



Committee and Date

Cabinet

19 October 2022

Item

Public

## **SCHOOL STREETS, SHROPSHIRE**

**Responsible  
Officer**

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### **1. Synopsis**

The purpose of this report is to seek cabinet approval to mandate School Streets across Shropshire.

### **2. Executive Summary**

- 2.1. School Streets are streets outside of school gates that are pedestrianised (except for permit holders) during school drop off and pick up times. Highway Authorities across the UK and wider have been implementing School Streets for a number of years, ensuring that child safety is of utmost priority.
- 2.2. A change in legislation from the Department of Transport enables Shropshire Council to apply for "moving traffic offences" powers to enforce School Streets using Automatic Number Plate Recognition (ANPR) cameras. By using cameras, a larger number of schools will be eligible for the scheme. Once granted the powers, Shropshire Council, as the highway authority, will be able to enforce.
- 2.3. School Streets, where traffic is restricted on roads outside schools at pick-up and drop-off times during term-times, make it safer and easier for children to walk, scoot and cycle to school. This reduces children's exposure to air pollution on part of their journey to school and from cars with idling engines outside the school gates. Government funding and associated guidance which specifically encourages School Streets, make it possible for more children across England to benefit from this initiative.
- 2.4. Restricting cars outside schools enables children to safely egress and digress from school. The lack of vehicular movements ensures a

safe space outside the school gate, thus encouraging an increase in active travel.

### 3. Recommendations

#### That Cabinet approves:

- 3.1. Approval to apply for Moving Traffic Offences Powers to use ANPR cameras from the Department for Transport to launch a rolling programme of School Streets across Shropshire
- 3.2. An 18 month pilot of 6 School Streets across Shropshire to include full monitoring and evaluation using an Experimental Traffic Regulation Order (ETRO). This pilot will include full monitoring and evaluation for 1 year where a decision will be made whether to amend the scheme, make it permanent or withdraw the scheme.
- 3.3. On receipt of the full report findings of the 6 pilot schools, a paper to be presented to cabinet with final recommendations.
- 3.4. Any surplus arising from enforcement of School Streets to be reinvested back into the School Streets project to enable the continued rollout across the county.

## REPORT

### 4. Risk Assessment and Opportunities Appraisal

- 4.1. **Risk:** Objections to School Streets from residents within the School Streets zone.
- 4.2. **Mitigation:** Residents can object to the scheme during the 18-month pilot. These objections will be assessed on an individual basis and presented in an officer decision report. The purpose of School Streets is to create a reduced traffic area. Each objection will be determined against the overall aim of child safety.
- 4.3. **Risk:** Due to the pedestrianisation of school streets except for permit holders, neighbouring roads may raise concerns of displacement of traffic.
- 4.4. **Mitigation:** Research suggests that implementing a School Street does not cause huge traffic displacement as a result of the scheme and increases the number of families actively travelling.
- 4.5. **Risk:** Conflict of road users

- 4.6. **Mitigation:** Parents, residents and the school community will be reminded that the road is operational to permit holders only.

#### **4.7 Equality, Social Inclusion and Health Impact**

- 4.7.1 An initial Equality, Social Inclusion and Health Impact Assessment (ESHIA) has been carried out. This screening indicated that this scheme, at pilot stage and if rolled out across Shropshire, will be anticipated to have a positive impact on children, young people and their families and carers. It is therefore anticipated to have a positive impact for the Protected Characteristic groupings of Age, Pregnancy and Maternity, and Sex, with the latter two picking up on caring responsibilities.
- 4.7.2 The School Streets scheme will allow these groups of people to get to and from school in a lower traffic environment, resulting in cleaner air and a positive environment. It is accordingly also anticipated to bring positive impacts in terms of mental wellbeing, and thus a positive impact for the Protected Characteristic grouping of Disability.
- 4.7.3 As well as children and young people and their families and carers, the benefits are anticipated to extend to teachers and support staff at the schools, visitors to the school and governors, and residents on the streets affected, as they will benefit from a calm, low traffic school run environment which will result in cleaner air.
- 4.7.4 Concerns which could be raised in the initial engagement about reduced access for residents who have disabilities and/or may be frail by virtue of their age are mitigated by making the motor vehicles belonging to the following groups of drivers eligible for an exemption permit, to enable them driving in the School Street during the hours of operation:
- a) Blue Badge holders
  - b) Schools buses and vehicles used in the transport of children and adults with special access needs, including private vehicles, taxis and minicabs declared for such use and registered with the school or with the Council. In exceptional circumstances the school may also request a temporary waiver to enable vehicle access for situations such as a pupil with a temporary injury affecting mobility.

### **5. Financial Implications**

- 5.1 The proposed School Streets scheme would be 100% funded from the DfT Active Travel Fund Tranche 4 and is estimated to cost approximately £312,000 for 6 schools. The cost of schools with two

cameras is estimated at £62,000 and the cost of schools with one camera is £31,000. We will apply for funding from Active Travel England to implement School Streets. Ongoing costs of the scheme will include camera maintenance and streaming. This is approximately £3000 per camera per year.

- 5.2. The implementation of additional signs and cameras would place a requirement on the Authority to maintain them to an acceptable standard and would consequently incur additional ongoing revenue costs. This could be offset through PCN's issued through the scheme.

## **6. Climate Change Appraisal**

- 6.1. Each School Street will have an air quality monitor within and outside the zone. This will be to establish the change in air quality before and after the implementation of the scheme. An air quality monitor will be put up inside and just outside the zone prior to the start date of the school street. It will monitor the air quality from before and during the scheme to determine if there has been a reduction in carbon emissions. (see appendix 1)
- 6.2. Children are most at risk when it comes to poor air quality and pollution. Children are particularly impacted by air pollution because they breathe faster and are more physically active, have narrower airways, and their brains and lungs are still developing<sup>1</sup>. Levels of air pollution that would cause only slight irritation in an adult can result in potentially significant obstruction in the airways of a young child.<sup>2</sup>

## **7. Background**

- 7.1. Shropshire already has one School Street at Coleham Primary School. This School Street was implemented throughout Covid using Covid powers. Whilst the scheme has been positive, there are reports that people are moving the cones to gain access to the street. ANPR cameras would ensure that the scheme is adhered to at all times.
- 7.2. School Streets have been rolled out across the UK. They have proven to be successful in increasing active travel levels to school as well as creating safer environments outside the school gates.

