



Portsmouth CITY COUNCIL

TRAFFIC, ENVIRONMENT & COMMUNITY SAFETY SCRUTINY PANEL

ROAD SAFETY AROUND SCHOOLS.

Date published:

Under the terms of the Council's Constitution, reports prepared by a Scrutiny Panel should be considered formally by the Cabinet or the relevant Cabinet Member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

This review was carried out between October 2014 and March 2015 and considered the views of parents, teachers, governors, council staff, the police and the Cabinet Members for Traffic & Transportation and Children & Education.

We were concerned to learn that Portsmouth's child pedestrian casualty rate is 50% higher than the national average and its child cycling casualty rate is double the national average. We noted that although the majority of these accidents do not happen outside schools, the high concentration of traffic and large number of children in a restricted area twice a day means that there is a high risk of accidents occurring. Members concluded that everyone has a role to play to ensure the safety of our children by complying with the parking regulations and teaching children road safety.

I would like to convey, on behalf of the panel my sincere thanks to everyone who contributed to making this review a success.

.....
Councillor Stuart Potter
Chair, Traffic, Environment & Community Safety Scrutiny Panel.

Date:

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1 EXECUTIVE SUMMARY.

To understand the reasons for the review.

Child Pedestrians.

Portsmouth has a high number of child pedestrian casualties for its population size; it is 50% higher than the national average. This figure is for accidents throughout the city and not just near schools. The fact that Portsmouth has the highest walk to school rate in the country with over 70% of children walking to school could be a contributory factor. There is a significantly higher number of accidents involving child pedestrians on roads with 30mph speed limits than 20mph for both age groups. The data for traffic accidents involving children in Portsmouth between 2009 and 2013:

	KS1 & 2 (5-10 year olds)	KS 3 & 4 (10-16 year olds)
Trend	Constant	Reducing
% of accidents in term time and between 8 and 4pm	39%	24%
The time when there were the highest number of accidents	3-4pm	4-5pm
The month when there were the most accidents	April & June	March and August
Main cause	Lack of care & attention	Lack of care & attention
Gender involved	Males	Males

Child cyclists.

Portsmouth has a high number of child cycling casualties for its population, double the national average. The majority of accidents occur on roads with 30mph speed limits. Not many of the accidents occur near schools. It seems that child cyclists of all ages do not wear helmets regularly, particularly KS3 & 4 pupils.

	KS1 & 2	KS 3 & 4
Trend	Very low numbers	Consistent
% accidents in term time and between 8 and 4pm	17%	24%
The month when there were the most accidents	July, then April, June & Sept	April, June & July
The time when there were the highest number of accidents	11-12	4-5pm
Gender involved	Males	Males

During the review, eight schools contacted the panel with their concerns:

- High volume of pupils leaving at the same time when two or more schools are close together.
- High volume of traffic.
- School gate/ entrance used as a pull-in because the road is quite narrow with parked cars on either side.
- Residents' driveways being used to turn or park in.
- Parking and stopping on zig-zag lines, double yellow lines, on corners and even the middle of the road.
- Parents, delivery vans, school meals caterers parking/ pulling up on the zig-zag lines.
- Speeding.
- Lack of signage informing drivers that they are approaching a school.
- Lack of a dropped kerb which causes problems for wheelchair and pram users.
- Lack of parking spaces for parents.
- Pedestrian and cyclists not paying attention to other road users.
- Pupils lacking road awareness; many being distracted by smart phones.

Consultation

As part of the review, the panel conducted a consultation to which it received responses from 112 parents, 37 governors and 2 teachers and 4 respondents who did not say in which category they fitted. Their views are summarised here:

- Most (14.7%) had children in years 2 and 4.
- 43% walk every day. 23% walk most days.
- 20% drive every day and 3% cycle every day.
- 47 respondents were answering about primary schools, 40 for junior, 32 for infant and 6 all-through.
- 44% of respondents said that there was a School Crossing Patrol (SCP) linked to the school.
- 12.86% of respondents did not know.
- 84.17% of respondents said that they felt pupils are at risk on the roads immediately outside their children's school at the start and/or end of the school day. When rating their concern on a scale of 1-7 (1 representing a low level and 7 - the highest) 67% rated the level of their concern at 5 or above. The average was 5.4.

