

Appendix B:

Proposed Approach to Selecting and Implementing School Streets in Leeds

This Appendix outlines the proposed approach to School Streets in Leeds following a period of trials between summer 2020 and summer 2022. It covers the following key stages of selection, preparation and maintenance:

1. Selection and Prioritisation
2. Scheme Preparation
3. Scheme Implementation
4. Scheme Maintenance and Monitoring

A full, detailed project outline which can be used for future School Street schemes is provided as **Appendix C**.

1.1 Selection and Prioritisation of School Streets in Leeds

An approach to the selection and prioritisation of future School Streets in Leeds was developed through the evaluation of the trials. These selection criteria have been designed to indicate the potential success and effectiveness of a School Street location. The intention is that this approach is applicable for all School Streets regardless of the way in which the scheme is funded. In the short term in Leeds, it is likely that funding sources will be DfT allocations such as the current Active Travel Fund (ATF) or contributions secured through planning for new schools or school expansions. It may be possible that some School Streets could be self-funded in a similar way to School Crossing patrols.

The proposed, three-staged approach is summarised in **Figure 1**. Stage 1 is a simple self-assessment consisting of yes/no questions for schools to determine whether their site might be suitable (**Figure 2**).

Figure 1:
Selection and Prioritisation Stages

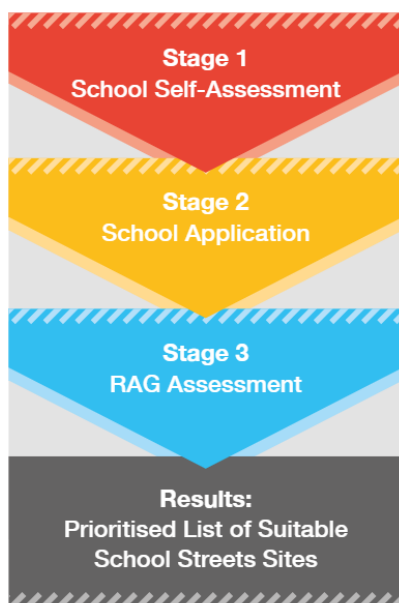


Figure 2:
Stage 1 Self-Assessment



Stage 2 is information or data that the schools are able to provide themselves as part of an application (**Figure 3**). A key part of the Memorandum of Understanding (MoU) with schools interested in having a School Street will be that they actively participate in the online Modeshift Travel Planning programme. There is a simple site audit template provided in Modeshift that, when followed, collects most of the information needed at Stage 2.

Stage 3 sets out additional data to be collected, mostly by Council officers e.g. traffic surveys. Each metric in Stages 2 and 3 has a RAG (red, amber, green) rating scale so that sites can be scored, ranked and prioritised (as shown in **Figures 3** and **4**).

It is proposed that a School Streets Steering Group is formed to make key decisions about the selection and prioritisation of future School Street sites. This group will have a membership from across the Council including ITB, Highways and Network Management engineers, Parking Services, Education with advice from other areas such as Air Quality and Public Health as required. Highways Board will remain the final decision-making body with a lead member briefing.

Figure 3: Stage 2 School Application

Stage 2: Expression of Interest (EOI) / Application to Council	
Percentage of pupils travelling to school by car	<p>Prioritise schools with higher levels of car use from latest available School MOT data</p> <p>RED <20% and >60% car use</p> <p>AMBER 20-29% and 51-60% car use</p> <p>GREEN 30-50% car use</p>
Park and Stride	<p>RED – No Park and Stride site available</p> <p>AMBER – Park and Stride site identified but concerns about accessibility/operability.</p> <p>GREEN – Accessible and operable Park and Stride site identified</p>
Number of streets affected by access restrictions	<p>To be used to assess consultation and engagement requirements and signage/enforcement resources required.</p> <p>RED – More than three streets likely to be affected by potential restrictions.</p> <p>AMBER – Three streets likely to be affected by potential restrictions.</p> <p>GREEN – One/two streets likely to be affected by potential restrictions</p>
Number of gateways accessible by motor vehicle in possible School Street. i.e., vehicular access points into the School Street Zone that would need signage	<p>To assess implications for signage/enforcement resources:</p> <p>RED – More than three public entry points accessible by motor vehicle.</p> <p>AMBER – Three public entry points accessible by motor vehicle</p> <p>GREEN – One or two public entry points accessible by motor vehicle.</p>
Proximity to other schools and relationships in terms of parking / access with those schools	<p>RED – Likely significant impact on nearby school(s) if School Street restrictions introduced</p> <p>AMBER – Possible impact on nearby school(s) if School Street restrictions introduced</p> <p>GREEN – No impact on nearby school(s) if School Street restrictions introduced</p>

