

# Delegated decision report of: Corporate Director of Environment

## Delegated Officer Decision

Date: 31 August 2022

Ward(s): Clerkenwell, Mildmay, Highbury

## 1 Summary

- 1.1. This report outlines the proposal, consultation and recommendation for two School Streets in the Clerkenwell, Mildmay and Highbury wards.
- 1.2. School Streets are part of the council's people-friendly streets (PFS) programme. The two School Streets in this report follow the delivery of 34 School Streets which formed Phases 1 and 2 of the programme.
- 1.3. The proposal presents the changes to an existing School Street (Hugh Myddelton) and the introduction of a new School Street as an Experimental Traffic Order (ETO) trial at Highbury Quadrant Primary School.
- 1.4. In 2019, the council consulted on its draft Transport Strategy, which made the case for the introduction of measures aimed at enabling a reduction in motor traffic, enabling more people to walk, cycle and wheel and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution and climate change. Because of the latter, it also forms part of the council's Vision 2030 (Net Zero Carbon) Strategy, which was consulted on in early 2020. Both of these strategies included policies and programmes to introduce School Streets borough-wide, and both were adopted by the council's Executive in November 2020.
- 1.5. On 18 June 2020 the council's Executive took the decision to accelerate the delivery of School Streets, alongside low traffic neighbourhoods, pop-up cycle lanes and a lorry control scheme, as part of its people-friendly streets (PFS) programme.
- 1.6. Furthermore, the council's Executive, at its meeting on 14 October 2021, delegated authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, to continue the implementation of the people-friendly streets programme through specific schemes, including the

School Streets programme. This report presents an approach to delivering School Streets which places consultation prior to implementation.

## 2 Decision

- 2.1. To approve the proposal as described below and in Section 7, and proceed with making changes to one permanent School Street scheme, and the introduction of a new School Street as an ETO trial, as listed below:
  - **Hugh Myddelton Primary School** – to extend the existing permanent School Street on Gloucester Way, Myddelton Street, Garnault Place, Whiskin Street and Meredith Street to include Lloyd’s Row, and to amend the hours of the School Street as set out in Section 7;
  - **Highbury Quadrant Primary School** – to introduce a new experimental pedestrian and cycle zone on Highbury New Park as set out in Section 7.

## 3 Background

### 3.1 Context

- 3.1.1 The 2020 Islington Transport Strategy's vision was: “Motorised through traffic will be removed from local streets and neighbourhoods.” Also adopted in November 2020, Vision 2030: Building a Net Zero Carbon Islington by 2030 has as a key objective to “Reduce the need for cars by making active travel (i.e. walking, cycling and public transport) the safest, easiest and most enjoyable option. The implementation of the council’s borough-wide programme of People Friendly Streets will significantly support this objective.” The Mayor’s Transport Strategy for London (2018) and central Government policy also evidence a widely recognised need to reduce motor vehicle journeys.
- 3.1.2 Between 2013 and 2019 there was an increase in traffic of almost 10 percent on Islington roads, adding 24.3 million miles to bring the total mileage on Islington’s roads in 2019 to 278 million. In the decade since 2009, there has been an increase of over 70% of motorised traffic on London’s local roads, which are not designed to take such large numbers of vehicles. These local roads (defined as ‘C’ or ‘unclassified’ roads) serve multiple purposes: as places for communities to come together, for play, for local journeys which can be walked, cycled or wheeled (through use of a wheelchair or similar mobility aids). The increase in motor traffic on these streets in the past decade has had a significant impact on the lives of both those who walk, cycle and wheel through those streets, and those who live on them.

- 3.1.3 Guidance from the Department for Transport issued in May 2020 stated that: “local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling”. This guidance has subsequently been updated to: “As we emerge from the pandemic, local authorities should continue to make significant changes to their road layouts to give more space to cyclists and pedestrians and to maintain the changes they have already made”. This has effectively accelerated the implementation of the long-term plan from the Islington Transport Strategy and Net Zero Carbon Strategy, and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.
- 3.1.4 Across 86% of the UK, children are exposed to harmful levels of toxic air (Unicef, 2020). The more pollutants the air contains the more air pollution there is and the worse the air quality is. Children are one of the groups particularly vulnerable to the impacts of air pollution. Air pollution increases the risk of many respiratory and cardiovascular diseases and reduces the lung development of children.
- 3.1.5 On 18 June 2020 the council’s Executive took the decision to accelerate the delivery of School Streets, as part of its PFS programme.
- 3.1.6 A School Street Scheme is where a road with a school closes to become a pedestrian and cycle zone during the school’s opening and closing times. The school will enjoy the benefits of the School Street which include: improved air quality around the school and local community, reduction in road danger outside of the school and encouraging active travel during the school run. To date the council has implemented 34 School Streets across the borough, covering 35 schools. To date, 30 of those schemes have been made permanent.
- 3.1.7 The School Street restrictions only permit access to motor vehicles belonging to residents or businesses within the extent of the School Street zone and those with Blue Badges who require access to the School Street zone e.g. for a medical surgery or dentist. The residents who live within the zone are automatically provided with a permit for the zone, as well as TfL bus services. However, some residents may need to apply for exemptions separately. All information on how to apply will be provided in a letter to residents before implementation of the proposed schemes.

