

Committees: Operational Property and Projects Sub – <i>For decision</i> Streets & Walkways Sub – <i>For decision</i>	Dates: 21/07/2022 05/07/2022
Subject: City Streets: Transportation response to Support Covid -19 Recovery: Phase 3 - Charterhouse Square School Street Unique Project Identifier: <i>PV Project ID 12217</i>	Gateway 6: Outcome Report Regular
Report of: Director of the Built Environment Report Author: Min Yee Cheung	For Decision
PUBLIC	

Summary

1. Status update	Project Description: <ul style="list-style-type: none"> • To implement traffic management measures to support the City’s COVID-19 recovery. These measures will primarily provide more and safer spaces for people walking and cycling. The project is being delivered under three phases. Phases 1 and 2 were closed in April 2021. • The Gateway 2-4 report for Phase 3 was approved by Members in June 2020. Amongst the measures, it included a proposal to implement an experimental “school street” scheme outside Charterhouse Square School, and if successful, it could be made permanent. Appendix 2 shows a plan of the scheme. The delegated Gateway 5 report was approved in December 2020. This Gateway 6 report relates to the Charterhouse Square School Street only. • The school street scheme prohibits motor vehicles from using a section of Charterhouse Square at the start and end of the school day. The restriction bans all motor vehicles (except emergency vehicles on emergency calls and refuse vehicles) from driving along Charterhouse Square between Monday – Friday, 8:15 – 9:15am and 3:00 – 4:00pm during school term times.
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	<ul style="list-style-type: none"> • The school street was implemented under an Experimental Traffic Order (ETO) on 26 April 2021. • An ETO allows for the scheme to be introduced to test the operational arrangements before a decision is made on whether to make it permanent. An ETO must be in operation for at least 6 months and to a maximum of 18 months. Statutory public consultation takes place in the first 6 months and any objections must be made within this period. • During the period of public consultation, three objections were received, two of which were from the emergency services and one from a taxi trade organisation. <p>RAG Status: Green (Green at last report to Committee)</p> <p>Risk Status: Low (Low at last report to committee)</p> <p>Costed Risk Provision Utilised: £0</p> <p>Final Outturn Cost: £65,000</p>
<p>2. Next steps and requested decisions</p>	<p>Requested Decisions:</p> <p>The Streets and walkways Sub-Committee is asked to:</p> <ul style="list-style-type: none"> • Agree to the making of a Traffic Order under section 6 of the Road Traffic Regulation Act 1984 to make the experimental ban on motor vehicles using Charterhouse Square permanent. <p>The Streets and Walkways and the Operational Property and Projects Sub Committees are asked to:</p> <ul style="list-style-type: none"> • Approve this Outcome Report and agree to close the project.
<p>3. Key conclusions</p>	<p>The project has been successfully completed with the main objectives met.</p> <p><u>Main Learning & recommendations</u></p> <p>3.7 There is strong support for School Streets from parents and school staff. However, their expectation for these schemes is that the street should either be physically closed or for it to be managed by marshals. Managing their expectations to avoid disappointment and to ensure continued support is therefore very important.</p> <p>3.8 The delivery of the scheme was delayed due to the rapid changing national covid restrictions/lockdown rules. This delayed the installation of equipment and subsequently</p>

	<p>the scheme itself. Traffic levels during lockdown were also affected so it was necessary to be flexible to ensure the experiment reflected as near normal traffic conditions as possible.</p> <p>3.9 Traffic data before and after the scheme was implemented showed that traffic flows has reduced from an average of 299 vehicles to 30 vehicles during the operation hours. This represents a 90% reduction.</p> <p>3.10 Consideration was taken when designing and placing the traffic signs for the scheme as Charterhouse Square is within a conservation area and has narrow footways. The size and number of signs used were therefore kept to a minimum. However, feedback, mostly from school staff and parents highlighted concerns that the signage was insufficient and was therefore contributing to high levels of non-compliance. Although traffic surveys were not obtained during the initial few months of the experiment, officers did observe that there was a high volume of traffic contravening the ban which needed to be addressed. Consequently, more and larger signage was installed in December 2021. A map and photos of the current signage can be seen in Appendix 3.</p>
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Main Report

