



**The Report of the
School Run Scrutiny Panel**

**London Borough of Camden
March 2002**

Chair's foreword

On behalf of the Scrutiny Panel, I have great pleasure in presenting our report into the problems associated with the "School Run" in Camden.

We were faced with a problem which has been described by many as "intractable" and which has over the years produced fierce opposition between generally mild people and institutions. Yet from the start we witnessed a very comforting convergence of views when it came to recognising that problems do exist and also that this Panel was the best opportunity to alleviate them.

In particular it was important for us to recognise that residents have a legitimate expectation that they should be allowed to go about their lives without having to plan them around school times, but equally that parents cannot be expected to put their children at risk. We cannot expect a shift to less reliance on the private car until alternatives are perceived as safe.

Although our task was to address the issue throughout Camden, we realised early on that the Hampstead area was affected to a much greater extent than any other part of the borough and so we make no apology that much of our report concentrates on this geographical district. Where one small area contains around thirty schools which has up to five thousand children transported each day by car between home and school, it deserves special attention. Nevertheless we intend that our recommendations should be treated as borough-wide.

Interest from all parties was extremely high as demonstrated by the huge number of written submissions we have received. We are justifiably proud of the fact that in the limited time available we have considered each and every submission together as a panel and each one has contributed to our final report and recommendations. We would like to thank all those who have assisted in this way, along with all those parents, residents, residents' associations, governors, head teachers and school children who made oral representations to the panel.

A huge thank you also to the officers who have enabled us to complete this work on time. Angie Sarchet has been absolutely magnificent and has displayed a capacity for high quality work under pressure that is truly exceptional. Kate Wilkins, Vickie Skade and Gianni Franchi have also amazed us with the Dictaphone-like accuracy with which they have recorded our fast moving discussions.

My personal thanks go too to the Panel members who have engaged the subject with such enthusiasm. Fifteen long sessions in eleven weeks is an intense and demanding project. But members, all extremely busy people, have still achieved an extraordinary attendance record averaging ninety percent.

In our opinion it has been worth it. We believe that our recommendations will bring about a significant improvement in the quality of life for thousands of our residents. The safety measures we propose will encourage a return to healthier modes of travel

to and from school. Congestion and pollution levels will be reduced and the benefit to the environment should be substantial. Buses will be able to run more freely too.

We are delighted to commend this report.

Councillor Mike Greene
Chair, School Run Scrutiny Panel.

1. Introduction

- 1.1. The Overview and Scrutiny Commission took a reference from the Council meeting of 15 October 2001 requesting the Commission look into the difficulties caused by school run traffic in Hampstead and throughout the borough to provide positive solutions.
- 1.2. The School Run Scrutiny Panel was established by the Commission on 18 December 2001 with the following Terms of Reference:
 - To examine the causes and extent of the school run traffic problem in the borough, drawing on existing data.
 - To identify whether any additional data should be collected, particularly with regard to measuring the impact of each school on the volume of traffic in the area.
 - To examine the various efforts being made by the Council, schools and other organisations to address the problem of school run traffic in the borough, focussing on those areas where the problem is most prevalent, and to examine the achievements to date and the potential of these efforts to tackle the problem.
 - To examine in particular the pros and cons of the current parking dispensation.
 - To make recommendations for future action by the Council, schools and other organisations.
- 1.3. The Panel reflected the political composition of the Council and, accordingly, comprised one Conservative Member, six Labour Members, one Liberal Democrat Member. There was one parent governor serving on the Panel as well.
- 1.4. The Panel was chaired by Councillor Mike Greene (Conservative) with Councillor Gerry Harrison (Labour) acting as Vice Chair. Other Panel members were Councillor Aileen Hammond, Councillor Margaret Little, Councillor Roy Shaw, Councillor Anne Swain, Councillor Jim Turner, Councillor Barbara Ward and Luca Salice, a parent governor.

2. Background

- 2.1. There are 80 Camden primary and secondary schools in Camden with a pupil population of approximately 30,600 (this includes pupil numbers for Independent and Voluntary Aided schools). Attached, as Appendix A, is a map showing the distribution of schools in Camden. In addition, there are a further 83 establishments which provide care and facilities for pre school children and these add approximately 2200 to the "pupil population".

- 2.2. In Camden, the effects of taking children to and from school are most noticeable in the Belsize Park and Hampstead areas where it has been estimated that journey times increased by 50% to 60% because of the numerous schools, including many Independent schools, in the vicinity. In the Hampstead Town, Frognal, Fitzjohn's and Belsize wards, there are five Local Education Authority schools and 24 Independent schools. These schools are identified in the map attached at Appendix B.
- 2.3. As well as increasing congestion and pollution, which impacts negatively on people's health and on the environment, this traffic has road safety implications for pedestrians and road users and causes inconvenience for local residents.

3. General Traffic & Congestion Issues

- 3.1. The Panel has reflected that the problems have grown up over a long period of time and is aware of the tension between society's rejection of widespread road-building, low-density developments and encroachments into non built-up areas, and a reluctance to accept some of the constraints on freedom of movement which comes from car ownership.
- 3.2. In considering the particular issues affecting Hampstead, the Panel remembered that some thirty-five years ago, there was intense opposition and eventual abandonment of plans for the inner London motorway box. The Panel concluded that one result of this tension has been increased pressure of travel on streets and districts never designed to carry it.
- 3.3. For school travel, there has been an increase in the proportion of journeys to school by car and also an increase in journey length. In addition there also seems to have been an increasing number of non-boarding Independent schools across London as well as in Camden.

4. Recent trends in traffic

- 4.1. In Camden the traffic level has remained fairly static since 1988 and fluctuations have tended to be within a plus or minus 5% range. From 1994 however, the flows have been slowly declining to the point where, in 2000, they were at 97% of their 1988 level. As a result of these small fluctuations around the 1988 levels, officers have concluded that the road network has been at capacity for many years.
- 4.2. The Council measures daily traffic flows as follows:
 - 4.2.1. the Northern screen line (i.e. where traffic is consistently counted) - which runs from High Holborn to Hampstead Lane and records daily east – west orbital movement over the screen line. In 2000 there were approximately 335,000 vehicles travelling daily over the screen line.

4.2.2. the central area cordon, which passes east to west, to the north of Euston Road and records flows towards and from the centre of London. In 2000 there were approximately 160,000 vehicles per day travelling to and from the centre of London.

4.2.3. the inner area cordon – which passes just inside Camden on the boundary with Barnet, running from Shoot Up Hill to North End way and records flows into and out of Camden from the north-west. In 2000 there were approximately 150,000 vehicles per day travelling north-west in and out of Camden.

5. Composition of traffic flows

5.1. Using the level for 1988 as the baseline and looking at information for 2000, the Panel has seen that, overall, there has been a general decline in the flow of private cars and goods vehicles (although there has been an increase in light goods vehicles). Conversely, traffic flow levels have increased for motor cycles by 11%, for buses and coaches by 41% and for pedal cycles by 37%.

5.2. The Panel noted that, in 2000, the number of private cars within the traffic flow was 9% lower than at 1987 but was still responsible for about 66% of all traffic flow.

6. Safety considerations

6.1. The Panel sought information about the numbers of casualties in which children were involved either as pedestrians or as passengers. This information is given below.

<u>ROAD ACCIDENT CASUALTIES IN CAMDEN – 1998 to 2000</u> (Including Car Passenger Casualties) ¹					
	Child Fatal	Child Serious	Child Slight	Total Child Casualties	Total Casualties in Camden
Pedestrians	1	34	145	180	1293
Pedal Cyclists	0	7	22	29	645
Car Passengers	0	9	53	62	545
Others	0	7	19	26	2399
Totals	1	57	239	297	4882

6.2. The Panel noted from evidence submitted by parents and schools that the safety of children was of over-riding concern. A common perception was that walking to school in current conditions was considered unsafe, as was allowing children to travel alone on public transport.

¹ Child casualties = up to and including age 15
 Figures for the whole of 2001 are not yet available
 Figures supplied by the London Accident Analysis Unit

7. The school run contribution to traffic

- 7.1. The extent to which children being driven to and from school impacts on the general traffic flow has become a matter for debate in recent years.
- 7.2. The Automobile Association (AA) Foundation for Road Safety Research published a national report that examined the school run and associated issues which was drawn from evidence in the National Travel Survey. The report stated that since the mid eighties, the number of children travelling to and from school by car increased by about 60%. Given that this exceeded the rate of growth for household car ownership, this suggested it was more likely for those households to take children to school by car.
- 7.3. A report published earlier this year by the Royal Automobile Club (RAC) stated:

“The school run is seen as a particular problem in London – where it is perceived as the main cause of congestion by 16% of Londoners compared with 10% over the country as a whole. In reality, analysis of the National Travel Survey shows that the school run represents only 10% of term time traffic between 8.00 am and 9.00 am.”

- 7.4. However the Panel considered that national figures were not necessarily relevant to the problems in specific areas, such as Hampstead, where the density of schools might mean that very different percentages occur locally.
- 7.5. Officer evidence suggests that:
 - 7.5.1. Between 1,600 and 1,800 pupils (out of 22,668) at LEA and Voluntary Aided schools are travelling to school by car;
 - 7.5.2. Up to 4,250 pupils (out of 7,188 known day pupils) at Independent schools are travelling to school by car.
 - 7.5.3. That the majority of the Independent schools in the borough are in the Hampstead area.
- 7.6. This is based on figures in the Oscar Faber Study (a study to determine the travel pattern to Camden schools) that have been extrapolated to the respective total number of pupils. The following table shows a breakdown of the position in LEA schools by school type.

Travel By Car	Maintained School %	Voluntary Aided %
Solely infant or junior schools	7.5	11.4
Primary schools	6.1	25.9
Secondary schools	0	5.0

- 7.7. However the Panel also received evidence from New End (35%), Christchurch NW3 (61%) and Rosary (40-50%) schools which suggested that there was a much higher proportion of children being driven to LEA schools in the Hampstead area than was first thought to be the case. The evidence suggested that about 40%-50% of LEA primary school pupils in this part of Hampstead travel by car - a much higher figure than the one reported in the Oscar Faber report. This could be due to a higher reliance on cars by parents of LEA primary schools in Hampstead compared to similar schools in the rest of the borough.
- 7.8. In addition, the Oscar Faber Study concluded that approximately 60% of pupils at Independent schools travel to school by car. It is noted that no more recent information than provided in the Oscar Faber report is available for Independent schools. The Panel concluded that, when it comes to Hampstead, the difference in car dependency between the Independent and LEA sectors may not be as dramatic as was first thought.
- 7.9. The Panel has concluded that, in Hampstead, there are probably 3500 to 4000 pupils being driven to Independent schools and about 600 – 900 pupils being driven to Maintained and Voluntary Aided schools. Even on a rough guesstimate which allowed for car sharing to be taken into account and making the reasonable assumption of 1.5 pupils per car, this would still mean that there are about 3000 car journeys being made each morning and each afternoon in Hampstead alone.
- 7.10. The Panel was aware that there was a perception that the sharp drop in traffic congestion during school holidays was the result of the absence of vehicles on the school run.
- 7.11. The AA's report (see paragraph 7.2) analysed this issue by analysing car driver journeys starting between 08.00 and 08.59, from Monday to Friday during June and August between 1995-1997. It concluded that, country wide, the absence of the school run was a minor contributor to the "school holiday effect" on traffic and that nearly 70% of the effect was due to a reduction in commuting and business journeys as employees took time off during school holidays.
- 7.12. The Panel wanted to ascertain the school holiday effect in Camden and so commissioned traffic counts over a three-week period that commenced on 4 February and ran for three consecutive weeks. This time period was to take account of the traffic flow levels during term time and also during the half-term breaks for the LEA schools and Independent schools.
- 7.13. The Panel requested that automatic traffic counters were located at Arkwright Road, Fitzjohn's Avenue, Guilford Street and Ferncroft Avenue. In addition, the Environment Department provided information for the same time frame from the Council's permanent survey sites located at Camden Street, St Pancras Way, Gordon House Road, Parkway and King's Cross Road.

- 7.14. The three streets in the Hampstead area, unsurprisingly, displayed quite different patterns. The most dramatic was Ferncroft Avenue which is a residential side road used as a cut-through by both commuter and school run traffic. Morning traffic (8am – 9am), where the time for both school run and commuter traffic is most condensed was about 475 vehicles during term time. During LEA school holidays, there was a fall of 12% and during Independent school holidays of 54%. Afternoons showed a slightly larger percentage (15%) fall during LEA school holidays and slightly less (43%) during Independent school holidays. These figures are likely to slightly understate the effect of school run traffic on the more congested morning eastbound route (see Footnote²).
- 7.15. These numbers confirmed the anecdotal evidence received by the Panel from residents in Ferncroft Avenue and a number of other roads that experience similar patterns.
- 7.16. The numbers also confirmed the Panel’s conclusions that the Independent schools account for the majority of school run traffic in Hampstead due primarily to their larger pupil numbers.
- 7.17. It has been suggested in some of the evidence received by the Panel that the drop off in traffic is due mostly to commuters taking holiday during school breaks. Evidence received though (see Footnote³) suggests this only accounts for around 4% during state school holidays and 5% during Independent school holidays.
- 7.18. The figures for Arkwright Road, used by a considerable volume of traffic in both directions at most times of the day, but particularly eastbound during the morning and westbound during the afternoon school run and evening commuter times show (predictably) less dramatic results. The morning showed only a 5% drop during LEA school holidays and a 31% drop during Independent school holidays. The 3pm to 4pm period showed an 8% decrease during the Independent school holidays but a 5% *increase* during LEA school holidays. As a naturally busy road, the Panel expected the “one way” effect (Footnote 2) to be more significant in Arkwright Road than

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It should be noted that, in all cases, the figures quoted are for the sum of traffic numbers in *both* directions. It is expected therefore, with school run traffic being predominantly *one way* in the morning and the other way in the afternoon, that any observed percentage falls in traffic numbers during school holidays will *underestimate* the true effect of school run traffic. As a theoretical example take a road which in school holidays has a morning flow of 200 cars northbound and 100 cars southbound. During school time this road has a flow of 400 cars northbound and 100 cars southbound, due to an additional 200 cars doing the “school run”. The automatic traffic counters will show 500 for school term time and 300 in the holidays i.e. a reduction of 40%. However the true figure for the “congested” northbound route is that school run traffic accounts for 50%.

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It was decided to use another set of data to determine what the part of the drop off in traffic was likely to come from commuters taking holiday. The “control data set” used was Camden’s own Environment department of 510 employees, who are likely to be fairly representative of the commuting population. The figures of “Total days worked” each week (i.e. excluding leave taken) were:

Week beginning 4th February: 2312
 Week beginning 11th February: 2214
 Week beginning 18th February: 2185

This suggests a drop off in the commuter population of around 4% during State school holidays and around 5% during Independent school holidays. It would be possible to expand this data by looking at a larger sample of businesses in London but the Panel felt that it would be unlikely to change the picture dramatically.

Ferncroft Avenue, suggesting 40-50% of *eastbound* morning traffic to be associated with the Independent school run. The less dramatic figures for the 3pm to 4pm period suggested that the effect is much smaller in the afternoon. Factors such as the weather (noted as generally poor throughout the study period) and “random noise” means that the figures were not considered significant for afternoons in Arkwright Road.