## 3.2 Proposal

- 3.2.1 This report recommends extending an existing School Street at Hugh Myddelton Primary School, to address safety concerns raised by the school community, and introducing a new School Street at Highbury Quadrant Primary School.
- 3.2.2 At Hugh Myddelton Primary School, this report recommends extending an existing permanent School Street on Gloucester Way, Myddelton Street, Garnault Place, Whiskin Street and Meredith Street to include Lloyd’s Row, and to amend the

existing permanent pedestrian and cycle zone on Gloucester Way, Myddelton Street, Garnault Place, Whiskin Street, Meredith Street and Lloyd's Row (full length) and change the hours of operation from between 8.20am to 9.15am and 3.00pm to 3.45pm, to 8.30am to 9.30am and to 3.00pm to 4.00pm Monday to Friday during school term only;

- 3.2.3 At Highbury Quadrant Primary School, this report recommends introducing a new experimental pedestrian and cycle zone on Highbury New Park (between Beresford Terrace and Collins Road, Highbury Grange (between Balfour Road and Aberdeen Road), and full length of Balfour Road and Stradbroke Road between 8.30am to 9.30am and 3.15pm to 4.15pm, Monday to Friday during school term time only.

## 4 Monitoring

- 4.1 Comprehensive and robust monitoring forms part of the School Streets programme, including identifying the potential need for any changes to a School Street and the positive and negative impacts on the surrounding streets and local environment.
- 4.2 Monitoring will effectively measure the impacts on cycle and traffic movement. The impacts of the scheme's safety, security, and environmental factors such as air quality will also be measured. Accordingly, the results of any monitoring will be considered together with any feedback from residents, prior to making the decision about withdrawing, amending or making the School Streets permanent.
- 4.3 To ascertain the degree and impact of any motor vehicle displacement from each School Street scheme, especially onto the main road network, a monitoring strategy will be effectively implemented to collect baseline data in early September 2022. Further monitoring will be undertaken once the scheme has been in place for 12 months and will consist of the following:
- Traffic volumes and speeds
  - Cycling levels
  - Traffic displacement monitoring
  - Air quality monitoring (diffusion tubes and Mesh-pods).
- 4.4 As part of the previous School Street trials, the council carried out 11-month monitoring at all sites implemented between September 2022 and January 2021. This lays a foundation of evidence of the School Streets programme's success so far and shows the positive impacts such schemes can have.
- 4.5 Two 12-month monitoring reports were published in September 2021 and February 2022 covering 17 School Streets. The overall results in both reports show a significant decrease in traffic volumes and positive trends in air quality during the hours of operation of the School Streets. There are also some positive changes in speeding figures and cycling levels. Key headlines are summarised in Table 1:

<b>September 2021 Report (13 sites)</b>	<b>February 2022 Report (5 sites)</b>
<ul style="list-style-type: none"> <li>• Reduced motorised traffic across School Streets zones roads (down 50% in the AM and down 28% in the PM) in line with through traffic restrictions;</li> <li>• Reduction of top speeds within the zones (-8%);</li> <li>• Increased levels of cycling (+7%);</li> <li>• Air quality has improved in line with borough trends as levels of nitrogen dioxide have fallen.</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced motorised traffic across School Streets zones roads (overall down 63%) in line with through traffic restrictions;</li> <li>• Speeds remained about the same;</li> <li>• Increased levels of cycling (overall up by 23%);</li> <li>• Air quality has improved in line with borough trends as levels of nitrogen dioxide have fallen.</li> </ul>

Table 1: Annual monitoring results for previous School Street trials

#### **4.6 Pre-implementation monitoring at Highbury New Park (Highbury Quadrant)**

4.6.1 The data below in table 2 and 3 highlights traffic volumes in the Highbury Quadrant area collected in March 2022. In August 2021, the council prepared plans for a School Street at Highbury Quadrant Primary School on Highbury New Park and surrounding roads for implementation in September 2021. Following internal discussions, the decision was made to postpone the implementation in light of the Stoke Newington Church Street bus gate scheme in neighbouring Hackney to allow for additional traffic monitoring and to assess the impact assessment on Islington's road network in March 2022.

4.6.2 The council collected traffic data on Highbury New Park and other roads nearby show that traffic volumes are high in the AM and PM school peak times (weekdays 8.00-9.00am and 3.00-4.00pm) on Highbury New Park.

