CORPORATE SERVICES DEPARTMENT

Director - Caroline Holland



Democracy Services London Borough of Merton Merton Civic Centre London Road Morden SM4 5DX

Direct Line: 0208 545 3357

Email: democratic.services@merton.gov.uk

Date: 10 February 2022

Dear Councillor

Notification of a Decision taken by the Cabinet Member for Housing, Regeneration and the Climate Emergency

The attached non-key decision has been taken by the Cabinet Member for Housing, Regeneration and the Climate Emergency with regards to:

• School Streets – EMTO results- Harris Primary Academy

and will be implemented at **noon** on **Tuesday 15 February 2022** unless a call-in request is received.

The <u>call-in</u> form is attached for your use if needed and refers to the relevant sections of the constitution.

Yours sincerely

Democracy Services

NON-KEY DECISION TAKEN BY A CABINET MEMBER UNDER DELEGATED AUTHORITY

See over for instructions on how to use this form – all parts of this form must be completed. Type all information in the boxes. The boxes will expand to accommodate extra lines where needed.

Title of report: School Streets – EMTO results- Harris Primary Academy Reason for exemption (if any) – N/A

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Councillor Martin Whelton, Cabinet Member for Housing, Regeneration & the Climate Emergency

Date of Decision

Date report made available to decision maker

03rd February 2022

Decision

Having considered the officer's recommendations and all the representations, I agree to the recommendations as set out in the report in making the school street permanent. The restrictions to be Mon-Fri 8.00 - 9.30am and 2.30 - 4.00pm term time only

Reason for decision

To maintain and further improve on reducing congestion, risk, pollution outside school gate and continue to encourage active travel and bring about a change in behaviour.

Alternative options considered and why rejected

To remove the restrictions. This would be against the Council's objectives in improving the environment in terms of safety, access, air quality and increase in active travel and use of sustainable transport. It will do nothing to address localised congestion.

Documents relied on in addition to officer report

N/A

Declarations of Interest

Ward councillor for Pollards Hill ward

Cllr Martin Whelton

9 February, 2022

Publication of this decision and call in provision

Send this form and the officer report* to democratic.services@merton.gov.uk for publication. Publication will take place within two days. The call-in deadline will be at Noon on the third working day following publication. IMPORTANT – this decision should not be implemented until the call-in period has elapsed.

Committee: Cabinet Member Report

Date: 3rd February 2022

Agenda item: N/A

Wards: Pollards Hill

Subject: School Streets – EMTO results- Harris Primary Academy

Lead officer: Chris Lee, Director of Environment & Regeneration.

Lead member: Councillor Martin Whelton, Cabinet Member for Housing, Regeneration and

the Climate Emergency

Forward Plan reference number: N/A

Contact Officer: Mitra Dubet, email: mitra.dubet@merton.gov.uk

Recommendations:

That the Cabinet Member considers the issues detailed in this report and:

A) Notes the results of the Experimental Traffic Management Order used to implement the School Street and its associated restrictions as shown below and on plan in Appendix 1.

Table 1

School	Restricted Roads	Restricted periods Mon-Fri Term times only
Harris Primary Academy	Ivy Gardens	8.00 – 9.30am 2.30 - 4.00pm

- B) To consider all the representations received as set out in section 4.4 of this report and agrees to proceed with making the existing Experimental Traffic Management permanent.
- C) Agrees to exercise his discretion not to hold a public inquiry on the consultation process.

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 This report details the result of the Experimental Traffic Management Order used to introduce the amended School Street restrictions in October 2020.
- 1.2 It seeks approval to proceed with making the Experimental Traffic Management Order (ETMO) permanent and retain the School Street. The restricted periods will be 8.00-9.30am and 2.30-4.00pm. This will ensure that the objectives associated with school streets are met and retained.

2.0 DETAILS

2.1 As part of the Council's objective to reduce congestion, pollution, collisions, risk and provide a safe environment within the vicinity of schools, the Council has a rolling road safety and accessibility programme. Measures that are often implemented include 'school keep clear' zig-zag road markings to prevent drivers parking close to the school gates and to improve sightlines; 20mph speed limits with accompanying traffic calming measures and road safety education. These measures have been very successful in most areas, as there has been an improvement in perception of safety with a reduction in risk of injury. Although these measures have been successful in ensuring access and safety, the level of congestion, risk and air quality outside the schools remain a concern. The contributing factor is the high- localised volume of vehicular traffic and obstructive parking within the vicinity of schools often generated by parents / carers of pupils attending the school.