- 7.19. Fitzjohn’s Avenue traffic counts confirmed Panel members’ expectations that the road is heavily congested and runs close to capacity at all rush hour times, with little variety in traffic flows over the different weeks except for a marked 27% *increase* in traffic flow during the afternoons of the Independent school holidays. This confirmed much written and oral evidence received by the Panel (and seen during the site visit) that school run parking during the afternoon is responsible for causing the road to become congested. Although there is less demand for the road during school holidays, this shows that traffic runs much more freely. It should also be noted that the lack of traffic jams is likely to lead to reduced levels of pollution.
- 7.20. The numbers for Guilford Street, south of the Euston Road, show no significant results apart from a fairly consistent 10-15% daily traffic decline during state school holidays (and a marginal increase during Independent school holidays). Panel members considered it likely that these fluctuations could be partially attributed to the effects of LEA school run traffic.
- 7.21. In summary, the statistical evidence collected demonstrates:
- That the “school run” is a major contributor to traffic in Hampstead.
 - In some roads, it is *the* major contributor during peak hours.
 - That commuters absent during school holidays have a limited effect.
 - That school run parking causes considerable congestion on Fitzjohn’s Avenue in the afternoons.

8. Vehicle pollution

- 8.1. The Panel noted an article in “The Independent on Sunday” (17 February 2002), which reported that the University of California had recently established a link between asthma and pollution, particularly vehicle pollution.
- 8.2. The Panel also received (anecdotal) evidence about increasing levels of child obesity and other health problems reportedly caused by a decrease in the level of regular exercise. Although no further investigation was done, the Panel felt inclined to believe this is the case.
- 8.3. The Panel also noted that the National Travel Survey recorded more people than ever using cars and vans and were also using them to travel for shorter distances than beforehand.
- 8.4. The Panel was concerned to note that the Council’s own research showed that Camden residents made a great many car trips of relatively short

distances; 26% of car journeys were of less than one mile and a further 25% of between one and two miles.

9. The school run contribution to pollution

- 9.1. Evidence submitted by parents to the Panel in support of driving children to school included comments that it was far less damaging to a child's health to be sitting in a car for fifteen minutes than to walk for an hour alongside a traffic congested road breathing in the exhaust fumes.
- 9.2. The Panel received officer evidence on this issue which showed that, in general, it has been found that drivers and passengers in cars are exposed to higher concentrations of all vehicle pollutants (Nitrogen Oxides (NO), particles, Volatile Organic Compounds (VOC), Carbon Monoxide (CO)) than someone outside by the roadside.
- 9.3. The pollution level within a vehicle depends upon the amount of ventilation, the age of the vehicle and other factors such as proportion of the time that the vehicle is stationary compared to moving and the type of area being travelled through. This makes it difficult to produce average figures of exposure to pollution within and outside vehicles.
- 9.4. What is known, however, is that within a private car, the CO level is several times higher than that in other micro-environments, ranging from 10.1 to 24.9 parts per million (ppm). It has also been proven that measures of Volatile Organic Compounds concentration by a pedestrian on the roadside have been found to be lower than those inside a vehicle.⁴
- 9.5. The Panel also learnt that cyclists, who breathe in air more deeply and over a long time, might inhale higher levels of vehicle pollutants. However, pedestrians are unlikely to inhale as much as a cyclist and also walking on the pavements is not as close to someone cycling on the road.
- 9.6. The exposure level in *decreasing* order of measured pollutant level for respective commuting microenvironments is⁵:

Car
Taxi
Bus
Tram
Walking on pavement

10. The national agenda

- 10.1. At a national level the Government is committed to reducing car use of the school run as part of its integrated transport policy and, in December 1998,

⁴ Environmental Science & Technology, 25(5), May 1991

⁵ Atmospheric Environment, 33(11), May 1999

the Government established the School Travel Advisory Group (STAG) as part of this strategy. The aim of the School Travel Advisory Group is to facilitate an environment, which by 2010, has the level of walking, cycling and public transport use as in the mid 1980s. At a national level this would mean decreasing the level of current car use by 17% for primary pupils and by 11% for secondary pupils. In order to achieve these targets, the School Travel Advisory Group has developed a number of strategies:

- Encouraging schools to introduce Green Travel Plans
- Providing of secure cycle storage, lockers and bus bays in schools
- Introducing minimum standard concessionary bus fares for under 16s (already operative in London)
- Extending road safety education for children
- Better training for bus and car drivers
- Establishing safe routes to school via traffic management schemes; and
- Improving the enforcement of speed, parking and other traffic regulations.

10.2. Much of the work has been at the publicity, pilot, research and development stage but monies are now becoming available to underpin initiatives, for example, the New Opportunities Fund and the Interim Transport Plan.

10.3. Other government initiatives in this area include:

- Providing up to five days consultancy for schools wishing to establish travel plans.
- Providing a database of classroom materials on school travel issues.
- Setting up a car sharing database for use in schools and mapping software to allow pupils to plot safer journeys to school.
- Setting targets under road safety strategies and encouraging local authorities to create 20 mph zones around schools and enforce traffic regulations.
- Making home to school travel a component of the Healthy Schools Programme.

11. Powers available to the Council

11.1. The Panel noted from the evidence it received that there was a general assumption, particularly amongst residents, that the Council had full and complete power to resolve the various issues that arise from children being taken to and from school by car.

11.2. The Panel ascertained that the Council has a variety of powers under different pieces of legislation that could be used to mitigate the impact of the school run, but these are often limited by the detail of the Acts of Parliament in question. In addition the Council must also take into consideration the requirements of the Disability Discrimination Act and the Human Rights Act in all its dealings on these issues. A table detailing the Powers available to the

Council and where these are used is attached at Appendix C. In summary, these can be categorised as planning powers in relation to development proposals, parking powers, traffic management powers and powers under the Education Act 1993 to provide transport.

- 11.3. Powers provided under the Town and Country Planning Act and the policies of the Council's own Unitary Development Plan (UDP) are only able to have effect in relation to a specific development proposal. The Council cannot impose conditions or require planning obligations that do not relate to the impact of the proposed development. The Council is only able to refuse a planning application if it contravenes Planning policy or is likely to have a significant impact, which can be shown to lead to demonstrable harm. The Council does have control over the guidelines contained within the UDP (see paragraph 27.1).
- 11.4. The Panel has been told that the Council has limited parking powers. The Council has power to determine how strictly enforcement is performed and also to switch Parking Attendants from one site to another. However, the Panel noted it would not be possible to enforce parking controls to a level where all breaches are enforced without incurring excessive costs. The Panel also noted that switching Parking Attendants from one area to another may lead to changes in the revenue received as a result of the issuing of parking contravention notices.
- 11.5. There is some contention about the power that Parking Attendants have to enforce against double parking. It appears that new regulations include an enforceable offence of parking more than 50cm from the kerb, but this is still be fully tested.
- 11.6. Parking Attendants are not able to enforce against parking in or in front of private drives.
- 11.7. The Police enforce traffic management restrictions and it would appear, from the evidence and from Panel discussion, that there is a general lack of understanding amongst the public about the responsibilities of the Council and those of the Police. Panel members have also been told that it is difficult to persuade the Police to give high priority to enforcing traffic management restrictions as their resources are currently focused on issues of terrorism and street crime.
- 11.8. The Panel recognised that the power to withdraw the Council's Parking Dispensation Scheme (see paragraphs 15.2-15.3) represented its greatest opportunity to influence the amount of school run traffic and the behaviour of drivers on the school run. However, it also recognised that there needed to be a range of other measures considered which could also be used to mitigate the effects of congestion and pollution, increase road safety and the perception of safety, which in turn, might then lead to improvements in health.

12. How the Council has been using its powers

12.1. The Council has been tackling school run issues over the last ten years mainly through road safety improvement programmes. More recently the Education and Environment Departments have been taking the agenda forward in a number of ways.

12.2. Statutory Planning

12.2.1. As part of a Section 106 agreement with a planning permission, The Royal School, Hampstead was set a target by the Council in 1996 (as part of a requirement to obtain planning permission) to reduce the proportion of car trips to the school by 30% initially over three years, and to maintain or further reduce this proportion thereafter. The Royal School has a Bursar who has been able to commit sufficient time and resources to make this a viable project.

12.3. Camden's Green Transport Strategy

12.3.1. The Environment Committee adopted Camden's Green Transport Strategy in 1997 following an extensive consultation process. This policy document, updated in April 2001, plays a key role in focusing the Council on the achievement of reductions in traffic and emissions, working in partnerships to bring about environmental improvements and to improve the quality of life for all residents and visitors to the borough.

12.4. Safer Routes to Schools

12.4.1. The Safer Routes to Schools initiative is aimed at achieving a wide range of benefits for pupils, parents, the schools, the local authority and local residents, and include:

- Reduced traffic, pollution and accidents
- Improved health and fitness
- A safer, more pleasant environment for everyone.

12.4.2. In 1999 the Council commissioned consultants (Oscar Faber) to undertake access audits on 80 schools in Camden. This provides a good baseline picture of the travel pattern to Camden schools. Fifty two schools responded which represented 55% of the Maintained and Voluntary Aided schools and 71% of the Independent schools.

12.4.3. As a result of the research, engineering improvements totalling £3.2 million were identified. To date 75% of the measures for the schools have been implemented or are programmed and have been jointly funded by Camden and Transport for London until March 2003. (See paragraph 27.1)

12.5. The Healthy School Scheme

12.5.1. The scheme currently involves 45 schools and is supporting pupils to improve health. School travel features as part of physical activity and the environment. Schools are encouraged to promote walking and cycling to school, develop safe travel policies and take part in initiatives to promote physical activity. Some schools have developed ways to encourage pupils to take more exercise through walking or by cycling to school and to reduce traffic congestion by having bicycle sheds, a scooter park and cycle proficiency training.

12.6. Personal, Social and Health Education & Citizenship

12.6.1. The Council's Advisory Teacher for Personal, Social and Health Education (PSHE) works with schools to develop their PHSE teaching programmes and wider provision to help develop pupils' personal safety and social skills. This includes guidance on developing a healthy, safer lifestyle and making choices that improve health and well-being. It covers walking to school, safety on the roads and taking care of the environment.

12.7. Walk to School Initiative

12.7.1. The Environment Department continues to promote Walk to School campaigns to raise awareness of the health and environmental benefits associated with walking. In 2001 a School Travel Resource Pack was distributed to all schools that encouraged participation in the annual Walk to School week. This led to 14,000 children in 54 schools in Camden taking part in this national project.

12.8. Home Zones

12.8.1. Home Zones are a concept that aims to encourage cohesive neighbourhoods and enhance the quality of urban life. This is achieved by reviewing how streets are used as public space with the aim of altering the use of space in favour of non-transport activities, for example, social uses, space to sit, meet and play. Home Zones are promoted by the Children's Play Council and interests groups for cyclists and pedestrians.

12.8.2. In January 2002 the Council was successful in bidding for a pilot Home Zone and was awarded £450,000 over three years for Lupton Street and Raveley Street.

12.8.3. Home Zones designations apply to very small areas and are unlikely, therefore, to have a positive impact on school run issues. There may also be a potential problem of displacing school run parking stress onto other areas.

12.9. “Streets for People”

12.9.1. The Council has proposed a substantial “Streets for People” programme, based on an initiative from the Mayor for London’s Transport Strategy 2001. This programme includes the introduction of 20 mph zones across larger residential areas, consideration of personal safety, designing out crime and the creation of better quality public space.

12.10. School Green Travel Plans

12.10.1. School Green Travel Plans offer packages of measures aimed at addressing the problem of how to assist pupils to travel to and from schools in more sustainable modes (including encouraging “walking buses”, cycling and public transport) while reducing traffic congestion and related pollution.

12.10.2. The DETR/DTLR school travel pack was distributed to all Camden’s schools in the summer of 2001 and was sent again to all schools participating in the Traffic Working Group (see 12.12).

12.11. Camden School Travel Network

12.11.1. The Council has recognised the importance of integrating all of its school transport related initiatives. The Forward Planning and Projects Team in the Environment Department has recently established a cross-departmental Camden School Travel Network. The intention is to provide the framework for the comprehensive tackling of the key issues in relation to school travel in the borough:

- Health – including fitness and bullying on the school/home journey.
- Environmental sustainability – including environmental policy development.
- Traffic congestion and pollution – particularly reduction of private car use and the promotion of the benefits of walking and cycling.
- Access to school travel resources.

12.12. Traffic Working Group

12.12.1. The Council has also worked with the Traffic Working Group (TWG) which was set up in 1994 by parents, schools, and residents in the Belsize Park and Hampstead areas to consider ways of addressing school related traffic problems. The TWG consists of representatives from residents’ groups and schools. Transport operators, Councillors and officers attend by invitation. It has established a car sharing and public transport database on a local community website (Cityneighbours.com). This provides parents (with access controlled by the relevant school) with car sharing and public transport information that is regularly updated.

12.12.2. The TWG has reported an encouraging initial response with 22 schools registered so far. It is seeking to expand the database to cover the whole

borough with a link to the Council's own Website. Meetings are also planned with Transport for London. This initiative could be registered on the proposed Camden School Travel Network (see paragraph 12.9).

12.13. Public Transport Initiatives

12.13.1. The Council organised a well-attended public meeting in June 2001 to discuss the school run problem. Both Councillors and officers attended. As a result of that meeting, officers have been pursuing two public transport initiatives that could help to lessen the traffic congestion.

North London Line/Silverlink

12.13.2. The Forward Planning and Projects Team is currently assessing the condition and operation of the North London Line (NLL)/Silverlink rail stations and service that runs through Camden (the NLL/Silverlink runs from Richmond to North Woolwich) with a view to recommending an improvement strategy that would be likely both to directly, and indirectly, assist in:

- facilitating increased use of NLL/Silverlink
- reducing the fear of crime, illegal drug dealing and public illegal drug use by creating clean and safe environments that will not support these activities; and
- improving access to NLL/Silverlink services for specific groups, for example, disabled persons, people with young children/buggies and cyclists.

12.13.3. This NLL/Silverlink improvement strategy is likely to take the form of a partnership based capital bid in conjunction with Brent and Islington.

New Bus Route from Muswell Hill to Swiss Cottage

12.13.4. Camden, in conjunction with Haringey and Barnet, submitted a bid to central government for funds to address the identified congestion points on this proposed route. Failure to improve the traffic management aspects of the route would mean a much less efficient service and the need for a possible financial subsidy from London Buses.

12.13.5. London Buses still need to tender for the operation of the route and subject to the result of the funding bid; any new route will not be in operation for at least twelve months. Nevertheless, the Council understands that the Mayor of London supports this route.

13. Evidence submitted to the Panel

13.1. The Panel was extremely pleased by the extent of interest shown in the issues it has been asked to examine. In particular, Panel members were impressed by the amount of written evidence received (more than 160 items) and by the turnout at its meeting at the Royal School on 6 February 2002.