The main concerns were regarding lack of visibility due to vehicles stopping on zig zags, yellow lines and in the middle of the road.

When asked what they thought could be done to improve road safety outside schools, 75% wanted more enforcement to be carried out regarding parking contraventions and 38% regarding speeding. 31% wanted more school crossing patrol officers and 31% wanted the zig zags extended.

When asked who they consider responsible for pupils' safety outside school, 85.59% said parents, 70.27% the council and 53.15% law enforcement. Only 45.05% said it was the school's responsibility.

Here is a summary of the concerns raised by parents:

- Parking on corners, zebra crossings, in disabled bays without displaying blue badges, in the yellow cross-hatch 'emergency vehicles only' space, across driveways, on zig-zags, in the middle of the road and on yellow lines.
- Some drivers double and even triple park
- Lack of visibility
- Verbal abuse from drivers who are challenged about their parking.
- Heavy volumes of traffic
- Careless driving - reversing at speed and mounting the pavement
- Drivers do not indicate properly
- Lack of attention by pupils crossing the road
- Cycle paths are inconsistent, poorly marked, rarely enforced and not designed for parents to cycle alongside children.
- Cycling on pavements putting pedestrians at risk
- Public transport is expensive, slow.
- Cars jumping the red lights regularly at the Waverley Road/ Albert Road junction.
- Lack of SCPs particularly in Waverley Road and not just at junctions

Several respondents reported regularly witnessing near misses involving children.

Suggestions to improve the situation included:

- More enforcement (the majority of respondents wanted to see more enforcement)
- Install red lines as a deterrent
- Lower the speed limit in Waverley Road
- Extend the yellow lines in Taswell Road to the junction.
- Remind all parents of the school travel policy every year
- Create a safe walking zone outside the school
- Extend the double yellow lines on corners to improve visibility
- Create more joined up cycle routes and lanes
- Extend the park & ride to reduce the number of cars in the city
- Install a pedestrian crossing on Pembroke Road
- Enforce the 20mph speed limit where in force

The Council's Road Safety Team in the Environment & Transport Directorate comprises two officers one full-time and one job share and other officers assist them when necessary. The team has responsibility for road casualty reduction, modal shift, rights of way, school crossing patrols, home to school transport for children with statemented educational needs, traffic safety, signs and lines and Traffic Regulation Orders.

The School Travel Programme will reduce after March 2015 due to the end of the Local Sustainable Transport Framework. This will mean that the ability to monitor School Travel Plans and modal shift will significantly reduce. Resources are stretched in all areas. There is no revenue budget for road safety campaigns for the remainder of 2014/15. Cycle training is currently

funded until 2014/15. In December 2014 the council was notified that 15/16 funding would be available but at a reduced level. There has been a diminishing Local Transport Plan allocation of engineering solutions. The 15/16 allocation had yet to be determined.

The Cabinet Member for Traffic & Transportation explained that parking contraventions around schools are a significant problem and the solutions revolve around education and the physical infrastructure including yellow lines and warning signs.

To assess the role of education in improving the safety of pupils.

Three levels of school cycle training is available for schools for years 4- 7 pupils. Participation is increasing slightly but some secondary schools do not want to be involved. Scooter training is also provided. The panel heard that road infrastructure around schools can be a barrier to pupils cycling to and from school. Helmet wearing is promoted in the cycle training.

Teaching children road sense is essential because in the majority of accidents involving child pedestrians, the driver is not at fault and children regularly cross from between parked cars. Children are taught how to identify the safest place to cross the road; as Portsmouth has a high level of traffic this is often between parked cars.

The council assists schools to raise awareness of road safety in a number of ways including attending assemblies, meeting Junior Road Safety Officers, assisting with the setting up of walking buses, organising local events for Road Safety Week, providing a free road safety in-school programme for years 7-10, producing information for parents to be included in newsletters or given out at parents' evenings, producing and giving out park and stride maps to people who park on zig-zag lines and assisting with the STARS programme for primary aged children for the implementation and accreditation of School Travel Plans.

Ten schools participate in the JRSO scheme which is run by the council and is aimed at primary schools. Two JRSOs from years 3 to 6 meet with the Road Safety Officer to discuss their responsibilities which include creating a noticeboard, going on a community speedwatch operation and speaking at assemblies to raise awareness of road safety. The scheme is working very well and officers are promoting the scheme to all schools to increase participation levels.