## **8. Additional Information**

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<sup>1</sup> UNICEF (2016) Clear the Air for Children

<sup>2</sup> Mott L (1997) Our children at risk. The 5 worst environmental threats to their health. Report for National Resources Defence Council.

- 8.1. Should cabinet approve the use of ANPR cameras, a 6 week consultation will be carried out with residents as part of the approval process for obtaining Moving Traffic Offences powers. This 6 week consultation will occur before the start of the pilot.
- 8.2. Regulatory services will be undertaking the enforcement work, but we will need additional posts to undertake this additional work
- 8.3. The pilot will run for an 18 month period and will receive full monitoring. We will then bring the results of the pilot back to cabinet with the intention of rolling out the scheme further if successful.

## 9. Conclusions

- 9.1. A rollout of School Streets would ensure safety of pupils across Shropshire, as well as providing opportunity for behaviour change to active modes.

**List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)**

**Cabinet Member (Portfolio Holder)**

Kirstie Hurst-Knight

**Local Member**

**Appendices**

Appendix 1: Implementation of School Streets

Appendix 2: ESHIA

## **APPENDIX 1- SCHOOL STREETS**

### **A. 1.1 SCHOOL STREETS OVERVIEW**

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Between 2006 and 2011, insurance figures showed there were more than half a million vehicle collisions on roads around schools in the UK, resulting in more than 1,000 child injuries and casualties a month<sup>3</sup>. While these numbers have fallen since, we are dedicated to practises and policies that ensure that children in Shropshire can attend school as safely as possible.

School Streets are restricted streets (or zones) in areas around busy schools that become "*Pedestrians & Cycles Only*" for part of a day, usually during peak school hours. This means that motor vehicles are not permitted to enter or drive in these streets while the restrictions are active unless they have a valid School Street (SZ) permit.

### **B. 2.1 JUSTIFICATION**

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The UK's continued growth in car ownership (+9% in the last 5 years, significantly faster than the +2.5% over the 5 years prior<sup>4</sup>) and a decade high peak in the number of children coming into school age (+22% compared to 10 years earlier<sup>5</sup>) are adding to the pressure in school roads. These factors follow economic and population cycles, which are forecast to grow significantly above the UK average over the next decade. The naturally occurring cycles can therefore not be relied on to automatically resolve the traffic and parking situations experienced by many schools. The presently worsening situations cannot be resolved without introducing some form of discouragement to driving.

Reducing the number of vehicles around schools not only reduces the potential for vehicle and pedestrian collisions, but there are additional health benefits as well. The latest figures from Public Health England suggest that the number of deaths per year that can be attributed to poor air quality has increased to over 28,000 in England. Traffic is the main contributor to reduced air quality and, while it has an effect on everyone's quality of life, some of the people who suffer the most are the very young. It is intended that reducing traffic around school entrances will improve safety, reduce pollution and make sustainable methods of travel more appealing.

### **C. 3.1 KEY PERFORMANCE INDICATORS**

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School Streets are a relatively young concept. They were first introduced in Milan and the idea was imported by Hackney Council in 2017. While the

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<sup>3</sup> Road Safety Analysis (RSA) research body in collaboration with Axa Car Insurance

<sup>4</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/716075/vehicle-licensing-statistics-2017-revised.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/716075/vehicle-licensing-statistics-2017-revised.pdf)

<sup>5</sup><https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/livebirths/bulletins/birthsummarytablesenglandandwales/2017>

creation of School Streets is an approach that is increasingly being used across the UK, with cities such as Edinburgh and Leeds also creating their own School Street schemes, we want to make sure they work for Shropshire. Therefore the School Street scheme will be first be implemented as a trial to assess their impact and if the situation has improved.

Section 9 of the Road Traffic Regulation Act 1984 permits the Council to create an Experimental Traffic Order for a period of up to 18 months. Within this 18-month period, the decision will be made to make the 6 trial School Streets permanent, amend the scheme based on the requirements identified during the trial period or revoke the scheme. This decision will be made on a number of factors including;

- 1) Vehicle counts (reduction or increase)
- 2) Air quality improvements
- 3) Impact of parking displacement
- 4) Positive/negative survey results from parents and residents
- 5) Numbers of offending vehicles and fines issued
- 6) Feedback from Schools
- 7) Shift towards sustainable transport methods and active travel uptake

### **3.2 Widening of the Scheme**

As we need to make sure the scheme can be successfully implemented in Shropshire, we will not consider introducing School Streets at other locations until the results from the trial period have been collated and analysed. However, interest in introducing School Streets at other locations will be recorded.

## **D. 4.1 SCHOOL SELECTION CRITERIA**

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We are already working hard to support schools across Shropshire promote road safety through the Road Safety Team, make improvements to walking/cycling facilities and develop Active Travel Plans. However, in areas around some schools, the safety concerns and problems caused by vehicle access and inconsiderate driver behaviour are so severe that the introduction of School Streets has been considered as an important step in alleviating these pressures.

## **E. 5.1 ENGAGEMENT**

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The Local Authorities Traffic Order Procedure (England and Wales) Regulations 1996 places a duty upon the Council to properly consult on any proposals that may result in a Traffic Order and require the giving of appropriate notices and the receiving of representations from the resulting engagement.

### **5.2 School Engagement**

Each school that is part of the trial will receive dedicated support to increase the number of people travelling to school sustainably. Parent meetings will be held to explain the School Street scheme as well as finding volunteers to establish initiatives to promote walking to school. Staff will consult with pupils in the schools to better understand how pupils can feel safe travelling to school and how we can encourage more sustainable travel to school. We will encourage children to come up with a number of ideas that are going to encourage cross school competition, as well as using the WOW tracker by Living Streets<sup>6</sup>, a system to monitor their travel behaviour.