- 13.2. Submissions were received from Maintained, Voluntary Aided and Independent schools, individual residents, residents' associations, traders' associations, parents who drive children to school, parents who do not drive their children to school, school children, commercial organisations, and professional bodies. Despite the enormous volume of evidence, the Panel was extremely well attended and discussed every item of written and oral evidence received. The Panel was much heartened to see such a wide consensus of willingness to tackle the issue together with the Council and the recognition that these were not issues that could be remedied instantly.
- 13.3. The Panel found that the oral and evidence received, backed up by its own site visit and members' own experience, identified two distinct problems associated with the school run – traffic and parking.
- 13.4. The traffic problems occurred not only in the immediate vicinity of the schools, but were perceived to spread considerably further. This was to some extent confirmed by traffic count figures (see paragraphs 7.13 – 7.21). Some written and oral evidence received suggested that the school run in Hampstead had knock-on congestion effects as far away as Muswell Hill and Cricklewood.
- 13.5. The parking problems identified could be classified into those caused by legitimate (i.e. in accordance with the Dispensation Scheme) actions, unauthorised parking and inconsiderate parking.
- 13.6. Legitimate parking was considered to add to congestion and pollution, particularly where traffic is stationary or engines left running while cars were parked.
- 13.7. Unauthorised parking included double parking, parking on verges, in bus stops and on zig-zag safety lines. This caused major blockages, physical damage and reduced safety for children.
- 13.8. Inconsiderate parking included blocking private driveways.
- 13.9. The Panel has attempted to ensure that the safety of children was of paramount concern in agreeing its recommendations. It felt though that the car should not be seen as the natural choice for travel to school, particularly as traffic and concentrated parking cause safety problems in themselves.

14. Geographical distribution

- 14.1. The Panel's terms of reference required it to consider the whole borough, but to focus on those areas where the school run problem is most relevant. Evidence received confirmed that the Hampstead area was far and away the biggest problem but that associated traffic problems extended much further. There were other pockets with similar problems but on a much smaller scale.
- 14.2. The Panel concluded that its recommendations should apply to the borough as a whole, but that as the approach would be gradual and would involve some expenditure, priority should be given to the Hampstead area. However

all actions implemented in the Hampstead area should eventually be extended to be borough-wide.

15. Parking dispensation scheme (or “grace period”)

Background

- 15.1. The Parking Dispensation Scheme, more commonly known as the “grace period”, has been the issue raised most frequently and most vehemently in the evidence submitted by residents, schools and parents to the Panel.
- 15.2. Officers have told the Panel that the grace period was an informal arrangement introduced by the Metropolitan Police when it had responsibility for the enforcement of parking regulations. In essence, vehicles which were dropping off or collecting children from outside or close by schools and who contravened a parking regulation, tended to be largely ignored.
- 15.3. The Council became responsible for enforcement of parking regulations in 1994 and shortly afterwards officers attempted to bring a more formal policy into being. The aim was to encourage safer and more considerate parking and to relieve the chaos that was occurring outside schools at set times during the day. The result has been that a number of schools and nurseries were given a ten or fifteen minute parking dispensation and the timings were dependent on the proximity of residents’ bays and single yellow lines. This allows parents to park their vehicles in residents’ bays or on single yellow lines for a set period in order to take their children to and from school.

Evidence Considered

- 15.4. The table below indicates the various views expressed to the Panel about the future of the dispensation scheme.

	Parent Driver	Parent Non Driver	Resident	Residents' Association	School Indpt	School Maintained	School VA	Other
Extend	4					1		
Phase out			4	3				
Remove now			11	3				1
Retain as is	6		1	3	2		1	2
Restrict “permits”		1	4		2			
Charge / clock face	9		2	2	2			1

- 15.5. It should be noted that this table does not represent the outcome of a detailed consultation process. It merely represents a summary of those views and perceptions that were submitted to the Panel about the dispensation scheme.

- 15.6. In addition the Traffic Working Group submitted a number of comments collected from parents and carers whose children attended the Independent schools. The Panel's summary of these comments are attached at Appendix D.
- 15.7. In response to questions from the Panel, officers have indicated a fairly neutral view on the future of the scheme. They have advised that they are unaware of any other London local authority operating such a scheme and that it is extremely difficult for Parking Attendants to enforce parking contraventions. In response to questioning, the Head of Parking Solutions indicated that, in his opinion, the removal of the dispensation scheme would not worsen the problems experienced as a result of children being taken to and from school by car.
- 15.8. The view expressed by Councillor Thane (Executive Member for Environment) to the Panel was that the introduction of a dispensation scheme was unlikely to have been a decision that would have been agreed by Members. However, given that it did exist, a pragmatic approach to it was necessary.
- 15.9. In trying to decide whether or not the dispensation should continue, the Panel considered all the evidence submitted in support of children being taken to and from school by car. These can be summarised as being due to:
- Lack of appropriate public transport routes.
 - Inability to use public transport with young children and pushchairs.
 - Length of journey times when using public transport.
 - Need to deliver/collect children from more than one point.
 - Fear for children's personal safety walking to and from school.
 - Fear for children's safety when travelling by bus.
 - Dangerous roads to be crossed.
 - Child has large amount of luggage for school activities.
 - School journey forms part of journey to/from work.
 - Pollution levels
- 15.10. The Panel also considered the evidence it received from parents, residents, residents' associations, schools and local businesses, which raised various concerns in relation to the impact of the school run as well as the operation and adherence to the Parking Dispensation Scheme. These can be summarised as being:
- Increased traffic congestion.
 - Increased vehicle pollution.
 - Inconsiderate and unsafe parking.
 - Residents unable to park because bays are full with parents' cars.
 - Erosion of children's social skills.
 - Experience of confrontation between residents and parent drivers
 - Lack of access for emergency vehicles

- Effects on children's health and well-being.
- Disparity of the parking dispensation scheme with other Council parking schemes.
- Lack of perceivable parking enforcement.

15.11. Members received evidence that showed there was an increasing amount of car ownership as well as a tendency for increased car use amongst the general population in this country. The evidence suggested that, to change people's attitude to cars and behaviour in using cars, would require a long term and multi faceted strategy. The Panel considered that this strategy was equally applicable to the problems being caused by people using cars to take children to and from school.

Options & Conclusions

15.12. The Panel felt that there were a number of options which could be considered, namely:

- Abolish the Parking Dispensation Scheme with immediate effect.
- Continue to operate the Parking Dispensation Scheme as at present but abolish it with a period of notice.
- Continue to operate the Parking Dispensation Scheme as at present.
- Continue to operate the Parking Dispensation Scheme with the aim of phasing it out completely or down to a minimal level over time.

15.13. The Panel noted the views expressed by some residents about the disparity of the scheme for those people, for example, who needed the services of a carer or a visiting health worker. These issues were not considered, however, as they were outside of the Panel's Terms of Reference.

15.14. The Panel rejected the option of withdrawing the Parking Dispensation Scheme forthwith. It was felt that it would be unreasonable to expect parents and carers to be able to make alternative travel arrangements without a period of notice.

15.15. The Panel did not wish to encourage or condone the continued use of the car as means of taking children to and from school. However, Members recognised that there was not currently a sufficient range of suitable alternative modes of travel that could be used to encourage people away from their cars.

15.16. Accordingly, the Panel felt unable to recommend the abrupt abolition of the Parking Dispensation Scheme, with a period of notice, until such time as the other recommendations in this report had been implemented and their effects evaluated.

15.17. The Panel received considerable evidence, primarily from local residents, who claimed that the dispensation scheme was being abused. There were allegations that vehicles were parked for longer than the time allotted, parked dangerously and cited examples of unauthorised parking. This evidence

included video footage provided by the Fitzjohn's Avenue Residents' Association, which clearly showed a number of parking contraventions being committed by vehicles displaying an entitlement to parking dispensation.

- 15.18. The Panel also received evidence, primarily from parents, which asked the Panel to consider extending the time currently allotted for the parking dispensation. It was suggested that this would enable parents to park further away and walk to the schools and, thereby, alleviating the parking stress immediately outside the schools.
- 15.19. In order to try and get a sense of the problems being described in the evidence, Panel Members visited the Fitzjohn's Avenue/Arkwright Road/Netherhall Gardens area of Hampstead on the afternoon of Wednesday 27th February. The weather on the day was generally fair with some light showers. They found that there were several vehicles parked across driveways and also on the footway. Panel members also noted that, despite there being ample parking space within about 100 yards of the schools, drivers could be seen arriving early to park immediately outside of the school and wait for the children they were collecting. The Panel concluded that it was unlikely that an extension of the time allowed would have much effect in encouraging parking further away and would likely increase abuse of the dispensation.
- 15.20. **The Panel recommends that the existing times allotted for parking dispensation schemes should remain at their existing levels but that these should be periodically reviewed against the local effects of the other recommendations in this report. The Panel also recommends that existing times allotted should not be increased.**
- 15.21. The Panel discussed how the dispensation scheme could operate and be used to assist the Council's overall strategy of traffic reduction for the borough. Panel members agreed that the scheme would need to be redesigned so that it could be used to reduce the number of car journeys being made to take children to and from school. They concluded that this aim could be achieved if the dispensation scheme operated on the basis of "permits".
- 15.22. The Panel noted officer concern about how the dispensation scheme might be viewed if it became more formalised. However, from the evidence received the Panel concluded that local residents, the schools and the drivers who made use of the dispensation scheme already perceived it to be a formal arrangement.
- 15.23. The Panel also noted officer evidence that the complex nature of the dispensation scheme made it difficult for Parking Attendants to identify parking contraventions. In response to questioning by the Panel, further officer evidence was provided detailing the parking contraventions that the authority currently has the powers to enforce. It was noted that the authority did not currently have the power to enforce against those drivers who parked on driveways but that it was seeking to extend its powers to enable it to do so.

- 15.24. From the video evidence received and from the Panel's own walkabout, Members concluded that there was a good deal of variety in the standard of notices used to display that a vehicle was parked in order to take a child to or from school. Examples of the notices included a small card, which resembled a business card, a scrawled note, a card similar to a road fund licence and also a very detailed, small print A4 letter.
- 15.25. The Panel concluded that the existing semi formal approach to the dispensation scheme was a significant factor in the general confusion that existed about the scheme including that related to the enforcement of parking contraventions.
- 15.26. The Panel agreed that the dispensation scheme need to be designed to encourage fewer car journeys, accommodate the fact that a child might be brought by one person but collected by another and also facilitate car sharing.
- 15.27. Panel members were unable to reach a unanimous view on the design of the dispensation discretion. There were two approaches suggested, namely a scratch off carnet-type voucher (similar to a visitor's parking permit) and a reusable "permit" (similar to a disabled badge) and, given the strength of feeling of the proponents of each proposal, it was agreed to present them both.
- 15.28. In summary, the evidence in support of a carnet type voucher was:
- Targeted car journeys directly.
 - Simple to use in those families where children are taken and collected by different people and at different times.
 - Encouraged car sharing as would lead to a saving of vouchers.
 - Individual schools could simply choose to evenly distribute the carnets to all parents who drive to school rather than having to decide criteria by which the carnets would be issued.
 - Given that carnets would be a scarce resource, there was an incentive to use them sparingly.
 - Enabled "emergency" use.
- 15.29. The Panel had received officer evidence that suggested that the cost of such an approach would be considerable as there would only be a small number of vouchers produced. However, the Panel's view was that officers had underestimated the number that would be required and therefore, the costs would be lower than officers' predicted. Other evidence opposing the carnet type voucher included that it could lead to increased littering and that, because it would be a scarce resource, it could encourage dishonest behaviour by drivers in that vouchers were used only when a parking attendant was visible. It was also suggested that the carnet type vouchers would enable trading between drivers, which could cause difficulty if the Council was trying to deal with persistently inconsiderate parking by a particular driver.

- 15.30. In summary the evidence in support of the reusable “permit” was:
- Much lower costs involved in production.
 - Easier to remove a “permit” from an inconsiderate driver.
 - Produced less paper waste.
 - Enabled car sharing to be established on a permanent basis.
 - Easier to use by drivers.
 - Discouraged trading between drivers.
- 15.31. Evidence opposing this proposal was that it only targeted journeys indirectly and Panel members felt that it would not lead to car journey reductions at the margins because, for example, there was no incentive on a sunny day to leave the car behind, which might be the case if doing so meant using a voucher. In addition it did not provide for “emergency” situations when, for example, a parent might be called to collect an unwell child.
- 15.32. Panel members, in discussing how the scheme should be operated, noted the comments from some schools that they did not wish to be involved in decisions about who to award a “permit” to. The Panel also noted comments that the primary function of schools was to educate pupils and not to be responsible for the parking behaviour of those who drove children to and from school. However, the Panel’s view was that a school formed part of a local community, had an impact on that community and needed to work with others to improve conditions for both the pupils and local community.
- 15.33. The Panel recognised that, whilst the authority did not have the power to enforce against all types of contraventions, Parking Attendants could be required to note them and report them to the Council. The Council would then write to the appropriate Headteacher requiring the offending driver be written to withdrawing the dispensation discretion immediately, or be issued a warning that further reported instances would result in the dispensation discretion being suspended or removed permanently. The Panel felt this would, to an extent, take the decision out of Headteacher’s hands and demonstrate the seriousness with which dangerous and inconsiderate parking is viewed. Furthermore, the Panel considered that failure to comply with this requirement, or persistent repetition, would result in the dispensation discretion being withdrawn from the school.
- 15.34. The Panel noted officer concern about the potential administrative increase this process would have on Headteachers, however, it felt that schools had to work with the Council to address these issues. The Panel recognised, however, that the Education Department could consider providing this service on behalf of LEA schools if it so wished.
- 15.35. The Panel recommends, therefore, that there should be either a carnet type voucher or a reusable “permit” designed by the Council for use in the school parking dispensation scheme. The final design should enable the vehicle registration number and school specific details, such as the name of the issuing school and the length of time for which the discretion applies, to be inserted by the issuing school.**

- 15.36. **The Panel recommends that schools participating in the dispensation scheme be issued with a recorded number of vouchers/“permits”. Individual schools should be required to formally record the details of the parent/carer to whom the vouchers/“permit” have been issued including the registration number(s) of the vehicles in which the vouchers/“permit” will be displayed. The school will then be required to enter information on each voucher/“permit” issued which names the issuing school, the length of time for which the voucher/“permit” is applicable i.e. ten/fifteen minutes and the vehicle registration number(s) for which the voucher/“permit” is valid.**
- 15.37. **The Panel recommends that Parking Attendants be required to report to the Council parking contraventions committed by vehicles displaying the dispensation discretion and for which there is no power of enforcement. Upon receiving this information, officers should write to the appropriate Headteacher requesting a letter be sent to the offending driver either requiring the withdrawal of the dispensation discretion immediately or warning that further reported instances would lead to the suspension of or permanent removal from the dispensation discretion. Alternatively, for Maintained schools, the Council may wish to write direct to the offending driver. The Panel also recommends that failure to comply with this requirement, or persistent repetition, should result in the dispensation discretion being withdrawn from the school.**
- 15.38. The Panel considered what else could be done to encourage a reduction in the number of car journeys made to and from school. In discussing how this might be applied the Panel agreed that there should not be any “permits” issued to take children to and from secondary schools. The only exception to this would be for children who had physical disabilities or special education needs that required the provision of transport. The Panel noted that the Education Department operated a process whereby children with physical disabilities or special educational needs were recognised through the statementing process. The reporting timetable meant that the Panel were unable to determine the processes operated by individual Independent schools on this issue but considered that the process used by the Education Department could form part of future discussions with Independent schools wishing to participate in the dispensation scheme.
- 15.39. **The Panel recommends that, with effect from September 2002 the dispensation scheme should be restricted for use by those drivers taking children aged 11 and under to and from school. Exceptions to this should only apply to those children with physical disabilities or special educational needs that requires the pupil to be transported by car.**
- 15.40. The Panel felt that it would be helpful to indicate a tapering formula that could be employed to determine the exact number of dispensation scheme vouchers/“permits” available to each school. However, the Panel agreed that the decision should be left to the School Travel Plan Coordinator who should

determine the formula in consultation with the Consultation Steering Group (see paragraphs 16.6 – 16.7).

