



Havering
L O N D O N B O R O U G H

PLACE OVERVIEW AND SCRUTINY SUB-COMMITTEE

4 November 2025

Subject Heading:

School Streets Programme Review

ELT Lead:

Neil Stubbings – Strategic Director Place

Report Author and contact details:

Daniel Douglas – Team Leader Transport Planning

01708 433220

daniel.douglas@havering.gov.uk

Policy context:

Local Implementation Plan 2019

Policy 23 Transport Connections Havering Local Plan

SUMMARY

This report presents high-level findings from phases 1, 2 and 3 of the School Street Programme, covering modal shift, traffic displacement and Air Quality and Perception Surveys.

This report puts forward options for the Sub-Committee to consider as recommendations for taking the School Street Programme forward in future phases.

RECOMMENDATIONS

The Sub-Committee is asked to note the report and provide any feedback, which can be used in the management of existing School Streets and the planning and implementation of future School Streets, as appropriate.

REPORT DETAIL

Background

1. This report has been prepared by Officers to provide background, set context and answer questions regarding the School Streets programme that has been implemented by the Council.
2. Introduced since 2020, there are now 15 School Street Zones across 21 schools, covering over 50 streets in Havering. A list of School Streets in Havering is shown in Appendix A and a summary of the exemptions for School Street zones is shown in Appendix B.
3. School Streets were initially implemented as a Social Distancing measure during the Covid Pandemic, however School Streets more generally are aimed at improving local safety, air quality and to make it easier for children and parents to walk and cycle to school.
4. The School Streets programme supports the wider work the Council delivers through the TfL Travel for Life programme across participating schools in Havering, encouraging pupils, parents and staff to walk, cycle or use public transport to and from school.
5. Since the programme was first introduced in 2009, single occupancy car use has reduced from 39% to 16% in participating schools. Walking is the most popular means of getting to school (41% of journeys), followed by park and stride (12%), scooting (12%), bus (9%), cycling (6%), car share (2%) and school bus (2%).
6. Schools can be formally Accredited as part of the TfL Travel for Life programme. The Borough currently has 55 accredited schools, 50 at gold, 2 at Silver Level and 3 at Bronze level in the TfL Travel for life programme.

Policy Context

7. School Streets support several sub regional and local policies. The Mayor of London's Healthy Streets agenda is a strategy to create safer, healthier, and more pleasant urban environments by improving street design and prioritising active travel and public transport. It focuses on making it easier and more attractive for people to walk, cycle, and use public transport, which in turn helps reduce air pollution, combat climate change, and improve public health.
8. The School Streets Programme contributes to Policy 23 of the adopted Havering Local Plan *Transport Connections* promoting the benefits of active

travel to schools. The programme also supports a number of key objectives and targets contained in the adopted Havering Local Implementation Plan.

9. Havering's Air Quality Action Plan and Climate Change Action Plan (CCAP) contain a number of key actions focussing on active and sustainable travel. The roll out of school streets across the borough supports the overarching objective of the CCAP for Havering becoming a carbon neutral authority by 2040 or sooner.

How do School Streets operate?

10. School Streets zones are enforced through ANPR. Cameras are placed at the entrance of roads within the School Streets zone. Entering a School Street zone during the times of operation is an offence under the Traffic Management Act 2004 and may incur a Penalty Charge Notice (PCN) if the vehicles are not granted an exemption permit. Outside of this period no permit is required to enter the area.
11. The cost of the PCN issued is £160, which will be reduced to £80 if paid within 14 days. Leaving the School Street area is allowed to everyone during camera operational times.
12. The restrictions that are in place for School Streets, operate during term times only.

Why Implement School Streets?

13. School Streets have been implemented in local authorities across the country including across London. There are now more than 500 School Streets in London (including nearly 1 in 4 primary schools). School Streets are seen as having the following benefits:
 - Improved road safety for all road users
 - A reduction in anti-social behaviour from thoughtless parking and dangerous vehicle movements.
 - Less vehicles on the school run, reducing traffic and making it easier for pupils, parents, carers and staff to walk, scoot and cycle to school – with physical and mental health benefits.
 - Increased physical activity levels in children by enabling confidence in parents to let their children walk, scoot or cycle to and from school.
 - Contributes towards positive modal shift and less reliance on motorised vehicles.
 - Improved air quality around the school gate due to reduced vehicles (and idling).

How have schools been selected?