With regard to educating parents, a drip-feed, consistent approach was recommended ideally by a full time officer dedicated to this role. Parents of infant school pupils are more ready to engage with the school and road safety team. The panel was also advised that education should start from the first parents' evening' with the emphasis on child safety.

Springfield School reported that it raises road safety awareness in a number of ways including holding assemblies, an annual year 7 focus day, having the British Transport Police and the council involved in Personal, Social Health

and Economic (PSHE) year 8 lessons and the Hampshire Fire & Rescue Service attend Year 10 PSHE lessons.

The Cabinet Member for Children & Young People explained that all 15 schools that he had visited take road safety seriously with different initiatives in place to raise road safety awareness.

To assess the role of enforcement of the current traffic regulations.

The regulations regarding parking on double-yellow lines and zig-zag lines are enforced by the police, civil enforcement officers and community wardens. The priority for enforcement is to ensure road safety especially for the most vulnerable in society. Extending zig zag lines is not a simple process and might exacerbate parking problems.

The most common problem encountered is parking on zig zag lines, particularly parents dropping off and collecting infant school pupils. Some schools put out cones to prevent people doing this; this is not condoned by the council. The police and the council can also issue a ticket if a parked vehicle obstructs a dropped kerb. Enforcement campaigns are labour-intensive and parking improvement tends to last only for the duration of the campaign.

When he can, the Head Teacher at Isambard Brunel Junior School speaks to drivers parked on zig-zags and double yellow lines and asks them to move on. This has been effective but depends on his availability. Hampshire Constabulary offered to train key school staff to aid enforcement by showing them how to take photographs of cars parked outside and send them to the council. This had not yet been taken up.

The Head of Springfield School reported that he had requested a road sign warning drivers of the school but this had been refused. Officers informed the panel that there are school signs warning drivers outside every school. The Road Safety & Active Travel Manager informed the panel that a map of all signage and road markings associated with school safety was recently carried out and subsequently work had begun to improve/ install additional markings etc where funding permits.

The Business Director of Milton Cross Academy explained that although staff assist at the gates it is difficult because the traffic comes from three directions and there is nothing to slow it down and no school signs.

There are currently 32.5 full time equivalent Civil Enforcement Officers and three more are being recruited. In order to prioritise resources, schools are divided into three priorities according to risk: high; medium and low. High priority schools receive twice as many visits as medium and low priority receive half as many as medium. There are not sufficient CEOs to attend every school at opening and closing times. The majority of verbal and physical attacks on CEOs occur outside schools. On average there are 12 school visits a day and two Penalty Charge Notices are issued.

Loading/ unloading and delivering/ collecting goods are allowed in most places where restrictions apply except where loading prohibitions apply, for example:

- 1) Where there are kerb stripes;
- 2) Where there is a temporary ban on loading; or
- 3) On bus stop clearways or school keep clear markings.

Loading / unloading is generally restricted as follows:

- (a) In loading bays – as time plate stipulates
- (b) Designated parking places - 20 minutes
- (c) On yellow lines - 20 minutes as long as there are visible signs of loading/unloading taking place.

A vehicle may only remain in place for as long as it takes to perform the loading or unloading operations, generally defined as being the movement of goods to or from the vehicle, the checking of said goods and the completion of any necessary paperwork. The purchase of goods is not covered by the exemption. There is no right to park for the maximum time. In order to qualify for exemption, vehicles should be parked adjacent to the premises being delivered to; although where this is not possible discretion will be given to allow the vehicle to park in the vicinity of the premises. Where loading/unloading is allowed a CEO will observe the vehicle for a period of time to ascertain whether loading/unloading is being carried out. If a goods vehicle is being observed then it is recommended that the observation time is longer. If loading or unloading is seen after a PCN is issued, this will be noted by the CEO in the pocket book.

Disabled Badge holders can park on single or double yellow lines for up to three hours, except where there is a ban on loading or unloading. The blue badge and clock showing the time of arrival must be displayed.

PCNs can also be issued for parking in the middle of the road.

The restrictions on roads are in the main from the centre of the carriageway to the building line, so for instance stopping on the pavement or centre of a carriageway would still be a contravention on double yellow lines. Yellow zig zags are different in that the contravention is to stop on the lines. Generally outside schools, drivers are asked by the CEO to move away; if they refuse or are not with the vehicle then a PCN will be issued. Very few PCNs are issued on zig zag lines as the very presence of a uniformed officer acts as a significant deterrent.

