

School Streets trial - Phase 1 Recommendations

Date: 14 December 2021

Report of: Principal Transport Planner

Report to: The Chief Officer (Highways & Transportation)

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

1. In June 2020 six School Streets were installed as part of an 18-month trial using Temporary Traffic Regulation Orders (TTROs). These TTROs expired on 1st December 2021.
2. Phase 2 saw a further eight School Streets implemented in September 2020. The TTROs for these sites expire on the 7th March 2022.

Phase 1 School Streets	Phase 2 School Streets
<ol style="list-style-type: none"> 1. Cross Gates Primary 2. Clapgate Primary, Belle Isle 3. Ingram Road Primary, Holbeck 4. Lane End Primary, Beeston 5. Pudsey Primrose Hill Primary 6. Thorpe Primary 	<ol style="list-style-type: none"> 7. Beecroft Primary, Kirkstall 8. Chapel Allerton Primary 9. Great Preston VC CofE Primary 10. Hollybush Primary, Bramley 11. Hugh Gaitskell Primary, Beeston 12. Middleton St Mary's Primary 13. Westgate Primary, Otley 14. Woodlesford Primary, Woodlesford

3. The TTROs temporarily restrict access to streets outside of schools during the morning drop off and afternoon pick up times, with exemptions for permit holders, deliveries and blue badge holders. The School Streets were initially introduced to support social distancing outside of schools, whilst also improving air quality, congestion and encouraging increased adoption of sustainable travel modes.
4. This report concentrates on the initial evaluation of Phase 1 sites and makes recommendations to either retain or withdraw the restrictions at each site. It also considers Beecroft Primary from Phase 2.
5. Feedback and data have been collected to evaluate the impact of the School Street trials throughout, but particularly during summer and autumn 2021. Living Streets consultants were appointed in late September 2021 to carry out an evaluation of both phases of the School Street trials using and adding to these datasets to determine:
 - o If a TRO should replace the existing TTROs.
 - o If Leeds City Council should support a future School Streets programme at other sites.
 - o Costs associated with the installation of a School Streets site.
 - o Support mechanisms required from DfT to formalise School Streets in England.
6. The initial evaluation of Phase 1 supports the introduction of a permanent Traffic Regulation Order (TRO) at five of the six sites.

7. Due to the level of discord at one of the Phase 2 sites (Beecroft Primary School), a decision was made in consultation with ward members, and the schools to suspend the site from the trial as the level of support required from Leeds City Council is unsustainable. The decision to withdraw this site is seeking formal approval.
8. School Streets contribute to the following Best Council Plan outcomes:
 - Be safe and feel safe.
 - Enjoy happy, healthy, active lives.
 - Do well at all levels of learning and have the skills they need for life.
 - Move easily around a well-planned, sustainable city that's working towards being carbon neutral.
9. A more detailed background to the School Streets scheme can be found in **Appendix 1** and the location plans for the School Streets covered by this report can be found in **Appendix 5**.

Recommendations

- a) The Chief Officer (Highways & Transportation) is asked to approve the recommendations to:
 - Withdraw the Temporary Traffic Regulation Order (TTRO) at Beecroft Primary School (signage was bagged over October half term and those affected were informed. The signage will need to be removed).
 - Not pursue a permanent TRO at Cross Gates Primary School after the expiry of the TTRO one on 1st December 2021, remove School Street signage and inform those affected that this scheme will not be made permanent.
 - Replace the TTROs with TROs at the remaining Phase 1 School Street sites, noting amendments to wording, timings and location of signs as set out in **Appendix 3**.
 - Amend the extent of the School Street at Ingram Road Primary School to that which has been used during the trial. See plan **Appendix 4**.
- b) Authorise the City Solicitor to proceed with the above regarding the TTROs and TROs as required, including advertising the same and, if no valid objections are received, to make, seal and implement the Orders as advertised.
- c) Note that following the full evaluation of the School Streets trial (Phase 1 and 2), recommendations about future School Street sites in Leeds will be made to this Board.

Why is the proposal being put forward?