### **5.3 Resident Engagement**

Letters will be sent to residents within the proposed School Street zones as part of the statutory consultation period. Site notices will also be displayed in the area for the general public.

### **5.4 Other Stakeholder Engagement**

The council will consult with Royal Mail regarding their operational requirements around the School Street areas. Their response is likely to justify the inclusion of an official exemption for Royal Mail vehicles undertaking their duties being included in the Traffic Order. In accordance with Part III, Schedule 9 of the Road Traffic Regulation Act 1984, the Council will also consult with the relevant partners.

## **6.1 ACTIVE TRAVEL**

A generation ago 75% of children walked or made use of sustainable transport methods to travel to school, now this figure has been halved<sup>7</sup>. An active lifestyle leads to short and long term health benefits including maintaining a healthy weight, improved self-confidence, improved social skills and reduced symptoms of anxiety and depression. 1 in 10 children entering primary school in Shropshire are already obese, rising to 1 in 6 by age 10-11 years<sup>8</sup>. The commonest cause of death for children aged 5-14 is being hit by a vehicle.

The increase in car use influences parents' perception of child safety, further making them feel compelled to drive their child to school, thus making the problem worse. This self-perpetuation demands a strong measure, to help reverse the unsustainable trend of an increasing number of children being driven to school for relatively short journeys. Making our streets more child-friendly will reduce casualty rates and increase parents' confidence in allowing their children to be physically active outdoors. Making regular physical activity a routine part of life, including getting to and from school, is an essential habit for life, to improve children's health now and as they grow up.

<sup>6</sup> <https://www.livingstreets.org.uk/products-and-services/projects/wow-travel-tracker>

<sup>7</sup> Living Streets, School Street Toolkit, [www.livingstreets.org.uk](http://www.livingstreets.org.uk)

<sup>8</sup> Report of the Childhood Obesity Task and Finish Group, Shropshire



Croydon Council has shown that when Active Travel initiatives are carried out in conjunction with the School Streets road closures, the impact can be significant<sup>9</sup>. Croydon carried out before and after surveys one year apart. These indicated their pilot School Street schemes have considerably reduced reliance on car use. They identified a 15% (worst case) to 62% (best case) uptake in cycling, scootering and walking, and a 15% to 25% reduction in car use.

## **6.2 Active Travel Plans**

A key part of the School Street scheme is the development of Active Travel Plans by schools. Ensuring that every school in Shropshire will develop an Active Travel plan – including training and/or infrastructure improvements will allow Shropshire Council to have a rolling programme of infrastructure led changes outside schools.

Shropshire Council will have Active Travel to Schools officers in place to support this commitment and all schools signing up to the School Street scheme will be required to have an Active Plan in place. Working together, the first step is to explore how and why people are travelling to your school by car. Using this information, each school then develops an action plan. The action plan will identify how the school can encourage a reduction in car use and increase active modes of travel. The success of the action plans will be monitored as part of the appraisal of the School Street scheme.

## **F. 7.1 ENFORCEMENT**

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In recent times the Council has increased many parking controls around school entrances in an effort to increase safety and promote sustainable travel; but to limited effect. Unfortunately this has not led to a change in driver behaviour and the car is still seen by many as the default method of transport. This may be because traditional enforcement methods are problematic and deploying parking enforcement officers is rarely effective in changing driver behaviour, especially considering the significant numbers of schools that are in the Shropshire area.

## **7.2 Enforcement Method**

The School Street scheme is instead monitored by cameras under our civil powers to enforce moving traffic contraventions. Schedule 7 of the Traffic Management Act 2004 allows the Council to enforce vehicles breaching a prohibition on motor vehicles (contravention code 52m) by issuing PCNs to offenders. Traffic enforcement cameras will be used to monitor vehicles illegally driving in School Streets and PCNs will be issued to offenders.

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<sup>9</sup> CROYDEN COUNCIL SCHOOL STREET REPORT TO: TRAFFIC MANAGEMENT ADVISORY COMMITTEE 2 May 2019

The current penalty for this contravention is £70, which is reduced to £35 if paid within 21 days. The penalty amount will increase if the PCN is ignored and ultimately we may register the debt at the County Court.

The statutory guidance recommends that for a period of six months following implementation of enforcement of moving traffic contraventions, at each particular camera location, local authorities outside London should issue warning notices for first-time moving traffic contraventions. The warning notice will advise that any further moving traffic contravention would result in the issue of a Penalty Charge Notice. See the explanation of the 3 statutory instruments bringing the moving traffic enforcement into force and also the statutory guidance published by the DfT

### **7.3 Enforcement Times**

All our School Streets will not operate at the weekends, during August and when Schools are closed. The times of enforcement will be published on the Council's website. The regulatory signs during the trial period will be "bagged" while the restriction is not active. If the scheme is successful we will investigate the use of signs stating "when lights flash" as these can be pre-programmed and will reduce the requirement on Council officers to bag the traffic signs when the School is closed.

### **7.4 Representations and Appeals**

If a recipient of a PCN believes it should not have been issued they can appeal through the normal Council disputes process, as determined by the Civil Enforcement of Road Traffic Contraventions (Representations and Appeals) (England) (Regulations 2022). All our School Streets will be prominently signed and well-advertised so that they are fully enforceable. While all disputes will be considered on their own merit, we take the safety of schoolchildren very seriously so it is unlikely that the fine will be cancelled unless very good reasons are given, for example, the appellant had to drive in the restricted zone due to an emergency. If the Council rejects an appeal there is a further right of appeal to an independent adjudicator at the Traffic Penalty Tribunal.

## **G. 8.1 PERMITS**

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While the purpose of the scheme is to reduce the number of vehicles driving and parking around school entrances to as few as possible, careful consideration has been given to balancing the needs of residents. Access will still be provided for residents and for those with mobility issues. All permits and waivers will be virtual, so there is no need to physically display anything to a vehicle.

### **8.2 Residents**

Residents will be provided with permits to exempt them from the School Street restrictions, provided that their vehicle is registered to their address and that address is part of the School Street permit scheme.

School Street permits for residents will be free of charge and there will be no limit on the number of permits residents can apply for.

