

Appendix 1 – Overview of School Streets in Leeds

1. Introduction

A School Street is a road outside a school with a Traffic Regulation Order to restrict vehicular traffic at school pick up and drop off times. School Streets offer a proactive solution for communities to encourage a healthier lifestyle, promote active travel to school for families, and lead to a better environment for everyone. Only people who live or work on those streets or who have permits for other reasons are allowed vehicular access during the restricted times. Non-residents are not allowed to drive through or park on these streets.

2. Implementation of Phase 1 and 2

Six 'Phase 1' School Streets were approved at Highways Board on 19th May 2020 and were launched on 1st June 2020. A further eight 'Phase 2' School Streets were approved in July 2020 and were launched on 7th September 2020.

Temporary Traffic Regulation Orders (TTROs) were used for the trial schemes and expire after 18 months on 1st December 2021 and 7th March 2022 respectively.

Phase 1 School Streets	Phase 2 School Streets
<ol style="list-style-type: none">1. Cross Gates Primary2. Clapgate Primary, Belle Isle3. Ingram Road Primary, Holbeck4. Lane End Primary, Beeston5. Pudsey Primrose Hill Primary6. Thorpe Primary	<ol style="list-style-type: none">7. Beecroft Primary, Kirkstall8. Chapel Allerton Primary9. Great Preston VC CofE Primary10. Hollybush Primary, Bramley11. Hugh Gaitskell Primary, Beeston12. Middleton St Mary's Primary13. Westgate Primary, Otley14. Woodlesford Primary, Woodlesford

For Phase 2, all primary schools in Leeds were invited to express their interest in having a School Street and a list of selection criteria were used in order to progress those schools where it was felt School Streets could have the greatest impact. Seventeen schools returned Expression of Interest forms providing evidence that the local communities, parents and governors supported the initiative. Schools also had to commit to delivering the initiative and resource the need for school staff or school volunteers to staff the no access signs. Schools committed to providing information and support to parents and carers to advise and remind them about the new access restrictions on the designated School Street.

The criteria for suitable locations identified as part of the Phase 2 selection process were:

- Roads where there is little or no through road access, e.g. cul de sacs (more likely to be considered if only one/two points of entry).
- Not suitable on main arterial/distributor roads and roads used by bus services.
- Where there is availability or potential for suitable 'Park & Stride' locations nearby.
- In locations where surrounding streets should be able to accommodate any displaced traffic/parking.
- Not located in streets with any other traffic generators in the vicinity, e.g. shops, businesses, health centres, leisure facilities which could have an impact on the scheme.

Schools wishing to participate in Phase 2 were also advised that they need to make sure that there is engagement and commitment from both school staff and the wider school community as follows:

- A contact available during school holidays to finalise plans and notify parents and arrangements. (This will be limited contact.)
- Communications to parents about the scheme should be sent via email, letter, text and the school's website during school holidays.
- Recruitment of volunteer marshals to help staff the closure for at least the early stage of the scheme. Reminder activity will take place at the start of and intervals throughout every term.
- Proven support from school staff, parents and, residents.
- An understanding that the access restrictions also apply to school staff and traveling to work by car will not be possible during the hours of operation unless a permit has been issued.
- Schools must be signed up with and participating in the Modeshift STARS programme.
- School mode of travel data must be provided to the Council.

3. Operation of School Streets During the Trial – Phase 2

The Influencing Travel Behaviour team (ITB) manage the implementation and operation of the School Streets trials and over the course of the trial have:

- Provided on-site support and resources.
- Responded to correspondence from schools, residents, parents and ward members.
- Developed communications, a webpage resource and blogs.
- Organised safe and sustainable travel education at sites.
- Provided a volunteer information pack including guidance on setting out and marshalling of the School Street
- Carried out consultation with staff, families and residents/businesses.
- Implemented a permit system with Parking Services and the web team.
- Requested enforcement from Parking Services and local Neighbourhood Policing Teams.

No additional staff resources have been made available to the ITB team to manage the trial. Best practice in the UK suggests that regular engagement with the schools, pupils, residents and families is required to foster support and ensure the restrictions are successful. If the School Street restrictions are to be extended to further sites in Leeds, consideration must be given to the provision of resources to ensure their success and minimise risk.