10. The purpose of this report is to confirm support for the withdrawal of two of the School Street trials (Beecroft and Cross Gates) and to introduce full TROs at the remaining five Phase 1 sites. The recommendation to make permanent TROs is so that these School Streets can continue to operate following the expiration of the TTROs. The operation of the schemes will continue to be monitored and the need to make any future amendments or indeed withdraw then at a later date can still be considered if necessary and subject to resources.
11. The evaluation of all fourteen sites is in progress. It is anticipated that the results of the wider evaluation (recommendations for Phase 2 sites and the future implementation of School Streets in Leeds) will be presented to this Board in early February. The evaluation has focussed on Phase 1 (plus Beecroft) schemes so that recommendations can be made earlier for them.
12. A summary of the evaluation results for Phase 1 (+ Beecroft) are provided in Table 1 using a Red, Amber, Green (RAG) rating and scoring methodology. A more detailed explanation of the evaluation methodology and results is provided as Appendix 2. The results substantiate the recommendations to withdraw Beecroft (RAG score of 36) and Cross Gates (RAG score of 45) Primary School Street Trials. The results also highlight some of the challenges experienced at Thorpe Primary School (RAG score of 41). Further commentary is therefore included in Appendix 3 to explain why the continuation of a School Street at Thorpe Primary is recommended with some amends to the TRO.

Table 1: School Streets Evaluation RAG Rating Matrix

School	Clappgate	Cross Gates	Ingram Road	Lane End	Pudsey Primrose	Thorpe	Beecroft
School Engagement ¹							
School Staff Survey ²	6/6 (100%)	11/11 (100%)	7/7 (100%)	4/4 (100%)	32/32 (100%)	1/1 (100%)	7/7 (100%)
Parents Survey ³	109/119 (92%)	28/51 (55%)	31/33 (94%)	23/29 (79%)	223/228 (98%)	21/34 (62%)	B: 45/61 (74%) S: 9/31 (29%)*
Residents Survey ⁴	13/18 (72%)	3/7 (43%)	1/1 (100%)	0/1 (0%)	2/11 (18%)	3/7 (43%)	4/12 (33%)
Correspondence ⁵							
Percentage Point Change in Walking and Cycling/Scooting Before vs. Now ⁶	3%	-6%	10%	1%	6%	7%	2%
Parking Stress ⁷	32% (AM) 31% (PM)	23% (AM) 25% (PM)	56% (AM) 67% (PM)	33% (AM) 52% (PM)	59% (AM) 59% (PM)	78% (AM) 111% (PM)	28% (AM) 28%(PM)
Parking Displacement Issues ⁸							
Park and Stride ⁹	yes	yes	yes	yes	yes	no	yes
AM School Street Traffic Levels (cars) ¹⁰	5.5	15	3.5	2.5	1	17	9
PM School Street Traffic Levels (cars) ¹¹	6	7	2.5	2	0.5	22	12.5
Observed Compliance ¹²							
Enforcement Resource ¹³	Yes	Yes	No	Yes	No	Yes	Yes
Residential dwellings within restrictions ¹⁴	44	72	18	11	13	65	55
Gateways into the School Street Zone ¹⁵	2	3	2	1	1	1	1
RAG Scoring (G=1, A=3, R=5)	31	45	17	26	18	41	36
Recommendation	Retain	Remove	Retain	Retain	Retain	Retain	Remove (currently suspended)

Explanation of RAG Ratings in Table 1

* RAG rating based on combined survey responses for Beecroft PS and adjacent Sacred Heart PS

¹ Subjective RAG rating based on school engagement/involvement throughout the initiative taking into account observations on site, comments, conversations with the school

^{2, 3 and 4} Respondents supporting permanency/total respondents (%). Thresholds: Green >66%, Amber 34-66%, Red <34%

⁵ Subjective RAG rating based on the nature and volume of correspondence (positive and negative) to ITB team which dependent on volume can put significant pressure on LCC resource. Correspondence log available.