### **8.3 Blue Badge Holders**

The Blue Badge scheme is a national scheme to provide those with additional requirements the ability to park as close to their intended destination as possible. It is important to recognise that the Blue Badge scheme is an essential lifeline to many and the Council also has an obligation under the Equality Act 2010 to ensure that this lifeline is not hindered. In view of this Blue Badge holders will be provided with permits to exempt them from the School Street restrictions, provided that they are a parent or guardian of a child in a School Street with a Blue Badge, a Blue Badge holder themselves, or a member of staff at a school in a School Street who is a Blue Badge holder.

School Street permits and waivers for Blue Badge holders' will be free of charge and there will be a limit of two permits per Blue Badge Holder to account for the fact that Blue Badges are not vehicle specific. Waivers will also be issued on a temporary basis for visitors to residents who hold a blue badge with a limit of one vehicle per application per Blue Badge holder.

### **8.4 Visitors**

General visitors to properties within the School Street zone will not be exempt from the restrictions, including those visiting the School. During restricted times visitors will need to make alternative arrangements, such as parking outside of the restricted zone. Vehicles belonging to visitors that are already within the School Street before the times of operation will be able to leave without incurring a fine.

Experiences from other Councils<sup>10</sup> have demonstrated that, while initial concerns were raised from residents regarding the lack of visitor permits, once the scheme was implemented the concerns raised by residents did not materialise. Additionally, it was found that due to the reduction in car usage by parents, parking became easier for visitors in areas in the immediate vicinity of the school street. Access issues are in part mitigated by compromising the size of the restricted zones and the time periods when they are active, where a smaller zone results in shorter and more tolerable walk for visitors who must park outside a zone and a shorter duration reduces the potential for inconvenience.

### **8.5 Deliveries**

Deliveries to properties within the School Street zone will not be exempt from the restrictions, including those delivering to the School. Experiences from other Councils shows that, after initially providing delivery drivers

<sup>10</sup> 3.2.8 CROYDEN COUNCIL SCHOOL STREET REPORT TO: TRAFFIC MANAGEMENT ADVISORY COMMITTEE 2 May 2019

with exemptions, this proved counterproductive. It was found that, in the main, delivery drivers are already aware of the problems outside busy schools at peak times so had adjusted their delivery patterns. Once the School Street scheme had been implemented this was then changed to specifically turn up during peak times as the streets would be clear of traffic, which was contrary to the intentions of the scheme. Delivery vehicles, in particular goods vehicles, can cause specific issues due to their size and limited visibility. In dead end streets this causes greater safety concerns around children when they have to perform manoeuvres to then exit the street. The impact on home deliveries is therefore considered small and acceptable, but will be reviewed as part of the monitoring of the scheme.

## **8.6 School Staff**

School Staff will not be automatically exempt from the School Street scheme, however it is recognised that some school staff have extra responsibilities that may mean they require a waiver such as first aid response. Where there are exceptional circumstances, as confirmed by the Head teacher of the relevant school, waivers may be issued.

## **8.7 Traffic Order Exemptions**

The Traffic Regulation Order will automatically exempt the following:

- a) Motor Vehicles being used for Statutory Police, Ambulance, Fire & Rescue, National Crime Agency, Special Forces or Bomb Disposal Service purposes and where the observance of the prohibition would be likely to hinder the use of that Motor Vehicle for that purpose
- b) Any Bus in the service of a School in a School Street acting with written permission from the Council
- c) Motor Vehicles registered with the Council as having a valid Permit
- d) Motor Vehicles being used for the following purposes and only if that Motor Vehicle cannot be used for that purpose in any other length of Road or at any other time and where the observance of the prohibition would be likely to hinder the use of that Motor Vehicle for that purpose:-
  - i) For the removal of obstruction to traffic
  - ii) The maintenance improvement or reconstruction of any part or parts of the Road
  - iii) The maintenance repair replacement or improvement of any street furniture, notice or sign
  - iv) In connection with building, excavation or demolition operations
  - v) In connection with the maintenance, repair, laying, erection or alteration in or adjacent to the Road of any pipe, main or apparatus for the supply of gas electricity water or any electronic

communications apparatus as defined in the Communications Act 2003

- vi) In connection with the enforcement of Road Traffic Contraventions pursuant to Part 6 of the 2004 Act and the 2013 Regulations, or;
- vii) In connection with the delivery or collection of Postal Packets where that vehicle is a marked Vehicle in the service of a Universal Service Provider in the course of the provision of a Universal Postal Service

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## **I. 10.1 LEGAL CONSIDERATIONS**

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### **10.2 The Road Traffic Regulation Act**

Section 122 of the Road Traffic Regulation Act 1984 puts a duty on the Council to exercise its powers under that Act so as to secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians, and the provision of suitable and adequate parking facilities on and off the highway having regard to:-

- a) The desirability of securing and maintaining reasonable access to premises;
- b) The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- c) The national air quality strategy;
- d) The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- e) Any other matters appearing to the local authority to be relevant.

Recent High Court authority confirms that the Council must have proper regard to the matters set out at s 122(1) and (2) and specifically document its analysis of all relevant section 122 considerations when reaching any decision. The Council is satisfied that this document provides that analysis.

### **10.4 Enforcement Legislation**

Enforcement is carried out under the Traffic Management Act 2004 and the [Civil Enforcement of Road Traffic Contraventions \(Approved Devices, Charging Guidelines and General Provisions\) \(England\) Regulations 2022/71](#). The Council already carries out civil moving traffic enforcement of other contraventions such as vehicles illegally stopping in box junctions or performing prohibited turns. The enforcement of School Streets follows the same legal measures so the Council is

already well equipped and no further enforcement procedures are required. This is the same for the appeals process governed by the Civil Enforcement of Road Traffic Contraventions (Representations and Appeals) (England) Regulations 2022. The Council already has a appeals team and full training on the School Street scheme has already been provided.

## **J. 12.1 ENVIRONMENTAL IMPACT**

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The School Street schemes are expected to improve air quality at the school entrance. The reduced car use will further contribute to reducing congestion and air pollution in a wider area. It is recommended to quantify this improvement for future considerations, by measuring the air quality before and after introducing the presently proposed schemes.