<b>Street location</b>	<b>AM</b>	<b>PM</b>
Highbury New Park (North)	372	315
Balfour Road (Northern)	65	59
Stradbroke Road	111	81
Balfour Road (Southern)	141	83
Highbury New Park (Mid)	629	471

Table 2: Average traffic volumes measured in the morning peak, 8.00am-9.00am and afternoon peak, 3.00pm-4.00pm in March 2022

- 4.6.3 Overall, the results show that traffic volumes at peak times are high on the proposed School Street roads for Highbury Quadrant Primary School, and that the average speed levels remain above the Posted Speed Limit (PSL). For instance, data shows that on Highbury New Park average speeds range between 21.4mph and 24.5mph, when the PSL is 20mph. This speeding issue on Highbury New Park might relate to the nature of the street which is wide with various central traffic islands, encouraging vehicles to speed.
- 4.6.4 Data collected in March 2022 at Highbury New Park (north) shows that on average 5,708 vehicles a day use the road, with an HGV proportion of 12%.
- 4.6.5 The high volumes and speeds of traffic contribute to road danger around Highbury Quadrant Primary, further disadvantaging pupils and their caregivers.

## 5 Public consultation

- 5.1 The consultation for the two School Streets took place between 4 to 31 July 2022. Results from the consultation questionnaire have been analysed by council officers and can be read in Appendix 2.
- 5.2 The consultation included an online questionnaire available via the Islington website. Paper copies of the questionnaire were also made available at Islington Town Hall and could be requested by post or collected at the school reception.
- 5.3 Overall, 195 adults' questionnaires were received, 38 for Hugh Myddelton and 157 for Highbury Quadrant.
- 5.4 The council used different ways to promote the consultation. Approximately 4,700 leaflets were distributed to the residents and businesses within and around Highbury Quadrant and Hugh Myddelton.
- 5.5 Additionally, business visits took place at 54 locations to engage with businesses within the proposed School Street zones.
- 5.6 The council also promoted the consultation and encouraged people to fill in the questionnaires at multiple on-site events.
- 5.7 During the consultation, officers carried out leafletting activities at the following locations and dates:
- Highbury Quadrant Primary School – 11 July 2022
  - Hugh Myddelton Primary School – 13 July 2022
- 5.8 The consultation was also actively promoted on the council's website, via on-street trifold signs and leaflets.
- 5.9 One children's workshop was run on 12 July 2022 at Highbury Quadrant Primary school to engage with the pupils and collect their feedback on the proposal and area-wide issues.

5.10 There is no evidence to suggest that there was any data tampering or contamination to the consultation responses.

School Name	Key issues raised	Adult responses received	Adult response in free text boxes coded as positive, mixed and negative %
Hugh Myddelton Primary School	Consultation results were mostly positive. The key issues raised were: <ul style="list-style-type: none"> <li>• Exemptions</li> <li>• School Transport/Blue badge exemptions</li> <li>• Penalty Charge Notices</li> <li>• Signage</li> <li>• Business loading requirements</li> </ul>	38	73% positive 11% mixed 16% negative
Highbury Quadrant Primary School	Consultation results were mixed. The key issues raised were: <ul style="list-style-type: none"> <li>• Exemptions</li> <li>• Blue Badge Exemptions</li> <li>• Impact on residents</li> <li>• Impact on business</li> <li>• East-West delivery routes for businesses</li> </ul>	157	40% positive 12% mixed 48% negative

Table 3: Summary of coded free-text box responses to consultation survey

### 5.13 Hugh Myddelton Primary School – Highlights

5.13.1 The School Street extension into Lloyd's Row was proposed by the school and a majority of respondents (82%) expressed support for the extension of the School Street to Lloyd's Row. The questionnaire results showed that 84% agreed or strongly agreed with the statement: 'I think streets should be safer for children, parents and carers to walk, wheel and cycle to school', while 8% disagreed or strongly disagreed.

5.13.2 79% agreed or strongly agreed with the statement: 'The proposals will make it safer and easier to travel in the area by walking, wheeling or cycling'. Finally, 76% agreed or strongly agreed with the statement: 'The proposals will make the area more pleasant', while 18% disagreed.

5.13.3 Concerns were raised about access to Lloyd's Row for Spa Green Estate and Wells House residents. However, discussions with housing officers have confirmed that the 18 individually allocated parking bays on Spa Green Estate car park as well as any vehicles already registered with the council will receive exemptions. Additionally, Housing is planning on moving the contractors' bays to the St John's Street gate so that they do not drive along Lloyd's Row to access the estate.

5.13.4 The questionnaire included a free text box for participants to enter comments. These have been grouped into themes and summarised in Table 5, with council officers' comments in response.