⁶ Data from Family Surveys. Red Percentage point decrease in walking and cycling <0%, Amber No or small change in walking and cycling 0%-2%, Green Percentage point increase in walking and cycling >2%

⁷ Max peak parking stress. Highest recorded Parking Stress by Street in area surveyed during School Street access restrictions. Streets surveyed included the School Street and any where displaced parking has been observed/reported. Parking stress is expressed as the number of parked vehicles as a percentage of the amount of authorised available parking. AM: 0830 and 0845. PM:1500 and 1515. Figures in italics show where highest % parking stress occurred on School Street. Thresholds: Green (<50%), Amber (>50%<100%), Red (>100%)

⁸ Based on survey responses from parents, and observed by LCC staff on site

⁹ Red: no operational Park and Stride site. Green: operational Park and Stride site

¹⁰ Based on highest one-way 5-day average of 0830 and 0845 counts one way within School Street Red > 10 movements, Amber 5-10 movements, Green <5 movements

¹¹ Based on highest one-way 5-day average of 1500 and 1515 counts within School Street. Red > 10 movements, Amber 5-10 movements, Green <5 movements

¹² Subjective RAG rating based on feedback from ITB staff observing each site on various visits. Includes subjective observations on manoeuvres, permit compliance, speed.

¹³ Based on parking services and/or police attending the site at any point through the trials. No RAG rating attached due to lack of PCNs/Enforcement resources.

¹⁴ Number of properties located within the School Street zone (residential, commercial and educational).

¹⁵ Number of access points/gateways into the School Street Zone.

What impact will this proposal have?

Wards Affected: Middleton Park; Beeston and Holbeck; Ardsley and Robin Hood, Hunslet and Riverside; Killingbeck and Seacroft; Pudsey; Kirkstall.

Have ward members been consulted? Yes No

13. Making permanent TROs at the remaining Phase 1 sites will maintain the benefits experienced throughout the trial. Any groups of people with protected characteristics and or those who are disproportionately represented on the school run could potentially benefit more from the impact of School Streets. These groups could include (pregnant) women, carers,

lower income/unemployed households, children (with respiratory conditions such as asthma), disabled etc.

14. The permanent TROs seeks to maintain the reduction in traffic movements on the School Streets, which has incentivised cyclists to use the carriageway, in turn removing conflict on pavements particularly with disabled and elderly groups who may be less able to detect or react to approaching cyclists.

What consultation and engagement has taken place?

15. School staff, families of pupils, residents and ward Councillors provided feedback and correspondence to the Influencing Travel Behaviour team, including via a dedicated School Streets email inbox (schoolstreets@leeds.gov.uk) throughout the trials. All correspondence received has received a response.
16. Information has been available online throughout the trial at: <https://www.leeds.gov.uk/parking-roads-and-travel/school-streets>.
17. Surveys of staff, families of pupils attending the schools and nearby residents were conducted during the summer (June-August 2021). Table 1 includes a breakdown of the survey results. The survey responses indicate that the School Street scheme has positively impacted on congestion, active travel and perceptions about air quality. In some of the trials respondents have indicated that the scheme has displaced parking to other residential streets (this has particularly been evident at Beecroft) and that when staff or enforcement officers are not deployed the School Street order is often ignored by drivers (this has particularly been evident at Cross Gates Primary).
18. Interviews and information gathering via phone and email has been conducted by Living Streets with key delivery partner representatives including Council officers (Influencing Travel Behaviour, Parking Services and Traffic Engineering), Neighbourhood policing teams/West Yorkshire Police and the Department for Transport (DfT).
19. The ITB team met with the lead ward member and the headteacher at Beecroft Primary (12th October 2021), then communicated with the headteacher at Sacred Heart Catholic Primary and residents to enable the withdrawal of the School Street on Sandford Road for Beecroft Primary in October so that it could be withdrawn during the October half term.
20. The ITB team met with the local ward member and the headteacher at Cross Gates Primary School (29th November 2021) to advise that the School Street on Poole Crescent and Farm Road is not being recommended for a permanent TRO to this Board following the initial evaluation results.
21. Ward Councillors where it is being recommended that School Streets are made permanent were advised by email on 3rd December 2021 and asked for any immediate feedback regarding the recommendation.

What are the resource implications?

22. The School Streets trial has been supported by monies from the Emergency Active Travel Fund – tranche 1 and tranche 2.
23. The costs incurred to replace the TTROs and introduce permanent TROs will be approximately £7,000, this includes legal and advertising costs in December/January 2021. Additional costs will be incurred between October and December 2021 for resident consultation/notification, temporary bagging of signs and the removal of signage at Beecroft Primary School and Cross Gates Primary school totalling around £2,000.
24. The ITB team has managed the trial from its inception with support from colleagues in H&T and Parking Services. Team members have taken this work on in addition to their day-to-day

duties. Due to the level of workload generated by School Streets, additional staff resources would be required to support the introduction of any new sites.