Air Quality

- 2.2 To assess the level of air quality around schools, in January 2017 the Mayor of London commissioned an assessment of air quality outside 50 London schools. A report was published in May 2018 (the Mayor of London on School Air Quality Programme) detailing its findings of unacceptable levels of air quality during the school opening and closing periods of the day. One of the contributing factor to this poor air quality within London is road transport, of which the Mayor of London has introduced a series of measures to improve the air quality especially around schools, however, this still remains a concern. It is considered that without significant intervention, as the Capital grows rapidly with increasing congestion, adverse health and safety implications are set to continue.
- 2.3 The Mayor's Air Quality report also identified that school travel in some areas often does not contribute substantially to local emissions, as many walk, scoot, cycle or travel by public transport, with much of the road transport emissions emanating from the nearby busy main roads. However, seeking to manage and reduce school related car travel still has an important role to play. Cars picking up and dropping off children near the school gates result in a concentration of emissions amongst larger numbers of children, worsening exposure including the increase in risk of collisions. The recommendations also often focus on delivering broader improvements to the environment around the schools for walking and cycling, and the promotion of sustainable transport including footway widening, kerb build-outs, improved crossing facilities on desire lines and traffic calming.
- 2.4 The Mayor's Air Quality report highlights that without significant intervention, as the capital grows rapidly with increasing congestion, the air quality levels are forecast to rise considerably, which will impact on adverse health and safety implications. Health implications include triggering or exacerbating chronic diseases such as asthma, hearth attack, bronchitis and other respiratory problems.
- 2.5 Recommendations in the Mayor's report is for local authorities to try and minimise the level of pollution outside schools by introducing measures to minimise vehicular traffic outside school gates. Due to the pandemic, since May 2020, all local authorities have been encouraged to expedite such improvements.

3.0 SCHEME

3.1 As part of Merton's commitment to achieve a number of objectives such as improving safety and air quality and encourage active travel, a report dated 10th July 2019 titled School Safety Zone – Experimental Traffic Management Scheme was submitted to the Cabinet Member for approval to implement the proposed restrictions as set out in table 2, under an Experimental Order. A decision to proceed was made on 23rd July 2019 and the restrictions were implemented on 2nd September 2019.

Table 2

School	Restricted Roads	Restricted periods Mon-Fri Term times only		
Harris Primary Academy	Ivy Gardens	8.00-9.30am & 2.30-3.30pm		

- 3.2 The school street restricts entry of motorised traffic into restricted roads during specific times based on schools' starting and finishing times plus some additional times to discourage those parents who may arrive early so as to avoid the restrictions. The restrictions only apply during school term periods. Residents who live in the affected roads have access as do teachers and those with special needs children who need to be driven to school. This exemption is via an on-line exemption process. Others who may also qualify for an exemption can also register with the Council; exemptions are subject to meeting the appropriate criteria. Location plan and exemption catchment area is attached in appendix 1.
- 3.3 In September 2020, Harris Primary Academy advised the Council of a change in their afternoon hours. Following Cabinet Member agreement, the original ETMO was revoked and a new ETMO was published on 22nd October 2020. On 5th October 2020 a letter (copy attached in appendix 1) was sent to all the affected residents advising them of the change in the afternoon period and the start of a new statutory consultation. All the information were posted on the website; street notices were erected on lamp columns and published in Wimbledon Times and the London Gazette. All the signs were amended accordingly and additional advance signs were erected.
- 3.4 In addition to the above, in response to a green recovery, DfT / TfL provided funding (subject to a bid process) for boroughs to consider, consult and implement School Streets so as to reduce congestion, remove the obstructive parking that is often associated with schools; promote active and sustainable modes of travel; improve safety and air quality particularly outside schools. This resulted in additional school streets throughout the borough. Further information is available on the Council's website www.merton.gov.uk/schoolstreets.

4. CONSULTATION

Statutory Consultation

- 4.1 The scheme was introduced under an Experimental Order. This type of Order enables the implementation of a scheme during the statutory consultation stage. An Experimental Order allows the restrictions and the Order to be in place for a maximum of 18 months before a final decision is made. Anyone can make a representation within the first six months (the statutory/formal consultation period) of the Experimental Order coming into force. The EMTO enabled the school, residents and other road users to experience the restrictions, thereby allowing them to make an informed decision prior to responding to the consultation. It also allows the Council to make minor adjustments. Consultees had in excess of 6 months to respond to the consultation and residents in this case were subject to 2 consecutive consultation periods.
- 4.2 The second consultation that involved a change in the hours of began on 22nd October 2020 and concluded on 31st July 2021. Newsletters were delivered to all those properties directly affected (see plan in appendix 1). The newsletter detailed the consultation process; the proposed measures and a location plan. A copy of the newsletter with the plan is attached in Appendix 1.
- 4.3 Residents were encouraged to submit their feedback on the Council's website using specific on-line feedback link. All available information was also posted on the website. Introducing new school streets 2020 (merton.gov.uk). Street notices were erected on lamp columns and published in the local papers and the London Gazette.