Theme	Detailed comments	Commentary
Exemptions	<ul style="list-style-type: none"> <li>• Access to Lloyd's Row for Spa Green Estate and Wells House residents.</li> <li>• Access for disabled people and taxis.</li> </ul>	<p>Residents with estate parking on Spa Green Estate will be granted an exemption.</p> <p>Taxis are currently not exempt – however should a regular taxi be used by a Blue Badge holder, exemptions can be considered on a case-by-case basis.</p> <p>Though there will be some administrative implications for people requiring exemptions from the School Street the council is confident that the exemptions in place will provide adequate provision for those who have highlighted a genuine need for exemptions as part of the consultation.</p>
Business access	<ul style="list-style-type: none"> <li>• Access for deliveries.</li> </ul>	<p>Deliveries need to access the area outside of School Street hours, or park outside the zone during operational hours.</p> <p>While business deliveries will need to be rerouted as a result of the School Streets, it must be considered that it is only for a limited time period and only during school terms and weekdays.</p>
Existing	<ul style="list-style-type: none"> <li>• Current road danger at Lloyd's Row due to</li> </ul>	<p>This issue is addressed by the proposals.</p>



<b>Theme</b>	<b>Detailed comments</b>	<b>Commentary</b>
road danger, parking and traffic issues	vehicles speeding and making three-point turns.	
Accessibility	<ul style="list-style-type: none"> <li>Pavement and carriageway poor condition at Lloyd's Row.</li> </ul>	Officers will raise this issue with Highways and consider improvements as part of the carriageways and footways maintenance programme.

Table 4: Themes raised in the Hugh Myddelton Primary School consultation survey, with council officer comments

#### **5.14 Highbury Quadrant Primary School – Highlights**

- 5.14.1 Consultation results were mixed. While some residents, parents, carers and the school community and headteacher were supportive of the benefits the School Street scheme can bring, some local residents, parents, carers and businesses raised concerns over access and exemptions.
- 5.14.2 32% of respondents agreed or strongly agreed with the statement: 'The proposals will encourage me to walk, cycle or wheel more in the area', while 13% neither agreed nor disagreed and 55% strongly disagreed or disagreed with the statement.
- 5.14.3 47% of respondents agreed or strongly agreed with the statement: 'I think streets should be safer for children, parents and carers to walk, wheel and cycle to school', while 18% neither agreed or disagreed, and 34% strongly disagreed or disagreed.
- 5.14.4 42% agreed or strongly agreed with the statement: 'The proposals will make the area more pleasant', while 10% neither agreed nor disagreed and 48% strongly disagreed or disagreed.
- 5.14.5 The questionnaire included a free text box for participants to enter comments. These have been grouped into themes and summarised in table 6, with council officers' comments in response.

<b>Theme</b>	<b>Detailed comments</b>	<b>Commentary</b>
Impacts on businesses	<ul style="list-style-type: none"> <li>The inclusion of Balfour Road in the School Street might disconnect the</li> </ul>	Business visits took place in Highbury Grange and St Paul's Road to discuss potential impacts of the scheme and alternative delivery routes. Overall, the

Theme	Detailed comments	Commentary
	<p>Highbury Grange area with possible impacts on businesses.</p> <ul style="list-style-type: none"> <li>Concerns around access for deliveries and tradespeople.</li> </ul>	<p>feedback received during these visits indicated that businesses understood that while the schemes may cause some initial confusion and disruption to deliveries there was on balance support for the objectives of the scheme.</p> <p>While some business deliveries will need to be rerouted as a result of the School Street, it is worth noting that the restrictions are only in place for a limited time period and only during school terms and weekdays.</p>
The interventions are not needed	<ul style="list-style-type: none"> <li>The roads are already quiet and feature traffic calming measures.</li> <li>The area is currently used by Driving Schools as quiet roads – the proposals would jeopardise this.</li> <li>Some residents reported that traffic levels in the area are historically low and therefore the area does not require a traffic reduction scheme.</li> </ul>	<p>Pre-implementation traffic data indicates that traffic volumes are high and traffic speeds are above the posted speed limit. This in turn increases road danger, especially disadvantaging more vulnerable road users, such as children, their caregivers and the elderly. The School Street at Highbury Quadrant Primary School would aim to improve walking and cycling conditions and reduce road danger in the area.</p> <p>The School Street hours restrict traffic for short periods of time (a maximum of two hours a day) on weekdays, during term time. Roads will still be available for Driving School practice at all other hours of the day and at all times at weekends and non-term times. The Driving School located in the School Street area would however be considered for exemptions if its vehicles are registered within the zone.</p>
Support for the proposals and traffic reduction measures	<ul style="list-style-type: none"> <li>The area should benefit from a Low Traffic Neighbourhood to deal with traffic speeds and volumes.</li> <li>Some residents called for the zone to be wider and</li> </ul>	<p>Those comments are supportive of the proposals and can be reviewed at a later stage once monitoring has taken place.</p>

