



**Report of the Transport Development Services Manager**  
**Report to the Chief Officer (Highways and Transportation)**  
**Date: 19 May 2020**  
**Subject: School Streets Trial to Support Social Distancing**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Middleton Park; Beeston and Holbeck; Ardsley and Robin Hood, Hunslet and Riverside; Killingbeck and Seacroft; Pudsey	
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:	
Appendix number:	

## Summary

### 1. Main issues

- Schools have particular transport issues around school drop off and pick up. Vehicular drop off is often carried out on street and parents and carers often want to get as close to the school gate as possible which can have detrimental impacts on child health in relation to lack of physical activity for those being driven and a worsening of air quality due to proximity of vehicles, thus leading to fewer people walking, cycling and scooting to school.
- This report proposes the introduction of School Streets which are streets outside schools that are closed to traffic at school start and finish times. In Leeds they are proposed as part of the process for supporting the anticipated re-opening of schools during June and the need to manage social distancing. Exemptions from the closures include residents who need to gain access to the streets and others exempted in the order, but those attending the school will not be exempt unless they have a medical need. The pilot starts with up to 6 primary schools but it is intended that it will be able to be rolled out to other schools that have potential for street closures once the trial has commenced and model of implementation has been established.
- Some schools will be unsuitable to benefit from street closures due to their locations on busier streets and those with bus routes. Influencing Travel Behaviour will work with these schools and Traffic Engineering to review if alternative streets on the route to the school could instead be closed or whether alternative measures can be provided to support social distancing.

- In the short term School Streets are being piloted to also see how they can assist with social distancing whilst schools are in a phased and staggered return period. Temporary Traffic Regulation Orders for 18 months are proposed and the merits of making these orders permanent during this period to support clean air and sustainable travel will be monitored.

**Best Council Plan Implications** (click [here](#) for the latest version of the Best Council Plan)

- The Best Council Plan 2019/20 - 2020/21 outlines how Leeds City Council have a positive and distinctive vision for the future of the city. With inclusive growth and health and wellbeing strategies driving the city forward. By offering safer and cleaner routes to school this will encourage more parents and children to walk, cycle and scoot to school which will help to deliver the Best Council Plan Priorities.
- Sustainable Infrastructure – these changes complement the Sustainable Education Travel Strategy and encouraging greater and safer walking, cycling and scooter use which in turn will help improve resilience in the highway network, reduce congestion, improve air quality and help achieve a reduction in noise pollution over time contribute to improving the health of the regions residents.
- These School Streets will also support Health and Wellbeing, Child Friendly City and Age Friendly Leeds by supporting opportunities for healthy and physically active lifestyles, enhancing the city for future generations, alongside supporting independence.

## 2. Resource Implications

- There are no resource implications associated with this report.

## Recommendations

The Chief Officer (Highways & Transportation) is requested to;

- a) Note the contents of this report;
- b) Approve the detailed design and implementation of the package of works as detailed in section three of this report;
- c) Give authority to incur expenditure of £15,000 comprising of works cost, staff fees and legal costs, all to be funded from the School S106 travel plan funds; and
- d) Give authority for the city solicitor to promote and implement a temporary traffic regulation order as identified through the detailed design process.

## 1. Purpose of this report

- 1.1 The purpose of this report is to seek approval for the detailed design and implementation of School Streets at 6 primary schools in Leeds. The schools have been identified as being in locations that are quick wins in relation to being able to support such street closures as they have previously taken part in Play Streets or have local support and will provide a model that can be rolled out across other schools in Leeds that are identified either by local school communities, Ward Members or as part of the Connecting Leeds Commonplace on-line engagement subject to suitability assessments. School Streets require the full support of the

Headteacher to be introduced. Additional schools will be subject to further approvals to be funded from the central government funds to support COVID-19 interventions.

- 1.2 Approve the introduction of a Temporary Traffic Regulation Order in order to implement the closure periods.