Design & Delivery Review

<p>4 Design into delivery</p>	<p>4.1 Although this School Street scheme is the first to be introduced in the City, the fundamental components are the same as many of the schemes introduced across the City. The scheme itself is very minor and involves a legal order and signage to restrict the use of the street, an ANPR camera (for enforcement) and a boundary street agreement with the London Borough of Islington. The scheme also involved consultation and monitoring which is also similar to other delivered projects. Delivery of the project was therefore fairly routine.</p> <p>4.2 On reflection and due to the short duration of the traffic restrictions compliance levels could have been better if more and larger signs were installed from the outset.</p>
<p>5 Option Appraisals</p>	<p>5.1 Assessment of various options for the School Street was carried out. The chosen option considered a wide range of issues including the location of the school, private streets,</p>

	<p>car parks, other access needs, enforcement regime, site conditions and views of the school community. These enabled the objective to be met.</p>
6 Procurement route	<p>6.1 Collection of traffic data was procured through competitive quotes. Delivery of measures were undertaken by the City's Term Contractors, J B Riney and Siemens.</p>
7 Skills base	<p>7.1 The project team within the Environment Department had the skills, knowledge, and experience to manage and deliver the project.</p>
8 Stakeholders	<p>8.1 Extensive engagement with the school staff, parents, local occupiers and Islington Council took place throughout the project cycle. This included entering into an agreement (s101 of the Local Government Act 1972) with Islington. This enabled the project to be delivered smoothly.</p> <p>8.2 Following the delivery of the scheme two separate online surveys were open for feedback. One was aimed at the school community and the other was for the general public. This gave the public a platform to feed their comments and was used to gauge how the scheme has performed. In total there were 134 and 9 responses received respectively and a summary of these can be found in Appendix 4.</p> <p>8.3 From these surveys it can be seen that there is very strong support (noting the low response rate from the general public). 125 (93%) of respondents from the school community and 8 (80%) from the general public supported the retention of the school street scheme (with and without any changes) and that the majority (over 80% (in each survey group)) also agreed that the scheme will positively impact the area in the long term if made permanent. It should be noted that the majority of those that supported the retention of the school street also wanted to see further improvements made. Improvements in signage was subsequently made in December 2021.</p> <p>8.4 Prior to the start of the scheme, concerns were expressed that a large number of parents relied on motor vehicles to get to and from school and that the restrictions would disproportionately affect them. As part of the scheme, surveys were carried out which showed that those using car/taxi is low and has reduced from 15 to 11 following the introduction of the School Street. Appendix 4 provides a breakdown of travel modes.</p>

	<p>8.5 As part of the process, statutory public consultation was carried out. As a result, three objections were received. These are discussed in further detail under section 11 of this report.</p>
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Variation Review

<p>9 Assessment of project against key milestones</p>	<p>9.1 The original milestone to deliver the scheme was September 2020, which would have coincided with the start of the new school term. This was not met due to the delays caused the Covid-19 pandemic.</p> <p>9.2 Lockdown restrictions also closed schools until March 2021, making engagement with the school difficult. The scheme however, was delivered in April 2021, which coincided with the start of a new school term.</p>
<p>10 Assessment of project against Scope</p>	<p>10.1 To achieve the objectives, the scope of the project included:</p> <ul style="list-style-type: none"> • restricting motor vehicles from using Charterhouse Square between Hayne Street and Carthusian Street. • The restrictions operate between 8.15am – 9.15am and 3pm to 4pm Monday to Friday during school term only. • Refuse collection and emergency vehicles attending emergency calls were exempt. • Regulatory and advance signage was installed to inform and provide advance notice to users. The regulatory signs were manufactured to be “foldable” to enable ease of management as when required. Following concerns and observations, larger and additional signage was installed in December 2021. • Two ANPR enforcement cameras linked to the Parking Ticket Office.
<p>11 Risks and issues</p>	<p>11.1 As part of the statutory public consultation for the ETO, three objections were received.</p> <p>11.2 One from the Metropolitan Police Service,</p> <p>11.3 One from the South-East Ambulance Service and</p> <p>11.4 One from the Licenced Taxi Drivers Association (LTDA).</p> <p>11.5 The ETO made exemptions from the restriction to permit emergency services vehicles when responding “in an emergency”. However, both the Metropolitan Police and Ambulance Service opposed this because they were concerned</p>