Theme	Detailed comments	Commentary
	<p>extending to Highbury Grove and the whole of Highbury New Park.</p>	
<p>Traffic displacement</p>	<ul style="list-style-type: none"> <li>• The proposals might result in an increase in traffic on Highbury Grove, Green Lanes and Petherton Road by displacing traffic.</li> <li>• Concern about displaced traffic on Kelross, Sotheby and Northolme roads.</li> </ul>	<p>The council will continue to monitor the traffic within the School Street zone and on the nearby roads including Highbury Grove, Green Lanes and Petherton Road throughout the trial to evaluate the impacts the scheme may have on traffic volumes on the wider area. This will form part of the evidence for the final decision at the end of the trial.</p> <p>Kelross, Sotheby and Northolme Roads are already no through east-west routes and therefore could not be used as alternatives to Highbury Grange during the hours of operation of the School Street.</p> <p>The risk of displacement will be carefully monitored and officers are of the view that the surrounding road network can maintain resilience with the School Street in place. On balance the benefits of the schemes are considered to justify its implementation.</p>
<p>Existing road danger, parking and traffic issues</p>	<ul style="list-style-type: none"> <li>• The existing white lines, parking and mini roundabout create an unsafe environment for people walking and cycling.</li> <li>• Existing lack of parking enforcement on double yellow lines is an issue outside the school with associated idling.</li> <li>• Need for more traffic speeding enforcement.</li> <li>• More crossing points needed on Highbury New Park.</li> </ul>	<p>These comments demonstrate a need for traffic reduction in the area. As set out in table 1, previous School Streets have decreased traffic by up to 63% and speeding by up to 8%. This indicates the School Street should address the road safety issues that have been identified by residents.</p> <p>Traffic reduction should also limit the use for controlled and zebra crossings and for the presence of enforcement.</p>

Theme	Detailed comments	Commentary
	<ul style="list-style-type: none"> <li>Some parents and resident suggest enforcing the zebra crossing with a school crossing patrol to improve road safety.</li> </ul>	
Exemptions	<ul style="list-style-type: none"> <li>Bus services (393) should be exempt on Highbury New Park.</li> <li>Exemptions should cover Motability cars.</li> <li>The proposals might make it harder to attend doctor's appointments for people driving for the practice located on Highbury New Park.</li> <li>People with off street parking in the area might be missed out from automatic residents' exemptions.</li> <li>Access for disabled people using taxis.</li> </ul>	<p>TfL bus services are exempt from the School Street restrictions.</p> <p>Case-by-case exemptions can be granted to Motability Cars.</p> <p>Residents' exemptions are granted to those living in the School Street. Blue Badge holders are exempt if they need to access the area.</p> <p>The GP Practice staff can benefit from exemptions and regular GP visitors who are Blue Badge holders can also be provided an exemption. People with off-street parking will be contacted with a letter to register their vehicles for an exemption. Disabled people using regular taxis can apply for an exemption on a case-by-case basis.</p> <p>Though there will be some administrative implications for people requiring exemptions from the School Street the council is confident that the exemptions in place will provide adequate provision for those who have highlighted a genuine need for exemptions as part of the consultation.</p>
Accessibility	<ul style="list-style-type: none"> <li>Uneven footway surface on Highbury New Park create accessibility issues.</li> <li>Road surfaces on Stradbroke and Balfour Road create hazards for</li> </ul>	<p>These points can be addressed as the scheme beds in as part of the council's regular highways maintenance programme.</p>

Theme	Detailed comments	Commentary
	people cycling due to its poor condition.	
Public realm improvements	<ul style="list-style-type: none"> <li>• More bins and benches needed.</li> <li>• Remove the black fence on pavement outside school and replace with a planted green build out like outside Ambler school.</li> </ul>	<p>The council welcomes the input of residents and wishes to make all streets in the borough more people-friendly which will involve the provision of benches, bins, and review of guard rail, and greening opportunities.</p> <p>This consultation was about the implementation of a School Street; however the council has considered these comments.</p>

Table 5: Themes raised in the free-text box responses of Highbury Quadrant Primary School consultation survey with officer comments

## 5.15 Highbury Quadrant Primary School – children’s workshop

- 5.15.1 The workshop at Highbury Quadrant School was held on 12 July 2022 with the School Council, a representative group of students from all year groups. This was followed by a presentation from the participating children to the rest of the school in a school assembly on 20 July 2022.
- 5.15.2 The workshop was formed of three parts: awareness of how motorised traffic changed our street, walkabout in the vicinity of the school, and individual school routes.
- 5.15.3 The reflections of the students show that safe crossings are regularly commented on positively, and conversely the lack of safe crossings or long waiting times are commented on negatively. Narrow pavements and lack of space to cycle and scoot was also noted as a key issue. Trees, a quiet atmosphere, green spaces to play, walking with friends were often mentioned positively. Whilst children were very aware of safety, pollution was less frequently mentioned than it had been in previous workshops at other schools.
- 5.15.4 A full summary of the children’s workshop at Highbury Quadrant Primary School is available in Appendix 4.