## **2. Background information**

- 2.1 Leeds City Council has a School Education Travel Strategy (SET strategy) which sets out how Leeds City Council promotes sustainable travel to school, ie walking, cycling / scooting and public transport including school buses / taxis. Annual surveys are undertaken in schools to establish how children are travelling to school. Whilst the majority of children do walk, cycle and scoot to school this is very varied across the city and has declined marginally in recent years. A graph showing modal share is provided in Appendix B.
- 2.2 School Streets are already used in London and Scotland but these are both governed by different legislation. Solihull has piloted School Streets for three primary schools. It is intended that the model used in Solihull will be replicated in Leeds whereby streets will become a PEDESTRIAN and CYCLE ZONE for specified periods in the morning and afternoon to coincide with start and end of the school day. Exemptions for some motor vehicles will be written into the order including permits for residents who don't have an alternative route. In Solihull the School Streets orders are only indicated by signage with enforcement being by Police only.
- 2.3 Influencing Travel Behaviour team within Highways and Transportation work with partners to promote safe and sustainable travel to school. The implementation of School Streets is a new measure which is being promoted to assist with a number of the objectives of the SET strategy, ie improve road safety; improve air quality; encourage sustainable travel on the journey to and from school. In addition, COVID-19 has closed schools since March 2020. Schools are expected to re-commence after half term on 1<sup>st</sup> June 2020 albeit all schools are reviewing this individually.
- 2.4 It is considered that School Streets will help to encourage safe social distancing whilst encouraging more parents and carers to accompany children to school by sustainable means. For those parents and carers who normally drive to school they may be able to walk if they are continuing to work from home for all or part of the week. For those who currently use public transport there will be a transition with some encouraged to switch to cycling and walking where the situation allows. For parents who are still reliant on driving it is acknowledged that some on-street parking will be displaced by School Streets and officers will consider with schools if there are local agreements to be made with schools and businesses to use local car parks for these short time periods. There will be no specific impact on resident parking.
- 2.5 A Temporary Traffic Regulation Order is required to enable the proposed interventions to be ready for delivery ahead of the expected first planned school opening or extended openings. This approach may also facilitate time periods to be amended as schools amend their opening times as part of their COVID-19 return planning.

2.6 The Secretary of State for Transport set out measures on 9<sup>th</sup> May to accommodate active travel in the return to work and school. One such measure being promoted is for Local Authorities to implement School Streets.

### **3. Main issues**

3.1 School Streets are proposed to be implemented in the following locations:

- Ingram Road Primary School, Holbeck
- Clapgate Primary, Middleton
- Lane End Primary, Beeston
- Thorpe Primary, Thorpe
- Primrose Hill Primary, Pudsey
- Crossgates Primary School, Cross Gates

These schools have been chosen due to previous work having been carried out to establish the ability to implement road closures through Play Streets and other assessment work. It is expected that a large number of other schools will be able to also implement School Streets but these sites will be established at a later date and funding will be required from central government to support a wider rollout. Plans detailing the extent of the School Streets proposed around each school is contained in Appendix C.

3.2 It is intended that School Streets in Leeds would be protected by cones and signs for the period of operation and that they would be staffed to allow exempt vehicles to pass if required. Discussions are ongoing with the Police to establish whether they will support this enforcement or agree to delegate powers to the Local Authority to allow LCC trained officers to undertake this enforcement role. If this can not be agreed in time for the rollout the signs will be the only measure available, albeit LCC / School staff will be present initially to explain the School Streets signage to motorists.

3.3 Details of time periods and precise lengths of road closure need to be finalised for each of the schools identified. This is being carried out in conjunction with each school who have indicated their support in pursuing School Streets outside their schools. It is expected that when school operations are back to “normal” that the closure periods will be 45 minutes in the morning and 1 hour in the afternoon, with typical closure times being 8.30 – 9.15am and 2.45 – 3.45pm. In the short term the temporary order is required to cover extended hours of closure due to phased and staggered returns to school. The extended hours will be included in the order and will be specific to the needs of the individual schools.

3.4 The extended hours of operation of the order will impact on residents for a longer time period than expected during “normal” operation. Residents will be encouraged to travel outside closure times but will be able to travel through the pedestrian zone at very slow speeds if essential.

### **4. Corporate considerations**

#### **4.1 Consultation and engagement**

4.1.1 Initial consultation with Executive Member for Climate Change, Transport and Sustainable Development and the West Yorkshire Police has taken place to

establish support for the principle of the scheme. There are no bus services impacted in the proposed closures for these schools.

- 4.1.2 Initial consultation with the schools has taken place and established support for the principle of the scheme.
- 4.1.3 Consultation with Ward Members took place on 15<sup>th</sup> May. Queries from ward members have started to come in and will be responded to as part of the design and implementation process.
- 4.1.4 Consultation with residents and local businesses has not taken place. As the scheme is being delivered during the COVID-19 pandemic there are significant challenges in terms of public consultation. It is our intention to implement the changes via a temporary traffic regulation order (TTRO) allowing the closures to commence and feedback to take place during the operation; alterations can be made where they are considered appropriate. Letters to affected residents and businesses will be sent out in advance of the first closure providing information and permits.

## **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 Exemptions from the closures include residents who need to gain access to the streets and others exempted in the order including Blue Badge holders and those accessing school in taxis. The pilot starts with 6 primary schools but it is intended that it will be able to be rolled out to other schools that have potential for street closures as and when schools come forwards. School Streets will become pedestrian and cycle zones for the hours of operation and are expected to be protected by cones and signs with manual operation for exempt vehicles. An Equality, Diversity, Cohesion and Integration Report can be found in **Appendix A**.