	<p>that this would still impact on their services and would prefer exemption that permit “emergency vehicles” access at all times.</p> <p>11.6 Since the start of the experiment (now in its 13th month of operation), there has been no penalty charge notices issued to drivers of an emergency service’s vehicle for contravening the restriction. The City has also an established appeals system to resolve PCN’s but to date, no appeals have been made in relation to vehicles being used by the emergency services.</p> <p>11.7 One of the main reasons for introducing the school street is to reduce risks. During the school starting and finishing times, Charterhouse Square becomes very crowded and often people walking or waiting are forced on to the carriageway. Long Lane provides a parallel alternative route to Charterhouse Square, is much wider and therefore more suitable for through traffic. It should be further noted that the restrictions only operate for two hours per week day and during term time only. The vast majority of the time, Charterhouse Square remains unrestricted and with Long Lane a better through route, the impact is considered to be negligible. Limiting the use of Charterhouse Square to emergency services vehicles when responding to an emergency is therefore considered to be the best-balanced approach.</p> <p>11.8 The LTDA opposes the restrictions because they consider licensed taxis should be exempted from the restrictions because they provide a transport service to disabled passengers who may need to access to Charterhouse Square. The Equalities Impact Assessment identified that this issue should be monitored.</p> <p>11.9 Engagement with school staff, parents and public feedback as well as officer observations have not identified an issue for disabled access. The school is the only frontage affected and access to all other properties and routes are maintained, although some journeys may be marginally longer. It is therefore recommended that the restriction prohibiting taxis using Charterhouse Square is retained.</p> <p>11.10 The online surveys identified that there was an issue with non-compliance of the restrictions and changes were required. Although traffic data was not obtained during this period, observations by officers identified that there were significant contraventions. Therefore, larger and additional signs were installed in December 2021 to improve the scheme. Compliance levels are now at 90% which is comparable to other schemes.</p>
<p>12 Transition to BAU</p>	<p>12.1 Following completion of the works, the delivered project is now managed under normal BAU activities. This has been</p>

	possible because the measures implemented are standard and engagement with affected service took place throughout the project cycle.
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Value Review

13 Budget	<table border="1"> <tr> <td><i>Estimated Outturn Cost (G2)</i></td> <td>Estimated cost (including risk): £60,000</td> </tr> </table>		<i>Estimated Outturn Cost (G2)</i>	Estimated cost (including risk): £60,000																												
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<p>The increase in cost relating to fees is associated with making the ETO permanent, which will be met through DBE's Traffic Management Local Risk Budget</p> <p>13.1 The final account has not been verified.</p>																																
14 Investment	N/A																															
15 Assessment of project against SMART objectives	<p>15.1 The objective was to reduce traffic using Charterhouse Square during the school starting and finishing times. This would therefore improve safety, provide more space for people walking, cycling and waiting. Additionally, the purpose of implementing the scheme using an ETO was to allow the operational arrangements to be tested before it is made permanent. Traffic data (Appendix 5) has shown that there has been no traffic impact on the surrounding network and feedback as well as site observations have also shown that these objectives have been met.</p>																															
16 Key benefits realised	<p>16.1 The surveys have shown that the scheme has been very beneficial to the school community and there is strong support for the scheme to be retained and that it will positively impact the area in the long term if made permanent.</p>																															

Lessons Learned and Recommendations

17 Positive reflections	<p>17.1 There is strong support from the community for School Streets.</p> <p>17.2 The restrictions operate for two very short periods, coinciding with the highest pedestrian activity around the school.</p> <p>17.3 The negative impact of the project has been minimal but significant positive benefits achieved. There has been no evidence of any accessibility implications nor any tangible increases on traffic displacements to the surrounding road network.</p> <p>17.4 The design team were well skilled and experienced with delivering these projects.</p>
18 Improvement reflections	<p>18.1 Despite on-going engagement with the school staff and parents, there was still an expectation that the restrictions should involve a physical closure or one that is managed by a marshal. This expectation was further amplified by the high level of non-compliance during the early period of the experiment. Clearer communication with the school community which explained why a gate or a marshal to manage the closure was not feasible could have managed their expectations better and therefore would have avoided any disappointment as well as to ensure continued support.</p>
19 Sharing best practice	Dissemination of information through team and project staff briefings.
20 AOB	N/A

Appendices

Appendix 1	Project Coversheet
Appendix 2	Plan of Charterhouse Square restriction
Appendix 3	On-line survey questions and responses
Appendix 4	Results of the traffic surveys
Appendix 5	Traffic counts for Charterhouse Square, St Johns Street & Lindsey Street

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