- 4.3.1 In terms of publicising the school streets programme there was an article on School Streets in My Merton magazine the Winter 2020 edition. This copy was distributed to all households in Merton from 19 November 2020. There was also a news article about it in the Spring 2021 edition which was published on 25 March 2021.
- 4.3.2 The school was provided with a banner to be attached to the school gate. The banner set out the details of the restrictions and affected roads. The school was also requested to inform and remind parents of the restrictions.
- 4.4 The statutory consultation resulted in :-
 - 1 objection from within the newsletter postal area (Ivy Gardens). The objection, however, is not based on the school street or its hours of operation but it is based on a misunderstanding of the advance advisory sign.
 - 1 objection against the change in hours from neighbouring road but no reasons provided.
 - 4 representations from outside the restricted road with 3 in support and 1 objection.

Ivy Gardens 6285250	Disagree	I have serious issues with the new no right turn/no left turn signs, I believe they have been illegally erected as no consultation or experimental traffic order exists for them. These signs are a different entity to the school zone. You have now restricted me and fellow residents from driving down our own road for several hours in a day. I cannot understand why we haven't got the yellow signs all other zones have.
Dane Road 6332637	Agree	The street (and the surrounding area) is routinely clogged with traffic, especially as it is close to an intersection with the A24. The school children should not be forced to breathe in traffic fumes because of idling cars.
Northway 6302348	Agree	No comments provided
Tolverne Road 6347045	Agree	This response is on behalf of Merton Residents Transport Group (MRTG). We strongly support the school street at Harris Primary Academy. School streets such as this one play a critical role in reducing road danger to children, improving air quality and enabling walking, cycling and scooting for a wider range of people of different ages doing the school run. They additionally reduce the number of motor vehicle journeys, lower pollution near the school, and reduce congestion. Additionally, we would encourage Merton to take further measures to enhance the visibility and effectiveness of the school street: - Ensure consistent enforcement with the use of permanent cameras; these could pay for themselves and provide funds to further enhance the school street - Create new areas of trees and soft landscaping into the carriageway space - these could be parklets, pocket parks or planters to improve the air quality, sustainable drainage to reduce risk of flooding Install planters to narrow the road width and create a gateway into the school street to enhance its presence - Provide signage at a lower height, and more clearly delineate the zone We look forward to the continued safety and health benefits arising from the school street, and encourage Merton to further expand the scheme to schools not currently covered.
Greenwood Road 6269214	Disagree	This is an objection to the proposed change in hours to a school street (Harris Primary Academy in Ivy Gardens) that was introduced in 2019
East Road 6313767	Disagree	No comments provided

4.5 When making a decision based on the outcome of a statutory consultation, consideration must be given to the validity of objections and the scheme's objectives. In this instance none of the affected residents object to the actual school street and its restrictions.