## **4.3 Council policies and the Best Council Plan**

- 4.3.1 The Best Council Plan 2019/20 - 2020/21 outlines how Leeds City Council have a positive and distinctive vision for the future of the city. With inclusive growth and health and wellbeing strategies driving the city forward. School Streets outside these primary schools will help to deliver the Best Council Plan Priorities as detailed below.
- 4.3.2 Sustainable Infrastructure – these changes complement the Sustainable Education Travel Strategy and encouraging greater and safer walking, cycling and scooter use which in turn will help improve resilience in the highway network, reduce congestion, improve air quality and help achieve a reduction in noise pollution over time contribute to improving the health of the regions residents.
- 4.3.3 These School Streets will also support Health and Wellbeing, Child Friendly City and Age Friendly Leeds by supporting opportunities for healthy and physically active lifestyles, enhancing the city for future generations, alongside supporting independence.
- 4.3.4 This scheme aligns with the Leeds Transport Strategy (Interim December 2016) in helping to develop quality environments for walking and cycling. as the strategy states “Good connectivity plays a vital role in supporting attractive, legible and welcoming district centres and quality local environments - where people feel safe, social interaction is encouraged and local pride is fostered. To build on this our long

term transport strategy will make district centres more walking and cycling friendly. Transport provision which links areas of social deprivation to jobs and opportunities of a prosperous city centre is also central to our vision.”

- 4.3.5 This scheme supports the Leeds Health and Wellbeing Strategy 2016-2021 priority areas facilitating well connected communities, to support access to employment, education and training to help forge a strong local economy. In addition getting more people more physically active more often, which links to improvement in mental and physical health.
- 4.3.6 West Yorkshire Transport Strategy seeks to increase active travel and improve the transport network for vulnerable road users.

### **Climate Emergency**

- 4.3.7 This scheme supports the climate emergency by assisting people to reduce their own carbon footprint by enabling journeys to be undertaken by cycling and walking. This will help reduce congestion, in particular single occupancy car journeys, which will help reduce road and vehicular pollutants and noise as well as CO<sub>2</sub> emissions.
- 4.3.8 The scheme is a relatively low cost intervention with significant scope to improve sustainable travel to school. Feedback from the Solihull trial of School Streets suggested that:
- There was an 8% reduction in traffic speeds within the zone
  - 45% reduction in vehicle movements
  - 65% reduction in children being driven to school
  - More social interaction between families as they walked away from school.

## **5. Resources, procurement and value for money**

- 5.1 Signs and cones to support the School Streets will be procured through the Council’s term contract.
- 5.2 **Funding and cash flow.**

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	9.0				9.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	3.0				3.0		
OTHER COSTS (7)	3.0				3.0		
<b>TOTALS</b>	<b>15.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>15.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
S106 revenue funding	15.0				15.0		
Total Funding	15.0	0.0	0.0	0.0	15.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**Parent scheme number:**

**Title :** S106 School Travel Plans Revenue Funding

## 6. Legal implications, access to information, and call-in

- 6.1 The scheme is not eligible for call in as it is considered to be a significant operational decision.
- 6.2 No information contained within the report to be deemed confidential under the Councils Access to information Rules.

## 7. Risk management

- 7.1 There is no risk, over and above those expected when working in the public highway, generated by the proposals contained within this report. Safe working practices will be in place during installation to ensure social distancing takes place.
- 7.2 If the scheme is not approved there is a risk that sustainable travel to school will continue to decline.
- 7.3 Space for social distancing on return to school will be limited and parents / carers may not use the carriageway without the necessary support from these road closures.

## **8. Conclusions**

- 8.1 The purpose of this report is to seek approval for the detailed design and implementation of School Streets at 6 primary schools in Leeds. The schools have been identified as being in locations that are quick wins in relation to being able to support such street closures and will provide a model that can be rolled out across other schools in Leeds that are identified as part of the Commonplace consultation mechanism, form Ward Member and School requests, subject to suitability assessments.
- 8.2 Approve the introduction of a Temporary Traffic Regulation Order in order to implement the closure periods which are likely to change due to phased and staggered returns to schools.
- 8.3 Support the roll out of this initiative to other schools across the District that come out of current consultation and other requests with the use of DfT funding.

## **9. Recommendations**

The Chief Officer (Highways & Transportation) is requested to;

- a) Note the contents of this report;
- b) Approve the detailed design and implementation of the package of works as detailed in section three of this report;
- c) Give authority to incur expenditure of £15,000 comprising of works cost, staff fees and legal costs, all to be funded from the School S106 travel plan funds; and
- d) Give authority for the city solicitor to promote and implement a temporary traffic regulation order as identified through the detailed design process.