Figure 4: Stage 3 RAG Assessment of Additional Data

Stage 3: Data Collection, Assessment of Applications and Prioritisation	
Road safety	<p>RED – No road traffic safety concerns identified AMBER – KSI data/LTP Casualty Reduction programme identifies issues at or close to potential School Street</p> <p>GREEN – KSI data/LTP Casualty Reduction programme identifies issues at or close to potential School Street, and other surveys reveal concerns by parents/ carers/ pupils and staff over safety of active travel journeys to school</p>
Air Quality	<p>To confirm locations where air quality issues may be present around schools. To be used to aid prioritisation and align with other Best Council priorities.</p> <p>RED – No concerns raised about Air Quality</p> <p>AMBER – Concerns raised about Air Quality close to school</p> <p>GREEN – Concerns raised about Air Quality close to school and data available to support concerns</p>
Traffic surveys	<p>To confirm problematic traffic movements at school opening and closing times before School Street restrictions:</p> <p>RED – No problematic traffic movements observed or identified from surveys.</p> <p>AMBER – Some problematic traffic movements observed or identified from surveys.</p> <p>GREEN – Problematic traffic movements observed or identified from surveys.</p>
Anticipated levels of parking displacement	<p>To be used to aid prioritisation/ assess suitability</p> <p>RED – Displaced parking likely to cause parking stress on adjacent streets to exceed 80%</p> <p>AMBER – Displaced parking likely to cause parking stress to be between 50 and 80%</p> <p>GREEN – Displaced parking likely to cause parking stress below 50%</p>
Proximity to other schools and relationships in terms of parking/ access	<p>Will designation of School Street adversely affect active travel journeys to nearby schools?</p> <p>RED – Likely significant impact on nearby school(s) if School Street restrictions introduced.</p> <p>AMBER – Possible impact on nearby school(s) if School Street restrictions introduced.</p> <p>GREEN – No impact on nearby school(s) if School Street restrictions introduced.</p>
Planned development/ highway works in vicinity	<p>Are works planned that would negatively affect the operation of a School Street?</p> <p>RED – Planned developments/highway works likely to negatively affect operation of a School Street.</p> <p>AMBER – Possibility planned developments/highway works may negatively affect operation of a School Street.</p> <p>GREEN – No planned developments/highway works likely to negatively affect operation of a School Street</p>
Other road traffic issues in vicinity of possible School Street	<p>To be used to isolate other issues that may influence residents' opinions of School Street proposals.</p> <p>RED – Ongoing road traffic issues that may influence residents' opinions of School Street proposals</p> <p>GREEN – No ongoing road traffic issues that may influence residents' opinions of School Street proposals</p>
Additional Criteria to Consider	Not RAG rated
Links to existing or planned active travel infrastructure	<p>Is the school close to existing or planned active travel infrastructure/improvements that would support active travel journeys to school?</p> <p>Narrative reporting required on likely impact of existing or planned active travel infrastructure on supporting increase in active travel journeys.</p>
Planned expansion of school	Impact of planned expansion of school on projected number of car journeys to school
Indices of Multiple Deprivation (IMD) data i.e., Living Environment Deprivation Domain, Income Deprivation Affecting Children Index (IDACI)	To be used to aid prioritisation and align with other Best Council priorities.