15.41. The School Travel Plan Coordinator, in consultation with the Consultation Steering Group *may* also feel it appropriate to scale these numbers up or down depending on the location of the school and other factors. However the total number of vouchers/“permits” for the area should be seen as a target, so the Panel would expect any increase for some schools to be compensated by a decrease for others.

15.42. In the following example the word “dispensation” is used to mean either an allocation of scratch off carnet-type vouchers or a reusable disabled badge-type “permit”.

15.43. *It is stressed that the numbers given in the example below are for illustrative purposes only.* The Panel suggested that the approach to the tapering formula, for the year beginning September 2003 *might* be along the lines of:

- One dispensation for every 3 children of age 4 or less (Nursery and Reception) on 1st September.
- One dispensation for every 4 children of age 5-7 (Key Stage 1) on 1st September.
- One dispensation for every 5 children of age 8-10 (Key Stage 2) on 1st September.

15.43.1. For each year after 2003, the number of dispensations available would decrease by 20% of the original number.

15.43.2. For example a school of 210 pupils split equally between seven 30-pupil classes of ages 4 to 10 would receive:

1 class of 30/3	= 10 dispensations for children age 4 or less
3 classes totalling 90/4	= 23 dispensations for children aged 5-7
3 classes totalling 90/5	= 18 dispensations for children aged 8-10

15.43.3. This would result in a total of 51 dispensations for the year beginning September 2003. This would be reduced to 41 dispensations for the year beginning September 2004 etc.

15.43.4. *It is stressed again that the numbers given in the above example are for illustrative purposes only.*

15.44. The Panel recommends that the School Travel Plan Coordinator, in consultation with the Consultation Steering Group, devise a formula for the maximum number of dispensations allowed per school based on the following requirements:

- **It will take account of the fact that a proportion of children are driven to and from school without the need for a dispensation.**

- It will accommodate a clear reduction in total car journeys for children aged 10 and below for the year beginning September 2003.
- It will provide for a greater number of dispensations for younger children than older.

15.44.1. The formula will then be adapted to reduce the total number of dispensations allowed per school at an annual rate of approximately 20% of the September 2003 number. Exceptions will only apply to those children with physical disabilities or special educational needs which require the provision of transport.

15.45. The Panel was undecided as to whether the ultimate goal should be to phase out the dispensation scheme completely or to operate it at a minimal level. This decision should be left to the School Green Travel Plan Coordinator and the Consultation Steering Group.

15.46. The Panel recommends that the School Green Travel Plan Coordinator and the Consultation Steering Group should carry out annual reviews of the effectiveness and appropriateness of the formula.

15.47. Officer evidence submitted to the Panel showed that, in January 2002, a further attempt was made to identify and record those schools and nurseries which wished to operate a dispensation scheme. However, there was no information available to Panel about the numbers of dispensation “permits” issued by these individual establishments. The Panel’s own research into this matter established that there were few schools with set procedures for recording information about the numbers of “permits” issued or the criteria against which need was assessed. This has meant that it is not possible to set annual percentage reduction targets for each school participating in the Parking Dispensation Scheme.

15.48. The Panel recommends that all the schools participating in the Parking Dispensation Scheme be required to inform the Council of the numbers of “permits” issued and the criteria against which the “permits” have been issued.

16. School Green Travel Plans

16.1. Panel members noted from the evidence submitted by parents and schools that children had quite complicated travel patterns and that this were influenced by a wide range of factors, for example, whether there was an after school activity, if the child was driven by one adult and collected by another. It was also noted that around one third of adults who escort a child to school in the morning go on to another activity before returning home; where a car is used to take the child to school, this proportion increased to over 40%.⁶

⁶ “The Family and School Run: What would make a difference? University of Westminster

- 16.2. Officer evidence submitted indicated that the Camden School Travel Network (see paragraph 12.12) would be developing a School Green Travel Plan pilot involving 5 schools including, but not exclusive to schools in the Fitzjohn's/Belsize area and would also be piloting the development of council procedures for dealing with school travel correspondence, queries and complaints.
- 16.3. The Panel also received evidence that evaluated the DTLR pilot programme on travel plans for schools.⁷ In summary, the Panel noted that the following factors contributed positively to the success of school green travel plans:
- a) Involvement of all relevant stakeholders in the development of the plan, namely the local authority, parents, pupils, governors and local residents. In particular, ensuring the support of parents and governors.
 - b) Ongoing and fairly regular contact with the schools including a pre-planned visit to the school and follow up visits to assess progress.
 - c) Regularly publishing material in appropriate journals that highlights the benefits of improved pupil health and fitness, better environment around the schools, pupils' social development and road safety skills and better relations with the local community.
 - d) Advisers were more likely to assist schools to develop workable travel plans if they had previous experience of the implementation as well as development of travel plans, personal commitment, enthusiasm, local knowledge and an ability to motivate schools whilst recognising their constraints in terms of time, teaching commitments and resources.
 - e) Ensuring that the local authority's bureaucratic process was not allowed to stifle schools' enthusiasm and that the momentum was maintained.
- 16.4. In addition, other evidence obtained from the DTLR indicated that the main barriers to the development of school travel plans and travel initiatives were lack of time in schools and parental car dependence.⁸
- 16.5. The Panel concluded that all schools in Camden should produce school green travel plans and that these should be monitored and update annually.
- 16.6. **The Panel recommends the appointment of a School Green Travel Plan Coordinator to receive, assess and monitor the school green travel plans, using the Education Department's software and pupil information to develop routes for a range of travel initiatives and to lead on negotiations with transport operators for improvements in service provision.**

⁷ Evaluation of Pilot Programmes for Site Specific Advice on Travel Plans. DTLR

⁸ Levels of activity relating to school travel plans and initiatives (2001) Department for Transport, Local Government and the Regions.

- 16.7. **The Panel also recommends that the Council establish a small Consultation Steering Group comprising representatives from elected members, schools and residents to work with the School Travel Plan Coordinator in the development and monitoring of the Green Travel Plans.**
- 16.8. The Panel recognised that the Council had no powers to require schools to produce school Green Travel Plans and to update and monitor them annually. The Panel discussed how this might be achieved and noted the apparent lack of joined up working within central government on this issue.
- 16.9. **The Panel recommends that the Council make representations to the Secretary of State for Education that, as part of the process of licensing and monitoring of schools, all schools should be required to be produce green travel plans in conjunction with the local authority.**
- 16.10. **The Panel also recommends that the Council encourage all schools in Camden to produce Green Travel Plans. The Panel commends schools to involve their pupils in this process as part of their environmental education.**
- 16.11. **The Panel further recommends that, with effect from September 2003, only those schools that have Green Travel Plans, and which have been approved by the Council, will be allowed to participate in the Parking Dispensation Scheme.**

17. Funding Issues

- 17.1. The Panel discussed how School Green Travel Plans should be financed and noted that the Council had been unsuccessful in its attempts to seek a grant from the government for a School Travel Plan Coordinator. However the Panel considered that this avenue should be explored again, together with any other sources of funding.
- 17.2. The Panel took the view that it was not appropriate for the Council to fully absorb the costs that would arise either from the production and monitoring of School Green Travel Plans or from the Dispensation Scheme. The Panel discussed how the Dispensation Scheme might be used to assist in the introduction of School Green Travel Plans across the borough. It was noted that the Panel had received evidence at its meeting on 6 February which suggested the retention of a consultant to work on School Green Travel Plans and who could be jointly funded by the schools taking part in the dispensation scheme.
- 17.3. In discussing this proposal the Panel agreed that a consultant could be employed with a brief to focus on assisting those schools taking part in the Parking Dispensation Scheme to develop and implement Green Travel Plans by September 2003. In addition the consultant could also assist those schools in Hampstead Town, Frognal-Fitzjohn's and Belsize Wards and who

were not taking part in the Parking Dispensation Scheme, to develop and implement Green Travel Plans.

- 17.4. The Panel recognised that the initial costs, which were estimated to be in the region of £2000 per school, may appear high but considered that it would be a one off contribution to cover the costs of employing a consultant. Panel Members expected that a much smaller charge would be levied in future years for the monitoring and negotiation of targets set within each school's Green Travel Plan.
- 17.5. The Panel also discussed how the production costs of the vouchers/"permits" should be met. Panel members agreed that the costs should be borne by those schools wishing to participate in the Parking Dispensation Scheme and that each school's contribution to the costs should be based on the number of vouchers/"permits" issued to the school. It was felt that this would also provide an incentive to the schools to actively discourage the use of cars to take children to and from school.
- 17.6. The Panel considered whether individual schools should pass on these costs, either wholly or partly, to those drivers wishing to take advantage of the dispensation discretion. The Panel recognised that, whilst, it did not have the power to require schools to do so, it should be considered as good practice within School Green Travel Plans. Additionally, schools could consider setting the charge at a level that was comparable to travelling by other modes of transport. The Panel felt also that it would be good practice for schools to generate a surplus of funds and to use these extra monies to subsidise non car modes of transport or off set the costs of developing other green travel initiatives.
- 17.7. **The Panel recommends the temporary appointment of a consultant who can work with schools in Hampstead Town, Frognal-Fitzjohn's and Belsize Wards to develop workable green travel plans.**
- 17.8. **The Panel recommends that it be mandatory for all schools wishing to participate in the Parking Dispensation Scheme to contribute an equal share to the costs of employing the consultant to assist schools in developing School Green Travel Plans.**
- 17.9. **The Panel recommends that the Council pass on the production costs of the voucher/"permits" to those schools participating in the Parking Dispensation Scheme. The number of vouchers/ "permits" issued to each school should determine the exact costs.**
- 17.10. **The Panel further recommends that it should be considered good practice for all schools participating in the Parking Dispensation Scheme to make a charge to those drivers taking advantage of the discretion.**

18. Pupil Information Database

- 18.1. The Panel was keen to ensure that all schools took part in this process and worked with the Council to address the issues. It was noted that the Education Department already held data on pupils attending Maintained and Voluntary Aided schools, which lends itself to the drawing up of route plans by the School Plan Travel Coordinator.
- 18.2. The Panel recognised the particular sensitivity of pupil information for Independent schools and considered that the information could be provided so that individual pupil identities were anonymous. The Panel also agreed that the sharing of this information with transport operators should be on an aggregate basis only so that individual schools could not be identified and with abbreviated postcodes so that individual address could not be identified.
- 18.3. The Panel recommends that all Independent schools, whether participating in the Parking Dispensation Scheme or not, be invited to provide this information to the Council so that they could be included, free of charge, in the various route-planning initiatives proposed later in this report.**
- 18.4. The Panel also recommends that the provision of this information be a mandatory requirement of those Independent schools taking part in the Parking Dispensation Scheme.**

19. Enforcement Issues

- 19.1. From the evidence received from local residents, parents and some schools, the Panel noted that there was a perception that Parking Attendants were conspicuously absent from the roads outside schools during school run times.
- 19.2. In response to questioning on this matter the Head of Parking Solutions provided the following information for the Hampstead area:

Day	8am-10am	10am-12pm	12pm-2pm	2pm-5pm
Monday	19.4	7.8	15.5	18.1
Tuesday	16.1	10.5	16.6	19.4
Wednesday	18.2	6.1	11.9	17.3
Thursday	17.8	10.3	11.6	18.3
Friday	16.9	11.4	17.9	18.5

The average number of Parking contravention notices issued each day outside school term time

Day	8am-10am	10am-12pm	12pm-2pm	2pm-5pm
Monday	26.4	9.1	15.1	29.7
Tuesday	25.1	9.5	16.2	28.5
Wednesday	24.2	9.5	14.9	27.5
Thursday	22.5	8.3	19.1	30.2
Friday	26.4	9.1	17.4	29.3

The average number of Parking contravention notices issued each day during a school term.

- 19.3. The Panel concluded that there was an increase number of penalty contravention notices issued during the times that children were being taken or collected from schools.
- 19.4. The Panel considered that it was necessary for a strong and clear message to be coming from the Council with regard to the unauthorised and dangerous parking outside and nearby schools. This included parking on the yellow zigzag keep clear zones immediately outside schools where these existed.
- 19.5. Accordingly the Panel recommends that there should be strict enforcement of parking contraventions. In addition there should be, from time to time, a switching of beats by Parking Attendants to enable a higher focus on parking contraventions outside or nearby schools during those times of the day when children are being taken to and from school.**
- 19.6. The Panel also recommends that the Head of Parking Solutions write to all schools to provide information on what is considered to be unauthorised, dangerous and inconsiderate parking with a request that the information be passed on to all parents and carers who drive children to and from school.**
- 19.7. Officer evidence also indicated that a number of appeals against parking contraventions notices were upheld because the Parking, Traffic and Appeals Service tended to consider it reasonable to take a short period of time to safely take a child to and from school. The Panel felt that costs of enforcement were being unnecessarily added to as result of this approach to unauthorised parking. Further, given the concentration of schools in the Hampstead area, Members considered it necessary to ensure adherence to the Council's parking regulations to ensure the safety of children and other pedestrians. Panel members also speculated that action proposed to encourage fewer car journeys and, therefore, support the Council's traffic reduction strategy, could potentially lead to increased numbers of parking contraventions.
- 19.8. The Panel recommends that the Council make representations to the Parking, Traffic and Appeals Service and also to Transport for London**

to inform them of the Parking Dispensation Scheme and of the Council's overall traffic reduction strategy.

- 19.9. The Panel also received evidence from local residents and parents that contained observations about the anti-social behaviour of some drivers. Officer evidence on this issue included concern about quite alarming instances of verbal abuse (sometimes racist) from parents who have been approached by Parking Attendants because they were committing a parking contravention. In discussing this issue the Panel's concerns centred on the welfare of the officers concerned and on the welfare of the children who were witnessing such behaviour amongst adults.
- 19.10. The Panel recognised that the evidence it had received was anecdotal and considered that it may necessary for officers to carry out further investigations to evaluate to what extent this was a problem. Notwithstanding this, the Panel took the view that this type of anti-social behaviour was unacceptable and that some form of deterrent to counter this behaviour was necessary. The Panel were surprised to learn that either verbally or physically assaulting a parking attendant was not a specific criminal offence.
- 19.11. The Panel recommends that officers ascertain to what extent abuse, including racial abuse, was a problem for Parking Attendants dealing with parking contraventions outside or nearby schools.**
- 19.12. The Panel recommends that where a driver, who has been identified as benefiting from the dispensation scheme, has assaulted a parking attendant, the Council should write to the appropriate Headteacher demanding that the dispensation discretion be withdrawn immediately. Alternatively, for Maintained schools, as previously mentioned in paragraph 15.34, the Council may wish to write direct to the offending driver.**
- 19.13. The Panel recommends therefore that the Council should make representations to the appropriate authority on the issue of assaults on Parking Attendants. In addition, the Council should take the initiative and raise this matter with the Association of London Government, the Greater London Assembly and Local Government Association and also discuss the issue with the borough's MPs to seek their support in progressing the matter.**

Alternatives to the car

20. Public Transport

- 20.1. The Panel received evidence that suggested a significant number of parents and carers felt unable to use, or to allow their children to use, public transport as a means of travelling to and from school and felt forced into using their cars instead.

