

## School Streets trial - Phase 2 Recommendations

Date: 07 February 2022

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

3. The TTROs temporarily restrict vehicular access to streets outside of schools during the morning drop off and afternoon pick up times for approximately one hour in the morning and one hour in the evening, 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 2 sites - excluding Beecroft Primary - and makes recommendations to either retain or withdraw the restrictions at each site. It follows a report approved by Highways Board on 14<sup>th</sup> December which covered Phase 1 schools and Beecroft Primary School.
5. The Highways Board report relating to the Phase 1 schools and Beecroft Primary School (presented at Board on 14<sup>th</sup> December 2021) supported the introduction of permanent Traffic Regulation Orders at 5 sites, and the removal of 2 sites from the trial.

6. A further report will be presented to Highways Board to summarise the evaluation of the School Street trials and determine:
  - If Leeds City Council should support a future School Streets programme at other sites.
  - Resource and funding implications of implementing future schemes.
  - Mechanism and selection criteria for determining suitable sites.
  - Support mechanisms required from DfT to formalise School Streets.
7. The School Street trials are one of a range of initiatives that have been introduced to help to address the many requests that are received by the Council to tackle school gate congestion and parking issues. 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.
8. 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 4**.

## Recommendations

- a) The Chief Officer (Highways & Transportation) is asked to approve the recommendations to:
  - Replace the TTROs with Traffic Regulation Orders (TROs) at the Phase 2 School Street sites, noting amendments to wording, timings and location of signs as set out in **Appendix 3**.
- 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?

9. The purpose of this report is to confirm support for the introduction of full TROs at all Phase 2 sites. The recommendation to make permanent TROs is so that these School Streets can continue to operate following the expiry of the TTROs on March 7<sup>th</sup> 2022. The operation of the schemes will continue to be monitored and the need to make any future amendments or indeed withdraw them at a later date can still be considered if necessary and subject to resources.
10. The evaluation of all 14 sites is in progress and being carried out independently by Living Streets consultants. It is anticipated that the results of the wider evaluation will be presented to this Board later in February 2022 or early March 2022.
11. A summary of the evaluation results for Phase 2 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 retain all the sites in Phase 2. The full range of data and results were used to inform recommendations to retain schemes, including qualitative feedback received via the surveys. The final RAG scoring permits comparison between the trial sites, taking into account the full range of factors considered with lower scores representing a more positive result.



### **Explanation of RAG Ratings in Table 1**

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

<sup>2</sup> Data from Staff Surveys. Total number of respondents (Respondents supporting School Street being made permanent)

Thresholds - % of respondents supporting School Street being made permanent:

Green - >66%

<sup>3</sup> Data from Resident Surveys. Total number of respondents (Respondents supporting School Street being made permanent)

Thresholds - % of respondents supporting School Street being made permanent:

Green - >66%

<sup>4</sup> Total number of respondents answering question\* (Respondents supporting School Street being made permanent)

Thresholds - % of respondents supporting School Street being made permanent:

Green - >66%

Amber - 34-66%

Red - <34%

<sup>5</sup> Subjective RAG rating based on volume of correspondence to ITB team which puts pressure on LCC resource. Correspondence log available.

<sup>6</sup> 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%

<sup>7</sup> Based on survey responses from parents, and observed by LCC staff on site

<sup>8</sup> No = no operational Park and Stride site

Yes = operational Park and Stride site

<sup>9</sup> Subjective RAG rating based on feedback from observing each site on various visits. Includes subjective observations on manoeuvres, permit compliance, speed

<sup>10</sup> Based on parking services and/or police attending the site at any point through the trials. This is based on requests and no RAG rating attached due to lack of PCNs/Enforcement resources.

<sup>11</sup> Number of properties located within the School Street zone (residential, commercial and educational)

Red >50

Amber = 25-50

Green <25

<sup>12</sup> Number of access points/gateways into the School Street Zone

Red ≥ 3

Amber = 2

Green=1

### **What impact will this proposal have?**

**Wards Affected:** Chapel Allerton, Kippax & Methley, Bramley & Stanningley, Beeston & Holbeck, Middleton Park, Otley & Yeadon, Rothwell

Have ward members been consulted?

☒ Yes

☐ No

12. Making permanent TROs at all Phase 2 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.

13. The permanent TROs seek 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?**

14. 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](mailto:schoolstreets@leeds.gov.uk)) throughout the trials. All correspondence received has been responded to.
15. Information has been available online throughout the trial at: <https://www.leeds.gov.uk/parking-roads-and-travel/school-streets>.
16. 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.
17. The survey responses indicate that the School Streets scheme has positively impacted on congestion, active travel and perceptions about air quality.
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. Ward Councillors covering Phase 2 Schools were all consulted about the recommendation to retain the school street and all the responses received were in favour. Additionally, Alex Nobel MP for Leeds North West sent an email of support in December for the School Street in his constituency (Westgate Primary School, Otley and Yeadon ward) and provided a copy of a petition from pupils of the school asking that the School Street is retained.

### **What are the resource implications?**

20. The School Streets trial has been supported by monies from the Emergency Active Travel Fund – tranche 1 and tranche 2.
21. The costs incurred to replace the TTROs and introduce permanent TROs will be approximately £7,000, this includes legal and advertising costs in February 2022.
22. Costs for new signage poles is £99, erection of new sign plates £47, new entry signs £102 and new exit signs £74, removing existing signage is £21. Each site will need reviewed.
23. 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.
24. 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?**

25. The Chief Officer (Highways and Transportation) has delegated authority to approve the recommendations contained within this report.
26. 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.

27. 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?**

28. The current TTROs are due to expire on the 7<sup>th</sup> March 2022. A decision is therefore required to deliver full TROs for Phase 2 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.
29. The decision to implement TROs are not supported by some families and/or residents. The risk is further negative feedback from residents to council officers and ward members.
30. 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. 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 be to not make the School Street TTROs permanent and withdraw the initiative at Phase 2 Schools. 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, especially in the context of five of the six Phase 1 trials being made permanent.
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 14 School Street trials has been commissioned, with a further Board paper summarising the results planned. 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. 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.

## **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 2

Appendix 4 – School Streets Location Plans

## **Background papers**

Previous reports to Highways Board:

- December 2021 School Streets Trial Phase 1
- July 2020 School Streets Phase 2
- May 2020 School Streets