PERTH AND KINROSS COUNCIL

Environment and Infrastructure Committee

20 March 2019

School Exclusion Zones

Report by Depute Director (Housing & Environment) (Report No. 19/84)

School Exclusion Zones have been trialled at four locations by Perth & Kinross Council to make the streets outside the schools a safer and healthier place for children. Their purpose is to remove non-essential car trips from outside the school gates and encourage pupils, with their parents/careers, to travel actively to and from school. This report assesses the trial of School Exclusion Zones, with recommendations for future actions.

1. BACKGROUND

- 1.1 School Exclusion Zones have been trialled at four locations by Perth & Kinross Council. This was approved by Enterprise and Infrastructure Committee in March 2016 (Report No 16/137 refers). They were created to make the streets outside the schools a safer and healthier place for children. The School Exclusion Zones remove non-essential car trips from outside the school gates and encourage pupils with their parents/carers to travel actively to and from school.
- 1.2 The School Exclusion Zones are one way to help encourage children to travel actively for part of their journey to school. A Danish survey undertaken in 2012 by Aarhus University, concluded that "transporting yourself to school reflects on your ability to concentrate for about four hours into the school day" and that by "driving your children to school, you're not really doing them much of a favour" (reference Children who walk to school concentrate better (ScienceNordic, November 2012). Perth & Kinross Council would like to encourage as many children to travel to school as actively as possible, where practicable.
- 1.2 In order to assess whether the implementation of a School Exclusion Zone would be an appropriate measure across Perth and Kinross, the pilot trial was undertaken at the following schools:
 - Arngask Primary School
 - Burrelton Primary School
 - Coupar Angus Primary School
 - Luncarty Primary School
- 1.3 The pilot was undertaken using a Traffic Regulation Order to run for an 18 month period. The Traffic Regulation Order has now come to the end and Perth & Kinross Council needs to create a Traffic Regulation Order for each of the above School Exclusion Zone sites, if these are to continue.

2. SELECTION CRITERIA

- 2.1 The initial selection criteria used to rank potential schools for inclusion in the trial included:
 - history of road safety concerns;
 - proven positive support from the school staff, parents and parent councils.
 - current commitment to promoting walking and cycling activities
 - the school's location on the road network
 - good infrastructure provision (i.e. surrounding streets can accommodate displaced traffic movements)
 - the availability of suitable "Park and Stride" locations
 - high levels of car use to school
 - high levels of congestion at school gates
 - the school entrance should not be on a bus route, with the exception of school buses, and
 - the opportunity to improve active travel infrastructure to the school.

3. OPERATION

- 3.1 The School Exclusion Zones came into effect on 1 November 2016 and are currently still in operation. The operational start date for the School Exclusion Zone at Coupar Angus Primary School was delayed at the request of the community until after the road safety improvements were carried out at Largan Park.
- 3.2 The streets outside the school are closed to general traffic between 08:15 09:00 and 14:45 15:30 during school term only. Vehicles without permits are not allowed to drive in, out or around the School Exclusion Zones when the scheme is in operation. Signs were placed at the entrance to the scheme and flashing amber beacons indicate when the scheme is in operation (Appendix 1). Only those with permits can access the School Exclusion Zone streets during the two restricted periods.
- 3.3 The permit scheme in place at the trial sites allows authorised vehicles to access/egress the restricted area. Permits have been given to residents, local businesses who operate within the restricted area and school staff. Exemptions have been given to Blue Badge holders and other permitted vehicles, such as emergency services, school contract buses, as well as roads and utility companies undertaking works.
- 3.4 The cost of installing the signs for the School Exclusion Zones was £18,500, This included the ongoing costs for administering the School Exclusion Zone Permits for Perth & Kinross Council, such as staff time and resources.