1.2 Selection and Prioritisation of Phase 3 School Streets

Whilst the evaluation of Phases 1 and 2 School Street trials was being carried out, funding from the DfT's Active Travel Fund Tranche 3 has been allocated by the West Yorkshire Combined Authority (WYCA) for School Streets in each West Yorkshire District. Current understanding is that there is £350k available for the implementation of school streets in West Yorkshire, £70k per District with an expectation that five schemes will be delivered per District allocating £14k per scheme including monitoring and evaluation.

A shortlisting exercise for Phase 3 School Streets has therefore begun using information collected in Phases 1 and 2 (including expressions of interest from schools) and applying the Stage 1 and 2 selection criteria identified through the evaluation.

A draft timetable for a Phase 3 of School Streets in Leeds is proposed as:

- ↓ Expression of Interest by LAs – April/May 2022
- ↓ Site visits and eligibility checks – October 2022
- ↓ Preferred list of 5-10 schools – November 2022
- ↓ Before monitoring surveys and data collection February - March 2023
- ↓ Confirmation of preferred sites and signing of MOUs – March/April 2023
- ↓ TRO and required consultation – March 2023
- ↓ Engagement – March-May 2023
- ↓ Implementation – September 2023

When a shortlist of five to ten schools has been identified and the schools contacted, another paper will be taken to Highways Board to agree their locations.

1.3 Designation of School Streets Through the Planning Process

When planning applications are submitted for new schools or the expansion of existing schools, where appropriate a School Street may be designated. The selection criteria and data collection should be applied to deem whether a School Street is likely to be appropriate and successful in addressing any school gate parking issues and encouraging families to choose sustainable travel modes for journeys to and from school. There has been one example to date where a School Street has been identified in a planning application for the expansion of Bramhope Primary School (planning reference: 21/09894/FU). There have been verbal discussions about the potential for School Streets at other potential school planning sites.

It is proposed that the approach to selection and methodology outlined in this paper for scheme preparation and implementation are followed regardless of how the scheme is identified and funded. School Streets secured through planning would need to meet the same selection criteria and commitments from all parties (including a Memorandum of Understanding) would need to be in place.

Cost estimates for a School Street are provided as **Appendix D**. Current estimates suggest each School Street costs approximately £19,000 to install and monitor for one year. This excludes Highways and Transportation staffing costs which for the implementation and ongoing maintenance of the fourteen trial sites have averaged out at 1.2 FTE hours.

An appropriate level of funding needs to be secured when planning consent is given, for each School Street that covers all stages from preparation, through installation (signage, TRO etc), and ongoing maintenance (education, correspondence, access permit renewal, enforcement etc). It is recommended that contributions of £25,000 are secured via planning where it is agreed that a School Street is appropriate. This figure should cover both capital and revenue staffing costs whilst the programme of School Streets is around 15-20 sites. Where applications are from private schools, these could be secured via a Section 106 Agreement. Where applications are from state or Academy schools funds will need to be secured via agreement and paid prior to the commencement of development.

2.1 Scheme Preparation

A key lesson learned from the trials and their evaluation is that more preparatory work and engagement prior to the installation of School Streets will maximise the impact of the schemes, address some misconceptions around roles and responsibilities, reduce the volume of correspondence and queries/complaints and improve compliance. The circumstances during

which the trials were implemented, during the height of the Covid-19 pandemic meant that some engagement and data collection activities would have been impossible.

2.2 Engagement and Education

It is proposed that a period of engagement and education takes place before any School Street is launched. The main steps to be taken included but not limited to:

- Before data collection required for site selection and prioritisation (mode of travel surveys, traffic counts, parking beat surveys, air quality, collision data);
- Consultation (online surveys or Commonplace consultation) with families, school staff and residents/commercial premises, emergency services, local members;
- Signing of the Memorandum of Understanding (MoU) (see below);
- Information pack issued by ITB, LCC to the headteacher for dissemination to all school staff (contents include draft wording for school comms, guidelines for volunteers etc);
- Training for school staff on how to create a travel plan on the Modeshift STARS website;
- All-school assembly;
- Lessons/activities to be completed for all school pupils – lesson plans provided by ITB, LCC;
- Communications sent home from school to parents/carers/families including links to further information online;
- Recruitment and training of volunteers to put out temporary signs and staff the School Street zone;
- Negotiation of Park and Stride terms of use with any land-owners and production of maps and terms of use;
- Preparation of risk assessments.