14. The process adopted to implement School Street zones has evolved over the years. It was initially introduced as a social distancing measure during the Covid pandemic.
15. The first phases of School Streets used the following criteria:
 - *Initial screening and assessment of all primary and secondary schools for suitability for a School Street.*
 - *For a school/street to be suitable for a School Street scheme the entrance must not be located on, or share a junction with, an A or B Classified Road, serve a bus route, or be on road where displacement / closure would have unacceptable disruption or other consequences on other road.*
 - *Suitable schools were contacted and their support sought.*
16. Those schools that supported the principle were prioritised and taken forward, and the local area consulted. Results of the consultation were assessed, and an Executive Decision was prepared to seek approval for the agreed sites to be taken forward.
17. The School Street selection process has evolved over time, with the most recent selection of schools being determined by factors such as avoiding schools whose main entrance is on a Strategic road or Main, Primary or Secondary Distributor road.
18. The most recent round of School Streets (Phase 4a) came into operation earlier this year. Phase 4b is scheduled to come into operation in January 2026.
19. The More recent phase of the School Street programme has seen schools identified using the following criteria:
 - *Consideration on the condition that the School supports the initiative in principle.*
 - *Consideration of schools that do not have their main entrance on the Strategic Route Network, Main Distributor, Primary Distributor or Secondary Distributor roads.*
 - *Consideration of schools on a Secondary Distributor Road that do not have a bus route with the exception of those that share their sites with other schools who do have their main entrances on a road with a bus stop.*
 - *In addition, all new schools built in the borough should be considered for a School Street.*
 - *Schools that were eligible in Phase Three but did not support the scheme, as well as those consulted in Phase Three but were unsuccessful, have not been included in Phase Four.*

20. A more detailed breakdown of how Schools have been selected for the School Street Programme since the initial first phase back in 2020 can be found in Appendix C of this report.

How are School Streets delivered in Havering?

21. In Havering, School Streets are implemented as a “trial” using the Experimental Traffic Management Order (ETO) process. A statutory consultation is open for the first six months. During this time, the School Street ETO can be amended, retained or removed.
22. After six months, but not later than 18 months, a decision needs to be taken as to remove the ETO or make it permanent. Accordingly, a further decision is made setting out the feedback and outcomes from the trial and a recommended way forward within 18 months.
23. Exemptions, allowing authorised or certain vehicles to enter the School Street are included in the traffic order. The exemptions are in place in order to ensure that the right balance is achieved between maintaining the integrity of the zone and not causing too much disruption to the school or residents in the zone.

School Street Monitoring

24. To better understand the impact of the initial phases of the School Street programme, Officers commissioned some quantitative and qualitative analysis on the first three School Street phases.
25. To gain a broader understanding of the effectiveness of School Streets, a number of aspects have been examined. This includes wider network traffic volumes, air quality, PCNs issued within the School Street zone and perception surveys.

A summary of the main findings is set out below:

- Traffic Volumes
26. Traffic volumes were assessed on the surrounding roads of each of the School Street locations, to assess potential traffic displacement. A total of 58 ATC counts captured data around School Streets.
27. With limited pre-School Street traffic count data, potential traffic displacement was assessed by grouping roads based on 24-hour average traffic volumes and assessing the traffic count data obtained, against the PM peak average for each traffic volume grouping.
28. Of the roads monitored with ATC's, 77% showed no signs of potential displacement. Thirteen roads did indicate potential displacement when

compared against the PM peak average, and these are identified in the table below.

Traffic Volume

24-hr Average Traffic Volume	Number roads showing displacement	Roads showing displacement
1,000 – 9,000	7 roads	Malvern Road, Swindon Lane, Allen Road, Rosslyn Avenue, Bernwelle Avenue, Ravenswood Close, Charlotte Gardens
10,000 – 20,000	5 roads	Globe Road, Herbert Road, St Neots Road, Firbank Road, Albany Road
25,000 – 50,000	1 road	Dagnam Park Drive
60,000+	0 roads	

29. Traffic displacement was seen at 9 of the 17 School Streets sites, with limited impact on the strategic higher volume routes, and greater impact in more residential and lower volume routes.

30. It should be noted that feedback from School Street perception surveys indicated that 60% of those surveyed felt that roads surrounding a school street zone had become more heavily congested.

- Air Quality

31. Handheld air quality sensors were used to carry out air quality monitoring along the first three phases of School Streets. Air Quality monitoring took place across the 17 different schools and for comparison purposes four control sites (schools that were not School Streets).

32. At each School Street school, air quality recordings were taken during the morning restrictions. The air quality sensors provided real-time readings of PM2.5 and PM10, while NO2 data was taken from the London Air Quality Network and its fixed air quality sensors situated in Havering.

33. The air quality readings were taken during the morning restrictions, with 10-minute averages being compiled for PM2.5, PM10 and NO2 emissions. Given the weather and cooler temperatures during the winter months of the monitoring, air pollution readings will be higher than the equivalent summer months, which should be taken into consideration when interpreting the results.