3.5 The number of permits issued at each of the zones is:

Arngask Primary School
Burrelton Primary School
Coupar Angus Primary School
Luncarty Primary School
31 permits issued
20 permits issued
172 permits issued
143 permits issued

3.6 The area covered by the School Exclusion Zones is detailed in Appendices 7 to 10.

4. SCHOOLS SUMMARY

INTRODUCTION

- 4.1 For each of the School Exclusion Zones (with the exception of Coupar Angus Primary School), the following was undertaken,
 - Living Streets WOW Travel Tracker Each of the schools has used Living Streets WOW Travel Tracker, which records the methods that each of the pupils travelled to school each day. Data can be found in Appendix 2
 - Property Survey A survey was sent to the properties within the original School Exclusion Zones to gather opinions on how they feel the School Exclusion Zone has operated. Data can be found in Appendix 3
 - Traffic Surveys Traffic surveys have been undertaken at each of the School Exclusion Zones, before the trial started in November 2016 and during the trial. Data can be found in Appendix 4
 - Parents surveys A survey was sent to the parents/carers for each of the Primary Schools. Data can be found in Appendix 5
- 4.2 As part of the information gathering pupil numbers were taken from the school census undertaken in September 2018.

ARNGASK PRIMARY SCHOOL

- 4.3 Arngask Primary School is located in Glenfarg on the Main Street, with vehicle access from Greenbank Crescent. There are a number of paths that lead to the primary school. The school has a pupil roll of 85, with a rural catchment area covering Duncrievie, Rosie Ochill, Balcanquhal and Blairstruie.
- 4.4 The property survey was circulated to 34 properties and had a response rate of 18%. The results from the responses are mixed, with 50% of the responses saying that the streets outside their property are safer; some residents have also noticed a reduction in the number of vehicles at the start and end of the school day. From the responses, two thirds of the respondents want to see the School Exclusion Zone expanded, with a request to cover the whole of Greenbank Crescent. All the respondents commented that there has been an impact with vehicles being displaced elsewhere due to the zone. In addition, comments were received advising that many parents try to get as

close as possible to the zone on Greenbank Crescent. When the respondents were asked if they wanted to retain the School Exclusion Zone at Arngask Primary, there was an equal split for and against amongst the respondents.

- 4.5 The traffic surveys at Arngask Primary School were undertaken before the zone was implemented in October 2016, and when the zone was operational in February 2018. Comparing the before and during data in the morning between the hours of 08:00 to 10:00, there was an increase in the number of vehicles entering the zone, +30 vehicles (+26%). In the afternoon between the hours of 14:00 to 16:00, there was a reduction in the number of vehicles entering the zone, -13 vehicles (-13%).
- 4.6 To monitor how the pupils are travelling to Arngask Primary School, the Living Street WOW Travel Tracker allows the pupils to record their journey to school. The data at Arngask Primary School, before the zone was operational shows from August 2016 to November 2016 on average the number of pupils travelling actively was 81%. From November 2016 to December 2018, the average number of journeys undertaken by active travel methods was 94%, showing an increase in active travel.
- 4.7 The parent survey was circulated by Arngask Primary School via email to the parents/carers. The survey attracted 10 fully completed responses from the parents/carers at the school. Of the respondents to the survey, 60%, were aware that there was a School Exclusion Zone at the primary school. The majority of respondents, 86% of those who travel to the school gate have not noticed a reduction in the number of vehicle movements at the start and end of the school day. With the School Exclusion Zone in place, of the respondents, 86% were able to find a safe place to park. Half of the parents have noticed that there has been an impact with vehicles being displaced. From the responses received, 60% would like to see the School Exclusion Zone retained and would recommend the School Exclusion Zone for other schools across Perth and Kinross. From the respondents received, 20% of the respondents have suggested extending the zone to cover all of Greenbank Crescent.
- 4.8 The Headteacher at Arngask Primary School would like the School Exclusion Zone to be retained as the zone has worked well and made the location directly outside the school safer.
- 4.9 The recommendation for Arngask Primary School is to retain the current School Exclusion Zone and undertake an engagement exercise with members of the community to gauge opinion about whether the School Exclusion Zone should be extended to cover Greenbank Crescent.

BURRELTON PRIMARY SCHOOL

4.10 Burrelton Primary School is located on School Road, with both vehicles and pupils accessing the school from School Road. The school has a pupil roll of

76, with a rural catchment area covering Campmuir, Woodside, Gask and Strelitz.

