic orders, which form the healthy school streets schemes detailed within this report, permanent:

School	Affected road(s)	Section	ETMO Cited As	Ref
Harris Academy Invictus	Lennard Road, Croydon	a) Entire length of road	The Croydon (Traffic Movement) (No.11) Experimental Order 2023	HARRISINVI CTUSHSS/2023
Harris Academy Beulah Hill	a) Spurgeon Road, South Norwood b) Spurgeon Avenue, South Norwood	a) Entire length of road b) Entire length of road	The Croydon (Traffic Movement) (No.12) Experimental Order 2023	HARRISUB HHSS/2023
Oasis Academy Byron	a) St David's, Coulsdon	a) Between Southlands Close and Oasis Academy Byron	The Croydon (Traffic Movement) (No.13) Experimental Order 2023	OASISBYR ONHSS/2023
Elmwood Infant and Junior Schools	a) Greenwood Road, Croydon b) Lodge Road, Croydon	a) Entire length of road b) Between Elmwood Road and Cameron Road	The Croydon (Traffic Movement) (No.14) Experimental Order 2023	ELMWOOD HSS/2023
The Minster Nursery and Infant School and The Write Time School	a) Warrington Road, Croydon b) Waynflete Avenue, Croydon c) Ludford Close, Croydon d) St Leonard's Road, Croydon e) Ravenswood Road, Croydon f) Harrison's Rise, Croydon g) Eland Road, Croydon h) Eland Place, Croydon	a) Entire length of road b) Entire length of road c) Entire length of road d) Entire length of road e) Entire length of road f) Entire length of road g) Entire length of road h) Entire length of road	The Croydon (Traffic Movement) (No.15) Experimental Order 2023	WARRINGT ONHSS/2023
Kensington Primary School & Norbury High School for Girls	a) Kensington Avenue, Norbury b) Buckingham Avenue, Norbury c) Buckingham Gardens, Norbury d) Golf Close, Norbury e) Willowtree Way, Norbury f) Hawthorn Avenue, Norbury	a) Entire length of road b) Entire length of road c) Entire length of road d) Entire length of road e) Entire length of road f) Fronting property Nos. 45 to 63	The Croydon (Traffic Movement) (No.16) Experimental Order 2023	KENSINGT ONHSS/2023
Rockmount Primary School	a) Rockmount Road, Upper Norwood b) Orleans Road, Upper Norwood c) Chevening Road, Upper Norwood d) Ilkley Close, Upper Norwood	a) Between Troy Road and Chevening Road b) Between Rockmount Road and Highvev Road c) Entire length of road d) Entire length of road	The Croydon (Traffic Movement) (No.18) Experimental Order 2023	ROCKMOU NTHSS/2023
St James The Great RC Primary & Nursery School	a) Windsor Road, Thornton Heath b) Apostle Way, Thornton Heath	a) Entire length of road b) Entire length of Road	The Croydon (Traffic Movement) (No.20) Experimental Order 2023	STJAMESH SS/2023

2.2 To withdraw The Croydon (Traffic Movement) (No.17) Experimental Order 2023 effective as of 24 July 2024 in respect of the St Peter's Primary Healthy School Street in Rockhampton Road, Whitmead Close, Elm Close and Normanton Road, and not to proceed to make it permanent; and to authorise the Corporate Director of Sustainable Communities, Regeneration and Economic Recovery to take steps necessary to publicise this withdrawal and remove any associated signage and other measures in place as a result of the experimental order.

2.3 To withdraw The Croydon (Traffic Movement) (No.19) Experimental Order 2023 effective

as of 24 July 2024 in respect of the Harris City Academy Crystal Palace School Street in Sylvan Road, Kitley Gardens, Cantley Gardens, Maberley Road and Windall Close and not to proceed to make it permanent; and to authorise the Corporate Director of Sustainable Communities, Regeneration and Economic Recovery to take steps necessary to publicise this withdrawal and remove any associated signage and other measures in place as a result of the experimental order. This Healthy School Street will be removed from Group 4 and join Group 5 of the Healthy School Streets programme.

- 2.4 Subject to approval of recommendation 2.2 above, to delegate authority to the Corporate Director of Sustainable Communities, Regeneration and Economic Recovery to undertake all measures necessary to make the eight experimental orders permanent Traffic Management Orders, including pursuant to the statutory requirements of the Road Traffic Management Act 1984 and Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and make arrangements for the enforcement thereof.

### **3. REASONS FOR RECOMMENDATIONS**

- 3.1 For the reasons set out below and detailed within this report and supporting appendices, officers conclude that eight of the ten Healthy School Streets Experimental Traffic Orders are implemented permanently and two are withdrawn.
- 3.2 The eight schemes recommended to be made permanent meet and support several of Croydon's strategic transport objectives as per the Local Implementation Plan, along with those within the Executive Mayor of Croydon's Business Plan and lastly the Mayor of London Transport Strategy.

### **4. BACKGROUND**

- 4.1 Croydon intends to ensure that the borough has a cleaner, sustainable recovery from the pandemic, encouraging healthier travel helping us to deliver the Executive Mayor of Croydon Business Plan and The Mayor of London Transport Strategy at a local level. This is aimed at addressing the challenges and opportunities coming from the pandemic around climate change, congestion, road safety issues and poor air quality.
- 4.2 The Third Local Implementation Plan (LIP3) reflects local plans and The London Mayor's strategy, including that all local Councils must help children and parents to use cars less and to walk, cycle and use public transport more.
- 4.3 Croydon's new draft Air Quality Action Plan, approved for consultation in the May 2024 Cabinet, states that air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas. The annual health costs to society of the impacts of air pollution in the UK is estimated to be roughly £15 billion. Croydon is committed to reducing the exposure of people in Croydon to poor air quality in order to improve health.
- 4.4 The Director of Public Health's Annual Report 2022 for Croydon recommends Being Active as one of the five ways to wellbeing, and measures to increase the levels of physical

activity, such as school streets, would support childhood development between the ages of 6 – 11.

- 4.5 Healthy School Street Programmes are a direct result of central government enacting national policies to increase active travel through walking and cycling, in turn capturing the health benefits attributed to these sustainable modes. National policies have been adopted by regional government and local government to create a sea of change in reducing non-essential motorised travel through towns and cities. These are also linked to other policy drivers to curb the level of pollutants and to decrease the level of child obesity.
- 4.6 The roads outside of our schools are often congested with traffic, affecting air quality and road safety. The latest Department for Transport data looking at road collisions in 2023, show that Croydon has the biggest increase in road casualties across London in the last decade, and the highest increase in the capital in the last year, which is the opposite to the general trend seen across the country. In 2023, there were 1,258 road casualties in Croydon, a 15% rise compared to the previous year. Croydon also has the highest number of recorded casualties for child pedestrians in London. Implementing Healthy School Streets across the borough would contribute to increasing road safety and reduce road casualties.
- 4.7 Healthy School Streets are not an isolated device. It supports the educational and information efforts of the Council's Road Safety and School Travel Planners, including their coordination with the TfL Explorers (Primary Schools) and TfL Pioneers (Secondary Schools) and Living Street's WoW Travel Tracker initiatives. TfL Explorers and Pioneers aims to inspire young Londoners to travel to school sustainably, actively, responsibly, and safely by championing walking, scooting and cycling. Living Streets is a charity that inspires the nation to walk more. WOW is a pupil-led initiative where children self-report how they get to school every day using the interactive WOW Travel Tracker.
- 4.8 For further information on the policy objectives and the evidence in support for implementation of Healthy School Streets please refer to sections 2 – 3 of the Schools Streets Traffic Management Advisory Committee Report (TMAC) dated May 2019, which can be found [here](#).