Air Quality

School	PM2.5	PM10	NO2
Branfill Primary School	12	21	78
Hylands Primary School	6	10	15
Squirrels Heath Infant & Junior Schools	4	8	32
Drapers' Academy, Drapers' Maylands Primary School and Lime Academy – Forest Approach	16	26	39
Drapers' Pyrgo Priory Primary School	12	19	39
Emerson Park Academy	7	13	15
The R J Mitchell Primary School	18	29	71
The James Oglethorpe Primary School	13	22	82
Parsonage Farm Primary School	14	23	71
Harold Wood Primary School & Redden Court School	6	10	15
Mead Primary School	18	29	71
Oasis Academy Pinewood	13	23	38
Harrow Lodge Primary School	14	23	57

34. When comparing readings from the School Streets schools in the above table, with the four control sites (non-School Street schools), the control sites exhibited average 2.5pm readings that surpassed those of the School Street sites by around 50%. The PM10 levels for controlled sites surpassed those on the School Street sites by 58%.

35. This indicates that the introduction of School Streets has had a positive impact on local air quality.

Survey Perception Data

36. To better understand how these projects have been received by pupils and adults, two online surveys were run for each school, one designed for pupils and the other for adults.

37. The adults survey saw 915 responses, with 74% being parents/carers and 27% being members of staff:

- 51% of respondents said they live more than 20 minutes' walk from school
- 21% respondents said the School Street has seen them walk to school more
- 11% of respondents said the School Street has seen them park and stride more
- 66% of respondents said it feels safer for children to walk/cycle/scoot on the street at drop-off and pick-up
- 63% of the respondents said the street feels more pleasant at drop off and pick up
- 60% of respondents said the surrounding streets feel more congested at drop-off and pick-up

- 51% of respondents said there has been no effect on air quality outside the school at drop-off and pick-up
- 69% of respondents said there has been no effect on children playing outside the school at drop-off and pick-up

38. Those surveyed had the opportunity to provide open text responses and feedback on the School Street programme and how it could be improved. Examples of these can be found in Appendix D of this report.

39. The children's survey saw 1,314 responses:

- 39% of respondents said they walked to school on the day they completed the survey
- 26% of respondents said they travelled to school by car or motorcycle on the day they completed the survey
- 48% of respondents said it feels fairly safe and 44% very safe to walk, cycle or scoot on the street outside the school gate
- 46% of respondents said they sometimes talk and play with their friends and family on the street outside the school gate, with 38% saying they do most days
- 47% of respondents said it is fairly noisy on the street outside the school and 29% saying it is not very noisy
- 46% of respondents said crossing the road outside the school gate feels fairly safe and 38% saying very safe

Modal Shift

40. Modal shift figures have been monitored for each of the School Streets. The table below outlines the change in total car use, active travel and public transport against 2018/19 (pre-covid) and 2024/25 (post – School Street). A more detailed table show modal shift per annum at each school can be found in Appendix E.

School Streets (Phases 1-3) - Modal Shift Table

School	Year	Change in total car use	Change in total active travel	Change in total public transport
Branfill Primary School	2018/19	-15%	16%	-2%
	2024/25			
Hylands Primary School	2018/19	-12%	15%	-3%
	2024/25			
Squirrels Heath Infant School	2019/20	-2%	11%	-9%
	2024/25			
Squirrels Heath Junior School	2018/19	-9%	7%	2%
	2024/25			
Drapers' Academy	2018/19	-3%	3%	0%
	2023/24			
Drapers' Maylands Primary School	2018/19	-7%	12%	-5%
	2024/25			
Lime Academy Forest Approach	2018/19	No recent Data		
	2024/25			
Drapers' Pyrgo Priory Primary School	2018/19	-5%	-7%	11%
	2024/25			
Emerson Park Academy	2018/19	No recent data		
	2024/25			
The R J Mitchell Primary School	2022/23	-24%	24%	0%
	2024/25			
The James Oglethorpe Primary School	2018/19	1%	6%	-7%
	2024/25			
Parsonage Farm Primary School	2018/19	-2%	1%	1%
	2024/25			
Harold Wood Primary	2018/19	-5%	9%	-4%
	2024/25			
Redden Court School	2018/19	-3%	-18%	21%
	2024/25			
Mead Primary School	2018/19	11%	-9%	-2%
	2024/25			
Oasis Academy Pinewood	2018/19	2%	6%	-8%
	2024/25			
Harrow Lodge Primary School	2018/19	-5%	3%	2%
	2024/25			

Place Overview & Scrutiny Sub-Committee, 4 November 2025

41. The data shows that in the vast majority of schools, single occupancy car use has reduced over the period before and after the School Street was implemented. In the small number of cases where this has not been the case (Oasis, Redden Court and Mead Primary) Officers are working with those schools to offer additional initiatives that can support a reduction in car use. For example, this year Oasis and Mead school will be working with a sustainable travel organisations to develop a walking map.