- 20.2. Panel members noted that common complaints tended to be about the unreliability of the bus services and in particular on the routes of the C11, No. 46, No. 31 and the No. 210. There were also concerns raised by parents about the lack of supervision on the buses which meant that anti social behaviour amongst children, such as bullying, was not dealt with.
- 20.3. Panel members received evidence that highlighted the impracticality and danger when travelling on public transport during school run times, particularly when escorting adults also had younger children and babies accompanying them. Concerns were raised about the difficulty of getting on and off buses and trains with very young children and pushchairs. This was partly due to the volume of commuters using the existing services but also partly due to the design of buses and escalators. Concerns were also expressed about the safety of children travelling on the buses because of the variability of the standard of driving amongst bus drivers and, in particular, comments were made about the speed at which some buses were driven and the tendency of some drivers to continually brake sharply and/or pull away at speed.
- 20.4. Evidence was also submitted which showed dissatisfaction with the length of journey times when using public transport. These tended to be either because there was no direct route either by bus, overground train or underground train, or, in relation to buses, because of delays caused as a result of traffic congestion. The Panel noted, however that the use of private cars to take children to and from school was a contributing factor to the traffic congestion which led to bus delays.
- 20.5. Evidence received from Belsize Village Residents' and Traders' Association suggested that the number 46 bus was particularly badly affected and that this has a detrimental effect on shopkeepers.
- 20.6. The Panel's evidence showed that there was a perceived need for a bus route that serviced journeys being made east west between Muswell Hill and Swiss Cottage. The Panel, whilst in support of this proposal as it was in keeping with the Council's Green Travel Strategy, recognised that such a bus, even at short intervals, would not carry more than a small percentage of those pupils and parents who could potentially use this route. However the Panel also recognised that even a small reduction in the number of car journeys made to and from school could have a significant impact on the area overall.
- 20.7. There was also evidence submitted in support for an orbital route that serviced journeys being made between West Hampstead/Kilburn/Cricklewood and Hampstead area. The Panel felt that a better pattern of orbital bus routes would better serve the public generally and the school run problems in particular.
- 20.8. In addition to the above the Panel noted the following suggestions made for bus routes in the evidence submitted, these were:
- Camden Town to Hampstead via Fitzjohn's Avenue

- Islington to Eton Avenue
- Shuttle bus from Kenwood (collecting area) to Hampstead village
- Shuttle on circular route Belsize Park, Swiss Cottage, Hampstead High Street
- Hampstead Garden Suburb – Hampstead
- Islington – Hampstead via Swiss Cottage
- Highgate to central Hampstead
- Golders Green via Finchley Road to Camden Town
- Through Hampstead to St Johns Wood
- Muswell Hill to Hampstead and then on to Camden Town/Regents Park
- Maida Vale to Hampstead
- East Finchley to Hampstead
- Highgate to Belsize Park
- Crouch End to Hampstead
- Kilburn and West Hampstead to Hampstead

- 20.9. The Panel received evidence which commented on the frequency and unreliability of the No 46 route. Councillor Aileen Hammond, in her capacity as Chair of London Transport Liaison Group, commented on the reliability of this bus service and quoted statistics that showed that 7.7% of people wanting to use this route had to wait half an hour or more for the service and 10.4% had to wait between 20 to 30 minutes⁹.
- 20.10. The Panel felt that the bus routes for the No. 31 and C11 buses were an example of good routes in that they provided cross borough services. However, it was noted that reliability was still a problem.
- 20.11. The Panel noted that Transport for London's investment strategy for bus provision in London seemed to be focussed on the provision of services for radial routes and concluded that this was probably a strategy to alleviate the impact of the Mayor of London's impending congestion charging policy.
- 20.12. The Panel recommends therefore that the Council lobby for a further bus route which runs between West Hampstead/Kilburn/Cricklewood and the Hampstead area and that, in addition, Council policy should be to lobby for orbital routes rather than radial routes.**
- 20.13. The Panel also recommends that Transport for London and the bus operators should be lobbied to timetable the provision of higher frequency services during school run times and to accommodate the movement of children when planning timetables.**
- 20.14. The Panel felt that it was important to make public transport as accessible and user friendly as possible. The Panel noted Hampstead Heath Station (North London Line/Silverlink) is currently designated as Zone 3. Members felt that if the station was redesignated as Zone 2 it would make orbital journeys cheaper and so encourage travel to and from school by train. The

⁹ London Buses Quality of Services Indicators Route Results for the London Borough Camden, Third Quarter 2001/2002, 1 October 2001 – 31 December 2001. Transport for London & London Buses February 2002

Panel also noted that Hampstead Heath Station would be a good point from which to start a walking bus. (See paragraphs 24.1 – 24.12)

- 20.15. **The Panel recommends that the Council lobby the appropriate authorities to redesignate Hampstead Heath Station as Zone 2.**

21. School buses

- 21.1. The Panel has received evidence from residents, parents and schools suggesting that schools buses should be used instead of cars to take children to and from school.
- 21.2. The Panel noted that Northbridge House School ran heavily subsidised private coaches between pupils' homes and their three sites and that they were working with the Traffic Working Group to promote the introduction of a new but essentially similar service which would be available to all schools participating in the Traffic Working Group.
- 21.3. The provision of home to school transport is governed by the Education Act 1996 which defines maximum walking distances of two miles for children under eight and three miles for older children up to the age of 16 to the nearest available school.
- 21.4. Camden already makes provision for those children who are resident in Camden and who either have a disability or special educational needs that requires the provision of supported transport.
- 21.5. Panel members have observed that these buses are seldom run at capacity and it has been suggested to officers in Education and Leisure that consideration be given to offering the spare seats to those children who live along the routes already established for these buses. The Panel accepted that an important consideration in exploring this option further will be to ensure the best interests of special needs pupils by, for instance, not unduly adding to journey times. Officers have agreed that this is an idea worthy of exploration but have pointed that it will only be possible to identify those children in Maintained and Voluntary Aided schools as the Council has no information relating to the children attending the Independent schools.
- 21.6. **The Panel recommends, therefore, that officers in Education and Leisure further explore the potential to increase the take up of spare capacity by children who already live along or can be collected along the existing routes of the school buses used to relay children with special needs or physical disability. A report on the viability of this proposal should be submitted to the Overview and Scrutiny Commission and the Executive member for Education within three months of this recommendation being accepted.**
- 21.7. A significant proportion of evidence submitted suggested that the Council should look at the option of school buses as an alternative method to take children to and from school.

- 21.8. In looking at this option the Panel found that the costs of taking a child from home to school using a school bus provided by the School Run Company was approximately £45 per week. The Panel was also told (but did not confirm) that 53-seater coaches operated to and from fixed points at a much lower cost of around £12-15 per child per week.
- 21.9. In examining why the costs were so high the Panel found that that, in the case of the School Run Company, costs were significantly influenced by the size of bus used, the need to collect each child from home, the need to provide adequate insurance and also by the need to provide a “walker” (someone who remains in the vicinity of the school and escorts the children from the bus to the school). The company stated that, although they are entitled to use London Transport bus stops, it was difficult and time consuming to find safe locations to deliver and collect children from their respective schools and, as a result, they hired “walkers”.
- 21.10. The Panel concluded, therefore, that the provision of a bespoke home to school bus service was not an option that the Council could afford and that it was also likely to be out of the price band for many parents.
- 21.11. The Panel also noted that costs would be substantially reduced if it were possible to have pooled collection and drop off points (for example a number of children at one child’s home) and if parents or schools could provide the “walkers”.
- 21.12. The Panel discussed, therefore, what action the Council could reasonably take to facilitate a reduction in costs and, therefore, a reduction in price to parents. In particular the Panel believed that the Council, through its status and position as a bulk buyer might be able to help in arranging cheaper insurance for the children travelling on private minibuses.
- 21.13. The Panel recommends that the Council investigate the cost of providing public liability insurance for children travelling to and from school in minibuses approved by the Council. The Council could pass the cost on to the minibus companies, but should also consider covering the cost itself as part of its contribution to the initiative.**
- 21.14. The Panel noted that the Education Department held information on those pupils who attended Maintained or Voluntary Aided schools and it would, therefore, be possible to identify potential school bus users and possibly also establish routes. Any information provided to bus operators would be anonymised and provided on an aggregate basis only.
- 21.15. The Panel agreed that the Independent schools should be asked to provide sufficient information to enable the Council to include their pupils in its analysis of potential routes. Any information provided to bus operators would be anonymous and provided on an aggregate basis only. (See paragraphs 18.1 – 18.3)**

21.16. The Panel recommends that the Council carry out further work to compile a list of requirements for a “minibus charter”. Such requirements would likely include:

- a) Security checks on drivers**
- b) Minibuses to meet emissions standards**
- c) Engines to be turned off while parked**
- d) Safety standards to be determined**

22. School bus bays

- 22.1. In order to eliminate the need for someone to escort a child to and from a school bus, it would be necessary to establish a drop off and collection point close to each of the schools.
- 22.2. The Panel discussed the possibility of providing a school bus bay either within a school’s existing car park or, where these did not exist, nearby but not directly outside the school.
- 22.3. The Panel received evidence from some residents that indicated that they would be prepared to see a reduction in the number of parking spaces to accommodate school buses and mini buses. Panel members felt that, in most cases, it would not be desirable to reduce the number of residents’ parking spaces.
- 22.4. The Panel agreed that the Council should consider redesignating specific sites for shared use so that those parking spaces could also be used by school buses taking children to and from school. Drivers displaying the dispensation discretion voucher/“permits” would **not** be authorised to park in those residents’ spaces designated for shared use by school buses.
- 22.5. The Panel also agreed that, where schools had a suitable staff car park, they should be required to include, as part of their Green Travel Plan, reserving some space for school bus use, thereby also setting an example to their pupils. This would mean that there would be no need to provide walkers, or where this was still an issue, there could be a rota of parents and/or school staff to assist.
- 22.6. The Panel recommends that School Green Travel Plans also include consideration of reserving some space in staff car parks, where these exist, for use by school buses taking children to and from school.**
- 22.7. The Panel further recommends that the Council identify specific sites and consult with local residents on the option of redesignating residents parking bays for shared use with school buses taking children to and from schools.**

23. Remote drop off and collection points

- 23.1. Panel members also discussed whether it would be possible to use larger vehicles to carry children and thereby reduce the overall costs still further. They concluded that the size of the streets and width of the pavement, in Hampstead in particular, meant that it was extremely difficult and in some instances, extremely dangerous to drive larger buses and coaches. However, these vehicles could be used if the children were being delivered to or collected from a remote site.
- 23.2. Given the short timescale, the Panel were unable to ascertain the viability of this option but were able to identify a number of potential sites, namely, the O2 Centre in Finchley Road, the Heath's car parks at East Heath Road and Whitestone Pond, the underground car park at Taplow Tower and the car park at Kenwood (although it may be necessary to consider shuttle buses to and from this point).
- 23.3. **The Panel recommends therefore, that there be further work undertaken by officers, in consultation with the relevant landowners, to establish one or more sites from which it would be possible to operate a drop off and collection point for school children. In particular, priority should be given to exploring further the use of the O2 Centre where anecdotal evidence received suggests that retailers may be willing to promote this.**

24. Walking buses

- 24.1. The operation of walking buses (a 'crocodile' of schoolchildren being escorted by adults at front and rear between a drop-off point and school) was a suggestion that was frequently made in the evidence submitted to the Panel. It was also an idea that has been tried successfully in a number of authorities elsewhere.
- 24.2. The Chair of the Panel attended a meeting with the Camden Primary Headteachers where, in discussing this issue, concerns were raised around the legal implications of operating a walking bus, particularly in relation to establishing the suitability of the escorting adults and where the legal liability lay if a child was injured.
- 24.3. The Panel noted these concerns and recognised that there would be a need for legal advice to be given to schools on this matter.
- 24.4. **Members recommended that the Council took the lead on this matter and gave schools legal advice about operating walking buses and drew up a procedural guide to assist in establishing walking buses.**
- 24.5. The Panel discussed the positive contribution that walking buses could make to children's sense of independence, their mental well being and to their

physical health. The children from the Christchurch School NW3 School Council, when asked, indicated that they would welcome the operation of a walking bus.

- 24.6. Panel members considered that walking buses should not be confined to a particular school and they should also be used for escorting children from remote drop off/collection points (see paragraphs 23.1 – 23.3) to and from schools. The Panel agreed that the pupil information database could be used to route plan walking buses for all schools.
- 24.7. The Panel recognised that the adults to escort the walking buses would need to be drawn from the parents and the Council would need to work in conjunction with the participating schools to make this a success.
- 24.8. **The Panel recommends that the escorts for walking buses should be provided with official fluorescent jackets as part of the Council's contribution to this initiative.**
- 24.9. The Panel also noted that there had been research published recently which showed that around 25% of children in Buckinghamshire were being prevented from walking to school because of their parents fears about "stranger danger and traffic danger".¹⁰
- 24.10. These same fears were repeated in the evidence sent in to the Panel together with an increasing fear for children's personal safety as a result of the reported rise in the mugging of young people for mobile telephones.
- 24.11. Panel Members recognised that there was a good deal of work necessary to align people's perception of danger with reality. It was felt that a higher presence on the streets by officially identified people escorting walking buses together with an increase in the number of lollipop staff would begin to change people's perceptions.

25. Cycling

- 25.1. The Panel agreed that cycling to and from school, where it is practical and safe, should be encouraged. The Council has policies under its Green Transport Strategy to promote cycling as an alternative mode of transport to the car. The Panel expressed a hope that officers would build on their successful partnership with members of the Camden Cycling Campaign and others to develop cycling to and from school. This development would include an expansion of cycle training in schools and an investigation to see where cycle lanes might be useful near schools.
- 25.2. **The Panel recommends that schools developing Green Travel Plans should consider making greater provision for cycle training for their pupils (and staff) and also for providing cycle stands or sheds where bicycles can be stored. In addition, as part of its contribution to**

¹⁰ John Barker, Brunel University 2001

encourage cycling, the Council should provide its cycling training service to all schools (including Independent schools) free of charge.