- 4.6 One of the objectives is to deter car trips for 'the school run', which is a major source of congestion and poor air quality outside schools as well as on route to and from schools. In the past the Council has attempted to address school related traffic and parking issues through School's travel plan, Road safety Education and parking management. However, it has become very clear that a more stringent action is required to change the behaviour of parents and motorists in general. A school street can be an effective method of bringing about this change.
- 4.7 It is appreciated that some parents continue to resist the change and in general have found their way into neighbouring roads or else / and stop on the boundary of the restrictions causing a nuisance. In this instance there are no records of any complaints referring to such behavior. However any such issues that may arise can be addressed by parking enforcement. Although due to the number of schools and limited staff it is not possible to provide daily enforcement for every school, routine enforcement is carried out on a rota basis with targeted enforcement in some more difficult and congested areas.
- 4.8 The legal signs plus advance signs have been in place since Sept / Oct 2020 and are clearly visible. The signs at the entrance to the restricted roads fully comply with the Traffic Signs Regulations and General Directions (TRSGD) (2016) and are also included in the Highway Code. School streets signs and restrictions are no different to any other moving contravention signs that motorists are obligated to abide by. These signs are used across London and motorists should be familiar with them and abide by them accordingly.
- 4.9 A full assessment of all school street signage across the borough has been carried out and arrangements have been made to further improve the signage in terms of numbers, position and visibility across the borough. This would be over and above of is actually required and considered as necessary. If the scheme is made permanent, 'Term Time only' supplementary plates will be added to the main entry signs. All advance signs which already include this text are being redesigned as more of a pictorial sign, thereby making it easier for drivers to observe. In this case however the pictorial sign that had previously been installed appear to have resulted in a misunderstanding as identified by the one objection received.
- 4.10 All those who are directly affected by the restrictions were informed of the restrictions and they are exempt by undergoing the registration process. All vehicles registered to the address can be registered for exemption. In terms of affected residents, only those who have no alternative vehicular access to their homes are classed as directly affected; all others who have an alternative vehicular route are classed as indirectly affected and cannot be exempt. To meet the objectives of the school street, it is necessary to minimise volume of traffic and it would not be possible to provide an exemption to anyone who has an alternative route. By facilitating non-essential traffic, it will do nothing to encourage a change in behaviour. Notwithstanding, in light of issues that have been raised by some residents, the Council has been reviewing exemptions; for example, there are already provisions within the system for residents to enter the vehicle registrations of taxis that are being used to transport them for medical reasons. There are also provisions for carers and household emergencies. In terms of neighbouring roads, Parking Services will pay additional attention in this area to address displacement.
- 4.11 The purpose of the school street is to improve safety, reduce risk and improve air quality in the restricted road as well as reduce traffic in general; after all, if parents or other visitors are discouraged to drive during the peak periods, there will be reduced traffic on route to and from the restricted roads. Another objective is to improve road safety and perception of road safety not only for pupils attending the school, but also for the residents and their visitors. This can be achieved by minimising volume of traffic past the school and remove the associated parking whilst pupils are arriving or leaving. For a school street to remain effective and to meet its objectives, it is necessary to reduce volume of traffic by reducing number of exemptions. Many delivery services can be made

aware of the restricted periods when placing an order and deliveries can be made outside these hours. Trade personnel and other visitors can also enter the road either before or after the restricted periods. Emergencies can be exempt after the event as long as evidence of emergency is provided. Every effort is made to minimise inconvenience but it simply is not possible to accommodate every scenario or eventuality.

- 4.12 The school street restrictions do not prevent residents from accessing their homes, and the system makes provision for exemptions under certain circumstances. Anyone within the restricted road can leave at any time. The contravention is for entering the road. In terms of visitors, there is nothing preventing visitors arriving within the restricted periods as long as it is not in a motorised vehicle. The Council has a number of initiatives that encourages those travelling within the borough to use active and / or sustainable modes of transport and not be so reliant on the use of private motorised vehicles. If the scheme becomes permanent, a newsletter detailing these points will be sent to all the residents.
- 4.13 All statutory bodies have been consulted and no objections have been raised.
- 4.14 All the local Ward Councillors have been engaged during the consultation process. The results of the consultation and officer's recommendations were presented to the Ward Councillors prior to preparing this report.

5. OFFICER'S RECOMMENDATION

5.1 When considering the outcome of the statutory consultation, consideration must be given to the nature and validity of the comments / representations and the Council's objectives. In the absence of any objections against the school street and the hours of restrictions from those directly affected it is recommended that the permanent Order is made to retain the school street. The school street will operate Mon-Fri 8.00 – 9.30am and 2.30– 4.00pm term time only. This is in line with the school's operational hours.

6. ALTERNATIVE OPTIONS

6.1 To remove the restrictions. This would compromise if not totally undo all the benefits that have been gained thus far and it would do nothing to encourage a change in behaviour. It would be contrary to the various objectives the Council is trying to achieve.

7. TIMETABLE

7.1 A newsletter detailing the results of the consultation and Cabinet Member decision will be distributed to all consultees soon after a Cabinet Member decision is made and published. The permanent Traffic Management Order will be made and published soon after.

8. FINANCIAL RESOURCE AND PROPERTY IMPLICATIONS

8.1 All the associated costs are covered by the LSP funding provided by DfT / TfL.

9. LEGAL AND STATUTORY IMPLICATIONS

9.1 The Traffic Management Orders would be made under Section 6 of the Road Traffic Regulation Act 1984 (as amended). The Council is required by the Local Authorities Traffic Order (Procedure) (England and Wales) Regulations 1996 to give notice of its intention to make a Traffic Order (by publishing a draft traffic order). These regulations also require the Council to consider any representations received as a result of publishing the experimental order.