The Temporary Traffic Regulation Orders (TTRO) at Phase 2 Schools expire on 7th March 2022. Therefore, a decision about the retention of the restrictions and a subsequent move to a Traffic Regulation Order is required.

The introduction of TROs at five Phase 1 schools was approved by Highways Board in December 2021, while the School Streets at Cross Gates Primary School (Phase 1) and Beecroft Primary School (Phase 2) have been removed.

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

1. Introduction

A full evaluation was commissioned and awarded in September 2021 to Living Streets. Living Streets is a charity that promotes walking and has a consultancy arm that offers services in planning and urban design, positive behaviour-change and project delivery.

The evaluation has collated and analysed various data sets that have been collected to date including site observation visits, online surveys of staff, residents and families, interviews with key delivery partners and traffic data (parking beats and counts). The final report is due in February 2022, however, initial findings and recommendations about the Phase 2 School Street trials have been provided so that decisions can be made about whether they are retained or removed now that the TTROs have expired.

The objectives of the evaluation are to:

- Recommend which of the trials should be made permanent and which should be removed after the end of the trial.
- Evaluate the impact of trial School Streets at fourteen individual sites in Leeds.
- Determine the level of displaced parking at each site
- Identify additional national measures required to ensure School Streets are successful i.e. enforcement powers, legislation, approval of signage etc.
- Recommend additional measures at each site and to support further School Streets programmes in Leeds.

2. Evaluation Methodology

The evaluation of Phase 2 School Street sites excluding Beecroft Primary School Street has reviewed the impact of these trials by considering a number of factors, assigning a Red Amber Green (RAG) rating to each factor. The overall results contribute to a recommendation to retain or remove each of the School Streets in question.

Table 1 provides a description of the factors considered, datasets used, metrics used, RAG thresholds and relevant comments.

The evaluation has used several objective datasets and subjective assessment of factors where no objective data set was available to assess. No single factor/indicator was given a higher weighting than any other but additional information including any caveats and cautions are provided in the 'Comments' column of **Table 1**.

Where measurable data was assessed, the threshold for determining the RAG rating is described in the RAG rating column in **Table 1**. It should be noted that the factors reviewed during the evaluation differ from the selection criteria used to initially select School Streets which considered the suitability of the School Street site for inclusion in the trial.

The results of the RAG rating assessment are provided in **Table 2**.

Table 2: Indicators used in the evaluation of individual School Streets (Phase 1 and Beecroft Primary)

	Indicator	Dataset	Metric used	RAG rating	Comments
1	School Engagement	Information provided by ITB team	RAG rating based on school engagement/involvement throughout the initiative, taking into account observations on site, comments and conversations with the school.		
2, 3, 4	School Staff, Families and Resident/Businesses Survey	Online surveys designed and distributed by ITB team	Respondents supporting School Street being made permanent as a % of total respondents.		
				>66%	School Staff: Number of responses varies across all schools. Highest = 28 (Hugh Gaitskell) Lowest = 3 (Westgate) Mean = 13.1
				34-66%	Families: Number of responses varies across all schools Highest = 116 (Westgate) Lowest = 6 (Middleton) Mean = 63.8
				<34%	Residents: Number of responses varies across all schools Highest = 25 (Middleton) Lowest = 6 (Hollybush and Hugh Gaitskell) Mean = 14 Residents were asked to select from yes, no and unsure (compared to school staff and families who only had yes/no options). Caution advised using ratings where low response rate received
5	Correspondence	School Streets correspondence log (positive and negative feedback via phone, emails)	Subjective RAG rating based on volume of correspondence to ITB team which puts pressure on LCC resource. Correspondence log available.		
					Attention should be paid to the fact that people who are somewhat positive/somewhat negative may not be motivated to contact ITB. Correspondence while useful, may be largely negative, as a result of an actual or perceived issue affecting a resident. It therefore may not reflect an accurate picture of local opinion or statistically significant sample and should be considered as a subset of the Residents survey. Caution advised.
6	Modal Shift:	Family survey respondents were asked how their children travelled to school before the	Reduction or increase walking and cycling/scooting	Percentage point increase >2%	