- 4.11 The property survey was circulated to four properties with a response rate of 25%. With only one response, it is hard to draw any reasonable conclusions. The recipient has said that they would like to see the School Exclusion Zone retained.
- 4.12 The traffic surveys at Burrelton Primary School were undertaken before the zone was implemented in October 2016, and when the zone was operational in February 2018. Comparing the before and during data at Burrelton Primary School, there was little difference in the number of vehicles entering the School Exclusion Zone. In the morning between the hours of 08:00 to 10:00, there was a decrease in the number of vehicles entering the zone, -4 vehicles (-5%) and in the afternoon between the hours of 14:00 to 16:00, there was a minimal increase in the number of vehicles entering the zone, +2 vehicles (+4%).
- 4.13 The parent survey was circulated by Burrelton Primary School via email to the parents/carers. The survey attracted 8 responses from the parents/carers at the school who fully completed the survey. All the respondents were aware that there was a School Exclusion Zone at the primary school. The majority of respondents, 71% who travel to the school gate have not noticed a reduction in the number of vehicle movements at the start and end of the school day. With the School Exclusion Zone being in place, 60% of the respondents were able to find a safe place to park. Three quarters of the respondents have noticed that there has been an impact with vehicles being displaced. Over 80% of the respondents would like to see the School Exclusion Zone retained and would recommend the School Exclusion Zone for other schools across Perth and Kinross.
- 4.14 The Headteacher at Burrelton Primary School has said that the School Exclusion Zone has not resulted in much changed on School Road, as it was mainly staff that entered School Road before. There is the occasional visitor that does not follow the signage. The main concern from the Headteacher is the drop off times on North Street, as there are a lot of cars and the possible extension of the School Exclusion Zone would make it safer.
- 4.15 The recommendation for Burrelton Primary School is to retain the School Exclusion Zone in its current form.

COUPAR ANGUS PRIMARY SCHOOL

4.16 Coupar Angus Primary School is located on School Road with vehicle access from School Road and via Townhead. There are a number of paths that connect to the school from The Common and Largan Park. The school has a pupil roll of 171, with a rural catchment area covering Bendochy, Myreriggs, Easter Denhead and Kemphill.

- 4.17 Due to the School Exclusion Zone being implemented at a later date than the other schools, the property and traffic surveys have not been undertaken. The school currently does not have the Living Streets WOW Travel Tracker, but this could be implemented through work with the school.
- 4.18 The parent survey was undertaken at Coupar Angus Primary School to gauge how parents/carers felt the School Exclusion Zone was operating. The survey for Coupar Angus Primary School was posted on Facebook for parents/carers to provide their opinion on the School Exclusion Zone. The survey attracted 39 fully completed surveys from parents/carers and 1 from a non parent/carer. All the respondents were aware that there is a School Exclusion Zone in operation. Two thirds of the respondents have not noticed a reduction in the number of vehicles at the school gate. Half of the respondents would like to see the zone retained and have identified the need to have the School Exclusion Zone enforced and this can be done if the committee decide to retain this zone.
- 4.19 The Headteacher at Coupar Angus Primary School would like the School Exclusion Zone retained as the roads outside the school can be busy with cars. The Headteacher has also asked that if the zone can operate to 09:30 in the morning. The school have received a few complaints from older relatives picking up children as they feel it is too far for them to walk from the parking areas nearby.
- 4.20 The recommendation would be to retain Coupar Angus School Exclusion Zone in its current form.

LUNCARTY PRIMARY SCHOOL

- 4.21 Luncarty Primary School is located on Marshall Road with vehicle access from this road. There are a number of paths that connect the school from Marshall Trail to the south and Marshall Way to the east via a network of paths. The school has a pupil roll of 143, with a rural catchment area covering Moneydie and Redgordon.
- 4.22 The property survey was circulated to 68 properties with a response rate of 26%. Two thirds of the responses have said that the street outside their property is safer with the School Exclusion Zone and 72% of the respondents have said that they have noticed a reduction in the number of vehicle movements at the start and end of the day. The majority of the respondents have said that the School Exclusion Zone covers a large enough area and would not like to see zone extended. Of the 22% of respondents who would like the zone extended, they would like to see the zone covering Marshall Way. This would not be practical, as permits would have to be issued to the properties on Marshall Way, Yew Gardens, Hatton Road, Hatton Place and Marshall Gardens. The majority of respondents (72%) would like to see advisory signs to let them know what time the exclusion zone is active. It is acknowledged that there has been an impact with vehicles being displaced to other locations (89%); comments have been received about vehicle parking on Marshall Way. Despite the displacement of vehicles, 83% of the