PCN Figures

42. Penalty Charge Notice (PCN) data has been provided for the roads surrounding some of the School Streets for each of the years from 2020/21. These datasets are fragmented but do provide an indication of how enforcement has changed in these areas.

School Street Penalty Charge Notices Issued

Schools	2021/2022	2022/2023	2023/2024	2024/2025	Typical number per day (based on 39 weeks)
Branfil Primary	742	1483	1779	1641	8
Hylands Primary	104	341	249	224	1
Squirrels Heath Infant/Junior	648	2787	1678	2131	11
Drapers Academy, Drapers Maylands, Lime Academy – Forest Approach		1674	2293	1881	10
Drapers' Pyrgo Priory Primary		603	500	346	2
Emerson Park Academy		814	916	798	4
The R J Mitchell Primary		929	1250	996	5
The James Oglethorpe Primary		1107	1653	1597	8
Parsonage Farm Primary		1294	975	764	4
Harold Wood Primary/Redden Court		2358	2911	2054	11
Mead Primary			435	1916	10
Oasis Academy Pinewood			483	1096	6
Harrow Lodge Primary			1410	2066	11

School Streets – Summary of Impacts

43. Key findings from the monitoring carried out on the first three phases of the School Streets Programme include:

- 12 out of 17 schools experienced an increase in the percentage of pupils travelling actively to and from school
- 11 out of 17 schools saw a decrease in car use
- 3 out of 17 schools saw an increase in pupils travelling by public transport
- 13 roads showed displaced traffic through surveys
- 60% of respondents said the surrounding streets feel more congested at drop-off and pick-up
- 51% of respondents said there has been no effect on air quality outside the school at drop-off and pick-up
- 66% of parents surveyed said a school street feels safer for children to walk/cycle/scoot on the street at drop-off and pick-up
- 21% respondents said the School Street has seen them walk to school more
- 46% of respondents said crossing the road outside the school gate feels fairly safe and 38% saying very safe
- 48% of respondents said it feels fairly safe and 44% very safe to walk, cycle or scoot on the street outside the school gate

Recommendations for consideration

44. It should be noted by the Committee, that a School Street simply isn't a viable option for each and every school in the borough. For example, it is not considered a viable approach to close roads that are part of the Strategic Road Network to general traffic during school peak times.

45. Officers intend to identify further schools to be considered for School Street zones following implementation of Phase 4b in the New Year. With the criteria currently in place for determining School Streets, there is a limited number of remaining schools that can be considered for future phases of the programme.

46. Moving forward, there are different approaches Committee Members may wish to consider when making recommendations to the Administration on future School Street delivery.

- Retain the current criteria and limiting the expansion of the School Street programme.

47. The current criteria used for selecting School Streets is likely to only bring a small number of schools into consideration. If this approach is taken forward, the Committee may wish to recommend that the administration look

to provide further support schools that cannot become School Streets to support sustainable travel to and from school and improve safety. This could include “ring-fencing” a portion of TfL Local Implementation Plan funding to non-School Street schools.

- To expand the eligibility criteria for schools to have School Streets.
48. Expanding the section criteria to get a broader pool of schools could involve for example, selecting schools even if they do not want to be part of the programme, including schools whose main entrance is on busier roads. When expanding the criteria however it is important to consider the broader impacts this could have on the wider network.

Officer recommendations

49. Officers would encourage the Committee recommend to Cabinet a continuation of the School Street programme, to give as many schools that are eligible the opportunity to have a School Street over time. The Committee could further recommend to Cabinet that a review of the current criteria in place be undertaken by Officers, to establish whether changes could be made that bring further schools into consideration.

Next Steps

50. Any recommendations put forward by the Committee would be discussed with the Cabinet Member for Environment and considered as part of any future Phase 5 of the School Street programme, expected to be progressed after the May 2026 elections.

IMPLICATIONS AND RISKS

Financial implications and risks:

51. As this report is a briefing item and no decisions are sought, there are no direct financial implications or risks. The work described within the report is contained within and met from, existing resources.

Legal implications and risks:

52. As this report is a briefing item and no decisions are sought, there are no direct Legal implications or risks.

Human Resources implications and risks:

53. As this report is a briefing item and no decisions are sought, there are no direct Human Resource implications or risks. The work described within the report is contained within and met from, existing resources and there are no implications to staff.

Equalities implications and risks:

54. As this report is a briefing item and no decisions are sought, there are no direct Equalities and Social implications or risks.
55. An Equalities Assessment was conducted as part of earlier School Street decisions and one will be conducted with future decisions.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

56. Initiatives that help reduce motor vehicle movements and result in more people using public transport or walking or wheeling, will have a positive impact on climate change through the reduction of vehicle emissions.

Guidance on completing this section can be found on this link:

<https://onesourceict.sharepoint.com/sites/SustIntranet/SitePages/Committee-Guidance.aspx>

BACKGROUND PAPERS