- 25.3. The Panel also recommends that officers study the London Cycle Network and the Camden Cycle Map to see where logical connections can be made to enable safer journeys for children travelling to and from school on bicycles. The Panel would like the Council to seek funding specifically for this under its Safer Routes to Schools funding.**
- 25.4. The Panel further recommends that the Council continue and extend the provision of grants to schools facilitating increased cycling.**

26. Car Sharing

- 26.1. The suggestion of car sharing was one that was raised by parents and residents alike. However, the Panel's assessment was that the potential impact on overall traffic and congestion was likely to be small especially where younger siblings were also carried in the car. The Traffic Working Group, through the Cityneighbours.com website, enables parents from individual Independent schools to identify potential partners to operate a car sharing scheme.
- 26.2. The Panel recognised that it was quite difficult for parents to identify suitable partners to operate a car-sharing scheme but again felt that this was an issue that could be expanded to include children from neighbouring schools. In order to achieve this, it would be necessary for the information about pupils attending Independent schools to be provided to the Education Department.
- 26.3. Panel members suggested that parents could be encouraged to drop children at a remote drop off/collection points identified for school buses (see paragraph above) and the children could proceed to school via a walking bus.
- 26.4. The Panel recommends that the pupil information database could be used to encourage car sharing.**

Safety Issues

27. SAFER ROUTES TO SCHOOLS PROGRAMME

- 27.1. The Panel noted that the Safe Route to School Access Audit carried out by Oscar Faber in 1999 identified engineering improvements totalling £3.2 million and that measures had been implemented or programmed in the vicinity of 75% of the borough's schools. A programme of works for 2002/3 covering nine schools was noted, although Information provided just before the adoption of the Panel's report by the Overview and Scrutiny Commission shows an updated schedule of works totalling £815k recently agreed by the Council's Executive for 2002/2003:

Schools/ Locations	Description	Estimated cost £000
Haverstock	To be designed in consultation with school	100
St Marys, Kilburn & St Eugene De Mazenod	To be designed in consultation with school	85
Netley Primary	To be designed in consultation with school	40
Swiss Cottage	To be designed in consultation with school	50
Kentish Town Primary	To be designed in consultation with school	30
Hawley Primary	To be designed in consultation with school	30
UCS (Senior) & Devonshire House	To be designed in consultation with school	70
Cavendish	To be designed in consultation with school	30
St Albans Primary	To be designed in consultation with school	60
Kingsgate Primary	To be designed in consultation with school	35
Beckford Primary	To be designed in consultation with school	70
St George the Martyr Primary	To be designed in consultation with school	45
Savernake Rd footbridge	Used as key link for journeys to several schools and for schools using Hampstead Heath	50
Heath St/Church Row (completion)	Conversion of zebra to pelican crossing benefiting several local schools	20
20mph limits (Brecknock, Gospel Oak, Beckford, William Ellis, Parliament Hill, La Sainte Union, St Dominics)	Implementing and monitoring pilot 20mph limits at 5 locations, using flashing vehicle activated signing	20
Highgate Rd/Gordon House Rd/Chetwynd Rd	Pedestrian crossing facilities at signals, benefiting several local schools (including Gospel Oak, William Ellis, La Sainte Union, Parliament Hill)	80

- 27.2. The Panel were unaware of discussions that may have taken place to identify engineering improvements in those schools that had not responded to the Oscar Faber Study. In particular Members were concerned to note from the evidence they received, that not all schools had the yellow zigzag immediately outside the school to ensure that cars did not park there and prevent emergency access to the school and that children's sight lines in crossing the roads were not inhibited.
- 27.3. The Panel recommends that those schools, which did not take part in the 1999 Safe Access to Schools Audit, be approached to identify engineering improvements to be planned over the remaining four years of the Safer Routes to School programme.**
- 27.4. The Panel recommends that all schools, which do not yet have the yellow zigzag zone immediately outside the school, be invited and encouraged to have one put in place.**
- 27.5. In addition, the Panel recommends that, as a part of a school's Green Travel Plan there be an assessment of the impact of any engineering improvements made.**
- 27.6. In light of evidence received, the Panel recommends that the traffic light system at the junction of Arkwright Road with Fitzjohn's Avenue should be reviewed for suitability as part of the planned review of the new crossing arrangements on Heath Street near Hampstead Underground Station.**
- 27.7. In addition the Panel recommends that officers in Environment relook at the unofficial one way system operating in Netherhall Gardens/ Maresfield Gardens and also give consideration to introducing yellow box junctions at suitable junctions along Fitzjohn's Avenue.**

Lollipop Staff

- 27.8. The Panel received evidence from parents and schools that commented on the lack of lollipop staff to facilitate children crossing busy or unsafe roads. Officer evidence on this issue revealed that the responsibility for the recruitment and provision of lollipop staff transferred from the Police to the Council and lay with the Environment Department and, in particular, with the Head of Parking Solutions. It was reported that the recruitment of lollipop staff was originally handled by the "in house" parking enforcement team who ran the Camden North parking contract but that it was transferred to Apcoa Parking when they won the contract which commenced 1 April 2001. There were four school crossing patrol officers who were transferred to Apcoa under the Transfer of Undertakings and Protection of Employment (TUPE) Regulations. Officers also indicated that Apcoa were requested to recruit more school crossing patrol staff but have been unsuccessful and have cited the lack of response as probably being due to the low pay and short hours.

- 27.9. The Panel did not feel that sufficient work was being done to address the problem of recruiting lollipop staff especially given the obvious need for their presence both in terms of assisting children to cross roads safely but also in their ability to be a further “official” presence on the streets watching out for the general safety of children. The Panel felt that this effect should not be underestimated when considering the anxiety expressed by many parents about the perceived level of danger on the streets.
- 27.10. The Panel recommends that there be an early review into this situation including consideration of the Council resuming responsibility for the direct recruitment of lollipop staff. In addition, all schools should be invited to indicate whether they identified a need for a lollipop person and this bid should be followed up by a risk assessment of the crossing.**
- 27.11. As a result of the evidence received from parents, schools and residents, the Panel recommends that immediate consideration be given to the recruitment of lollipop staff to be sited at Fitzjohn’s Avenue and also at Downshire Hill near the junction with East Heath Road. In addition, the Panel further recommends that the Council lobby Transport for London to improve conditions for school children crossing Finchley Road.**

Personal Safety of Children

- 27.12. Evidence submitted to the Panel by parents and recent reports in the press, particularly those relating to increased instances of the mugging of young people for mobile telephones, highlighted growing concerns for the personal safety of children who did walk to school. The Panel considered that the perception of the level of danger that existed is far higher than is actually the case. The Panel noted that one Independent school had given permission for children to wear their own jackets whilst walking to and from school rather than their school blazer.
- 27.13. The Panel considered, however, that a far higher level of danger existed for children as a result of the journeys to and from school by car. (See paragraph 6.1.)
- 27.14. The Panel felt that the Council could work with a range of agencies to draw up a programme of training which assisted children in spotting potentially dangerous situations and techniques for avoiding or removing themselves from the danger.
- 27.15. Accordingly the Panel recommends that officers, in consultation with all schools in Camden, discuss the need for and design of a potential programme of training which identifying dangerous situations and ways to deal with them.**

Other factors considered

28. Unitary Development Plan

- 28.1. The main tool that the Council has for controlling development is the borough's Unitary Development Plan (UDP). Guidelines contained within this document can address both general and specific priorities for the borough. Of particular relevance to the "school run" problem, the UDP provides an opportunity to limit or encourage both the extent and type of development. This can be done borough-wide or within areas where there is a high concentration of one type of development.
- 28.2. The Panel felt that areas, such as Hampstead, which suffer problems attributable to a high concentration of schools would benefit from UDP policies aimed at alleviating those problems.
- 28.3. The Panel recommends that policies be adopted within the Unitary Development Plan that discourage the development of new schools (unless there is a significant increase in the number of children in the immediate locality) in areas which are considered to suffer from school run problems. Additionally any development plans for existing schools in those areas should only be considered acceptable if it can be demonstrated that the development will lead to minimal or no increase in traffic.**
- 28.4. The Panel understood that one of the suggested revisions to the UDP was that changes from Community Uses including Schools (Category D1) would only be permitted if the new use was Affordable Housing. Panel Members expressed concern that the effect of these proposed changes might be to discourage schools from moving away from areas where their high concentration is causing problems associated with the school run.
- 28.5. The Panel recommends that, should the Council adopt the suggested alteration to the UDP that limits the use to which existing educational use sites can be changed, an exception should be considered for areas that are deemed to suffer from problems associated with the school run.**

29. Conclusions

- 29.1. The Panel has concluded that the school run problem comprises a complex blend of issues that are most deeply influenced by people's attitudes, perceptions and behaviour. The issues do not lend themselves to an instant solution and require a progressive strategy that encompasses a range of initiatives, some new, some not so new. The Panel has identified a range of proposals that, when taken together, should encourage people away from their cars and towards other modes of transport.

- 29.2. The Panel concedes that the Council has limited powers. However, the Panel's recommendations will not only facilitate a reduction in car use but will simultaneously encourage the development of alternative modes of transport. It also believes that its recommendations will be of benefit to pupils' environmental education in the schools themselves.
- 29.3. The Panel recognises that there may be a financial cost attached to these proposals and also to the overall strategy of achieving a reduction in traffic levels. The Panel feels though, that it is also important to take into consideration children becoming increasing unfit through lack of exercise, the increasing rates of asthma and the impact of pollution. The Panel also considered the damage to the environment, the costs to business and the inconvenience to users as a result of the delays in public transport and the general stress on both residents and drivers and concludes that these outweigh the immediate financial costs. It is for these reasons that the Panel believes that the Council, transport authorities and schools should not shy away from making the necessary commitments and investment.
- 29.4. There has been a lot of work carried out by the Council and also by the Independent schools on this issue. There is now a need to bring this together, to share lessons learned, and to ensure a joint and consistent approach to tackling the problems caused by children being taken to and from school by car.

30. Summary of Recommendations

30.1. Parking Dispensation Scheme

- With effect from September 2002, the dispensation scheme should be restricted for use by those drivers taking children aged 11 and under to and from school. Exceptions to this should only apply to those children with physical disabilities or special educational needs that requires the pupil to be transported by car. (Paragraph 15.39)
- The existing times allotted for parking dispensation schemes should remain at their existing levels but that these should be periodically reviewed against the local effects of the other recommendations in this report. The Panel also recommends that existing times allotted should not be increased. (Paragraph 15.20)
- There should be either a carnet type voucher or a reusable "permit" designed by the Council for use in the school parking dispensation scheme. The final design should enable the vehicle registration number and school specific details, such as the name of the issuing school and the length of time for which the discretion applies, to be inserted by the issuing school. (Paragraph 15.35)

- The School Travel Plan Coordinator, in consultation with the Consultation Steering Group, devise a formula for the maximum number of dispensations allowed per school based on the following requirements:
 - (i) It will take account of the fact that a proportion of children are driven to and from school without the need for a dispensation.
 - (ii) It will accommodate a clear reduction in total car journeys for children aged 10 and below for the year beginning September 2003.
 - (iii) It will provide for a greater number of dispensations for younger children than older.

The formula will then be adapted to reduce the total number of dispensations allowed per school at an annual rate of approximately 20% of the September 2003 number. Exceptions will only apply to those children with physical disabilities or special educational needs. (Paragraph 15.44)

- All schools participating in the Parking Dispensation Scheme be required to inform the Council of the numbers of “permits” issued and the criteria against which the “permits” have been issued. (Paragraph 15.48)
- Schools participating in the dispensation scheme will be issued with a recorded number of vouchers/“permits”. Individual schools should be required to formally record the details of the parent/carers to whom the vouchers/“permit” have been issued including the registration number(s) of the vehicles in which the vouchers/“permit” will be displayed. The school will then be required to enter information on each voucher/“permit” issued which names the issuing school, the length of time for which the voucher/“permit” is applicable i.e. ten/fifteen minutes and the vehicle registration number(s) for which the voucher/“permit” is valid. (Paragraph 15.36)
- Parking Attendants be required to report to the Council parking contraventions committed by vehicles displaying the dispensation discretion and for which there is no power of enforcement. Upon receiving this information, officers should write to the appropriate Headteacher requesting a letter be sent to the offending driver either requiring the withdrawal of the dispensation discretion immediately or warning that further reported instances would lead to the suspension of or permanent removal from the dispensation discretion. Alternatively, for Maintained schools, the Council may wish to write direct to the offending driver. The Panel also recommends that failure to comply with this requirement, or persistent repetition, should result in the dispensation discretion being withdrawn from the school. (Paragraph 15.37)

30.2. **Green Travel Plans**

- The Council establish a small Consultation Steering Group comprising representatives from elected members, schools and residents to work with

the School Travel Plan Coordinator in the development and monitoring of the Green Travel Plans. (Paragraph 16.7)

- The appointment of a School Green Travel Plan Coordinator to receive, assess and monitor the school green travel plans, using the Education Department's software and pupil information to develop routes for a range of travel initiatives and to lead on negotiations with transport operators for improvements in service provision. (Paragraph 16.6)
- The temporary appointment of a consultant who can work with schools in Hampstead Town, Frognal-Fitzjohn's and Belsize Wards to develop workable green travel plans. (Paragraph 17.7)
- The School Green Travel Plan Coordinator and the Consultation Steering Group should carry out annual reviews of the effectiveness and appropriateness of the formula. (Paragraph 15.46)
- The Council encourage all schools in Camden to produce Green Travel Plans. The Panel commends schools to involve their pupils in this process as part of their environmental education. (Paragraph 16.10)
- The Council make representations to the Secretary of State for Education that, as part of the process of licensing and monitoring of schools, all schools should be required to produce green travel plans in conjunction with the local authority. (Paragraph 16.9)
- With effect from September 2003, only those schools that have Green Travel Plans, and which have been approved by the Council, will be allowed to participate in the Parking Dispensation Scheme. (Paragraph 16.11)

30.3. Funding Issues

- That it be mandatory for all schools wishing to participate in the Parking Dispensation Scheme to contribute an equal share to the costs of employing the consultant to assist schools in developing School Green Travel Plans. (Paragraph 17.8)
- The Council pass on the production costs of the voucher/"permits" to those schools participating in the Parking Dispensation Scheme. The number of vouchers/ "permits" issued to each school should determine the exact costs. (Paragraph 17.9)
- It should be considered good practice for all schools participating in the Parking Dispensation Scheme to make a charge to those drivers taking advantage of the discretion. (Paragraph 17.10)

30.4. **Pupil Information Database**

- Independent schools, whether participating in the Parking Dispensation Scheme or not, be invited to provide information about their pupils to the Council so that they could be included, free of charge, in the various route-planning initiatives proposed later in this report. (Paragraph 18.3)
- The provision of information about pupils to the Council be a mandatory requirement for those Independent schools taking part in the Parking Dispensation Scheme (it should be noted that the Council already has the information for Council and Voluntary Aided schools). (Paragraph 18.4)

30.5. **Parking Enforcement**

- The Head of Parking Solutions write to all schools to provide information on what is considered to be unauthorised, dangerous and inconsiderate parking with a request that the information be passed on to all parents and carers who drive children to and from school. (Paragraph 19.6)
- There should be strict enforcement of parking contraventions. In addition there should be, from time to time, a switching of beats by Parking Attendants to enable a higher focus on parking contraventions outside or nearby schools during those times of the day when children are being taken to and from school. (Paragraph 19.5)
- Where a driver, who has been identified as benefiting from the dispensation scheme, has assaulted a parking attendant, the Council should write to the appropriate Headteacher demanding that the dispensation discretion be withdrawn immediately. Alternatively, for Maintained schools, as previously mentioned at paragraph 15.34, the Council may wish to direct to the offending driver. (Paragraph 19.12)
- Officers ascertain to what extent abuse, including racial abuse, was a problem for Parking Attendants dealing with parking contraventions outside or nearby schools. (Paragraph 19.11)
- The Council make representations to the Parking, Traffic and Appeals Service and also to Transport for London to inform them of the Parking Dispensation Scheme and of the Council's overall traffic reduction strategy. (Paragraph 19.8)
- The Council should make representations to the appropriate authority on the issue of assaults on Parking Attendants. In addition, the Council should take the initiative and raise this matter with the Association of London Government, the Greater London Assembly and Local Government Association and also discuss the issue with the borough's MPs to seek their support in progressing the matter. (Paragraph 19.13)