## 6 Statutory Consultees

6.1 Statutory Consultees contacted were:

- The National Health Service: no response
- London Ambulance Service (LAS):

- The LAS requested confirmation that no hard closures would be used and that the schemes would be camera-enforced. Additionally, they encouraged the council to:
  - raise public awareness around advising that although the roads are restricted during school periods they are still open to certain traffic so caution and road safety is still needed.
  - Liaise with the police and fire service for ambulance purposes.
  - Liaise with social care domiciliary providers, midwifery and community healthcare providers in the Borough to ensure vulnerable persons are still able to access vital health and social care services.
- MET Police: no objections
- London Fire Brigade: no objections
- Transport for London: no objections
- Royal Mail: no response
- RHA: no response
- London Borough of Hackney:
  - No objections but requested information about monitoring on Green Lanes. The council confirmed that traffic volumes and speeds on Green Lanes will be monitored.

## 7 Proposals

- 7.1 In balancing the considerations above, officers consider that the implementation of the above environmental improvements should proceed taking into account the following factors:
- Access is maintained to all properties within the vicinity of the scheme at all hours.
  - The scheme does not impact emergency service through-route access.
  - All amenities remain accessible at all times.
  - The new public realm space will include additional planters and a wider space for visitors to enjoy.
  - The scheme is not expected to have an adverse impact on air quality, however the reduction in permitted car parking spaces could improve local emissions.
  - The new public realm space could also encourage modal shift by making walking a more attractive option by creating an improved and enlarged pedestrian space.
  - There is a need for public service vehicles responding to emergencies to be able to access the area safely and expeditiously, and so the scheme has taken this into consideration.

7.2 Table 7 outlines the proposals for individual School Streets included in the programme's acceleration.

School	Ward	Hours of Operation and Location	Recommendation
Hugh Myddelton Primary School	Clerkenwell	Gloucester Way, Myddelton Street, Garnault Place, Whiskin Street, Meredith Street and Lloyd's Row (full length) between 8.20am to 9.15am and 3.00pm to 3.45pm	To amend an existing traffic order to extend the School Street zone to include Lloyd's Row and change the hours of operation to 8.30am until 9.30am and 3.00pm until 4.00pm
Highbury Quadrant Primary School	Mildmay and Highbury	Currently none. Proposed: Highbury New Park (between Beresford Terrace and Collins Road, Highbury Grange (between Balfour Road and Aberdeen Road), and full length of Balfour Road and Stradbroke Road between 8.30am to 9.30am and 3.15pm to 4.15pm	To introduce a new ETO restricting motorised traffic on the proposed roads at proposed times, with exemptions for TfL bus services and further exemptions for the GP Practice located on Highbury New Park. As with previous School Streets, there will be exemptions for residents and Blue Badge holders.

Table 6: Detailed proposals for the two School Streets

## 8 Implications

### 8.1 Financial Implications

8.1.1 **Costs.** The estimated implementation cost is £20,515 for Highbury Quadrant and £4,575 for Hugh Myddelton – a total of £25,090.

8.1.2 **Funding.** The funding for this project is expected to come the council people-friendly streets capital through the Low Traffic Neighbourhood and School Streets funding approved by Members in February 2021.

8.1.3 **Revenue.** The School Street schemes will bring in revenue via camera enforcement to contribute to the Traffic and Parking savings targets, however after time this revenue is expected to reduce as compliance increases.

## 8.2 Legal Implications

### 8.2.1 Section 122, Road Traffic Regulation Act 1984

8.2.2.1 In the exercise of its powers under the Road Traffic Regulation Act 1984, the council is required, under s.122 of the Act, to exercise its order making function (so far as practicable having regard to the matters specified below) 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 specified matters are:

- a. the desirability of securing and maintaining reasonable access to premises;
- b. 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;
- c. the impact on air quality both locally and in the surrounding areas;
- d. 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
- e. any other matters appearing to the council to be relevant.

8.2.1.1 The ministerial statement issued on 9 May 2020 and the subsequent statutory guidance, requires councils in England to cater for significantly-increased numbers of cyclists and pedestrians, and making it easier for them to create safer streets is a relevant consideration. The School Streets project continues to provide a safe space for pedestrians and children travelling to and from school at the school gates, also encouraging greener modes of travel such as walking.