	Change in Walking and Cycling/Scooting Levels from the Family Surveys	School Street and how they travel to School now.		No or small change 0%-2% Percentage point decrease<0%	
7	Parking Displacement Issues	Subjective views of LCC staff and Living Streets identified during site visits	RAG rating based on judgement of level of problems identified, conflict and dangerous manoeuvres observed on neighbouring streets		
8	Park and Stride	Park and Stride availability	Park and Stride identified	No RAG rating	
9	Observed Compliance	Subjective views of LCC staff and Living Streets identified during site visits within School Street	RAG rating based on feedback from ITB and Living Streets staff observing each site on various visits.		Includes subjective observations on manoeuvres, permit compliance, speed and conflict observed.
10	Enforcement Resource	Attendance by Police or Parking Services at any point during the period of the TTRO period.		No RAG rating	
11	Properties located within the School Street zone (residential, commercial and educational)	Number of premises located within the School Street Restrictions	RAG rating based on a count of premises	<25 25-50 >50	
12	Gateways into the School Street Zone	Number of access points into the School Street Zone	RAG rating based on a count of access points into the School Street zone	1 2 3 or more	

3. Leeds School Street Trials: General Observations

- **School Engagement** – All schools have been judged to be well engaged.
- **Staff and Families Surveys** - Staff and parents are widely supportive of School Streets
- **Residents' Survey** - Response rates to the residents' survey were relatively low at all sites. The RAG rating is based on those responding in favour of making those permanent
- **Correspondence** – Use of correspondence received should be treated with caution for the following reasons:
 - numbers of responses may not be representative of the views of the majority of residents or those residents not making contact.
 - issues may be duplicated in the Residents survey.
 - issues may be localised and not impact widely on other residents.
 - other issues not directly relevant to the evaluation may have been raised.
- **Travel Mode Shift** – only Hollybush Primary School is shown not to have had an increase in walking and cycling. Middleton St Marys figure of 32% represents only 2 pupils given the level of response to the parent survey
- **Parking Displacement Issues** – This is a subjective assessment. Based on alternative parking locations reported by parents and observations by ITB staff.
- **Park and Stride** – Park and Stride facilities were identified at most of the Phase 2 Schools, only Chapel Allerton and Hollybush Primary School do not have designated facilities.
- **Observed Compliance** – Based on observed compliance within the School Street. The only red rating is at Middleton St Marys which is due to the volume of vehicle manoeuvres that caused conflict with pedestrians.

4. Enforcement

It appears that some drivers may be confused by the restrictions and others are ignoring the School Street restrictions. Confusion also exists regarding how the restrictions can be enforced. No civil parking enforcement code exists to enforce School Street violations. Parking Services are unable to issue Fixed Penalty Notices for non-compliance with School Street restrictions. The power to enforce moving vehicle offences currently lies solely with Road Policing Units.

It seems that the most useful tool in enforcement will be the Government's stated aim to commence the remaining elements of Part 6 of the Traffic Management Act 2004, allowing local authorities outside London to apply for an order designating powers to civilly enforce moving traffic contraventions. This will enable local authorities to enforce access restrictions including School Streets using ANPR technology. It is expected that this will be available from early 2022. Local Authorities in London are already using ANPR technology to enforce moving traffic contraventions including School Streets access. Technology may also allow linking of permit schemes to ANPR systems.

5. Further Considerations: Government Guidance Regarding Withdrawal of Schemes

Government guidance has been issued to advise Local Transport Authority Council Leaders (letters dated 16 October 2020 from the Secretary of State for Transport, 30th July 2021 from the Minister for Transport and in [Additional statutory network management duty guidance](#)) that schemes should remain in place long enough for them to bed in. Local Transport Authorities have also been advised that gathering and publishing evidence about the effects of schemes is essential; and that any proposal to remove a contested scheme should involve a process that genuinely reflects local opinion (Gear Change: One Year On, DfT, 2021).