- respondents would like to see the School Exclusion Zone retained at Luncarty Primary School.
- 4.23 The traffic surveys at Luncarty Primary School were undertaken before the zone was implemented in October 2016 and when the zone was operational in January 2019. Comparing the before and during data in the morning between the hours of 08:00 to 10:00, there was a decrease in the number of vehicles entering the zone, -186 vehicles (-33%). In the afternoon between the hours of 14:00 to 16:00, there was a reduction in the number of vehicles entering the zone, -133 vehicles (-34%).
- 4.24 To monitor how the pupils are travelling to Luncarty Primary School, the Living Street WOW Travel Tracker allows the pupils to record their journey to school. The data at Luncarty Primary School before the zone was operational shows from August 2016 to November 2016 that on average the number of pupils travelling actively was 83%. From November 2016 to December 2018, the average number of journeys undertaken by active travel methods was 91%, showing an increase in active travel.
- 4.25 The parent survey was circulated by Luncarty Primary School via text message to the parents/carers. The survey attracted 56 fully completed responses from the parents/carers at the school. The majority of respondents were aware that there was a School Exclusion Zone at the primary school. Of the respondents who travel to the school gate, 68% have noticed a reduction in the number of vehicle movements at the start and end of the school day. With the School Exclusion Zone being in place, 64% of the respondents were able to find a safe place to park. The respondents have noticed that there has been an impact with vehicles being displaced, 69%. 66% of the respondents would like to see the School Exclusion Zone retained and 80% of the respondents would recommend the School Exclusion Zone for other schools across Perth and Kinross. Many comments were received from parents about the lack of enforcement of the zone, which will be addressed if the committee approve the retention of this zone.
- 4.26 In Luncarty, Perth & Kinross Council has worked with other partners to deliver infrastructure to help encourage parents to park further away from the school gates. Shared use paths link from many locations along Marshall Way into the Primary School. The links have been created to encourage children to travel actively for all or part of their journey to school.
- 4.7 The Headteacher at Luncarty Primary School would like the School Exclusion Zone retained as it has had a positive safety impact for both the school environment and children.
- 4.28 The recommendation for Luncarty Primary School is to retain the School Exclusion Zone in its current form.

5. GENERAL SUMMARY FROM PROPERTY SURVEY

- 5.1 Summarising all the responses across the three primary schools for which there is full data has shown that the majority of respondents to the survey would like to see the School Exclusion Zones retained (76%). The overall consensus was that the respondents have found the streets outside their property are safer (60%) and that the zone has not adversely impacted on them undertaking their daily activities (64%). They have also noticed a reduction in the number of vehicles entering the School Exclusion Zone at the start and end of the school day (64%).
- 5.2 The majority of respondents felt that they had received sufficient information at the start of the trial (72%) and found applying for a permit an easy process (72%).
- 5.3 It should be acknowledged that the respondents found that there was an impact elsewhere with the displacement of vehicles (88%). In Arngask, the vehicles were displaced into Greenbank Crescent or on Main Street. In Burrelton, the vehicles were displaced onto North Street. In Luncarty, vehicles have been displaced onto Marshall Road which has been widely commented upon by the survey respondents, with complaints about inappropriate parking which results in the road becoming restricted for other road users.

6. GENERAL SUMMARY FROM PARENT SURVEY

- 6.1 Summarising all the responses across all four primary schools has shown that the majority of respondents to the survey were aware that there was a School Exclusion Zone at their child's school (96%). Over half the respondents have not noticed a reduction in the number of vehicles at the start and end of the school day (53%) or noticed an increase in the number of pupils walking or cycling to the school (56%). From the survey, it is recognised that more work should be undertaken at Coupar Angus Primary School, as there has not been the desired reduction in the number of vehicle movements or increase in the number of pupils walking or cycling to school. It is hoped that this can be achieved with greater enforcement of the zone, if the Committee approves the retention of the School Exclusion Zones.
- 6.2 The majority of respondents felt that they had received sufficient information at the start of the trial (69%).
- 6.3 It should be acknowledged that the respondents found that there was an impact elsewhere with the displacement of vehicles (64%). In Arngask, the vehicles were displaced into Greenbank Crescent or on Main Street. In Burrelton, the vehicles were displaced onto North Street. In Coupar Angus, vehicles have been displaced onto Bogside and Hill Gardens, which was widely commented on by the respondents. In Luncarty, vehicles have been displaced onto Marshall Road which has been widely commented upon with

- complaints about inappropriate parking which results in the road becoming restricted for other road users.
- The respondents would like to the see the School Exclusion Zones retained (61%) and implemented at other schools across Perth and Kinross (72%).