## **K. 13.1 CRIME AND DISORDER IMPACT**

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Hostility and aggressive behaviours are presently recorded occurrences experienced by driving parents, other road users, school staff, and residents and parking enforcement officers. The disorderly behaviours can be intimidating and sets a bad example to the high number of children that concentrate near the school entrance. The School Street schemes can significantly reduce and displace such disorder away from the school entrance.

## **L. 14.1 PRIVACY AND DATA PROTECTION**

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ANPR will be used in Shropshire for civil traffic enforcement and are proven to operate within the Surveillance Commissioners Codes of Practice. We will write to residents and occupiers within the zones about how the proposed School Street would be enforced using ANPR cameras, further explaining that the camera will focus strictly on the traffic entry point to the street. The ANPR camera cannot be turned or used for any other purpose, such as for spying or recording anti-social behaviour. Recordings are triggered solely on the detection and for the duration of a driving contravention. The ANPR cameras are approved by the English Ministers as suitable for this type of enforcement.

**APPENDIX 2**

**Shropshire Council**  
**Equality, Social Inclusion and Health Impact Assessment (ESHIA)**  
**Initial Screening Record 2021-2022**

**Summary Sheet on Accountability and Actions****Name of proposed service change**

School Streets Proposal for Shropshire

**Name of lead officer carrying out the screening**

Rhiannon Letman-Wade  
 School Travel Plan Co-ordinator

**Decision, review, and monitoring**

<b>Decision</b>	<b>Yes</b>	<b>No</b>
Initial (part one) ESHIA Only?	ü	
Proceed to Full ESHIA or HIA (part two) Report?		ü

***If completion of an initial or Part One assessment is an appropriate and proportionate action at this stage, please use the boxes above. If a Full or Part Two report is required, please move on to full report stage once you have completed this initial screening assessment as a record of the considerations which you have given to this matter.***

**Actions to mitigate negative impact or enhance positive impact of the service change in terms of equality, social inclusion, and health considerations**

School Streets, where traffic is restricted on roads outside schools at pick-up and drop-off times during term-times, make it safer and easier for children to walk, scoot and cycle to school. This reduces children's exposure to air pollution on part of their journey to school and from cars with idling engines outside the school gates. Government funding and associated guidance which specifically encourages School Streets, make it possible for more children across England to benefit from this initiative.

It is anticipated that this scheme, at pilot stage and if rolled out across Shropshire, will have a positive impact on children, young people and their families and carers. It is therefore anticipated to have a positive impact for the Protected Characteristic groupings of Age, Pregnancy and Maternity, and Sex, with the latter two picking up on caring responsibilities.

The School Streets scheme will allow these groups of people to get to and from school in a lower traffic environment, resulting in cleaner air and a positive environment. It is accordingly also anticipated to bring positive impacts in terms of mental wellbeing, and thus a positive impact for the Protected Characteristic grouping of Disability.

As well as children and young people and their families and carers, the benefits are anticipated to extend to teachers and support staff at the schools, visitors to the school and governors, and residents on the streets affected, as they will benefit from a calm, low traffic school run environment which will result in cleaner air.

**Actions to review and monitor the impact of the service change in terms of equality, social inclusion, and health considerations**

School Streets have been rolled out across the UK. They have proven to be successful in increasing active travel levels to school as well as creating safer environments outside the school gates. Children, young people and families in Shropshire will also be better placed to choose to travel actively

The recommendations are for an initial 18 month pilot of 6 School Streets across Shropshire to include full monitoring and evaluation using an Experimental Traffic Regulation Order (ETRO), and use of ANPR cameras. As such this will draw upon findings from the equality impact assessment carried out for the Crowmeole Lane ANPR scheme in Shrewsbury, earlier this year.

It will also draw upon learning from the School Street already in operation at Coleham Primary School. This School Street was implemented throughout Covid using Covid powers. Whilst the scheme has been positive, there are reports that people are moving the cones to gain access to the street. ANPR cameras would ensure that the scheme is adhered to at all times.

On receipt of the full report findings of the 6 pilot schools, a full mandate of the rolling programme across the county.

Residents can object to the scheme during the 18 month pilot. These objections will be assessed on an individual basis and presented in an officer decision report. The purpose of School Streets is to create a reduced traffic area. Each objection will be determined against the overall aim of child safety

Monitoring and evaluation of the scheme will happen quarterly throughout the 18 month pilot. On approval by Cabinet of the scheme, officers will engage with the schools that from part of the pilot, school



community, governing body, residents of the affected street and residents who live within 100m of the School Street.

Data collected will include traffic and parking surveys, school hands up survey (to assess levels of active travel amongst pupils), air quality monitoring and resident surveys.

### **Associated ESHIAs**

- Crowmeole Lane Automated Number Plate Recognition proposal March 2022
- Pedestrianisation trial and contraflow cycleway trial in Shrewsbury, 2020 and 2021
- Shropshire Plan May 2022

### **Actions to mitigate negative impact, enhance positive impact, and review and monitor overall impacts in terms of any other considerations. This includes climate change considerations**

#### ***Climate change***

A reduction in vehicles accessing the school streets involved in the pilots is anticipated to lead to improvement in air quality around the school site.

Each School Street pilot area will have an air quality monitor within and outside the zone.

#### ***Health and well being***

Encouraging active travel to school has multiple benefits for children, young people and their families and carers. By encouraging active travel, pupils will not only feel ready to learn, but they will lead more physically active lives, which leads to improved mental health.


Residents will live in a healthier environment with an improved quality of living. A reduction in school traffic will lead to less stress, quieter roads and an improvement in air quality.

#### ***Economic and societal/wider community***

Whilst the proposed School Streets scheme would be 100% funded from the DfT Active Travel Fund Tranche 2 and is estimated to cost approximately £31,000 for schools with one camera and £62,000 for schools with two cameras, the implementation of additional signs and cameras would place a requirement on the Authority to maintain them

to an acceptable standard and would consequently incur additional ongoing revenue costs. This could be offset through PCN's issued through the scheme.