## **Results of the informal consultation undertaken in 2022**

- 4.9 To inform the rollout of the ongoing school street programme, an informal consultation exercise was undertaken in 2022, which is set out below. The consultation included 13 schools, of which 10 were approved to be taken forward to implementation under an Experimental Traffic Order. Due to an incomplete informal consultation process undertaken for Harris City Academy Crystal Palace, this Healthy School Street did not proceed to implementation, but the results have been included below.
  - a) 9,180 leaflets were posted to addresses in a defined consultation area (250m from the school street) for the 10 schools as detailed in this report between 30 September 2022 and 19 October 2022.
  - b) 773 responses were received from within the consultation area. This represents a response rate of 8%, this is less than the average response rate of 10% expected for similar consultations.
  - c) The Council received 730 responses from those beyond consultation area including properties that would not have received a Council issued leaflet.

- d) The total responses combined from both within and outside the consultation area was 1,503.
- e) Across all 10 HSS schemes detailed in this report, the response rate in favour from those within the consultation area was 39% (298) in support and 61% (468) not in favour. The response rate from those outside the consultation area was 37% (269) in support and 63% (457) not in favour.

4.10 The tables below summarise of the informal consultation outcome carried out in 2022 per scheme, for the 10 school streets detailed in this report. This data was provided in the December 2022 Cabinet report which presented the results of the consultation.

All 10 school proposals			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	9,180	773 8%	468 61%	298 39%	7 1%
Outside consultation area	-	730	457 63%	269 37%	4 1%
Total	6,342	1,503	925 <b>62%</b>	567 <b>38%</b>	11 <b>1%</b>

Harris Academy Invictus			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	1,070	14 1%	10 72%	4 29%	0 0%
Outside consultation area	-	24	19 79%	5 21%	0 0%
Total	1,070	38	29 <b>76%</b>	9 <b>24%</b>	0 <b>0%</b>

Harris Academy Beulah Hill			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	650	61 9%	44 72%	16 26%	1 2%
Outside consultation area	-	63	41 65%	22 35%	0 0%
Total	650	124	85 <b>69%</b>	38 <b>31%</b>	1 <b>1%</b>

Oasis Academy Byron			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	240	30 13%	18 60%	12 40%	0 0%
Outside consultation area	-	41	27 65%	14 35%	0 0%
Total	240	71	45 <b>63%</b>	26 <b>37%</b>	0 <b>0%</b>

Elmwood Infant and Junior Schools			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	1,060	54 5%	36 67%	17 32%	1 2%
Outside consultation area	-	55	32 58%	22 40%	1 2%
Total	1,060	109	68 <b>62%</b>	39 <b>36%</b>	2 <b>2%</b>

The Minster Nursery and Infant School and The Write School			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	1,040	60 6%	18 30%	42 70%	0 0%
Outside consultation area	-	73	44 60%	29 40%	0 0%
Total	1,040	133	62 <b>47%</b>	71 <b>53%</b>	0 <b>0%</b>

Kensington Primary School and Norbury High School for Girls			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	890	55 6%	23 42%	32 58%	0 0%
Outside consultation area	-	79	48 61%	30 38%	1 1%
Total	890	134	71 <b>53%</b>	62 <b>46%</b>	1 <b>1%</b>

St Peter's Primary School			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	950	157 17%	118 75%	38 24%	1 1%
Outside consultation area	-	102	71 70%	31 30%	0 0%
Total	950	259	189 <b>73%</b>	69 <b>27%</b>	1 <b>0%</b>

Rockmount Primary School			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	1,150	154 13%	93 60%	59 38%	2 2%
Outside consultation area	-	129	74 57%	54 42%	1 1%
Total	1,150	283	167 <b>59%</b>	113 <b>40%</b>	3 <b>1%</b>

Harris Academy Crystal Palace			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	1,150	143 12%	94 66%	48 34%	1 1%
Outside consultation area	-	98	74 76%	23 24%	1 1%
Total	1,150	241	168 <b>70%</b>	71 <b>30%</b>	2 <b>1%</b>

St James the Great School			Opinions		
Distance	Letters	Responses	No	Yes	Unsure
Within consultation area (250m)	980	45 9%	14 31%	30 68%	1 2%
Outside consultation area	-	66	27 41%	39 59%	0 0%
Total	980	111	41 <b>37%</b>	69 <b>62%</b>	1 <b>1%</b>

## 5. DETAILS

- 5.1 The purpose of the current Experimental Orders, which are the subject of this report, was to test whether the Orders improve road safety, reduce pollution and encourage people to travel to and from school more sustainably, whilst not materially negatively impacting on access to premises on the school streets. The Orders have been introduced experimentally so that the effectiveness in achieving these aims can be assessed before a decision is made as to whether to make it permanent. With the exception of the Experimental Order in respect of Harris City Academy Crystal Palace which was not implemented, the Experimental Orders in respect of the other nine school street scheme areas introduced separate school pedestrian zones into the roads as listed in paragraph 1.3, which prohibit any motorised vehicle (with the exception of vehicles being used for police, ambulance or fire service purposes, liveried vehicles providing a universal postal service or vehicles in the service of the local authority being used in pursuance of statutory powers or duties) entering these streets/sections of streets between 8:00am - 9.30am and between 2.00pm – 4:00pm, Monday to Friday during school term time. An exemption applies for those holding a valid permit issued by the Council for that pedestrian zone.

- 5.2 The Road Traffic Regulation Act 1984 (RTRA) and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (LATOPR 1996) establish the procedures for making a traffic regulation order (including an Experimental Traffic Regulation Order).
- 5.3 Regulation 23 of the Local Authority Traffic Order which governs making an experimental order permanent, provides that the Council is able to rely on the truncated process for approval of an experimental order being made permanent provided that the requirements of Regulation 23(3) are met and the sole effect of an order ("a permanent order"), is to reproduce and continue in force indefinitely the provisions of an experimental order or of more than one such order ("a relevant experimental order"), whether or not that order has been varied or suspended under section 10(2) of the Road Traffic Regulation Act 1984. The legal requirements in this regard are set out more fully in Section 10.2 below however, for these purposes, highways officers confirm that the legal requirements of regulation 23 have been met for the eight ETOs recommended to be made permanent as part of this report. Accordingly, and in light of the contents of the report and supporting appendices, the recommendation in the report is therefore to make eight Experimental Orders Permanent in compliance with Regulation 23.
- 5.4 In making the recommendations, officers have assessed the considerations which arise as a result of the Council's duties under section 122 of the Road Traffic Regulation Act 1984 ("RTRA") and officers' analysis of how and the degree to which these considerations will be met through the recommendations in this report is set out below. The Council must exercise its powers under the RTRA (including making experimental traffic orders permanent or deciding to withdraw experimental traffic orders) so as 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. In making decisions in this regard, the Council must have regard to:
- The desirability of securing and maintaining reasonable access to premises;
  - The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
  - The national air quality strategy;
  - The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
  - Any other matters appearing to the local authority to be relevant.
- 5.5 For proper consideration of the above matters, the decision-maker is required to: have in mind the section 122(1) duty as set out above; then have regard to factors which may point in favour of imposing a restriction on movement of traffic and pedestrians (including all the factors in the bullet points above); and finally balance the various considerations and come to the appropriate decision.
- 5.6 Of particular relevance, given the aims of Healthy School Streets, are the objectives to:
- ensure safe passage for vehicles and pedestrians (road safety);
  - encourage modal shift to active travel modes to improve air quality to support the Council's statutory duties in relation to the national air quality strategy; and
  - secure and maintain reasonable access to premises and impact on passage of public service vehicles;
- 5.7 Taking in turn the statutory requirements as set out above, officers consider that the



recommendations in the report support the section 122 requirements in the following respects:

- a) **Road Safety:** In general, road safety can be measured by a reduction in risk (and correspondingly in collision injuries) through measures introduced and/or reduced road danger through the reduction of traffic volume. The pedestrian zone school street restrictions at school pick up and drop off times mean that traffic is dissipated over a larger local area, and associated with this there is a reduction in road danger, as opposed to a concentration of traffic within a smaller section of road space outside of the school entrances.