30.6. **Public Transport**

- The Council lobby for a further bus route which runs between West Hampstead/Kilburn/Cricklewood and the Hampstead area and that, in addition, Council policy should be to lobby for orbital routes rather than radial routes. (Paragraph 20.12)
- Transport for London and the bus operators should be lobbied to timetable the provision of higher frequency services during school run times and to accommodate the movement of children when planning timetables. (Paragraph 20.13)
- The Council lobby the appropriate authorities to redesignate Hampstead Heath Station as Zone 2. (Paragraph 20.15)

30.7. **School Buses**

- Independent schools should be asked to provide sufficient information to enable the Council to include their pupils in its analysis of potential routes. Any information provided to bus operators would be anonymous and provided on an aggregate basis only. (Paragraph 21.15)
- Officers in Education and Leisure further explore the potential to increase the take up of spare capacity by children who already live along or can be collected along the existing routes of the school buses used to relay children with special needs or physical disability. A report on the viability of this proposal should be submitted to the Overview and Scrutiny Commission and the Executive member for Education within three months of this recommendation being accepted. (Paragraph 21.6)
- The Council investigate the cost of providing public liability insurance for children travelling to and from school in minibuses approved by the Council. The Council could pass the cost on to the minibus companies, but should also consider covering the cost itself as part of its contribution to the initiative. (Paragraph 21.13)
- The Council carry out further work to compile a list of requirements for a “minibus charter”. Such requirements would likely include:
 - Security checks on drivers
 - Minibuses to meet emissions standards
 - Engines to be turned off while parked
 - Safety standards to be determined (See paragraph 21.16)

30.8. **School Bus Bays**

- The Panel recommends that School Green Travel Plans also include consideration of reserving some space in staff car parks, where these

exist, for use by school buses taking children to and from school. (Paragraph 22.6)

- The Panel further recommends that the Council identify specific sites and consult with local residents on the option of redesignating residents' parking bays for shared use with school buses taking children to and from schools. (Paragraph 22.7)

30.9. Remote Drop Off & Collection Points

- The Panel recommends therefore, that there be further work undertaken by officers, in consultation with the relevant landowners, to establish one or more sites from which it would be possible to operate a drop off and collection point for school children. In particular, priority should be given to exploring further the use of the O2 Centre where anecdotal evidence received suggests that retailers may be willing to promote this. (Paragraph 23.3)

30.10. Walking Buses

- Members recommended that the Council took the lead on this matter and gave schools legal advice about operating walking buses and drew up a procedural guide to assist in establishing walking buses. (Paragraph 24.4)
- Escorts for walking buses should be provided with official fluorescent jackets as part of the Council's contribution to this initiative. (Paragraph 24.9)

30.11. Cycling

- Schools participating in a Green Travel Plan should consider making greater provision for cycle training for their pupils (and staff) and also for providing cycle stands or sheds where bicycles can be stored. In addition, as part of its contribution to encourage cycling, the Council should provide its cycling training service to all schools (including Independent schools) free of charge. (Paragraph 25.2)
- Officers study the London Cycle Network and the Camden Cycle Map to see where logical connections can be made to enable safer journeys for children travelling to and from school on bicycles. The Panel would like the Council to seek funding specifically for this under its Safer Routes to Schools funding. (Paragraph 25.3)
- The Panel further recommends that the Council continue and extend the provision of grants to schools facilitating increased cycling. (Paragraph 25.4)

30.12. Car Sharing

- The pupil information database could be used to encourage car sharing. (Paragraph 26.4)

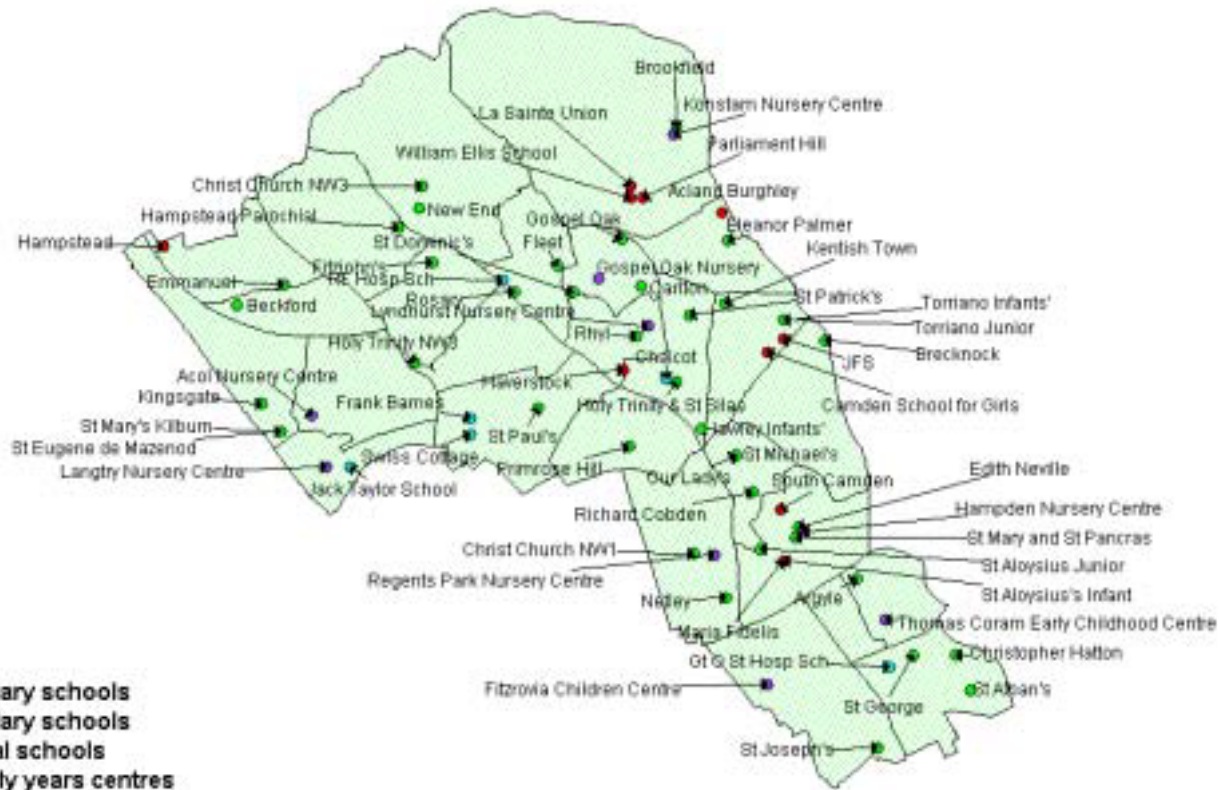
30.13. Safety Issues

- In light of evidence received, the traffic light system at the junction of Arkwright Road with Fitzjohn's Avenue should be reviewed for suitability as part of the planned review of the new crossing arrangements on Heath Street near Hampstead Underground Station. (Paragraph 27.6)
- Officers in Environment relook at the unofficial one way system operating in Netherhall Gardens/ Maresfield Gardens and also give consideration to introducing yellow box junctions at suitable junctions along Fitzjohn's Avenue. (Paragraph 27.7)
- As a result of the evidence received from parents, schools and residents, that immediate consideration be given to the recruitment of lollipop staff to be sited at Fitzjohn's Avenue and also at Downshire Hill near the junction with East Heath Road. In addition, the Panel further recommends that the Council lobby Transport for London to improve conditions for school children crossing Finchley Road. (Paragraph 27.11)
- An early review into this situation of the provision of Lollipop staff including consideration of the Council resuming responsibility for the direct recruitment of lollipop staff. In addition, all schools should be invited to indicate whether they identified a need for a lollipop person and this bid should be followed up by a risk assessment of the crossing. (Paragraph 27.10)
- All schools, which do not yet have the yellow zigzag zone immediately outside the school, be invited and encouraged to have one put in place. (Paragraph 27.4)
- Officers, in consultation with all schools in Camden, discuss the need for and design of a potential programme of training which identifying dangerous situations and ways to deal with them. (Paragraph 27.1)
- Schools, which did not take part in the 1999 Safe Access to Schools Audit, be approached to identify engineering improvements to be planned over the remaining four years of the Safer Routes to School programme. (Paragraph 27.3)
- As a part of a school's Green Travel Plan there be an assessment of the impact of any engineering improvements made. (Paragraph 27.5)

30.14. UDP

- Policies be adopted within the Unitary Development Plan that discourage the development of new schools (unless there is a significant increase in the number of children in the immediate locality) in areas which are considered to suffer from school run problems. Additionally any development plans for existing schools in those areas should only be considered acceptable if it can be demonstrated that the development will lead to minimal or no increase in traffic. (Paragraph 28.3)
- Should the Council adopt the suggested alteration to the UDP that limits the use to which existing educational use sites can be changed, an exception should be considered for areas that are deemed to suffer from problems associated with the school run. (Paragraph 28.5)

SCHOOLS IN CAMDEN



GREEN = primary schools
RED = secondary schools
BLUE = special schools
PURPLE = early years centres



a) The School Run - Table of Powers Available to the Council

b) Power	Present Policy	c) Comments
<p>Road Traffic Regulation Act and Road Traffic Act (91) – Parking Controls</p> <p>The Council has the power to restrict parking and to introduce Controlled Parking Zones. The Council can make traffic orders restricting parking during specific hours of the day/days of the week. The Council can exempt classes of vehicles from parking restrictions (i.e. residents vehicles etc.), allocate areas of the highway to particular classes of vehicle and charge for parking.</p> <p>The Council can enforce the controls implemented using parking attendants.</p> <p>The Council can use the funds derived from parking charges to fund the parking service and can use any surplus the fund a range of highways related initiatives including funding public transport initiatives.</p>	<p>The Council has introduced controlled parking zones in all parts of Camden except the Redington/ Frognal area and the Highgate area . Controls will be introduced in Redington/Frognal in March 2002. Residents in Highgate will be consulted on a proposed CPZ later this year.</p> <p>The policy is used to make it easier for residents to park close to their homes, discourage commuter parking in Camden and to discourage residents from making short intra-borough journeys.</p> <p>Parking controls play a key role in traffic reduction policies.</p> <p>At present a grace period of 10 minutes is given to parents dropping of and picking up children from school if an agreement between the Council and the school has been reached.</p> <p>This grace period applies to residents parking bays and single yellow lines.</p>	<p>All parking zones are subject to a programme of review. Residents are asked whether they wish the hours or nature of controls to alter.</p> <p>Where circumstances change (new traffic schemes etc.) particular parking restrictions may be changed to suit the new conditions.</p> <p>The Council has contracts with private companies for the enforcement of parking controls that set the required levels of enforcement. Increased enforcement will result in increased costs and any proposals to change enforcement levels will need to be costed.</p>

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
<p>Road Traffic Regulation Act – Traffic Management Powers</p> <p>The Council has powers to restrict the way in which particular classes of vehicle use the highway network. Examples of restrictions introduced using these powers include,</p> <ul style="list-style-type: none"> • Banning turns • Introducing one way streets • Pedestrianisation • Weight restrictions • Width restrictions • Introducing cycle lanes / bus lanes • Introduce speed limits / 20 MPH zones • Introduction of controlled pedestrian crossings <p>Also the Road Traffic Act 1988 requires the Council to prepare and carry out a programme of measures designed to promote road safety.</p> <p>N.B. The Council does not have the power to prevent people from using their cars or to prevent parents from driving their children to school.</p>	<p>These powers are used in conjunction with parking and highways improvement powers to manage traffic on the highway network so as to,</p> <ul style="list-style-type: none"> • Reduce road casualties • Reduce traffic speeds • Reduce the impact of through traffic on residential roads • Improve the efficiency of the public transport system, particularly buses. • Reduce the impact of heavy goods vehicles on parts of the highway network • Reduce traffic congestion <p>These powers are used in conjunction with powers relating to parking and powers to improve the highway to implement programmes which in many cases will have impacts on the volume of school run traffic, e.g.</p> <ul style="list-style-type: none"> • The Safer Routes to School programme – targeted at every school in Camden • Cycling schemes • Walking schemes • Local safety schemes • Bus priority schemes • Boulevard Schemes • 20 MPH zone programme 	<p>The council's capital programme has been increasing for some years and growth is likely to continue. The Safer Routes to School programme is increasing in size and in the next financial year (subject to funding) new programmes are being introduced. These are Local Area Treatments programme and the Home Zones programme.</p>

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
<p>d) <u>Highways Act</u> The Council has powers under the Highways Act to maintain, improve and construct public highways. Improvements can include:</p> <ul style="list-style-type: none"> • Reallocation of space between different classes of road users – widening footways, creating segregated cycle paths etc. • Environmental improvements. • Planting of trees etc. 	<p>These powers are used in conjunction with the parking and traffic management powers to implement a range of improvements and traffic management schemes. The powers provided by this act are used to implement the Boulevard project.</p>	
<p>Transport Acts (Various including Transport Act 2000) The Council has powers to fund or partially fund public transport and fund the improvement of public transport facilities.</p>	<p>The Council funds a number of Accessible Transport initiatives including:</p> <ul style="list-style-type: none"> • Concessionary fares for older and disabled people • Taxicard • Plusbus 	
<p>Road Traffic Reduction Act, 1997 Requires local highway authorities to prepare a report containing and assessment of existing levels of traffic on its roads. Authorities should also set targets for reducing local road traffic in the area (or justify not setting them).</p>	<p>Whilst the Act charges highway authorities to write reports and set targets, this has not been required yet by central government or the Greater London Authority.</p>	<p>Camden has written interim report (Background Document 2) that describes recent trends in traffic and how road traffic reduction may be achieved in the borough.</p>

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
<p>Town and Country Planning Act 1990 (as amended) – Prohibits development without the consent of a local planning authority Requires production of a development plan to guide decisions relating to the use and development of land Can be accompanied by Supplementary Planning Guidance</p>	<p>Camden Unitary Development Plan (UDP), adopted March 2000</p>	<p>Contains policies to control development in Camden. Development that generates a significant number of trips is guided to areas of high public transport accessibility. It deals with planning obligations and improvements necessary for development to proceed.</p>
<p>UDP Policy RE6 - Planning obligations</p>	<p>Provides for development to fund improvements to public and community transport and pedestrian and cycle access for trips it attracts</p>	<p>Can be applied to school development.</p>
<p>UDP Policy TR1 - Public transport accessible development</p>	<p>Guides significant trip generating development to locations with good public transport – Central London, King's Cross, centres at Camden Town, Swiss Cottage/ Finchley Road, Kilburn High Road, Kentish Town and West Hampstead</p>	<p>Applies to all developments generating significant number of trips.</p>
<p>UDP Policy TR2 - Unsustainable transport</p>	<p>Resists development that doesn't cater for public transport, walking and cycling</p>	<p>The justification to this policy mentions that centralisation of educational facilities can create difficulties of access by modes other than cars.</p>

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
UDP Policy TR3 - Transport Impact Assessment	Developers required to provide a Transport Impact Statement in accordance with certain guidelines. The Council strongly encourages applicants to introduce Green Travel Plans to persuade staff and visitors to use methods other than private transport	Transport Impact Assessments usually propose measures to minimise impact. Green Travel Plans are proposed in the justification to reduce the number of trips by private motor vehicles.
UDP Policy TR4 - Cumulative impact	Consideration of cumulative impact of development proposals on transport system.	Allows a number of smaller proposals in an area to be considered.
UDP Policy TR5 - Public transport	Seeks developer contributions for specific public transport measures	Can be applied to school development.
UDP Policy TR9 - Community Transport	Seeks to supplement conventional public transport where this is not adequate for transport-disadvantaged groups	Children in general are not currently considered amongst transport-disadvantaged groups.
UDP Policy TR10 - Traffic Restraint	Seeks to reduce the volume of motor vehicles especially at times and in areas which are most congested	Very much part of Camden's Green Transport Strategy
UDP Policy TR11 - On-street parking	To take into account the effect upon on-street parking and the need for controls	Allows developments to be assessed in their effect on parking and the need to alter controlled parking in the area using s106 powers (see RE6 above).
UDP Policy TR12 - Private non-residential parking standards	The maximum provision for "D1" for cars (which includes schools) is 1 space per 1000 sq. m (Central London) or 1 space per 600 sq. m (elsewhere); the minimum provision for cycles is 1 space per 700 sq. m	Government guidance indicates that car parking standards should be set as a maximum, and that development should provide cycle parking.
UDP Policy TR19 - Road Safety	Seeks to reduce accident risks	Could help to reduce perception of risk of non-car trips.