25. One of the factors considered in the evaluation of the trials has been the level of engagement required by Council staff, neighbourhood policing teams (PCSOs) and Parking Services. Some of the trial sites have required a disproportionate level of intervention to support the School Street and/or respond to correspondence received. Resources have been diverted from other ITB services to meet this demand, meaning for instance, some of the support previously provided to all schools to implement Travel Plans and other sustainable travel / behaviour change initiatives has not been available.

What are the legal implications?

26. The Chief Officer (Highways and Transportation) has been delegated by the authority to approve the recommendations contained within this report.
27. Not eligible for call-in as this decision and the works required as a result are a consequence of and in pursuance of a regulatory decision.
28. The works contained in this report are not of such a value or impact on the public at large that they constitute a key decision.

What are the key risks and how are they being managed?

29. The current TTROs expired on the 1st December 2021. A decision is therefore required to deliver full TROs for Phase 1 School Streets as soon as possible to maintain a level of continuity and so that the benefits of the trial are not lost during any lapse in Orders.
30. The decision to implement or withdraw TROs are not supported by some families and/or residents. The risk is further negative feedback from residents to council officers and ward members.
31. Communications with staff, families and residents will explain the reasons for the decision and provide detailed information about the timelines for actions to make permanent / withdraw. The ITB team will offer to continue to work with all schools involved in the trial to support and encourage safe, active and sustainable travel.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth Health and Wellbeing Climate Emergency

33. 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.
34. Creating safer spaces outside the school gates will increase people's likelihood to walk and cycle to school and for any linked trips afterwards i.e. errands, commuting to a workplace. Consequently, there will be health benefits linked to air quality, and improved wellbeing.
35. Reduced reliance on motor vehicles will also reduce carbon emissions, contributing towards Leeds' climate emergency targets.

Options, timescales and measuring success

a) What other options were considered?

36. The alternative proposal would comprise not making any of the School Street TTROs permanent and withdrawing the initiative. However, if this option was pursued, the positive benefits on air quality, congestion, road safety and increases in sustainable travel modes gained by the trials would be lost. In addition, there would likely be an adverse response from

school staff, ward members and members of the public who have been largely supportive of the trials.

37. School mode of travel data is collected and analysed annually for all schools. Any shifts in mode can be identified and further analysis made to decide whether it can be appropriately attributed to School Street interventions. The initiative has not been in place long enough for any trends to be identified.
38. All Leeds schools are encouraged to participate in the Modeshift Stars programme which rewards the successful implementation of school travel plans with incremental awards of green, bronze, silver, gold and platinum. School Street schools will be encouraged to record the impact of the initiative via this accreditation system.
39. A full evaluation report of the fourteen School Street trials has been commissioned and is expected in January 2022, with a further Board paper summarising the results planned for the beginning of February. The report will provide further detailed analysis about each of the trials and set out the success criteria for, and potential barriers and challenges to, implementing future School Streets.
40. The full evaluation will also confirm what monitoring needs to be collected before, during and after any subsequent School Street schemes so that the full range of impacts can be fully understood. It was not possible to collect adequate *before* monitoring data for the trial schemes due to them being implemented during some of the strictest Covid-19 lockdown restrictions.
41. Additionally, the evaluation will identify additional national measures required to ensure School Streets are successful i.e. enforcement powers, legislation, approval of signage etc; and recommend any additional measures needed at each site.

b) What is the timetable for implementation?

42. TROs must be made for those School Streets being retained as soon as possible in order to avoid a gap in the initiative and any erosion of the benefits achieved.
43. Signs at sites to be withdrawn must be covered and/or removed.
44. Recommendations about the retention or withdrawal of the Phase 2 School Streets (minus Beecroft) will be made to Highways Board early in 2022 to meet the timescales for the expiry of these TTROs on the 7th March.

Appendices

Appendix 1 – Overview of School Streets in Leeds

Appendix 2 – Initial Results from the Evaluation of Leeds School Streets

Appendix 3 - Table of Recommendations for Phase 1 (plus Beecroft) School Streets

Appendix 4 – School Street Zone Amendment Plan – Ingram Road Primary School

Appendix 5 – School Streets Location Plans

Background papers

Previous reports to Highways Board:

- May 2020 School Streets
- July 2020 School Streets Phase 2