The Council has carried out traffic analysis along various streets within this programme through the installation of traffic count tubes across the road to monitor two-way traffic movements over a 24-hour period. Appendix B summarises these results, with the results showing a reduction of traffic volume on the school streets during the restricted times, in comparison to the restricted times during the school holiday period.

The analysis of traffic flow data in this report shows a traffic reduction for all school streets and hence a reduction in road risk.

It is expected that traffic volumes within the immediate local area to the eight school streets recommended to be made permanent, will continue to decrease over time, based on behavioural change. These behavioural changes can be difficult to quantify during an experimental period when parents may assume that measures introduced may not be made permanent, especially if there is strength of feeling against specific measures. A reduction of parents dropping off their children by car in specific school streets is not a determinant factor that behaviour has changed, it can be that parents choose to drive to neighbouring streets and walk to collect their children. Detailed research over time in collaboration with the schools is required to quantify the change in behaviour.

- b) **Reduce Pollution and national air quality strategy:** The school street pedestrian zones exclude non-permitted motorised vehicles and this could mean improvement to the air quality, due to a reduction in car borne pollutants, attributed to a reduction in the volume of traffic using a specific section of road. Caution needs to be applied to this assumption as pollution levels depend on many other factors including weather conditions, etc and are not a single source measurement over a short duration.

Air quality monitoring equipment has been installed at all school street locations, and whilst it is too early to comment fully on pollution levels indicated by recent Breathe London monitoring data analysed during October 2023 period (refer to Appendix C), an initial review demonstrates that air quality has improved following the implementation of the school streets.

- c) **Secure and maintain reasonable access to premises and facilitating passage of public service vehicles**

The school street pedestrian zone restrictions operate whilst school is in session during both the drop off period (8am to 9:30am) and pick up period (2pm to 4pm) and do not operate during school or public holidays. The council appreciates that the restrictions may cause inconvenience and has considered the need for access to the school streets during these times. To mitigate access issues, the Council has in place a suite of permits and exemptions to provide access for various users free of charge. This

includes exemptions for parents/carers of children with disabilities and builders/tradespersons visiting premises during the hours of operation. Residents are encouraged to arrange deliveries and visits outside of the operational hours. However, the Council can consider special access requests on a case-by-case basis, for example, for those with medical circumstances requiring carers during the hours of operation and/or being collected by taxis for hospital appointments.

For some working parents that drop off their children enroute to their place of work, access to the school street itself will remain restricted. This is because safety of children who do walk and cycle to school is considered to be of a greater priority. Motorised vehicle access for parents is not permitted to minimise the number of vehicles entering/exiting the school street during busy periods, unless they are parents/carers of children with disabilities.

The are future plans for the Council to review the timings of all the Healthy School Streets across the borough to ensure that they are still effective in reducing traffic volumes and encouraging modal shift.

- 5.8 Highways officers have considered the requirements of the Regulation 9 of the Local Authorities Traffic Orders (Procedures) (England and Wales) Regulations 1996 and are of the view that there is no statutory requirement to hold a public inquiry in light of the nature of the proposed permanent orders nor do the objections in respect of the eight experimental orders proposed to be made permanent, indicate that such an inquiry is appropriate.

## **6. ALTERNATIVE OPTIONS CONSIDERED**

### **Option 1: not proceeding with making the eight schemes permanent**

- 6.1 Officers are of the view that not making the eight recommended schemes permanent would be a missed opportunity to improve the quality of the environment within close proximity of schools, hence not delivering an element of the Executive Mayor of Croydon's Business Plan. The objections have all been considered and in respect of eight of the experimental schemes, it is considered that the objections are not supported by the evidence gathered by the Council and detailed within this report and supporting appendices and/or are mitigated by the measures such as the permit scheme set out above.
- 6.2 The Healthy School Street Programme is a long-term goal aimed at changing travel behaviour from motorised transport to active travel which has significant health and wellbeing benefits. Adapting to a changing environment is a personal choice and this adaptation can also be influenced by society. Policy tools can be used to drive change forward and engendering a change in behaviour. If not progressed we will miss the opportunity to sow the necessary seeds of change which can realise the aspirations of the Council, i.e. specifically Outcome 4 of the Executive Mayor of Croydon Business Plan in the long-term delivering a healthier and stronger community.

### **Option 2: Progressing HSS17 St Peter's Primary Healthy School Street – Rockhampton Road, Whitmead Close, Elm Close and Normanton Road**

- 6.3 In respect of the St Peter's Primary Healthy School Street on Rockhampton Road, Whitmead Close, Elm Close and Normanton Road, there were a significant number of objections relating to adverse traffic impacts in the local area caused by increased

congestion and inconsiderate / illegal parking, indicating a dissatisfaction of the scheme under experimental traffic order.

- 6.4 A total of 46 objections were received for this school street, representing 34% of all the objections received. During the 2022 informal consultation, 75% of respondents within the consultation area were not in favour of the scheme.
- 6.5 St Peter's Primary School have expressed concern with the operation of the school, especially outside of the restricted zone, stating that road safety has worsened for pupils and parents.
- 6.6 Having regard to the outcome of the 2022 informal consultation and the current level and nature of objections received during the statutory consultation, it is recommended that this scheme and its associated experimental traffic order is withdrawn.

### **Option 3: Not withdrawing HSS19 Harris City Academy Crystal Palace School Street – Sylvan Road, Kitley Gardens, Cantley Gardens, Maberley Road and Windall Close**

- 6.7 In the December 2022 Cabinet, a decision was made by the Deputy Executive Mayor to implement the ETMO for this Healthy School Street, and the Notice was published and signs installed. However, due to an incomplete informal consultation process, this scheme did not proceed and no enforcement has taken place.
- 6.8 As this Healthy School Street will join Group 5, and subject to further engagement with the community, it is recommended to withdraw this scheme and associated experimental traffic order.

## **7. CONSULTATION**

- 7.1 Schemes introduced under an ETO invite and must allow for objections to be made for a period of 6 months from the point they come into force. Objections are permitted from anyone affected by the scheme regardless of their status. The comments received during this objection period must be considered by the Council in determining whether any changes should be made to the experiment whilst it is in force and in considering whether to proceed to a permanent TMO following the experiment.
- 7.2 Key to the success of the Healthy School Street schemes under the current Experimental Traffic Orders is comprehensive consultation and engagement with the school community and public. The Council is keen to seek the public's views when shaping highway improvement schemes.
- 7.3 To ensure that the Council has captured the views of the public carefully, the Council agreed to implement HSS schemes under Experimental Traffic Management Orders (ETOs) from 13 March 2023 which included a 6-month objection period from the start of the ETO operational date. This provided an opportunity for residents who may be directly or indirectly affected to make representations to the Council.
- 7.4 As part of the ETO process, statutory consultees were notified of the proposals. The School Streets schemes do not impact on access for any of the emergency services and the Council has not received any objections from the emergency services for any of the School Street schemes that have been implemented to date.

- 7.5 To make the process of submitting a representation as convenient as possible, the Council along with the traditional method of being able to write in, also enabled receipt of objections and comments through its 'Get Involved' web platform.
- 7.6 The Council has an active internal communications and engagement team that made, announcements and publications in relation to the consultation via various means these have been detailed below.
- Your Croydon
  - I Love Croydon Facebook page
  - I Love Croydon Instagram page
  - I Love Croydon Twitter Account
  - The Council has a dedicated Healthy School Streets website (where the consultation material was published along with background information on the Council's Healthy School Street programme)
- 7.7 Residents were also able to provide their views via the following email mailbox:
- [healthyschoolstreets@croydon.gov.uk](mailto:healthyschoolstreets@croydon.gov.uk) – general mailbox for Healthy School Street scheme queries
- 7.8 The summary of findings of the 6-month statutory consultation for nine experimental schemes is listed below.
- In total 8,030 letters were delivered within the agreed 250m consultation boundary. Additionally, legal notices were placed on lamp posts in the specific school street and in the vicinity of the school street as well as published in the local press as laid out in legislation. It is important to note that although the Council chose to send letters within an agreed 250m boundary, anyone affected by the scheme regardless of the boundary can submit objections during the 6-month statutory objection period.
  - In total 137 responses were received – 137 responses were received from the Get Involved survey and no responses were received by email/post – which represents a very low response rate of 1.7%. The average response rate for highway consultations in Croydon is 10%. It is worth noting that a statutory process invites representations in the form of objections only and can only consider representations made.
  - The response rate for an informal consultation process can generally be higher than that of a statutory consultation stage, due to the manner in which an informal consultation process is structured and in which a scheme is presented to consultees. Whereas a statutory consultation is aimed at seeking representations in the form of objections and not support. It is a legal process and carried out in line with current legislation.
  - The table below represents the breakdown of responses received from two sources.