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
UDP Policy TR21 - Pedestrians	Seek to improve safety and convenience to pedestrians	Could help to reduce perception of risk of non-car trips.
UDP Policy TR22 - Cycling	Seeks safe, pleasant, comfortable and convenient cycling	Could help to reduce perception of risk of non-car trips.
UDP Policy SC1 - Retention and new provision	Retain where well-located, physically appropriate, accessible and meeting community need and welcomes new development in areas of deficiency	Includes schools.
UDP Policy SC2 Location of social and community uses	To be easily accessible and serve the needs of community	Promotes locations that can be accessed by non-car modes.
UDP Policy SC8 – Education	Permission for extension or alteration granted provided no loss of residential land	Positive policy towards changes to established schools.
Supplementary Planning Guidance (Vehicles and Pedestrians)	Green Travel Plans Guidance on the content of Green Travel Plans, notes that they are suitable for schools	
Supplementary Planning Guidance (Vehicles and Pedestrians)	Pedestrian and Cycle Movement	Detailed guidance on the design of facilities - could help to reduce perception of risk of non-car trips.

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
<p>e) <u>Education Act 1993</u> LEAs have a duty to provide transport where:</p> <ul style="list-style-type: none"> • The child is of compulsory school age • The child attends the nearest suitable school • The distance from home to school is more than two miles (for 5 –7 year olds) or three miles (for 8 –16 year olds). <p>f) <u>LEAs have discretion to provide transport to other children.</u></p>	<p>Travel support will usually take the form of a public transport pass for the child, allowing free travel on a suitable public transport route. Parents are expected to accompany children to school (or to make arrangements for them to be accompanied by an authorised adult) if this necessary for the child’s safety (this being in line with a ruling of the House of Lords in 1987). Any travelling expenses for the parent are the responsibility of the parent. Camden has a wide discretion on other claims, and will always consider such claims when put to us in writing. These might include such matters of support for 16-19 year olds, support for children attending schools with a specific religious foundation, and support to enable a child to complete a course at a particular school.</p> <p>Where a parent or carer through illness, incapacity of some other reasons find it unusually difficult to accompany a child to school, this matter can be raised with Camden Social Services Adults Division who may be able to provide support according to the circumstances.</p>	

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
<p>Education Act 1993 continued:</p>	<p>Article II. Special arrangements for children with statements</p> <p>Camden makes special travel provision for some pupils with special educational needs. The following rules expand the entitlements indicated above.</p> <p>Please note that these entitlements will not apply when the LEA offers to name in the statement or identify a place at a suitable provision closer to home and the parent prefers the more distant provision to be named.</p> <ol style="list-style-type: none"> 1. When a child has PD seriously affecting mobility, SLD or PMLD, or is educationally blind the LEA will arrange for special bus or taxi transport to the school named in the statement. 2. When a child has autism, severe or profound hearing impairment, or severe or profound visual impairment cases for special bus or taxi provision will be considered on an individual basis. The LEA will generally aim to enable such children to walk or use public transport by the age of 16, or earlier if possible. 3. For any child attending a special school or pupil referral unit, the qualifying distances will be half those for children in a mainstream school (i.e. 1 mile for 5 to 7 year olds, 1.5 miles for 8 to 16 year olds). 	

a) The School Run - Table of Powers Available to the Council

b) <u>Power</u>	Present Policy	c) <u>Comments</u>
	<p><u>Continued</u></p> <p>4. For young people with statements who move from schools to FE colleges at age 16 and who were given transport support until the end of their school studies transport will generally be continued in the same form until the end of the academic year in which the child is 19 or until the child is ready to move from LEA bus or taxi to public transport walking, whichever is the sooner.</p> <p>As with children without statements, Camden LEA will always consider special case applications.</p>	

**School Run Scrutiny Panel
Summary of Parents' comments**

Why I take my child(ren) to school by car:

Children too young to walk bus or cycle – get too tired (age 6 or under)	30
Can't walk/use tube because of heavy bags, sports, music gear	19
3 or more children at different schools, buildings, activities	11
Young children need parents' company/support at start & end of day	6
Public transport: is too expensive (ticketing arrangements unhelpful)	11
Is difficult when with a baby, or babies and other children	3
Journey times too long when children are very young	11
Journey times too long, one or more train/bus/tube changes	36
Stations, bus stops, buses aren't safe, supervision needed	12
Trains, tube, buses aren't reliable	37
Tubes, buses, are overcrowded, buses full so don't stop	7
For working mothers, public transport is too slow	3
Private transport: is too expensive	3
School buses aren't safe	1
School bus journey too long	2
One company's buses aren't reliable	2
Walking: Child has been mugged/had accident	2
Fear of mugging, strangers	5
Fear of traffic accidents	5

Fear of pollution	1
Safety generally (inc walking in the dark)	4
Cycling: Too dangerous	4
Too much to carry	1

Present and past behaviour

Travel on by car to work after dropping children	15
Used to do a car share but now several children in several buildings/activities	8
Tried bus but very long journey, children get exhausted	4
Used to walk when journey was shorter	2
Always walk	4
Sometimes walk	6
Cycle (child on back)	2
Use school bus sometimes	2
Use car share sometimes	3
Walks or buses with older friends	2

Wishes/intentions

Wish we didn't have to use car	
Wish we could walk now	3
We will walk when children older (older children in family already do)	3
We would use school bus if supervised and met	8
We will use public transport when children are older (if safer)	12
We are looking for a carshare	12
We are looking for other children to bus with	2

Ideas:

New (miscellaneous) bus routes needed	24
Muswell Hill – Swiss Cottage bus needed	13
More school minibus routes (with meeters at school end) needed	16
More cycle facilities (parking and green lanes) needed	8
Rubbish lorries to collect before or after school time	3
Cheap/free bus passes for under 16 children	2

SCHOOL RUN SCRUTINY PANEL - LIST OF BACKGROUND DOCUMENTS

1. Unitary Development Plan
2. ILIP 2002/2003 – Appendix E, Interim Traffic report
3. Background Traffic Trends in Camden
4. Environment Department Comments on Possible Traffic Survey Requirements
5. School Run Traffic: - Contributing the Education Department Perspective to the Scoping
6. Number of pupils in Camden Schools
7. School Travel Resource Pack
8. Guardian article – the children who would rather walk to class.
9. Safe Route to School – Access Audit (Part A) Oscar Faber
10. Arrangements for transport from Home to School (p23)
11. Evidence from Miranda Linnell
- 12a) Safe routes to schools
- 12b) Christ Church School Council Debate on Traffic Congestion
- 12c) Article on School Run not filling Roads
- 12d) DTLR Paper on school travel plans and initiatives
- 13a) The School Run – Powers available to the Council
- 13b) Notes on Car Ownership in Camden
14. Evidence from Beth Noakes
15. Evidence from R Goodstone
16. Evidence from Jill Fraser (Chair of Governors at Rhyl Primary School)
17. Evidence from Robert Silbermann
18. Evidence from Mick Farrant (Elaine Grove)
19. Evidence from Jo Konrad
20. Home Zones and the School Run – information provided by Sam Monck

21. Evidence from Siobhan Ezra – Arkwright Road
22. Evidence from Environment Dept. – Safer Routes to School Programme
23. Evidence from Elena Moynihan
24. Evidence from Jacqueline Sencier
25. Evidence from Margaret Little
26. Evidence from MW Loveridge (M.A.)
27. Evidence from Confederation of Passenger Transport UK
28. Paper entitled ` Means to influence the transport intensity of economic growth`.
29. Submission from Belsize RA, Heath and Hampstead Society
30. Evidence from Vincent Porter
31. Evidence from Coram's Fields
32. Evidence from Ralph Elliot
33. Evidence from Vivien Ainley – South Hampstead High School
34. Evidence from Redfrog Association
35. Comments on Green Travel Plan – Transport Planning Team
36. Evidence from South Hampstead Junior School
37. Information (from the internet) concerning the school run (supplied by Richard Genn)
38. DTLR publication – A review of the effectiveness of Personalised Journey Planning Techniques
39. Evidence from North Bridge House School
40. Evidence from Fitzjohn Primary School
41. Statement from the TWG
42. Schools Dispensation Scheme – Grace Period
43. Evidence from Dr. Mayer Hillman
44. Various tables – including pupils attending Camden Schools from other authorities, Camden pupils attending other schools.
45. Evidence from St. Anthony's School

46. Evidence from Wedderburn Road RA
47. Evidence from Barbara Van der Zee
48. Evidence from Nadia Crandall
49. Evidence from Matilda O' Flynn
50. Evidence from Siobhan Ezra
51. Evidence from Adrian Betham
52. Evidence from Ralf Schoepfer
53. Evidence from Adam Coffman
54. Evidence from Linda Hapgood
55. Evidence from Gill Hudson
56. Evidence from Mrs L Tusa
57. Evidence from James Brander
58. Evidence from The Cavendish School
59. Evidence from the RAC
60. Evidence from Rosecroft Residents' Association
61. Evidence from Lyndhurst Preparatory School
62. Evidence from Mr. P. Grenwold
63. Evidence from Michael Vince
64. Evidence from Tessa Abraham
65. Evidence from the Highgate Society Transport Group
66. Additional evidence from Siobhan Ezra
67. Further evidence from Siobhan Ezra
68. Evidence from Stuart Jones
- 68a. Information from Doug Amer
69. Evidence from Jaqueline Sencier
- 69b) Response from Mike Greene

70. Education Department Response to the Submission of Belsize Residents Association/Heath and Hampstead Society.
71. Evidence from Sam Kashfi
72. Evidence from Martin Wright
73. Evidence from Mr. and Mrs. Gladwin
74. Further evidence from Sam Kashfi
75. Evidence from Janine Griffis
76. Evidence from Joe Dwek
77. Evidence from Mrs. Ruth Hulbert
78. Evidence from Paul Gasson
79. Evidence from Cycletraining Co.
80. Evidence from Barbara Hickman
81. Evidence from S. Ostmann
82. Evidence from Helen Annis
83. Evidence from M. Popo
84. Evidence from Prof. Brostoff
85. Evidence from M. Orwell
86. Further Evidence from Mayer Hillman
87. Evidence from Swiss Cottage School
88. Further evidence from St. Anthony's School
89. Evidence from Cheryl Brodie
90. Evidence from Richard Fletcher
91. The Ball is rolling so where is the goal (document from the Environment Department)
92. The Family and the School Run – Summary Report from the University of Westminster
93. Evidence from Mr. and Mrs Beric
94. Evidence from Mr. and Mrs. Brunsdon
95. Evidence from Mrs. Dorothy Meade

96. Evidence from Jennifer Warren
97. Evidence from Ulla Thiessen
98. Evidence from Belsize Village Residents and Traders Association
99. Evidence from Netherhall Neighbourhood Association
100. Evidence from Patricia Fairfield
101. Evidence from Jacqui Burrell
102. Evidence from P. C. Greenwold
103. Evidence from The Hall
104. Evidence from Trevor Roberts
105. Evidence from the Daleham Group
106. Evidence from the Church Row Association
107. Evidence from Isabella Chapman
108. Evidence from Miriam Polunin
109. Evidence from M. Tebaldi
110. Evidence from Madsir
111. Evidence from Linda Allinson
112. Evidence from Jane Singer
113. Evidence from Symeon Vekinis
114. Evidence from Angela Bellamy
115. Evidence from Annette Grant
116. M. W. Loveridge
117. Evidence from Ken Ellis
118. Evidence from School Run Bus Company
119. Evidence from Neville Cousin – resident
120. Evidence from Frankie De Freitas – resident
121. Evidence from Mr. R. Hayim – resident
122. Letter sent to Jane Simmonds from M. Mazhar of Road Safety Engineering
123. Evidence from Dr. Williams – resident

124. Evidence from Peter Wakefield – Vice Chair of Governors – New End School
125. Evidence from Stuart Houghton
126. Evidence from Margaret Pszenicki – member of Netherhall Neighbourhood Association
127. Evidence from A. Stroud – resident of Platts Lane
128. Evidence from Vivien Lewis - resident of Maresfield Gardens
129. Evidence from Mr. & Mrs. Colas – resident of Maresfield Gardens
130. Evidence from Alexander Carson – resident of Maresfield Gardens
131. Evidence from B Shane – resident of Netherhall Gardens
132. Evidence from A Rosin – resident Wedderburn Road
133. Evidence from D Irving – resident Netherhall Gardens
134. Evidence from Peter Wakefield – Vice Chair of Governors New End School
135. Evidence from Anabel Bostock – resident
136. Evidence from Harry Kleeman – resident
137. Evidence Mrs. L. Donovan – Mother of child in St. Mary's School.
138. Evidence from Rudy Bright on Existing Powers and Extra Proposed Powers
139. Evidence from Gordon Maclean, Belsize Residents Association
140. Road accident casualties in Camden
141. Analysis of ideas submitted to tackle school run issues
142. Summary of parents comments from (previously on pink pages) from Councillor Little
143. Information from TFL

The following documents are e mails from the public that have been received after the deadline for evidence from the public.

144. Evidence from Dr. Birnstingl (resident of Fitzjohns Avenue)
145. Evidence from Lia Colacicco
146. Evidence from Donna Nathan – School Run Mother
147. Further Evidence from Ralph Schroeder
148. Evidence from Jill Jones

149. Air Pollution inside on vehicles and on the street
150. Evidence from S. Jalving – resident of Netherhall Gardens (*received before the deadline*)
151. Newspaper article – Pupils ` a soft target for phone muggers`.
152. Extract of Camden Unitary Development Plan - `Education`
153. Evidence from Nasim Asadi – Resident of Fitzjohns Avenue
154. Evidence from Mrs. S. Horne – Resident of Maresfield Gardens
155. Evidence from Alastair Mckenzie – Bedford Road Resident
156. Video Evidence from Farook Khorrooshi
157. Evidence from Councillor Krymer – Executive member for Education
158. Additional information from Fitzjohn's Primary School
159. Traffic Surveys
160. Press Cuttings
161. Further information from Jane Simmonds – response to queries from Mr. Schoepfer
162. Evidence from Catherine Eccles – Resident of Lynton Road

163. Evidence from Julia Male
164. Options on Carnet-type voucher or reusable permit

Exempt documents

1. Summary of comments on taking children to school