The Chair made two visits to a primary school; during the first visit in the morning with a CEO he observed that after three tickets had been issued and several drivers cautioned, parents stopped parking on yellow lines or zig zags. When he returned in the afternoon without a CEO, he witnessed an apparent total disregard to all the parking and stopping regulations. Furthermore, the majority of vehicles did not seem to observe the 20mph speed limit which is in place but not enforced.

All council deployed vehicles have been clearly warned that they must comply with all parking restrictions or they will receive PCNs.

Feedback indicates that the public are concerned that there are many areas which are not enforced as well as they could be, particularly residential parking zones.

The Secretary of State for Communities and Local Government is due to decide whether local authorities can use mobile enforcement vehicles which have cameras. The British Parking Association said that the use of cameras for parking enforcement outside schools is very effective. The initial cost of approximately £40,000 for one vehicle would be recouped in a very short time. The Parking Manager recommended its use outside schools and in bus stops.

Outside some schools there are railings on one side and zig zags on the other. The layout of each school could be assessed to determine whether the introduction of railings would help improve safety.

In addition to issuing tickets, letters are sent out by the Road Safety Team to people who park on yellow lines and zig zags outside schools informing them that this puts children at risk. After the second infringement, a road safety officer visits the offender to discuss the issue and advises that if there is another incident they may be taken to court. The database of repeat offenders includes a disproportionate number of foreign drivers mainly with middle-eastern heritage and taxis drivers. When the scheme was originally devised, it was agreed that drivers would be taken to court if there were three separate infringements. However, this does not currently happen.

A PCSO from the Cosham, Drayton and Farlington Safer Neighbourhood Team explained that she had experienced a lot of verbal abuse from parents when carrying out her duties outside schools. She regularly sees parents stop outside schools just long enough to throw their children out of the car. The police would not be able to commit to a rota to cover schools every school day with Community Wardens, Civil and Enforcement Officers because of other duties.

A PC from the Cosham, Drayton and Farlington Safer Neighbourhood Team explained that enforcement operations are carried out with the parking enforcement and road safety teams. Parents' behaviour is generally good during these but afterwards parents revert to their normal behaviour. Parents feel that they don't have time to park in the correct place especially those who arrive from 8.50am onwards. He had witnessed children being ejected from cars. He noted that there are more parking infractions in bad weather. He felt that ultimately parents are responsible for their children's safety. In the past, naming and shaming parents led to pupils being bullied.

Speedwatch campaigns are carried out with residents in roads where there is a proven issue. There is only one road in Cosham, Drayton and Farlington where the police can use a radar gun (Havant Road). Prior to the campaign, the police walk the road to ensure that every sign is located in the correct position and is the correct height, colour, font and size in accordance with

government legislation. A small number of PCs are trained on the procedure for using speed guns which are currently stored at Fratton Police Station but for technical reasons are not useable.

Speed does not seem to be an issue regarding road safety outside schools.

The Cabinet Member for Traffic & Transportation explained that a large number of schools have a problem with parking contraventions in their immediate vicinity which poses a huge safety hazard.

To evaluate the effectiveness of the road safety measures that are currently in place outside schools.

High grip surfaces to slow down vehicles are not used outside schools because speed outside schools is often reduced at school times due to the increase in traffic.

The start and finish times of Mayfield Infant and Secondary Schools were staggered in response to concern from parents about the high volume of pupils and traffic outside them at the same times.

Portsmouth City Council has a higher number of School Crossing Patrol Officers (53) than other local authorities. A local newspaper recruitment drive to fill the 23 vacancies had a slow response. Officers worked on an additional campaign that will run into 2015 to further publicise vacancies. The possibility of splitting the roles so that people can work either mornings or afternoons is being investigated to improve recruitment, though it must be noted that this has had limited success in other authorities.

Upgrades to key routes could be considered in order to provide a better chance of avoiding children crossing the road from behind parked cars.