Source	Objections	Support
Get Involved surveys	137	0
Email / post	0	0
<b>Total</b>	<b>137</b>	<b>0</b>

- The table below shows the breakdown of objections received from individual scheme areas from the two sources.

Ref	School name	Support received	Objections received	Total responses received	Response rate
HSS11	Harris Academy Invictus	0	6	6	0.6%
HSS12	Harris Academy Beulah Hill	0	22	22	3.4%
HSS13	Oasis Academy Byron	0	1	1	0.4%
HSS14	Elmwood Infant and Junior Schools	0	5	5	0.5%
HSS15	The Minster Nursery and Infant School and The Write Time School	0	16	16	1.5%
HSS16	Kensington Primary School & Norbury High School for Girls	0	12	12	1.3%
HSS17	St Peter's Primary School	0	46	46	4.8%
HSS18	Rockmount Primary School	0	17	17	1.5%
HSS20	St James the Great School	0	12	12	1.2%
<b>Total</b>		<b>0</b>	<b>137</b>	<b>137</b>	<b>1.7%</b>

- The reason for no supportive responses is largely due to the manner in which the statutory process is set out in legislation, i.e. aimed at seeking any objections to the notice of proposal to make a traffic management order. In general, when a statutory process is evoked, the Council does not expect to receive support. The Council seeks level of support / opposition for any scheme through an informal consultation process which then decides whether to proceed to a statutory process or not.
- HSS17 St Peter's Primary School – Rockhampton Road, Whitmead Close, Elm Close and Normanton Road – received a high proportion of objections totalling 46 (46 objections lodged on the online Get Involved survey and no emails received) out of 137 representing 34% of all objections received across the 9 Healthy School Street schemes. The objection themes were mainly impact of traffic on the local road, congestion on the surrounding roads and dangerous footway parking.

7.9 An analysis of responses received is outlined below. Objections received were categorised into 5 themes:

1. Traffic impact to a specific local road
2. Worsened traffic congestion around the school street
3. Inconvenience for parents
4. Displacement of traffic around the school street
5. School street has led to a scarcity of nearby parking

7.10 The analysis was conducted taking into account all objections received for consideration (emails and Get Involved survey).

## **Analysis of objections**

### 7.11 Traffic impact to a specific local road

This accounted for 47% of all objections received. Respondents have identified specific local roads which have been adversely affected by traffic since the implementation of the scheme. This included increased congestion from displaced traffic and inconsiderate parking.

### 7.12 Worsened traffic congestion around the school street

This accounted for 51% of all objections received. Residents living outside of the school street zone have expressed concern with congestion on their road. Displaced traffic is expected during the initial phases of a school street but this is expected to reduce over time as drivers' behaviours change and parents travel to school more sustainably.

### 7.13 Inconvenience for parents

This accounted for 28% of all objections received. Whilst the Council is aware that there will be a proportion of parents that have no choice but to drive to school, the main purpose of the scheme is to encourage more sustainable forms of travel, in particular targeting those parents that could walk to school. Parents who park outside of the school street zone would only need to walk for approximately 5 minutes to reach the school. The benefits of the school street, especially outside of the school entrances, outweighs the inconvenience of having to park slightly further away from the school.

### 7.14 Displacement of traffic around the school street

This accounted for 17% of all the objections received and focused on traffic displacement to neighbouring roads as a direct result of the measures in place. Whilst it is accepted that the scheme has caused a degree of traffic displacement to neighbouring streets, in respect of the 8 schemes recommended to be made permanent, the displaced traffic is dissipated across a wider network of roads as parents find parking in the area. In general, during the experimental period some parents may decide to continue driving their children to school and use neighbouring streets. This behaviour may change when the schemes are made permanent as those parents who continue to use their cars may be influenced by those who walk to school and change their travel behaviour. The road safety aspect mentioned in some of the objections have been considered and in general when traffic is dissipated over a larger area there is a reduction in road danger as opposed to a concentration of traffic within a smaller section of road space near schools.

### 7.15 School street has led to a scarcity of nearby parking

This accounted for 29% of all the objections received, raising concern that the implementation of a school street zone, and the associated displacement of parking, has reduced the availability of parking in the neighbouring roads. This is expected to improve over time as drivers' behaviours change and parents travel to school more sustainably.

## **School Responses**

### 7.16 On behalf of the Council, WSP liaised with 10 schools (both The Minster Nursery & Infant and The Write Time schools were contacted for HSS15) to obtain post-trial feedback. The engagement sought insight on the school street zone, complaints or concerns, the vehicle

registration portal, modal shift to more sustainable forms of transport and other general comments.

7.17 The engagement consisted of an initial phone call to the school followed by an email with a feedback form for completion.

7.18 Harris Academy Invictus and St James the Great Primary schools did not complete and return the feedback forms within the required timeframe.

7.19 **Question 1 – Are you satisfied with the current hours of operation with the HSS**

School name	Yes / No / Unsure	Additional comments from the school
Harris Academy Invictus	No response	N/A
Harris Academy Beulah Hill	Yes	None
Oasis Academy Byron	Yes	None
Elmwood Infant and Junior Schools	No response	N/A
The Minster Nursery and Infant School	Yes	None
The Write Time School	Yes	None
Kensington Primary School & Norbury High School for Girls	Yes	None
St Peter's Primary School	No	We are not satisfied with the HSS scheme at all, regardless of its hours of operation
Rockmount Primary School	No	The time frames are too long. The morning period could end at 9.15 and the afternoon period could start at 2.30pm
St James the Great School	No response	N/A

7.20 In general, the schools were happy with the current hours of operation. Two of the schools are not satisfied with the timings and have proposed changes.

7.21 **Question 2 – Are you satisfied with the size and existing boundaries of the HSS?**

School name	Yes / No / Unsure	Additional comments from the school
Harris Academy Invictus	No response	N/A
Harris Academy Beulah Hill	Yes	None
Oasis Academy Byron	Yes	None
Elmwood Infant and Junior Schools	No response	N/A
The Minster Nursery and Infant School	Yes	None
The Write Time School	Yes	None
Kensington Primary School & Norbury High School for Girls	Yes	None
St Peter's Primary School	No	We are not satisfied with the HSS scheme at all, regardless of the size of the existing boundaries

School name	Yes / No / Unsure	Additional comments from the school
Rockmount Primary School	No	<p>The restriction has pushed traffic round onto other roads (both for parking and passing through) including traffic not connected with school staff/visitors and families.</p> <p>The school is aware that the traffic on Hermitage Road, where there are two further school entrances and a mental health residence, is now much heavier with cars using Crystal Terrace as a cut through.</p> <p>It is now much harder for pedestrians to cross at the junction of Hermitage Road and Central Hill, and this must be of concern to parents and pupils attending schools on Central Hill and Crown Dale.</p>
St James the Great School	No response	N/A

7.22 Generally, the schools are happy with the size of the school street zones, apart from two of the schools. The key themes within the additional comments include:

- Displacement of traffic and parking to nearby roads/ reduction in nearby parking
- Increased traffic on Hermitage Road/ creation of a cut-through on Crystal Terrace
- Increased difficulty crossing the junction of Hermitage Road and Central Hill.