2.3 Memorandum of Understanding (MoU)

A key recommendation from the evaluation is that a Memorandum of Understanding (MoU) will help to ensure that there is a better understanding of roles and responsibilities on all sides and therefore a better management of expectations from the outset about what can/cannot be addressed by who. Examples of School Street MoUs from other Local Authority areas are being used to draft the content of a Leeds School Street MoU.

3.1 Scheme Implementation

A detailed project outline detailing the tasks required to install a School Street is provided as **Appendix C**. It sets out the tasks required to install a School Street.

3.2 Traffic Regulation Orders (TROs)

Temporary Traffic Regulation Orders (TTROs) were used for the trial School Streets in Leeds. Where schemes were retained (twelve out of fourteen), permanent TROs were made when the 18-month TTROs expired.

Current advice from the evaluation study, other local authorities and colleagues in Traffic Engineering is that Experimental Traffic Regulation Orders (ETROs) are the most suitable type of Order for new School Streets as they allow greater flexibility during an initial trial period for each site before Orders are made permanent and offer the opportunity to respond to the school community's, families' and residents' lived experience of and feedback on the restrictions rather than their expectations of what is written 'on paper'. ETROs allow consultation to continue after the order becomes live. Amendments have been made to both the physical the extent (reductions in size) and the timings of restrictions during the trial periods. An ETRO allows these amendments to be made.

Once an ETRO comes into force, there is a six-month period in which objections can be made. If the ETRO is subsequently modified, objections can be made in this period starting from the date of the changes. An ETRO order can be made permanent under regulation 23 of the Road Traffic Regulation Act 1984. As long as the requirements specified in paragraph 3 of regulation 23 have been complied with, there is no need to comply with regulations 6 (consultation), 7 (notice of proposals) and 8 (objections) when making the order permanent. An ETRO has a lifespan of up to 18 months unless revoked, amended or made permanent.

4.1 Scheme Maintenance Monitoring and Evaluation

4.2 Compliance and Enforcement

Another key recommendation from the Evaluation Study was that a clear enforcement regime is agreed with and communicated to all relevant parties to improve levels of compliance and maintain the integrity of the School Streets programme.

The current position for enforcement is:

- The relevant legislation is the Road Traffic Regulation Act 1984 and the offence is: “Contravene a Local Traffic Order (other than parking) - £50 fine and 0 penalty points (Police only enforcement).
- It has been confirmed that Neighbourhood Policing Team (NPT) officers including PCSOs can issue a non-endorsable Fixed Penalty Notice (FPN) for contravention of the School Street TRO issuing a fine of £50 using offence code RR84171 “Vehicle contravene local traffic order other than parking (e.g. bus lane)”.
- A Community Safety Accreditation Scheme (CSAS) was identified as necessary to allow Leeds City Council to enforce School Streets. CSAS is a voluntary scheme under which chief constables can choose to accredit employed people already working in roles that contribute to maintaining and improving community safety with limited but targeted powers. Trained Civil Enforcement Officers have the power to flag vehicles down, check access permits / exemptions and direct traffic as required. Any need for further action is passed to West Yorkshire Police (WYP). There is currently one civil enforcement officer who has undertaken CSAS training.

It is therefore recommended that:

- Additional civil enforcement officers undertake CSAS training.
- A commitment is made by Parking Services to visit each School Street at least once per school term and address any incidents of non-compliance, passing drivers’ details to WYP where necessary.
- A service level agreement is made between LCC and WYP for the circumstances in which Fixed Penalty Notices will be issued for non-compliance with School Street TROs.

These recommendations need to be agreed with Parking Services and West Yorkshire Police. There is now the option to apply to the Secretary of State for Transport, DfT for a Designation Order under Part 6 of the Traffic Management Act 2004. This allows local authorities to be designated as an enforcement authority with moving traffic enforcement powers in its jurisdiction, so that civil enforcement of moving traffic contraventions, including prescribed traffic signs for use at School Street schemes can be undertaken. This Order would allow the use of ANPR camera technology to enforce moving traffic offences. Although Leeds will be applying for the so-called Part 6 Powers, this will be for specified schemes initially and not for School Streets. This is unlikely to be an option for enforcing School Streets for the foreseeable future. It is also understood that exemptions would need to be stricter if ANPR cameras are to be considered.