**Scrutiny at Part One screening stage**

<b>People involved</b>	<b>Signatures</b>	<b>Date</b>
Lead officer carrying out the screening <b>Rhiannon Letman-Wade</b>		20 <sup>th</sup> September 2022
Any internal service area support*		
Any external support** <b>Mrs Lois Dale, Rurality and Equalities Specialist</b>		20 <sup>th</sup> September 2022

***\*This refers to other officers within the service area***

***\*\*This refers to support external to the service but within the Council, e.g., the Rurality and Equalities Specialist, the Feedback and Insight Team, performance data specialists, Climate Change specialists, and Public Health colleagues***

**Sign off at Part One screening stage**

<b>Name</b>	<b>Signatures</b>	<b>Date</b>
Lead officer's name <b>Still to add</b>		
Accountable officer's name <b>Steve Smith?</b>		

***\*This may either be the Head of Service or the lead officer***

## **Detailed Screening Assessment**

### **Aims of the service change and description**

School Streets are streets outside of school gates that are pedestrianised during school drop off and pick up times. Counties across the UK and wider have been implementing School Streets for a number of years, ensuring that child safety is of utmost priority.

A change in legislation from the Department of Transport will enable Shropshire Council to apply for Moving Traffic Offences powers to enforce School Streets using ANPR cameras. By using cameras, a larger number of schools will be eligible for the scheme. Shropshire Council, as the highway authority, will be able to enforce.

School Streets, where traffic is restricted on roads outside schools at pick-up and drop-off times during term-times, make it safer and easier for children to walk, scoot and cycle to school. This reduces children's exposure to air pollution on part of their journey to school and from cars with idling engines outside the school gates. Government funding and associated guidance which specifically encourages School Streets, make it possible for more children across England to benefit from this initiative.

Restricting cars outside schools enables children to safely egress and digress from school. The lack of vehicular movements ensures a safe space outside the school gate, thus encouraging an increase in active travel.

This scheme will initially run as an 18 month pilot, with six areas to be formally identified.

### **Intended audiences and target groups for the service change**

This scheme will have intended audiences as follows:

- children and young people, parents and carers;
- teaching staff, support staff and governors of the schools in the pilot;
- residents on the streets affected;
- local Shropshire Council councillors;
- Government Departments involved.

### **Evidence used for screening of the service change**

National evidence indicates that children are most at risk when it comes to poor air quality and pollution. Children are particularly impacted by air pollution because they breathe faster and are more physically active, have narrower airways, and their brains and lungs are still developing<sup>[1]</sup>. Levels of air pollution that would cause only slight irritation in an adult can result in potentially significant obstruction in the airways of a young child.<sup>[2]</sup>

Due to the pedestrianisation of school streets except for permit holders, neighbouring roads may raise concerns of displacement of traffic. However, research suggests that implementing a School Street does not cause traffic displacement and actually leads to an increase of walking, cycling and scooting to school

The pilot of the scheme will draw upon learning from the School Street already in operation at Coleham Primary School. This School Street was implemented throughout Covid using Covid powers. Whilst the scheme has been positive, there are reports that people are moving the cones to gain access to the street. ANPR cameras would ensure that the scheme is adhered to at all times.

There will also be learning from the positive benefits of pedestrianisation measures during Covid pandemic and through trials since then, including for road safety across groupings and for perceptions amongst a range of groupings that it is safer to venture out on foot or via bicycle where there is a reduction in vehicular traffic.

### **Specific consultation and engagement with intended audiences and target groups for the service change**

Consultation will happen with affected groups if the proposal in the cabinet paper is approved.

The consultation will be in letter format and online for residents, letters and articles in school weekly newsletters, briefing notes and meetings with local councillors and use of surveys. School Streets will have its own page on the council website also.

### **Initial equality impact assessment by grouping (Initial health impact assessment is included below)**

***Please rate the impact that you perceive the service change is likely to have on a group, through stating this in the relevant column. Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.***

<b>Protected Characteristic groupings and other groupings in Shropshire</b>	<b>High negative impact</b> <i>Part Two ESIIA required</i>	<b>High positive impact</b> <i>Part One ESIIA required</i>	<b>Medium positive or negative impact</b> <i>Part One ESIIA required</i>	<b>Low positive, negative, or neutral impact (please specify)</b> <i>Part One ESIIA required</i>
<u>Age</u> (please include children, young people, young people leaving care, people of working age, older people. Some people may belong to more than one group e.g., a child or young person for whom there are safeguarding concerns e.g., an older person with disability)			X	
<u>Disability</u> (please include mental health conditions and syndromes; hidden disabilities including autism and Crohn's disease; physical and sensory disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; and HIV)			X	
<u>Gender re-assignment</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				X
<u>Marriage and Civil Partnership</u> (please include associated aspects: caring responsibility, potential for bullying and harassment)				X
<u>Pregnancy and Maternity</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)			X	
<u>Race</u> (please include ethnicity, nationality, culture, language, Gypsy, Traveller)				X
<u>Religion and belief</u> (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Zoroastrianism, and any others)				X
<u>Sex</u> (this can also be viewed as relating to gender. Please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				X
<u>Sexual Orientation</u> (please include associated aspects: safety; caring responsibility;				X

potential for bullying and harassment)				
<b>Other: Social Inclusion</b> (please include families and friends with caring responsibilities; households in poverty; people for whom there are safeguarding concerns; people you consider to be vulnerable; people with health inequalities; refugees and asylum seekers; rural communities; veterans and serving members of the armed forces and their families)			X	

**Initial health and wellbeing impact assessment by category**

*Please rate the impact that you perceive the service change is likely to have with regard to health and wellbeing, through stating this in the relevant column.*

*Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.*

<b>Health and wellbeing: individuals and communities in Shropshire</b>	<b>High negative impact</b> <i>Part Two HIA required</i>	<b>High positive impact</b>	<b>Medium positive or negative impact</b>	<b>Low positive negative or neutral impact (please specify)</b>
<b>Will the proposal have a <i>direct impact</i> on an individual's health, mental health and wellbeing?</b> For example, would it cause ill health, affecting social inclusion, independence and participation? .			X positive as it will lead to better air quality	
<b>Will the proposal <i>indirectly impact</i> an individual's ability to improve their own health and wellbeing?</b> For example, will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking? .		x	X positive as it will facilitate encouragement of active travel	
<b>Will the policy have a <i>direct impact</i> on the community - social, economic and environmental living conditions that would impact health?</b> For example, would it affect housing, transport, child development, education, employment opportunities, availability of green space			X positive due to improved air quality for all groups affected	

or climate change mitigation? .				
<b>Will there be a likely change in <i>demand</i> for or access to health and social care services?</b> For example: Primary Care, Hospital Care, Community Services, Mental Health, Local Authority services including Social Services? .				X positive as increased physical and mental health could lead to a drop in referrals

**Identification of likely impact of the service change in terms of other considerations including climate change and economic or societal impacts**

The opportunity to present this proposal has arisen due to the change in legislation from the Department of Transport which will enable Shropshire Council to apply for Moving Traffic Offences powers to enforce School Streets using ANPR cameras. By using cameras, a larger number of schools will be eligible for the scheme. Shropshire Council, as the highway authority, will be able to enforce. There are not perceived to be potential Human Rights implications.

**Guidance Notes**

**10. Legal Context**

It is a legal requirement for local authorities to assess the equality and human rights impact of changes proposed or made to services. It is up to us as an authority to decide what form our equality impact assessment may take. By way of illustration, some local authorities focus more overtly upon human rights; some include safeguarding. It is about what is considered to be needed in a local authority’s area, in line with local factors such as demography and strategic objectives as well as with the national legislative imperatives.

Carrying out these impact assessments helps us as a public authority to ensure that, as far as possible, we are taking actions to meet the general equality duty placed on us by the Equality Act 2010, and to thus demonstrate that the three equality aims are integral to our decision making processes.

These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations.

These screening assessments for any proposed service change go to Cabinet as part of the committee report, or occasionally direct to Full Council, unless they are ones to do with Licensing, in which case they go to Strategic Licensing Committee.

Service areas would ordinarily carry out a screening assessment, or Part One equality impact assessment. This enables energies to be focussed on review and monitoring

and ongoing evidence collection about the positive or negative impacts of a service change upon groupings in the community, and for any adjustments to be considered and made accordingly.

These screening assessments are recommended to be undertaken at timely points in the development and implementation of the proposed service change.

For example, an ESHIA would be a recommended course of action before a consultation. This would draw upon the evidence available at that time, and identify the target audiences, and assess at that initial stage what the likely impact of the service change could be across the Protected Characteristic groupings and our tenth category of Social Inclusion. This ESHIA would set out intended actions to engage with the groupings, particularly those who are historically less likely to engage in public consultation eg young people, as otherwise we would not know their specific needs.

A second ESHIA would then be carried out after the consultation, to say what the feedback was, to set out changes proposed as a result of the feedback, and to say where responses were low and what the plans are to engage with groupings who did not really respond. This ESHIA would also draw more upon actions to review impacts in order to mitigate the negative and accentuate the positive. Examples of this approach include the Great Outdoors Strategy, and the Economic Growth Strategy 2017-2021

Meeting our Public Sector Equality Duty through carrying out these ESHIAs is very much about using them as an opportunity to demonstrate ongoing engagement across groupings and to thus visibly show we are taking what is called due regard of the needs of people in protected characteristic groupings

If the screening indicates that there are likely to be significant negative impacts for groupings within the community, the service area would need to carry out a full report, or Part Two assessment. This will enable more evidence to be collected that will help the service area to reach an informed opinion.

In practice, Part Two or Full Screening Assessments have only been recommended twice since 2014, as the ongoing mitigation of negative equality impacts should serve to keep them below the threshold for triggering a Full Screening Assessment. The expectation is that Full Screening Assessments in regard to Health Impacts may occasionally need to be undertaken, but this would be very much the exception rather than the rule.

## **11. Council Wide and Service Area Policy and Practice on Equality, Social Inclusion and Health**

This involves taking an equality and social inclusion approach in planning changes to services, policies, or procedures, including those that may be required by Government.

The decisions that you make when you are planning a service change need to be recorded, to demonstrate that you have thought about the possible equality impacts on communities and to show openness and transparency in your decision-making processes.



This is where Equality, Social Inclusion and Health Impact Assessments (ESHIA) come in. Where you carry out an ESHIA in your service area, this provides an opportunity to show:

- What evidence you have drawn upon to help you to recommend a strategy or policy or a course of action to Cabinet.
- What target groups and audiences you have worked with to date.
- What actions you will take in order to mitigate any likely negative impact upon a group or groupings, and enhance any positive effects for a group or groupings; and
- What actions you are planning to review the impact of your planned service change.

The formal template is there not only to help the service area but also to act as a stand-alone for a member of the public to read. The approach helps to identify whether or not any new or significant changes to services, including policies, procedures, functions, or projects, may have an adverse impact on a particular group of people, and whether the human rights of individuals may be affected.

This assessment encompasses consideration of social inclusion. This is so that we are thinking as carefully and completely as possible about all Shropshire groups and communities, including people in rural areas and people or households that we may describe as vulnerable.

Examples could be households on low incomes or people for whom there are safeguarding concerns, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, e.g., Age. Another specific vulnerable grouping is veterans and serving members of the Armed Forces, who face particular challenges with regard to access to Health, to Education, and to Housing.

We demonstrate equal treatment to people who are in these groups and to people who are not, through having what is termed 'due regard' to their needs and views when developing and implementing policy and strategy and when commissioning, procuring, arranging, or delivering services.

When you are not carrying out an ESHIA, you still need to demonstrate and record that you have considered equality in your decision-making processes. It is up to you what format you choose.—You could use a checklist, an explanatory note, or a document setting out our expectations of standards of behaviour, for contractors to read and sign. It may well not be something that is in the public domain like an ESHIA, but you should still be ready for it to be made available.