The five schools that contacted the panel, gave the following feedback:

- There is a supportive relationship between the school and the School Crossing Patrol.
- The SCP was felt to be good but infrequent.
- Provision of a hut for parents in wet weather and a bike store.
- Good numbers walking and cycling.
- Improvement in parking after patrols.
- Speed reduced.
- The removal of some safety barriers at one school to give more places to cross had a good impact.
- Better signage was requested.
- The extension of zig zag lines improved road safety.
- Student council pupils asking people who stopped or parked inconsiderately to move on was very successful.
- One school requested a one way system.

A raised table was recently installed in Doyle Avenue to reduce speed.

The timings of crossings are controlled by the staff in the Traffic Management Centre particularly at rush hour.

Outside some schools there are railings on one side and zig-zag lines on the other. The layout of each school could be assessed to determine whether the introduction of railings would help improve safety.

After installation of railings outside one school, Councillor Boshier, ward councillor received 14 complaints from mothers who were angry because they had to get out of their car to lift the child over the railings.

The Director of Milton Cross Academy explained that pupils are not taken on Milton Road during Bikeability sessions because it is considered dangerous. Although the pavement along Milton Road is marked on the council's cycle plan as a shared space for pedestrians and cyclists, the police ask children to walk their bicycles to the nearest cycle lane. Furthermore, there is a bus shelter midway along the shared pavement which is frustrating. The cycle lane is not signposted nor clearly marked and does not continue very far.

The Assistant Head of Service, Transport and Environment explained school safety improvement works and signage commitments are due to be completed as part of LTP Capital Budget 2015/16. The first phase would seek to link the school to the southern housing around Warren Avenue and will include alterations to bus shelters to facilitate the route along Milton Road.

3. Conclusions

After considering the evidence received, the panel expressed concern that:

1. Child pedestrian casualties are 50% higher than the national average. Members noted however, that this is mitigated somewhat by the fact that Portsmouth has the highest walk to school rate in the country.
2. The number of KS1 & 2 pupils involved in road accidents has not reduced in the last three years.
3. Portsmouth has double the national average for child cycling casualties. However the panel also noted that cycling levels in the city were double the national average.
4. Many child cyclists do not wear helmets.
5. Some council contractors were reported to be parking in contravention, thereby putting children at risk.
6. A disproportionate number of taxi drivers are parking on zig-zag lines outside schools.
7. Some schools do not participate in the pupils' road sense programmes offered by the council nor permit officers to attend parents' evenings to discuss road safety with parents.

The panel noted that:

8. Although the majority of road accidents involving children do not occur outside schools, parents are extremely concerned about parking contraventions around schools and the potential risk this poses for children.
9. It is essential that parents are regularly informed about how having parking regulations outside schools reduces the risk to children.

10. Enforcement is also an effective method of focussing drivers' minds because there is a direct financial consequence if they park in contravention.
11. CEOs are deployed twice a day outside schools to enforce the parking regulations.
12. The reduction in LSTF funding will reduce the council's resources in terms of road safety.
13. As lack of due care and attention is a major contributory factor in pedestrian and cycle accidents involving children, educating pupils about road safety is essential.
14. More could be done to improve schools' participation in bicycle training.
15. There are more accidents from 3pm to 8pm involving KS3&4 child cyclists, so wearing reflective clothing and lights is essential.
16. Road infrastructure outside schools plays an important role in improving road safety.
17. Staff from some schools reported that there was insufficient road signage informing motorists that they were near a school.
18. The Chief Constable and senior officer will review the role of the police and the deployment of resources in April 2015.
19. A disappointing low number of teachers responded to the panel's consultation about road safety around schools.

4. RECOMMENDATIONS.

The following table highlights the budgetary and policy implications of the recommendations being presented by the panel:

	Recommendation	Action by	Policy Framework	Resource Implications
1	More be done to encourage schools to participate in the education programmes for child pedestrians offered by the council particularly for KS1 & 2 pupils and also in bikeability training. <i>Links to conclusions 1, 2, 3, 4, 7, 8, 13 and 14.</i>	The Road Safety & Active Travel Manager/ Portfolio holder for schools and the Head of Education.	Within policy framework.	Additional resource would be required within the Road Safety and Active Travel team if material increases in activity were expected. The revenue funding for this resource would need to be identified.
2	Schools be encouraged to take some responsibility for road safety outside their schools at the start and end of the school day e.g. by having a regular teacher presence outside the school gates in a high visibility jacket. <i>Links to conclusion 8.</i>	The Road Safety & Active Travel Manager.	Within policy framework.	Existing staff could continue to encourage school responsibility. Again, if it was decided that additional activity was required then a revenue funding source would need to be identified.
3	All the required improvements identified during the assessment of the signage and road markings associated with school safety be carried out. <i>Links to conclusion 17.</i>	The Parking Service and the Road Safety & Active Travel Team.	Within policy framework.	The costs of all improvements identified would need to be quantified. There is a sum of £150k within the LTP set aside for Safer Routes to School Improvements and this could be used to fund some or all of the improvements required. If costs were estimated to be greater than this sum then an alternative source of funding would need to be identified.