### 8.2.3 Implementation of a School Street at Highbury Quadrant Primary School

8.2.3.1 Section 9 of the Road Traffic Regulation Act 1984 as amended enables the council to make an experimental traffic order for the purposes set out in section 2 of the report. In deciding whether or not to make an order under section 9, the council is required to comply with the provisions of section 122 of the 1984 Act.

8.2.3.2 As recorded above, officers have concluded, when balancing the various considerations, that adopting the recommendations set out in section 2 of this report is the appropriate decision.

8.2.3.3 In addition to the above considerations, when deciding whether to make a traffic order the council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality.

8.2.3.4 The council must also have full and proper regard to the on-line consultation responses particularly those from residents of the School Street zones.



- 8.2.3.5 If making the experimental traffic order permanent, the council must follow the procedure set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended).
- 8.2.3.6 Traffic Orders are required to be supported by relevant lines, markings and signs as prescribed by the Traffic Signs and General Directions 2016.

#### **8.2.4 Extension of School Street at Hugh Myddelton Primary School**

- 8.2.4.1 The proposal for the extension of the School Street at Hugh Myddelton Primary School will be implemented by a permanent traffic order.
- 8.2.4.2 The Traffic Management Order (TMO) will allow the council to extend the School Street zone to include Lloyd's Row and to change the hours of operation to 8.30am until 9.30am and 3.00pm until 4.00pm on a permanent basis, and can only be introduced following an objection period. The objection period must be open for at least 21 days after the TMO is advertised in the local press in accordance with the procedure set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended). All comments must be duly considered before a TMO can be made operational and the scheme implemented on site.
- 8.2.4.3 Traffic Orders are required to be supported by relevant lines, markings and signs as prescribed by the Traffic Signs and General Directions 2016.

### **8.3 Environmental Implications and contribution to achieving a net zero carbon Islington by 2030**

- 8.3.2 Implementing School Streets at all schools in the borough is identified as an action in the [Council's Net Zero Carbon Action Plan, Vision 2030](#). The intention to implement these proposals will continue to reduce vehicular movements through these streets during key hours, reducing air pollution and carbon emissions outside the schools. In some cases – such as where parents stop driving their children to and from school due to the new restrictions – this eliminates traffic and reduce emissions and congestion. However, there may also be cases where other drivers displaced from the streets take longer routes, leading to additional emissions and congestion elsewhere – the extension of the School Street at Hugh Myddelton and the implementation of a new School Street at Highbury Quadrant Primary School is designed to address this issue. Monitoring of the School Streets programme has shown that the overall emissions and congestion have reduced on the roads within the schemes and surrounding areas as more parents, school staff and pupils are encouraged to travel by sustainable means of transport.
- 8.3.3 The work required for the continuation of the School Streets also have some minor environmental implications related to ongoing resource and energy usage for the signage and enforcement cameras.

## 8.4 Equalities Impact Assessment

- 8.4.2 The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.
- 8.4.3 An Equality Impact Assessment (EqIA) was undertaken and has been provided with this report for information. The EqIA identifies general positive and negative impacts for groups with protected characteristics and details the specific positive and negative impacts of the School Streets programme. The EqIA has identified both positive and negative impacts in the following protected characteristic groups: Age, Disability, Pregnancy and Maternity, Race, Sex & Socio-economic status. There were no identified impacts on Gender Reassignment, Marriage or Civil Partnership, Sexual Orientation, or Religion and Belief.
- 8.4.4 The School Streets programme is expected to improve the lives of residents in a number of ways and welcome people from all walks of life and represent a fairer balance for alternative travel modes.
- 8.4.5 A number of actions were set out in the EqIA and the list of actions and timelines is provided in Table 8.

Action	Deadline
Traffic displacement risk on roads outside the School Street zone will be addressed through monitoring – The council is continuing to proceed with a monitoring strategy to ensure that the displacement impacts are considered.	Monitoring baseline collected in September 2022 and approximately 12 months later.
Individual assessments are carried out for the vulnerable or mobility impaired who need to use taxi or PHV services.	Ongoing
For Blue Badge holders from outside the area who require access to the streets during the School Street hours, exemptions can be provided. Those without Blue Badges with mobility issues can be considered for exemptions with further individual assessments.	Ongoing
Feedback from the public will be monitored	Ongoing
For Estate resident parking made inaccessible by the School Street zones, exemptions will be considered for estate residents who	September / October 2022

Action	Deadline
cannot access their parking spaces without entering the School Street zones.	
Resident letters will be sent prior to implementation to all addresses comprised in the School Street zones with contact details to register cars including those that are DVLA registered at off street parking.	September / October 2022
Access to the GP Practice located on Highbury New Park. The scheme exemption policy can allow staff at the GP practice on Highbury New Park to be exempted if they require vehicular access. Exemptions will also be provided to disabled drivers who own a Blue Badge.	Ongoing

Table 7: Actions from the Equalities Impact Assessment

An Equality Impact Assessment has been completed and is attached at Appendix 3.