7.23 **Question 3 – Have you received any concerns of complaints from parents or nearby residents regarding HSS? If yes, what has been their area(s) of concern?**

School name	Yes / No / Unsure	Additional comments from the school
Harris Academy Invictus	No response	N/A
Harris Academy Beulah Hill	No	None
Oasis Academy Byron	No	None
Elmwood Infant and Junior Schools	No response	N/A
The Minster Nursery and Infant School	Yes	None
The Write Time School	No	None
Kensington Primary School & Norbury High School for Girls	Yes	Nearby residents have complained regarding individuals obstructing their driveways and individuals parking incorrectly on nearby roads
St Peter's Primary School	Yes	<p>Parents have reported verbally and by email that the HSS has created a hostile environment at the boundaries of the scheme, with incidents of road rage, verbal abuse and reckless and dangerous driving.</p> <p>There have been reports of parents stopping in the middle of the road and letting their children out of the car.</p> <p>Residents have reported such things as the chaos the scheme causes in Normanton Road, and how parents block their drives and are rude to them when asked to move.</p> <p>They have reported witnessing crashes, arguments and children nearly being run over.</p>



School name	Yes / No / Unsure	Additional comments from the school
Rockmount Primary School	Yes	We have received a few calls from residents of Harold Road and Eversley Road as they are understandably frustrated by the additional cars that now park on and pass through these roads.  Not surprisingly, the through-traffic on these roads has increased.  The school encourages parents to park and drive respectfully if they still need to use a car to get pupils to school.  Some parents have expressed frustration when collecting pupils outside of the start and end of day i.e. when a child is ill at 2.30pm
St James the Great School	No response	N/A

7.24 Nearly half of the schools have received concerns or complaints from parents or local residents, with the key themes:

- Displacement of traffic and parking to nearby roads
- Reduction in available parking in the surrounding areas
- Illegal, dangerous and/or inconsiderate parking

7.25 **Question 4 – Are you aware of any modal shift from parents or staff to using more sustainable forms of transport as a result of the HSS?**

School name	Yes / No / Unsure	Additional comments from the school
Harris Academy Invictus	No response	N/A
Harris Academy Beulah Hill	No	None
Oasis Academy Byron	Unsure	None
Elmwood Infant and Junior Schools	No	None
The Minster Nursery and Infant School	Unsure	None
Kensington Primary School & Norbury High School for Girls	No	None
St Peter's Primary School	No	None
Rockmount Primary School	Unsure	None
St James the Great School	No response	N/A

7.26 In general, the schools have been unable to determine whether there has been a modal shift to more sustainable forms of transport.

7.27 **Question 5 – Are you encouraging parents to travel to school more sustainably? If yes, what initiatives are you employing to encourage this behavioural change?**

School name	Yes / No / Unsure	Additional comments from the school
Harris Academy Invictus	No response	N/A
Harris Academy Beulah Hill	Yes	Walking to school, avoiding 'drop offs', newsletters etc

School name	Yes / No / Unsure	Additional comments from the school
Oasis Academy Byron	Unsure	None
Elmwood Infant and Junior Schools	No response	N/A
The Minster Nursery and Infant School	Unsure	None
The Write Time School	No	Most children are taxied by local authorities
Kensington Primary School & Norbury High School for Girls	Unsure	None
St Peter's Primary School	Yes	We regularly correspond with our parents about their driving habits and encourage them to walk. However, those parents who are determined to drive to school will do so regardless of anything we say or do to encourage them to change. The HSS scheme in itself should have been a deterrent to parents driving to school and changed the way they make their journey, but it has had no discernible effect as far as we can see
Rockmount Primary School	Unsure	None
St James the Great School	No response	N/A

7.28 Generally, whilst encouraging behavioural changes towards sustainable transport, most of the schools are unsure if they are undertaking initiatives or programmes to encourage this modal shift.

7.29 **Question 6 – Please describe your experience of using the HSS portal for registering vehicle exemptions**

School name	Working effectively?	Additional comments from the school (summary)
Harris Academy Invictus	No response	N/A
Harris Academy Beulah Hill	No	Approximately 50 penalty notices have been issued to staff exempt and registered on the portal
Oasis Academy Byron	No	Despite the new portal is working better for entering vehicles than the first one, there are still occasions when the visitor or staff member receive a PCN, sometimes numerous PCNs which then requires us to arrange for cancellation
Elmwood Infant and Junior Schools	No response	
The Minster Nursery and Infant School	No	I use the portal the most frequently. Whilst it appears to work well, I have numerous vehicles, which have been made exempt, go on to receive PCN's, my own car included. There have been so many that I have started to warn people that I am processing an exemption but they are still quite likely to receive a PCN. I instruct them to inform me if this happens and then I contact the school streets team who get the PCN cancelled. This is all additional work and stressful for visitors and staff to receive these PCN's in the post. I sincerely hope this problem will be rectified urgently.
The Write Time School	Yes	None
Kensington Primary School & Norbury High School for Girls	No	The portal works well but when selecting over 3 month's exemption, it only allows exemption for a few weeks.

School name	Working effectively?	Additional comments from the school (summary)
St Peter's Primary School	No	<p>The process of applying for exemption permits has created extra work and pressure for the office staff, who are responsible for applying for them, keeping records and trying to sort out incorrectly issued penalty notices.</p> <p>It is impossible to alert every visitor in advance that we have an HSS, so there is a regular requirement to apply for permits for visitors who drive into the area during the restricted hours.</p> <p>It is then incumbent upon the office staff, who are busy with their own work, to stop what they are doing and apply for the permit/permits. In such cases, where permits are being applied for retrospectively, PCNs are issued and the office staff then have to spend time getting these cancelled.</p>
Rockmount Primary School	No	<p>The school has expressed that they are thoroughly disappointed with the whole system.</p> <p>There has been very little communication and support and often no or little response to emails or questions raised. The system was changed over without proper communication to the school.</p> <p>The school has concerns about the expiry of staff permits and tracking of these to ensure that staff do not begin to receive PCNs.</p>
St James the Great School	No response	N/A

7.30 This question attracted the higher number of responses, with six of the schools responding that the portal is not working for them. Staff/visitors have received PCNs even though they were registered, resulting in extra work for staff. There were also instances where some vehicle details were not transferred over to the new portal system.

7.31 **Question 7 – Do you have any additional comments or feedback related to the HSS?**

School name	Additional comments from the school (summary)
Harris Academy Invictus	No response
Harris Academy Beulah Hill	It's great. Just need to fix the portal. Significantly less dangerous for students leaving school.

School name	Additional comments from the school (summary)
Oasis Academy Byron	<p>The school has expressed that the change over of the system in September 2023 caused confusion and several staff received numerous PCNs which meant a lot of administration time to arrange cancellations. There was also no clear reason why some vehicles were suddenly no longer exempt when others were still covered.</p> <p>As the exemptions only last 12 months maximum and the school doesn't get notified of upcoming expiry dates there is a constant need to check when each vehicle's permit will expire.</p> <p>The school has a few occasions when a permit has been put on the portal but the vehicle owner has still received a PCN.</p> <p>The HSS is good for the environment if it prevents cars gathering around the entrance to the school. In this case it simply means cars are blocking St Davids from Stoneyfield Road up to the roundabout and people still have to walk through the emissions.</p>
Elmwood Infant and Junior Schools	<p>My only comment is that we undertook a survey concerning the scheme with parents. Over 70% approved of the scheme. It has made the roads directly around the school safer. However, parking beyond the zone is chaos!</p>
The Minster Nursery and Infant School	None
The Write Time School	None
Kensington Primary School & Norbury High School for Girls	None
St Peter's Primary School	<p>The school has expressed that they did not ask for this scheme, and it is of no benefit to them.</p> <p>The road immediately outside the school may be quieter and safer during the hours of operation of the scheme, but the scheme has only served to make the roads outside the boundaries more chaotic, dangerous and difficult for drivers to navigate.</p> <p>This causes a hostile environment between parents, and between parents and residents, which compromises the safety of the schools pupils.</p> <p>The school has suggested that scheme has actually made things worse in terms of the safety of pupils and parents.</p>
Rockmount Primary School	<p>The school has notified Croydon on multiple occasions that visitors to the school are being issued with Exemption Permits but are still receiving PCNs - we have multiple cases impacting contractors, visitors and parents.</p> <p>The school then, after having spent time collating registrations etc and applying for permits, is having to spend further time liaising between said people and Croydon to have PCNs cancelled and in some instances refunded after having been paid.</p> <p>Additionally, the school is unable to check the portal to see which vehicles are registered, expired or near expiry.</p> <p>The school would welcome a conversation with someone via telephone to discuss these and other more minor issues which accumulatively are quite draining on our resources.</p>
St James the Great School	No response

7.32 Three schools have stated that the environment outside of the school has improved since the scheme implementation. However, due to technical difficulties in the portal, there has been a greater administrative strain on the school, with staff incorrectly receiving warnings

and/or PCNs.