4.3 Monitoring and Post-Implementation Feedback

Ideally continuous data collection and monitoring will be conducted once schemes have been installed. It is proposed that as a minimum, before monitoring data collection exercises are repeated between 12-18 months after the scheme is launched (ideally at a similar time of year) to monitor whether the scheme objectives are being met and to assess what impact the School Street is having (see **Appendix C**). This will also allow direct before-and-after comparisons.

It is important that a communications plan is in place to share the results of post-implementation monitoring, particularly to celebrate scheme success with the schools and wider communities. Simple photographs and video footage are essential.

Using the monitoring data and feedback, a decision will need to be made for each scheme about its continuity and permanency. It is proposed that after a period of 18 months ETRO the options are:

- Make changes to the scheme based on collated feedback such as changes to operating timings, the extent of the Order, location of signage.
- Make the Order permanent as it is, continuing the scheme in its current design.
- Leave the ETRO to expire and take action to withdraw the scheme (including appropriate consultation).
- Replace the scheme with a new traffic management scheme, restrictions, measures.

In the case of all of the above, the ITB team will continue their offer to support schools using the Modeshift Travel Plan framework.

4.1 Funding and Resourcing

The evaluation emphasised the importance any future School Streets programme being adequately resourced with capital, revenue funds and staff time. Important stages of before monitoring, data collection and scheme preparation were missed or curtailed during the trials owing to the 'Emergency' nature of the funding and implementing the schemes quickly in response to the Covid-19 pandemic. The evaluation recommends that these are vital steps that should not be missed in future.

The ITB team has managed the trial from its inception with support from colleagues in Traffic Engineering and Parking Services. This has been delivered in addition to pre-Covid workloads and resources were diverted from other ITB services to meet this demand. A notable proportion of the ITB team's pre-Covid workload was paused during the pandemic as travel to workplaces, schools and other Travel Plan sites with planning obligations was significantly reduced. It is important that this Travel Plan review work, including working with other (non-School Street) schools to encourage sustainable travel, is recommenced in 2022. Planning contributions are secured for the review of workplace, residential and school Travel Plans. The staff resource that was therefore available to support the delivery of School Street trials now has competing workload demands.

A review of time booked to School Streets codes in Timemaster timesheet software gives an insight into the level of staff resource that has been dedicated to the School Streets trials. On average, School Streets schemes have required 1.2 full time equivalent (FTE) staff hours (37 hours/week) throughout their implementation. The hours booked to these project codes peaked at 5.2 FTE hours in Sept 2020. Since the installation of all trial schemes in September 2020, the equivalent of 0.8 FTE hours continues to be booked. This does not include staff time from teams outside of Highways and Transportation e.g. Parking Services.

It is proposed that the ITB team can continue to manage the implementation of Phase 3 School Streets (plus the one currently secured through planning) and oversee the post-implementation

monitoring and maintenance of the twelve Phase 1 and Phase 2 School Streets. However, additional staffing resource will be needed to support an enhanced programme and any additional site locations. ITB does not have the capacity to support additional School Streets without continuing to significantly reduce Travel Plan review and support offered to schools, workplaces and residential developments. At least an additional SO2 officer post is required to oversee an enhanced School Streets programme.

To date, the School Streets trial has been supported by monies from the Emergency Active Travel Fund ((E)ATF) – tranches 1 and 2, with a third funding allocation from DfT via WYCA currently being agreed. School Streets costings based on experience in Leeds to date have been provided in **Appendix D**. Each School Street costs an average of £19,000 to implement, but varies depending on factors such as the geographical extent of each scheme, the number of schemes per TRO, number of gateways etc. This figure includes signage, consultations and TRO costs. TRO costs can be reduced if multiple schemes are covered under the same order. This figure does not include staffing costs, enforcement or ongoing maintenance such as sign replacement.