## **10. Background documents**

10.1 None

## **11. Appendices**

11.1 Appendix A - EDCI Screening

11.2 Appendix B - Leeds School Mode of Travel 2007-2019

11.3 Appendix C - School Street Location Plans

# Appendix A

## Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

<b>Directorate: City Development</b>	<b>Service area: Highways and Transportation</b>
<b>Lead person: Gillian MacLeod</b>	<b>Contact number: 37 88091</b>

<b>1. Title:</b>
Is this a: <input type="checkbox"/> <b>Strategy / Policy</b> <input type="checkbox"/> <b>Service / Function</b> <input checked="" type="checkbox"/> <b>Other</b>
<b>If other, please specify:</b> <b>School Streets</b>

<b>2. Please provide a brief description of what you are screening</b>
<b>A scheme to implement 6 School Streets outside primary schools in Leeds</b>  School Streets are streets outside schools which are closed to traffic at school start and finish times. Exemptions from the closures include residents who need to gain access to the streets and others exempted in the order including Blue Badge holders and those accessing school in taxis. The pilot starts with 6 primary schools but it is intended that it will be able to be rolled out to other schools that have potential for street closures as and when schools come forwards. School streets will become pedestrian and cycle zones for the hours of operation and are expected to be protected by cones and signs with manual operation for exempt vehicles.

### 3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?		x
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"><li>• Eliminating unlawful discrimination, victimisation and harassment</li><li>• Advancing equality of opportunity</li><li>• Fostering good relations</li></ul>	X	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

#### 4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

• **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The proposals cover 6 primary schools specified which are:

- Ingram Road Primary School, Holbeck
- Clapgate Primary, Middleton
- Lane End Primary, Beeston
- Thorpe Primary, Thorpe
- Primrose Hill Primary, Pudsey
- Crossgates Primary, Cross Gates

If successful, this type of provision may be rolled out quite widely across the city. Therefore the screening is focusing on the impacts of the type of feature introduced, and overall impacts of School Streets, rather than impacts on a specific location and a specific community.

Providing this type of street closure will prevent general vehicle access at school start and end time. This may impact on people with physical and mental impairments, which has been mitigated by exempting blue badge holders and access by taxis from the closure.

Use of the pedestrian and cycle zone by pedestrians and cyclists will be promoted during closure times but will become a shared space between all users including vehicles for those exempt from the closure. In relation to blind and partially sighted users the footways will still be segregated and available for use by those who do not wish to use the carriageway as shared space.

As these initial School Streets are being implemented without local consultation issues arising will be dealt with during the initial operation of the scheme. Any equality, diversity, cohesion and integration issues raised will be reviewed immediately by the Project team. Monitoring of the impacts of the scheme will be collected within the first 12 months. Feedback from user groups will be sought to establish whether the temporary traffic regulation order should be made permanent.

• **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

It is anticipated that the proposals will have positive impacts on the following protected characteristics:

**Women** are often the key carer who undertakes the school run. School Streets will

therefore impact in both positive ways on women who are walking or cycling to school with their children or as a carer.

**Disabled people** have expressed concerns over mixing with cyclists and vehicles, be it on shared use facilities or where crossing the road. In the past representations were made, including by local campaigners from the National Federation for the Blind to ensure streets have segregated safe areas for pedestrians. This scheme will not remove the existing segregated footway provision.

In addition, the scheme will incentivise cyclists using the carriageway and enable less confident cyclists to use the street, thus minimising mixing with pedestrians. This will have direct beneficial effect on disabled people (particularly deaf, blind and partially sighted people less able to detect cyclists, but also those with a mobility impairment/ cognitive impairment who may be less able to react appropriately to an approaching cyclists) and **older people** (for the same reasons).

Potential negative impacts are limited to:

Women who need to drive children to school will not be able to access as close to school as currently. Opportunities for alternative parking for those who still need to drive will be reviewed and locations agreed with the school and parents / carers informed.

- **Actions**

**(think about** how you will promote positive impact and remove/ reduce negative impact)

**As this scheme is being implemented quickly to support a return to school following school closures relating to COVID-19 all equality issues will be reviewed during implementation of the scheme.**

**5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.**

Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

**6. Governance, ownership and approval**

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Gillian MacLeod	Transport Development Services Manager	7 <sup>th</sup> May 2020

<p><b>7. Publishing</b>  This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.</p> <p>Please send a copy to the Equality Team for publishing</p>	
<b>Date screening completed</b>	7/5/20
<b>Date sent to Equality Team</b>	
<b>Date published</b> (To be completed by the Equality Team)	

## APPENDIX B