7.33 St Peter's Primary School stated that the scheme does not benefit them. Although the road outside the school is safer during the restricted times, the displaced traffic and congestion have made it more unsafe in the surrounding roads.

7.34 The consultation report, produced by WSP, can be found in Appendix E.

## 8. TECHNICAL ASSESSMENTS – Do the experimental orders support the objectives which led to their introduction:

### Road Safety

8.1 Appendix B sets out the traffic volume data for the respective school streets.

8.2 Traffic data was collected during November 2022 and September 2023 to assess the reduction in traffic volumes in the school streets.

8.3 An analysis of this data has been carried out to show changes in traffic volume within the school streets under the various experimental orders. The analysis shows a reduction in traffic volume in specific school streets which are the subject of this report. This reduction can be attributed to a combination of:

1. a change in travel behaviour; and
2. a transfer of traffic to neighbouring roads.

8.4 The table below shows the percentage decrease/increase in traffic volume in Healthy School Streets and surrounding roads when compared with pre-restricted hours and restricted hours during the morning and restricted hours and post restricted hours during the afternoon. The percentage reduction / volume reduction is for specific roads and is bi-directional. The reduction in traffic in the eight specific school streets which are recommended to be made permanent meets the road safety objective of the Statement of Reasons in the ETO. A reduction in traffic volume reduces the risk of road danger and creates a quality space for school children.

HHS ref	School	Street	AM Peak (90 mins count over 5 days)			PM Peak (120 mins count over 5 days)		
			Before	After	% diff	Before	After	% diff
HSS11	Harris Academy Invictus	Lennard Road	804	323	-60%	690	263	-62%
		Kidderminster Road*	1,370	1,351	-1%	1,781	1,684	-5%
		Oakfield Road*	1,838	1,768	-4%	2,375	2,279	-4%
HSS12	Harris Academy Beulah Hill	Spurgeon Road	1,119	234	-79%	883	211	-76%
HSS13	Oasis Academy Byron	St David's	257	71	-72%	131	59	-55%
HSS14	Elmwood Infant and Junior Schools	Lodge Road	3,724	1,530	-59%	4,598	2,312	-50%
		Cameron Road*	3,045	2,383	-22%	3,968	3,105	-22%
		Elmwood Road*	397	775	95%	454	1,004	121%
		St Saviours Road*	1,846	2,221	20%	1,923	2,489	29%
HSS15	The Minster Nursery and Infant School	Warrington Road	940	410	-56%	1,270	667	-47%
		Duppas Road*	790	1,021	29%	979	1,417	45%

HHS ref	School	Street	AM Peak (90 mins count over 5 days)			PM Peak (120 mins count over 5 days)		
			Before	After	% diff	Before	After	% diff
HSS16	Kensington Primary School & Norbury High School	Kensington Avenue	3,385	1,321	-61%	3,897	1,427	-63%
		Norbury Avenue*	2,184	2,302	5%	2,257	2,302	2%
		Green Lane*	7,580	7,099	-6%	8,915	8,621	-3%
HSS17	St Peter's Primary School	Normanton Road	780	299	-62%	705	292	-59%
		Selsdon Road*	4,742	4,577	-3%	4,381	4,380	0%
		Rockhampton Road	532	208	-61%	589	218	-63%
		Lismore Road*	711	707	-1%	673	681	1%
		Harewood Road*	252	393	56%	318	405	27%
HSS18	Rockmount Primary School	Chevening Road	994	278	-72%	998	363	-64%
		Rockmount Road	961	266	-72%	640	280	-56%
		Orleans Road*	318	432	36%	348	379	9%
		Harold Road*	4,029	3,790	-6%	3,883	3,746	-4%
HSS20	St James The Great School RC Primary & Nursery School	Windsor Road	453	150	-67%	451	200	-56%
		Parchmore Road*	6,347	6,608	4%	7,844	8,231	5%
		Highbury Avenue*	916	2,545	178%	977	2,572	163%

\* Outside of the school street zone

- 8.5 In the table above, there have been increases in traffic on some roads that are outside of the school streets. It is recognised that there will be an element of displacement within the vicinity of the schools in the short term until travel behaviour changes over time, as more parents embrace a changed travel behaviour to more sustainable modes, such as walking, cycling and using public transport.
- 8.6 Some respondents are opposed to changes made for the experimental school streets, as there is a perception that the Council has improved conditions outside schools, only to create another problem in the surrounding streets, i.e. traffic displacement. It is important to note that the Council has a long-term goal across the borough to change travel behaviour to more sustainable modes through various programmes, including Healthy School Streets.
- 8.7 Road safety can be quantified through the analysis of collision data before and after implementation. In general, we have to wait for a 3-year period for any scheme to obtain robust collision statistics to quantify any safety benefits. For school streets, we can only rely on changes to traffic data over the course of the experimental period to assess the benefits of the scheme in place. The benefits being reducing the risk of exposure to traffic and hence decreasing the risk of injury collisions.

## Air Quality

- 8.8 Appendix C sets out the data gathered in respect of air quality impacts.
- 8.9 Air quality monitoring equipment has been installed at all the school street locations to assess any improvements in air quality following the implementation of the school streets. The Breathe London monitoring data collection commenced on 10 August 2023 and analysed for the following time periods: 16 – 20 October 2023 (term time) and 23 – 27 October 2023 (half-term). The table below summaries the average Particulate Matter (PM<sub>2.5</sub>) and Nitrous Oxide (NO<sub>2</sub>) over the two weeks for the restricted hours.

HSS	School	Street	PM <sub>2.5</sub> (µg/m <sup>3</sup> ) – average during restricted hours		NO <sub>2</sub> (µg/m <sup>3</sup> ) – average during restricted hours	
			Term time	Half term	Term time	Half term
HSS11	Harris Academy Invictus	Lennard Road	6.1	6.0	21.0	26.3
HSS12	Harris Academy Beulah Hill	Spurgeon Road	5.4	5.9	20.9	24.0
HSS13	Oasis Academy Byron	St David's	5.9	6.2	19.1	24.8
HSS14	Elwood Infant and Junior Schools	Lodge Road	6.4	6.2	18.7	21.7
HSS15	The Minster Nursery and Infant School	Warrington Road	6.0	6.0	23.0	29.8
HSS16	Kensington Primary School & Norbury High School for Girls	Kensington Avenue	5.8	5.9	21.6	27.7
HSS17	St Peter's Primary School	Normanton Road	5.9	5.9	17.7	19.8
HSS18	Rockmount Primary School	Chevening Road	5.7	6.1	20.0	24.4
		Rockmount Road	5.7	5.9	20.4	26.4
HSS20	St James The Great RC Primary & Nursery School	Windsor Road	5.8	5.9	19.0	22.6

8.10 The table above shows that in nearly all locations, there is an improved air quality during the term time due to the school street restricted hours. However, in accordance with expert consultants working on behalf of the Council, air quality needs to be monitored over a longer timeframe than the length of an experimental order. It is also an area wide measurement not necessarily a specific street measurement given that there are weather factors which have to be taken into consideration.