7. ENFORCEMENT

7.1 There have been several comments from respondents of the property and parent surveys about the lack of enforcement of the zones. The Traffic & Network Team is working with Police Scotland to ensure that, in future, an appropriate level of enforcement is carried out and the School Exclusion Zones are adhered to. This is to ensure that the current zones receive the appropriate level of enforcement.

8. LESSONS LEARNED

- 8.1 The size of the entrance signs are very imposing. If Perth & Kinross Council decide to install any more schemes, then the size of the sign should be reduced. Examples of the current signs can be found in Appendix 1.
- 8.2 The property survey has identified that the School Exclusion Zones have impacted on the road network on the periphery of the School Exclusion Zone. For future sites, the impact of the School Exclusion Zone needs to be considered for the road network outside the School Exclusion Zone.
- 8.3 There has been some confusion that the permits issued are Parking Permits. This is not the case and does not prohibit other road users from parking within the streets included within the School Exclusion Zone. The School Exclusion Zone only allows vehicles to be driven in the School Exclusion Zone during the restricted period if the vehicle has a valid School Exclusion Zone Permit. To reduce this confusion, information will be added to any promotional material circulated to the properties within the new School Exclusion Zones.
- 8.4 The property surveys have identified that property holders within the School Exclusion Zones would like advisory signage to be installed to inform residents and parents/carers when the School Exclusion Zone operates, an example of the signs erected in Edinburgh are shown in Appendix 6.

9. CONCLUSION AND RECOMMENDATIONS

- 9.1 This report details the locations where it is proposed to retain the School Exclusion Zones as installed. Further consultation should be undertaken at Arngask Primary School with a view to extending the School Exclusion Zone to cover all of Greenbank Crescent.
- 9.2 Approval will allow a start to be made to the formal procedure to create the Traffic Regulation Order. This procedure will involve statutory consultation, preparation of a draft TRO and advertising in the press. This will provide an opportunity for additional comments to be made or objections to be raised. If

objections are raised, these will be reported back to Committee, with appropriate recommendations.

9.3 It is recommended that the Committee:

- notes the information within the report in relation to the trials at the four schools
- approves the retention for Arngask Primary School of the School Exclusion Zone in its current form through the creation of a Traffic Regulation Order
- iii) requests officers to undertake an engagement exercise with member of the community to gauge opinion about whether the School Exclusions Zone should be extended to cover Greenbank Crescent.
- iv) approves the retention for Burrelton Primary School of the School Exclusion Zone in its current form through the creation of a Traffic Regulation Order
- v) approves the retention for Coupar Angus Primary School of the School Exclusion Zone in its current form through the creation of a Traffic Regulation Order
- vi) approves the retention of Luncarty Primary School of the School Exclusion Zone in its current form through the creation of a Traffic Regulation order
- vii) requests that the Depute Director (Housing and Environment) brings forward a further report recommending additional schools where the School Exclusion Zones could be installed to a future Committee meeting

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Approved

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Keith McNamara	Depute Director (Housing & Environment)	15 February 2019

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	Yes
Corporate Plan	Yes
Resource Implications	
Financial	Yes
Workforce	None
Asset Management (land, property, IST)	None
Assessments	
Equality Impact Assessment	Yes
Strategic Environmental Assessment	Yes
Sustainability (community, economic, environmental)	Yes
Legal and Governance	None
Risk	None
Consultation	
Internal	Yes
External	Yes
Communication	
Communications Plan	Yes

1. Strategic Implications

Community Plan / Single Outcome Agreement

- 1.1 The Perth and Kinross Community Planning Partnership (CPP) brings together organisations to plan and deliver services for the people of Perth and Kinross. Together the CPP has developed the Perth and Kinross Community Plan which outlines the key things we think is important for Perth and Kinross.
 - i) Giving every child the best start in life
 - ii) Developing educated, responsible and informed citizens
 - iii) Promoting a prosperous, inclusive and sustainable economy
 - iv) Supporting people to lead independent, healthy and active lives
 - v) Creating a safe and sustainable place for future generations
- 1.2 It is considered that the actions contained within this report contribute to all of the above objectives.