**Both the approaches sit with a manager, and the manager has to make the call, and record the decision made on behalf of the Council. Help and guidance is also available via the Commissioning Support Team, either for data, or for policy advice from the Rurality and Equalities Specialist. Here are some examples to get you thinking.**

*Carry out an ESHIA:*

- If you are building or reconfiguring a building.
- If you are planning to reduce or remove a service.

- If you are consulting on a policy or a strategy.
- If you are bringing in a change to a process or procedure that involves other stakeholders and the wider community as well as particular groupings

For example, there may be a planned change to a leisure facility. This gives you the chance to look at things like flexible changing room provision, which will maximise positive impacts for everyone. A specific grouping that would benefit would be people undergoing gender reassignment

*Carry out an equality and social inclusion approach:*

- If you are setting out how you expect a contractor to behave with regard to equality, where you are commissioning a service or product from them.
- If you are setting out the standards of behaviour that we expect from people who work with vulnerable groupings, such as taxi drivers that we license.
- If you are planning consultation and engagement activity, where we need to collect equality data in ways that will be proportionate and non-intrusive as well as meaningful for the purposes of the consultation itself.
- If you are looking at services provided by others that help the community, where we need to demonstrate a community leadership approach

For example, you may be involved in commissioning a production to tour schools or appear at a local venue, whether a community hall or somewhere like Theatre Severn. The production company should be made aware of our equality policies and our expectation that they will seek to avoid promotion of potentially negative stereotypes. Specific groupings that could be affected include: Disability, Race, Religion and Belief, and Sexual Orientation. There is positive impact to be gained from positive portrayals and use of appropriate and respectful language in regard to these groupings in particular.

### **3. Council wide and service area policy and practice on health and wellbeing**

This is a relatively new area to record within our overall assessments of impacts, for individual and for communities, and as such we are asking service area leads to consider health and wellbeing impacts, much as they have been doing during 2020-2021, and to look at these in the context of direct and indirect impacts for individuals and for communities. A better understanding across the Council of these impacts will also better enable the Public Health colleagues to prioritise activities to reduce health inequalities in ways that are evidence based and that link effectively with equality impact considerations and climate change mitigation.

#### **Health in All Policies – Health Impact Assessment**

Health in All Policies is an upstream approach for health and wellbeing promotion and prevention, and to reduce health inequalities. The Health Impact Assessment (HIA) is the supporting mechanism

- Health Impact Assessment (HIA) is the technical name for a common-sense idea. It is a process that considers the wider effects of local policies, strategies and initiatives and how they, in turn, may affect people's health and wellbeing.

- Health Impact Assessment is a means of assessing both the positive and negative health impacts of a policy. It is also a means of developing good evidence-based policy and strategy using a structured process to review the impact.
- A Health Impact Assessment seeks to determine how to maximise health benefits and reduce health inequalities. It identifies any unintended health consequences. These consequences may support policy and strategy or may lead to suggestions for improvements.
- An agreed framework will set out a clear pathway through which a policy or strategy can be assessed and impacts with outcomes identified. It also sets out the support mechanisms for maximising health benefits.

The embedding of a Health in All Policies approach will support Shropshire Council through evidence-based practice and a whole systems approach, in achieving our corporate and partnership strategic priorities. This will assist the Council and partners in promoting, enabling and sustaining the health and wellbeing of individuals and communities whilst reducing health inequalities.

### **Individuals**

#### **Will the proposal have a *direct impact* on health, mental health and wellbeing?**

For example, would it cause ill health, affecting social inclusion, independence and participation?

Will the proposal directly affect an individual's ability to improve their own health and wellbeing?

This could include the following: their ability to be physically active e.g., being able to use a cycle route; to access food more easily; to change lifestyle in ways that are of positive impact for their health.

An example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g., green highways), and changes to public transport that could encourage people away from car usage. and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve lives.

#### **Will the proposal *indirectly impact* an individual's ability to improve their own health and wellbeing?**

This could include the following: their ability to access local facilities e.g., to access food more easily, or to access a means of mobility to local services and amenities? (e.g. change to bus route)

Similarly to the above, an example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g. pedestrianisation of town centres), and changes to public transport that could encourage people away from car usage, and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve their health and well being.

## **Communities**

Will the proposal directly or indirectly affect the physical health, mental health, and wellbeing of the wider community?

A *direct impact* could include either the causing of ill health, affecting social inclusion, independence and participation, or the promotion of better health.

An example of this could be that safer walking and cycling routes could help the wider community, as more people across groupings may be encouraged to walk more, and as there will be reductions in emission leading to better air quality.

An *indirect impact* could mean that a service change could indirectly affect living and working conditions and therefore the health and well being of the wider community.

An example of this could be: an increase in the availability of warm homes would improve the quality of the housing offer in Shropshire and reduce the costs for households of having a warm home in Shropshire. Often a health promoting approach also supports our agenda to reduce the level of Carbon Dioxide emissions and to reduce the impact of climate change.

Please record whether at this stage you consider the proposed service change to have a direct or an indirect impact upon communities.

## **Demand**

**Will there be a change in demand for or access to health, local authority and social care services?**

For example: Primary Care, Hospital Care, Community Services, Mental Health and Social Services?

An example of this could be: a new housing development in an area would affect demand for primary care and local authority facilities and services in that location and surrounding areas. If the housing development does not factor in consideration of availability of green space and safety within the public realm, further down the line there could be an increased demand upon health and social care services as a result of the lack of opportunities for physical recreation, and reluctance of some groupings to venture outside if they do not perceive it to be safe.

***For further information on the use of ESHIAs: please contact your head of service or contact Mrs Lois Dale, Rurality and Equalities Specialist and Council policy support on equality, via telephone 01743 258528, or email [lois.dale@shropshire.gov.uk](mailto:lois.dale@shropshire.gov.uk).***

***For further guidance on public health policy considerations: please contact Amanda Cheeseman Development Officer in Public Health, via telephone 01743 253164 or email [amanda.cheeseman@shropshire.gov.uk](mailto:amanda.cheeseman@shropshire.gov.uk)***

[\[1\]](#) UNICEF (2016) Clear the Air for Children

[\[2\]](#) Mott L (1997) Our children at risk. The 5 worst environmental threats to their health. Report for National Resources Defence Council.