#### **Encouraging people to walk more:**

8.11 The Napier University website <https://www.napier.ac.uk/about-us/news/school-street-closures> contains a link to the published report from where the report can be downloaded. It found an uptake of more sustainable means of travel to and from schools located in 'School Streets' thereby reducing the overall number of car journeys. Croydon formed one of the administrative study areas featured in the report. The latest available data shows that the school streets schemes installed so far have resulted in 15% to 25% reduction car use and 23% to 65% increase in active travel.

8.12 The Council has not carried out any research during the duration of the experimental period due to limited resources. In general, where the street space is relieved of high traffic volumes and congested state, there is a noticeable change in the look and feel of the road space. This could lead to a change in travel behaviour and encourage parents to walk and cycle their children to school, additionally as more parents switch to sustainable modes, increasingly it creates a chain reaction. This is also influenced by the school through various travel behaviour and road safety initiatives working collaboratively with the Council. There is also an opportunity for longer term research working collaboratively with the school communities to assess any degrees of success in terms of modal switch.

8.13 The Council will work with other boroughs who have introduced school streets within a well-established programme to look at benchmarking and best practice, including how they undertake monitoring post any decision making to make school streets permanent. This will help to inform research into and future analysis of behavioural change, shifting from car borne journeys to active travel modes and the timeline over which any change in travel behaviour has occurred. This will allow us to be more informative when we engage with

our communities where we propose healthy school streets in future. It will also allow the Council to engage in a clear and informed manner with the community on matters relating to schemes where behavioural change in modal shift is a key part of the aim and objective.

## **9. CONTRIBUTION TO EXECUTIVE MAYOR'S BUSINESS PLAN**

- 9.1 Healthy School Streets form an integral part of a programme within the Local Implementation Plan which delivers Outcome 4 of the Executive Mayor's business plan, i.e. **"Croydon is cleaner, safer and healthier, a borough we can call home"**.
- 9.2 Healthy School Streets are aimed at promoting and encouraging a change in travel behaviour be it over time. Promoting active travel is key to unlock the potential to switch to sustainable travel modes in view of the on-going climatic challenges we all face. This policy tool is geared at instilling a change in travel behaviour of parents taking their children to school, equally and importantly raising awareness amongst children about the benefits of active travel on health and wellbeing.

## **10. IMPLICATIONS**

### **10.1 FINANCIAL**

#### **Revenue and Capital consequences of report recommendations**

- 10.1.1 The making of eight permanent Traffic Management Orders (TMOs) including officer time and the proposed removal of infrastructure for the St Peter's Primary Healthy School Streets is estimated to cost £20k. The capital budget for the ETMO equipment and works is currently sitting within the Capital Parking budget (CAP39). Schemes funded by the Department for Transport's (DfT) Active Travel Fund through TfL or funded by TfL and implemented using an Experimental Traffic Order (ETO) cannot be removed using LIP funding or TfL funding.
- 10.1.2 If motorised vehicles, without exemption permits, were to enter the pedestrian and cycle zone during the Healthy School Street operation hours they would be contravening the motorised vehicle restriction and would be subject to Penalty Charge Notice (PCN). Vehicles are able to drive out of the school street zone at any time without penalty. Details of how to apply for exemptions were provided to residents and businesses within the school street zone via letter prior to implementation of the scheme and detailed on the Council's School Street webpages. Surplus income generated from PCNs is ringfenced for purposes detailed in Section 55 of the Road Traffic Regulation Act 1984, which includes for example transport initiatives and the Freedom Pass.
- 10.1.3 The delivery of the eight schemes recommended to be taken forward is consistent with the budget approved by the Council for the 2024-25 financial year.

#### **Risks**

- 10.1.4 If the outcome of this report was to not proceed with the recommendations, this would result in a reduction of the projected income from 2024-25 onwards. However, this is not a relevant consideration in respect of whether or not such schemes are to be made permanent or not under the Road Traffic Regulation Act and supporting regulations.



Also, it is recognised that School Street compliance will change over time, and income will therefore reduce. However, the schemes remain self-financing and bring important value through their road safety and air quality objectives.

10.1.5 Where Healthy School Streets are not made permanent the Council could be obliged to return to Transport for London the related grant income received for their development and implementation under experimental powers.

## **Options**

10.1.6 Substituting the proposed eight School Street schemes with an elevated physical enforcement presence by Civil Enforcement Officers and using the CCTV smart car to enforce the school zigzags would be more resource demanding and less effective – i.e. would not represent best value.

Comments approved by: William Zellerbach, Finance Manager SCRER, on behalf of Allister Bannin, Director of Finance (Deputy s151), 10/7/2024.

## **10.2 LEGAL IMPLICATIONS**

10.2.1 The Road Traffic Regulation Act 1984 (RTRA) and the Local Authorities' Traffic (Procedure) (England and Wales) Regulations 1996 (LATOPR 1996) establish the procedures for making a traffic regulation order, (including an Experimental Traffic Regulation Order). The procedural provisions for Experimental Traffic Regulation Orders are set out in Part 1 sections 9-13A of the RTRA and Regulations 22 to 24 and Schedule 2 and 5 to the LATOPR 1996. This includes details of documentation which the Council must deposit and have available for public inspection as part of the process and that any person may object within the period of 6 months from the date an experimental order comes into force, to an order making the experimental order permanent. It is incumbent on the Council to take account of any objections received to making the experimental order permanent, and any representations made during the consultation stage must be reported back to, and considered by, the decision maker before a final decision is made. The Experimental order process also provides for amendments to be made to such orders within specified parameters under Section 10 of the RTRA, but any such amendments trigger an additional 6-month consultation period from the date the amendment is published. The maximum duration of an experimental order is 18 months (save in circumstances where the Secretary of State exercises his powers to extend to allow for a public inquiry to take place).

10.2.2 In determining whether or not to make a traffic management order, the Council is required, under Regulation 9 of the LATOPR to consider whether it is under a duty under regulation 9(3) to hold a public inquiry before making an order. Even where an inquiry is not mandated, the Council may still choose to hold an inquiry to consider objections before making any other order. The report details highways officers' consideration of these elements.

10.2.3 Regulation 23 which governs making an experimental order permanent provides that the Council is able to rely on the truncated process for approval of an experimental order being made permanent provided that the requirements of Regulation 23(3) are met and the sole effect of an order ("a permanent order"), is to reproduce and continue in force indefinitely the provisions of an experimental order or of more than one such order ("a

relevant experimental order”), whether or not that order has been varied or suspended under section 10(2) of the RTRA.

10.2.4 Regulations 6 (consultation), 7 (notice of proposals) and 8 (objections) of the LATOPR 1996 shall not apply to a permanent order where the requirements specified in regulation 23 (3) have been complied with in relation to each relevant experimental order.

10.2.5 The regulation 23(3) requirements are that:

- a) the notice of making contained the statements specified in Schedule 5;
- b) deposited documents (including the documents referred to in sub-paragraphs (c) and (e)) were kept available for inspection in accordance with Schedule 2 throughout the whole of the period specified in regulation 22(4);
- c) the deposited documents included a statement of the order making authority’s reasons for making the experimental order;
- d) no variation or modification of the experimental order was made more than 12 months after the order was made; and
- e) where the experimental order has been modified in accordance with section 10(2) of the 1984 Act, a statement of the effect of each such modification has been included with the deposited documents.

10.2.6 In applying regulations 10, 11 and 13 and Schedule 3 of LATOPR 1996 to a permanent order to which regulations 6, 7 and 8 do not apply by virtue of regulation 23 (2) —

- a) the notices of making published in respect of each relevant experimental order shall be treated as the notice of proposals published under regulation 7(1)(a) in respect of the permanent order;
- b) any objection made in accordance with the statement included by virtue of paragraph (3)(a) in the notice of making published in respect of a relevant experimental order shall be treated as an objection duly made under regulation 8 to the permanent order.