- 9.2 The Council has discretion as to whether or not to hold a public inquiry before deciding whether or not to make a traffic management order or to modify the published ETMO. A public inquiry should be held where it would provide further information, which would assist the Council in reaching a decision.
- 9.3 The Council's powers to make Traffic Management Orders arise mainly under sections 6, 45, 46, 122 and 124 and schedules 1 and 9 of the RTRA 1984.

10. HUMAN RIGHTS & EQUALITIES AND COMMUNITY COHENSION IMPLICATIONS

- 10.1 The Council carries out careful consultation to ensure that all road users are given a fair opportunity to air their views and express their needs. The design of the scheme includes special consideration for the needs of people with blue badges, local residents, school children and businesses without prejudice toward charitable and religious facilities.
- 10.2 Bodies representing motorists, including commuters are included in the statutory consultation required for draft traffic management and similar orders published in the local paper and London Gazette.
- 10.3 The retention of the restrictions / improvements affects all sections of the community especially the young and assists in ensuring improved road environment and air quality for all road users and achieves the transport planning policies of the government, the Mayor for London and the Borough.

11. CRIME AND DISORDER IMPLICATIONS

11.1 None

12. RISK MANAGEMENT IMPLICATIONS

- 12.1 There may be some dissatisfaction amongst some residents even though they have not aired their views during the consultation process but the benefits of the scheme outweigh any inconvenience experienced by some.
- 12.2 The risk of not retaining the improvements / restrictions would be a step backward in terms of Council's objectives and will not be in line with the Council's various strategies and programmes.

13. ENVIRONMENTAL IMPICATIONS

- 13.1 When determining the type of schemes to be designated on the highway, section 45(3) requires the Council to consider both the interests of traffic and those of the owners and occupiers of adjoining properties. In particular, the Council must have regard to: (a) the need for maintaining improved movement of traffic, (b) the need for maintaining reasonable access to premises, and (c) the need to reduce road collisions.
- 13.2 The restrictions removes traffic from this section of the road that makes it safer and more environmental friendly for pupils, residents and visitors.

14. Public Health Implications

- 14.1 School Streets and Low Traffic Neighbourhoods (LTNs) have important implications for public health in terms of physical activity, air quality and safety by creating healthy and secure neighbourhoods.
- 14.2 The implementation of School Streets and LTNs encourage the use of active travel options such as walking and cycling and build physical activity into daily routines. The removal or reduction of traffic

from certain roads may encourage residents (particularly children) who would not usually consider active travel options to take these up in a quieter and safer environment (<u>Aldred, R. and Verlinghieri, E. 2020</u>).

- 14.3 Traffic is a key contributor to poor air quality in the borough which can have important health implications. The reduction of traffic in primarily residential areas or streets with schools can improve air quality in local areas and reduce the risk of developing cardiovascular disease and other health conditions. Studies from Waltham Forest found that in particular, there was a reduction in the amount of pollution caused during the school run where these schemes were in place (Dajnak, 2018)
- 14.4 Implementation of these schemes have an important role to play in improving our local areas in terms of road safety. Reducing the flow of traffic in residential areas or in areas close to schools can reduce the risk of residents being involved in a serious collision with a vehicle.

15. APPENDICES

15.1 The following documents are to be published with this report and form part of the report.

Appendix 1 - Newsletter & Plan

ENVIRONMENT AND REGENERATION DEPARTMENT

Chris Lee - Director



Future Merton London Borough of Merton Merton Civic Centre London Road Morden SM4 5DX

Date: 05 October 2020

Dear Resident

School safety zone - Harris Primary Academy-Ivy Gardens

As you are aware in July 2019, as part of its School Safety Zone, the Council introduced restricted vehicular access operational Mon-Fri 8.00-9.30am and 2.30-3.30pm. This was introduced under an Experimental Order.

The Council has been advised by the school that its afternoon finish time has now changed.