Corporate Plan

1.3 The Council's Corporate Plan outlines the same five objectives as those detailed above in the Community Plan. These objectives provide a clear strategic direction, inform decisions at a corporate and service level and shape resource allocation. It is considered that the actions contained in the report contribute to the objectives as outlined in paragraph 1.2 above. These objectives are met by implementing schemes which promote road safety and encourage lower traffic speeds.

2. Resource Implications

Capital

2.1 There are no Capital resource implications arising directly from the recommendations in this report.

Revenue

- 2.2 There will be costs involved in advertising the creation of the Traffic Regulation Orders. The indicative cost of £600 for this will be met from the Traffic & Road Network Revenue Budget in 2019/20.
- 2.3 The estimated costs of £2,000 for the moving the post and sign will be met from the Traffic & Road Network Revenue Budget in 2019/20.

Workforce

2.4 There are no workforce implications arising from this report.

Asset Management (land, property, IT)

2.5 There are no land and property, or information technology implications arising from the contents of this report.

3. Assessments

Equality Impact Assessment

- 3.1 Under the Equality Act 2010, the Council is required to eliminate discrimination, advance equality of opportunity, and foster good relations between equality groups. Carrying out Equality Impact Assessments for plans and policies allows the Council to demonstrate that it is meeting these duties.
- 3.2 This section should reflect that the proposals have been considered under the Corporate Equalities Impact Assessment process (EqIA) with the following outcome:
 - (i) Assessed as **not relevant** for the purposes of EqIA.

Strategic Environmental Assessment

3.3 Strategic Environmental Assessment (SEA) is a legal requirement under the Environmental Assessment (Scotland) Act 2005 that applies to all qualifying plans, programmes and strategies, including policies (PPS). The proposals have been considered under the Act and no further action is required as it does not qualify as a PPS as defined by the Act and is therefore exempt.

Sustainability

- 3.4 Under the provisions of the Local Government in Scotland Act 2003 the Council has to discharge its duties in a way which contributes to the achievement of sustainable development. In terms of the Climate Change Act, the Council has a general duty to demonstrate its commitment to sustainability and the community, environmental and economic impacts of its actions.
- 3.5 The proposals contained within the report are assessed to have a positive impact on sustainability, particularly with regard to encouraging sustainable modes of travel.

Legal and Governance

3.6 The Order will be promoted in accordance with The Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999.

Risk

3.7 There are no significant risks associated with the implementation of this project.

4. Consultation

4.1 The Head of Legal and Governance and the Head of Finance have been consulted in the preparation of this report.

5. Communication

5.1 Approval will allow a start to be made to the formal procedure to vary the Traffic Regulation Order. This procedure will involve statutory consultation, preparation of a draft TRO and advertising in the press. This will provide an opportunity for additional comments to be made or objections to be raised. If objections are raised, these will be reported back to Committee, with appropriate recommendations.

2. BACKGROUND PAPERS

2.1 No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (and not containing confidential or exempt information) were relied on to a material extent in preparing the above Report.

3. APPENDICES

3.1	Appendix 1	School Exclusion Zone Signs at each School
3.2	Appendix 2	WOW Travel Tracker Data
3.3	Appendix 3	Results from Property Survey
3.4	Appendix 4	Traffic Survey Data
3.5	Appendix 5	Parent Survey Data
3.6	Appendix 6	Example of Possible Advisory Signs
3.7	Appendix 7	Arngask Primary School Exclusion Zone Coverage
3.8	Appendix 8	Burrelton Primary School Exclusion Zone Coverage
3.9	Appendix 9	Coupar Angus Primary School Exclusion Zone Coverage
3.10	Appendix 10	Luncarty Primary School Exclusion Zone Coverage