Particular attention is directed to Page 30-31 of 'Gear Change: One Year On' *'Cycling and walking schemes can create passionate opposition, but there is now clear evidence that neither the opposition – nor the passion – reflects public views.'*

The School Street Trials have now been in place for 18 months (Phase 1) and 15 months (Phase 2) with mostly positive continuous support throughout. The evaluation has included the collection of various datasets including surveys of school staff, families and residents (albeit with low response rates in some locations).

6. Gathering Evidence to Support Additional School Streets

Leeds School Streets were introduced rapidly in response to available funding (ATF Tranches 1 and 2) to allow social distancing due to the Covid 19 pandemic. When considering future School Streets, it is recommended that the following are considered (the list below is not exhaustive and will be updated in the full Evaluation Report):

- Latest Government guidance on engagement and consultation should be observed. Use of professional polling is recommended in the guidance issued.
- The funding for School Streets was provided through the (Emergency) Active Travel Fund as a response to the Covid-19 pandemic. This emphasised social distancing as a priority and there was an expectation that measures should be implemented quickly. Additionally, disruption to pre-Covid travel patterns and school operations, as a result of the pandemic, continued until the end of the summer term 2020. The difficulty in gathering meaningful comparative data against the backdrop of the pandemic should be considered fully when making decisions on the future of School Streets.
- Consideration should be given to investigating enforcement methods available especially once the changes to Part 6 of the Traffic Management Act 2004 commence.
- Opportunities to consider the role of School Streets in delivering wider strategic outcomes across the council, for example in Health and Wellbeing, should be considered when selecting future School Streets, and advice and involvement from relevant officers across the Council should be sought to ensure the widest strategic impact.
- Objective data such as before and after Automatic Traffic Counts should be obtained whenever possible. It is recognised that this was not possible for the trial Leeds School Streets due to the need to introduce the initiative quickly.
- It is recommended that Council officers and elected members attend the '*Creating Better Streets for People*' training delivered through the LCWIP Strategic Support Programme to ensure a better understanding of the wider context for School Streets. The LCWIP Strategic Support Programme is also providing mandatory training to officers.

7. Recommendations

Following the initial evaluation of the Phase 2 trial, it is recommended that:

- 7.1 The implementation of a Permanent Traffic Regulation Order at the remaining Phase 2 sites be supported – see table in **Appendix 3**

Appendix 3 – Table of Recommendations for Phase 2

School	Recommendation	Primary Reasons	TRO / Amendments Required	TRO Timings
Chapel Allerton Primary School	Retain	<ul style="list-style-type: none"> Strong support from the school and parents 	N/A	8.30am – 9.15am 2.35pm – 3.35pm No changes required
Great Preston Primary School	Retain	<ul style="list-style-type: none"> Generally supported but some concerns expressed by residents 	N/A	8.20am – 9.20am 2.35pm – 3.35pm No changes required
Hollybush Primary School	Retain	<ul style="list-style-type: none"> Generally supported but restrictions sometimes ignored. 	N/a	8.25am – 9.40am 2.35pm – 3.40pm No changes required
Hugh Gaitskell Primary School	Retain	<ul style="list-style-type: none"> Generally supported but some concerns expressed by residents 	n/a	
Middleton St Mary's Primary School	Retain	<ul style="list-style-type: none"> Generally supported but some concerns expressed by parents and residents as restrictions are sometimes ignored 	N/a	8.20pm – 9.20pm 2.20pm – 3.30pm No changes required
Westgate Primary School	Retain	<ul style="list-style-type: none"> Strong support from the school, parents and indeed pupils who have signed a petition for its retention supported by the local MP. School has actively promoted Sustainable travel and has already gained Gold accreditation on Modeshift Stars Has been nominated for regional Modeshift award 	N/a	8.20am – 9.20am 2.45pm – 3.45pm To be amended as below; 8.35am – 9.10am 3.00pm- 3.30pm
Woodlesford Primary School	Retain	<ul style="list-style-type: none"> Strong support from the school and parents 	n/a	8.20am – 9.30am 2.40pm – 3.50pm To be amended as below; 8.20am - 9.05am 2.45pm – 3.35pm