Consequently, for the scheme to remain effective, we are increasing the current afternoon period by half hour i.e. the new afternoon restriction will be 2.30 - 4.00pm; the morning period will remain the same 8.00-9.30am

This change means the start of a new statutory consultation under the Experimental Order. This change will come into operation on 22nd October 2020. As before, you have 6 months to make a representation to this scheme. All representations must be made online using the following link on the Council's website https://www.merton.gov.uk/covid-19-transport-projects

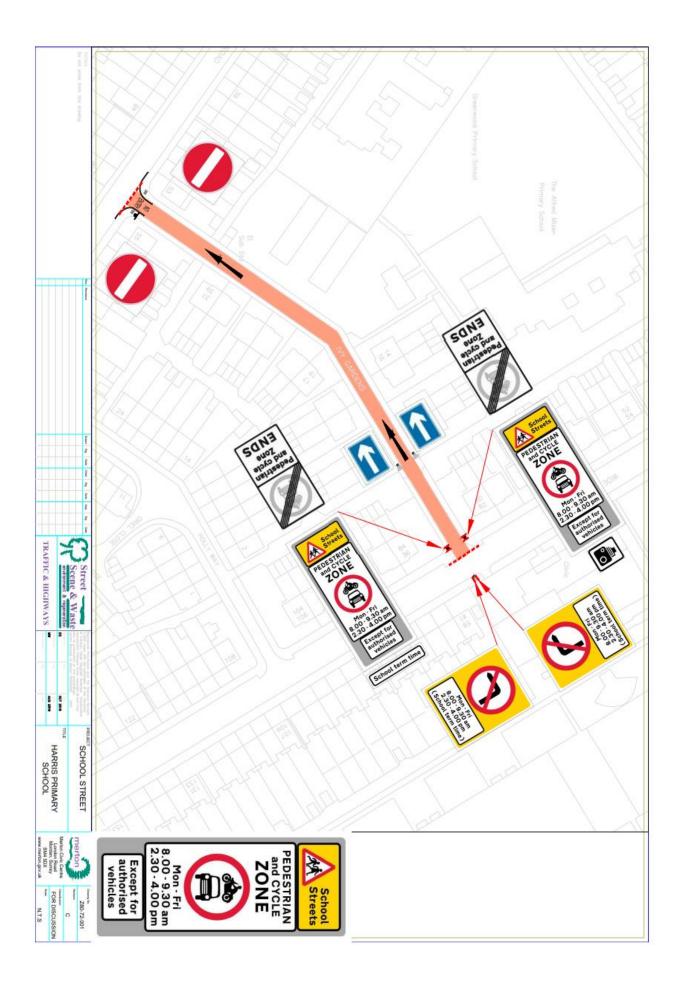
Those without computer access can write to L B Merton, Future Merton, Civic Centre, London Road, Morden, SM4 5DX.

Please quote reference School safety zone - Harris Primary Academy

Please note that a response will **not be** made until the consultation is concluded and a final decision is made. Updates will be posted on the Council's website.

We thank you for your support and apologise for any inconvenience.

Regards Future Merton Sustainable Communities



Merton Council - call-in request form

1. Decision to be called in: (required)	
2. Which of the principles of decision making in Article 13 of the constitution has not been applied? (required)	1 e
Required by part 4E Section 16(c)(a)(ii)of the constitution - tick all that	: apply:
(a) proportionality (i.e. the action must be proportionate to the desired outcome);	
(b) due consultation and the taking of professional advice from officers;	
(c) respect for human rights and equalities;	
(d) a presumption in favour of openness;	
(e) clarity of aims and desired outcomes;	
(f) consideration and evaluation of alternatives;	
(g) irrelevant matters must be ignored.	
3. Desired outcome	
Part 4E Section 16(f) of the constitution- select one:	
(a) The Panel/Commission to refer the decision back to the decision making person or body for reconsideration, setting out in writing the nature of its concerns.	
(b) To refer the matter to full Council where the Commission/Panel determines that the decision is contrary to the Policy and/or Budget Framework	
(c) The Panel/Commission to decide not to refer the matter back to the decision making person or body *	
* If you select (c) please explain the purpose of calling in the decision.	

4. Evidence which demonstrates the alleged breach(es) indicated in 2 abov (required)
Required by part 4E Section 16(c)(a)(ii) of the constitution:
5. Documents requested
6. Witnesses requested
7. Signed (not required if sent by email):

- Notes see part 4E section 16 of the constitution

Call-ins must be supported by at least three members of the Council.

The call in form and supporting requests must be received by 12 Noon on the third working day following the publication of the decision.

The form and/or supporting requests must be sent:

- EITHER by email from a Councillor's email account (no signature required) to democratic.services@merton.gov.uk
- **OR** as a signed paper copy to the Head of Democracy and Electoral Services, 1st floor, Civic Centre, London Road, Morden SM4 5DX.

For further information or advice contact the Head of Democracy and Electoral Services on

020 8545 3409