## 8.5 Human Rights

- 8.5.2 Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1 of the First Protocol - protection of property, Article 2 of the First Protocol – right to education, and Article 8 of the First Protocol - right to respect for private and family life.
- 8.5.3 In relation to Article 1 residents will be given the opportunity to apply for an exemption to the scheme so will retain the most direct access to their homes during the School Streets hours. The scheme is therefore not considered to have a significant impact on Article 1. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report.
- 8.5.4 In relation to Article 2, access to educational institutes will not be affected by the proposals. Access to educational institutes will be maintained to the premises by walking, cycling and public transport. Disabled parents or carers with Blue Badges will be provided with permits which will provide them with access to the School Street zones at all times. Details on how to apply for such exemptions are shared with the parents of the school prior to the scheme going live. The scheme is not considered to have an impact on Article 2.
- 8.5.5 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. It is not considered that the implementation of the scheme will impede on the right to individuals to respect for private and family life either in public or on private land. Further, the

scheme is proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

- 8.5.6 These human rights should be considered. To the extent that it is considered that they are infringed it the scheme should only go ahead if it is considered that the infringement is necessary and proportionate.

## 9 Conclusions & Reason for recommendation

- 9.2 School Street schemes are being implemented across a number of London boroughs and other Local Authorities across the United Kingdom. The initiative is expected to be extended across London and the UK in due course and in turn form a key feature in improving air quality and reducing road danger around our schools, helping to protect children's futures.
- 9.3 Islington Council successfully introduced its first permanent School Street at St John Evangelist Primary School on Duncan Street following a successful 18-month trial and consultation, closely followed by making a further 29 School Streets permanent.
- 9.4 Overall, through former trials, consultations and monitoring, School Streets in Islington have been proven to deliver the objectives set out for them in terms of encouraging more people to use active travel, reducing traffic volumes and traffic speeds, while also improving air quality.
- 9.5 It is recommended that the permanent School Street at Hugh Myddelton Primary School as outlined in this document is extended in zone, with new hours of operation to respond to the school's request. This will assist the council's transport response to climate change and continue to provide a safe environment for parents and children at the school gates, through reduced traffic and improved air quality.
- 9.6 While the consultation results were mixed for Highbury Quadrant, the issues such as vehicular access or traffic volumes raised by those who have concerns that the implementation will not achieve the School Streets objectives have been carefully considered in Table 6. It should also be noted that a majority of the respondents identified as owning one or more vehicles and that this category of respondents were more negative about the proposals. This over-representation of car owners in the response might explain the slightly more negative results, given that 71% of Islington households do not own a car or van. On balance and after assessment, it is recommended that the council should implement the School Street at Highbury Quadrant as a trial.
- 9.7 Feedback on the schemes from the head teachers and general public mean that the schemes are recommended to be taken forward, with one existing permanent scheme being extended geographically and timings amended and a new scheme being introduced as a trial. Table 9 summarises these recommendations.

School	Consultation Results	Reason for recommendation
Hugh Myddelton Primary School	<ul style="list-style-type: none"> <li>• 38 adult responses received.</li> <li>• Based on the free-text box answers received, 71% perceived changes as positive.</li> </ul>	<p><b>Reason:</b> Positive public consultation results. Proposal will address safety concerns raised by the school community.</p> <p><b>Recommendation:</b> To amend an existing traffic order to extend the School Street zone to include Lloyd's Row and change the hours of operation to 8.30am until 9.30am and 3.00pm until 4.00pm.</p>
Highbury Quadrant Primary School	<ul style="list-style-type: none"> <li>• 157 adult responses were received.</li> <li>• Based on the free-text box answers received, 40% supported the proposals, 12% of the responses were mixed and 48% were negative.</li> </ul>	<p><b>Reason:</b> Mixed public consultation results. Proposal will aim to address safety concerns raised by the residents and school community.</p> <p>As set out in Table 6 the issues raised during the public consultation were considered alongside the existing evidence about the traffic levels on the street and the evidence from other Islington streets about the effectiveness of School Streets. On balance this provides a valid justification to implement the scheme as a trial.</p> <p>Pre-implementation traffic monitoring shows increased traffic volumes and general speeding, indicating increased road danger in the area.</p> <p>Implementing the scheme as an ETO will allow to evaluate the scheme in 12 months' time.</p>

School	Consultation Results	Reason for recommendation
		<b>Recommendation:</b> To introduce a new ETO.

Table 8: Summary of recommendations

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*K Townsend.*

Title: Corporate Director of Environment

Date: 31 August 2022

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Appendix 1 – Proposal plans

Appendix 2 – Consultation report

Appendix 3 – Equality Impact Assessment

Appendix 4 – Children’s Workshop at Highbury Quadrant Primary  
School Consultation Report