10.2.7 By virtue of section 122 of the Road Traffic Regulation Act 1984 (RTRA), the Council must exercise its powers under the RTRA (including making experimental traffic orders under Section 9) so as 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 having regard to:

- The desirability of securing and maintaining reasonable access to premises;
- The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- The national air quality strategy;
- The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- Any other matters appearing to the local authority to be relevant.

10.2.8 The RTRA is not a fiscal measure nor is its purpose revenue raising. In considering whether or not to approve the recommendations within the report the Council must have proper regard to the matters set out at section 122(1) and (2) and specifically document its analysis of all relevant section 122 considerations when reaching any decision. The Court of Appeal (in *Trail Riders Fellowship v Hampshire County Council* [2019] EWCA Civ 1275 (18 July 2019)) examined the relationship between section 122 and a Council’s traffic management order-making powers and established that the approach should be

for the decision-maker to: have in mind the section 122(1) duty; then have regard to factors which may point in favour of imposing a restriction on movement of traffic and pedestrians (including all the factors in section 1); and finally balance the various considerations and come to the appropriate decision.

10.2.9 Section 16 of the Traffic Management Act 2004 imposes 'The Network Management Duty', requiring a local traffic authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:

- a) securing the expeditious movement of traffic on the authority's road network; and
- b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

10.2.10 The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing:

- a) the more efficient use of their road network; or
- b) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority. For these purposes, 'traffic' includes pedestrians.

10.2.11 The Greater London Authority Act 1999 ("GLA 1999") places a duty on each London local authority to have regard to the Mayor of London's Transport Strategy when exercising any function. This therefore includes the exercise of its Traffic Management Duty (pursuant to s16 of the Traffic Management Act 2004) and when deciding whether to make a traffic order.

10.2.12 Under section 159 of the GLA 1999 Transport for London (TfL) may give financial assistance to a London local authority by way of a grant, loan or other payment, to provide safe, integrated, efficient and economic transport facilities or services to, from or within Greater London.

10.2.13 In exercising its powers under section 159, TfL may have regard to any financial assistance previously given and the use made by the authority of such assistance. TfL may also impose conditions on any financial assistance it provides, including conditions for repayment in whole or in part in specified circumstances.

10.2.14 In taking decisions and bringing forward these proposals, regard should be had to the provisions of the Human Rights Act 1998. In particular, the provisions of Article 1, of the First Protocol protection of property and Article 8, right to respect for private and family life. In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. These human rights should be considered. To the extent that it is considered that they are infringed the proposals should only go ahead if it is considered that the infringement is necessary and proportionate.

10.2.15 When considering the Public Sector Equality Duty (PSED) under Section 149 of the Equality Act 2010, decision makers must evidence consideration of any potential

impacts of proposals on groups who share the protected characteristics, before decisions are taken. This is detailed in Section 10.3 and Appendix D.

- 10.2.16 Where Automatic Number Plate Recognition (ANPR) is used, the Council must ensure it adheres to the Investigatory Powers Commissioner's Office Guidance (previously Office of the Surveillance Commissioner) and Information Commissioner Guidance, where appropriate. Officers will need to ensure that data protection matters, including the use of ANPR are addressed via the necessary data protection impact assessments.
- 10.2.17 Statutory guidance published by the Secretary of State for Transport under section 87 of the Traffic Management Act 2004 (TMA) "Statutory guidance for local authorities in England on civil enforcement of parking contraventions", October 2022 provides that for good governance, enforcement authorities (such as the Council) need to forecast revenue in advance. But raising revenue should not be an objective of civil parking enforcement, nor should authorities set targets for revenue or the number of Penalty Charge Notices (PCNs) they issue. Enforcement should run their enforcement operations (both on- and off-street) efficiently, effectively and economically. The income from on-street charging and any penalty charge payments received (whether for on-street or off-street enforcement) must only be used in accordance with section 55 (as amended) of the Road Traffic Regulation Act 1984. London authorities must keep an account of all income and expenditure in respect of on-street parking places and their functions as enforcement authorities, within paragraphs 2 and 3 of schedule 7 to the Traffic Management Act 2004. The Road Traffic Act 1984 is not a fiscal measure but if an authority makes a surplus on its on-street parking charges and on-street-and-off-street enforcement activities, it must use the surplus in accordance with the detailed legislative provisions and restrictions in section 55 (as amended) of the Road Traffic Regulation Act 1984.
- 10.2.18 Comments approved by Kiri Bailey Head of Commercial, Housing and Litigation and Deputy Monitoring Officer on behalf of the Director of Legal Services and Monitoring Officer. (02/07/2024)

### **10.3 EQUALITIES IMPLICATIONS**

- 10.3.1 The Equality Act 2010 introduced the Public Sector Equality Duty. This requires all public bodies, including local authorities, to have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
  - Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - Foster good relations between people who share a protected characteristic and those who do not.
- 10.3.2 An Equalities Impact Assessment (EqIA) has been completed to cover the Healthy School Streets that are recommended to be permanent and recommended to be withdrawn, and is included in Appendix D.
- 10.3.3 The School Streets' operational concept is unchanged since they were first introduced 2017. This project is intended to restrict access for motor traffic at the start and end of the school day except resident permit holders, cyclists, emergency services and certain

other groups such as carers and those with disabilities. This would support objectives to improve air quality and would benefit the more vulnerable, such as pregnant mothers, children, those with debilitating respiratory illnesses with secondary health benefits for the wider communities.

10.3.4 Feedback from the representations received as part of the statutory objection periods has been addressed in the EqIA.

10.3.5 The EqIA has identified both positive and negative impacts for the protected characteristics, summarised below:

#### Positive impacts

- Making the eight school streets permanent would continue to provide a safer environment outside the schools, which would encourage active travel not just for school pupils and their parents/guardians, but also residents of the local community. This would provide a positive impact for all nine of the protected characteristics.
- More women accompany their children to school compared to men so would benefit more from the reduced congestion, increased road safety and improved air quality.
- There is evidence that air quality affects children and young people and therefore the Healthy School Streets would help to address this inequality. However, older people, those with disabilities and pregnant women would also benefit from improved air quality. Section 8.8 of this report demonstrates that air quality improves during the restricted time periods compared to the school holidays.
- St Peter's Primary School has stated that the Healthy School Street does not benefit them, and the displaced traffic and congestion has made it more unsafe in the surrounding roads. This Healthy School Street has been recommended to be removed and therefore would provide a positive impact for both the protected age and disability characteristics who may have been discouraged from active travel due to the congestion.

#### Negative impacts

- There may be individuals who are not aware that they could be eligible for an exemption even in limited special circumstances. Residents who have registered carers are able to apply for a permit for the carer's vehicle. As a mitigation measure the Council will inform the public of the potential exemptions which they may be able to apply for.
- People who do not speak English or have poor English skills may struggle to access information about the school street operation and how to apply for an exemption permit. The Council will ensure that there are interpreting services to support these residents.
- Pregnant residents who drive to the school but are not eligible for an exemption permit would be required to park further away and continue their journey by walking. As a mitigation measure the Council can issue temporary exemptions on a case-by-case basis if needed.

10.3.6 There are no further impacts of removing the ETO for Harris City Academy Crystal Palace as the scheme was not implemented.

10.3.7 Comments approved by Ken Orlukwu, Senior Equalities Officer, on behalf of Helen Reeves, Head of Strategy & Policy on 02/07/2024.

## **11 APPENDICES**

**Appendix A** Consultation methodology and analysis

**Appendix B** Traffic data

**Appendix C** Air Quality data

**Appendix D** Equality Impact Assessment

**Appendix E** WSP Consultation Report

## **12 SUPPORTING DOCUMENTS**

Report on the Results of Informal Public Consultation on 13 Healthy School Streets - <https://democracy.croydon.gov.uk/ieDecisionDetails.aspx?ID=975>

## **13 BACKGROUND DOCUMENTS**

None