	Recommendation	Action by	Policy Framework	Resource Implications
4	The possibility of engaging with local businesses to sponsor bicycle safety equipment including cycle helmets, high visibility jackets and reflective bands be investigated. <i>Links to conclusions 4 and 15.</i>	The Road Safety & Active Travel Manager.	Within policy framework.	It is likely that this activity could be carried out by existing resources.
5	All cyclists featured in council literature and posters wear helmets and high visibility jackets and that the bicycles have lights. <i>Links to conclusion 15.</i>	Director of Community & Communication.	Within policy framework.	Additional resources would be incurred for the use of existing and new materials.
6	An officer presence (road safety officers, CEOs, Community Wardens and the police) outside schools to enforce the parking regulations be continued. <i>Links to conclusions 11 and 12.</i>	Director Transport Environment & Business Support.	Within policy framework.	There are in excess of 60 schools in Portsmouth. Unless additional resource were to be employed the careful coordination and cooperation of all parties is required to fulfil this recommendation.
7	More be done to explain how parking regulations outside schools help ensure child safety and to make it clear that offenders will receive PCNs. <i>Links to conclusions 1, 2, 3, 5, 7, 8, 9, 10 and 11.</i>	Director Transport Environment & Business Support.	Within policy framework.	Currently CEOs visit schools and inform pupils that offenders will receive PCNs.
8	The Leader write to all the council's contractors reaffirming the importance of complying with the parking regulations around schools to ensure pupils' safety. <i>Links to conclusion 5.</i>	Director Transport Environment & Business Support	Within policy framework.	Portsmouth City Council have in excess of 700 contractors registered. A source of funding would need to be identified to fund the postage costs.

	Recommendation	Action by	Policy Framework	Resource Implications
9	The Cabinet Member for Children & Education write to taxi companies requesting that they remind their drivers to comply with the law particularly around schools. <i>Links to conclusion 6.</i>	The Cabinet Member for Children & Education.	Within policy framework.	The costs of this recommendation could be met from existing cash limited budgets.
10	The Cabinet Member for Children & Education write to Head Teachers reminding them of the importance of working together with the road safety team, the CEOs and the police to ensure the safety of pupils outside their schools and to allow officers to have a regular presence at parents' evenings. <i>Links to conclusion 1, 2, 3, 7, 8, 13 and 14.</i>	The Cabinet Member for Children & Education.	Within policy framework.	The resource required to carry out this recommendation could be met from existing cash limited budgets.
11	The Cabinet Member for Children & Education write to the Chief Constable and the Police & Crime Commissioner requesting that they prioritise road safety and working with schools when reviewing the service. <i>Links to conclusion 18.</i>	The Cabinet Member for Children & Education.	Within policy framework.	The resource required to carry out this recommendation could be met from existing cash limited budgets.
12	The council's representative on the Police & Crime Panel to request that the co-ordinator be given the training and resources required to carry out speedwatch campaigns.	Director of Regulatory Services, Community Safety & Troubled Families.	Within policy framework.	There are no resource implications as a result of approving this recommendation.
13	The Cabinet Member for Children & Education write to Ofsted requesting confirmation that its assessment of the behaviour and safety of pupils include the school's level of participation with the local authority regarding road safety. <i>Links to conclusions 1, 2, 3, 8, 13 and 14.</i>	The Cabinet Member for Children & Education.	Within policy framework.	There are no resource implications as a result of approving this recommendation.

	Recommendation	Action By	Policy Framework	Resource Implications.
14	The Cabinet Member for Traffic & Transportation raise the issue of road safety around schools at the Transport Liaison Group. <i>Links to conclusion 1, 2 and 3.</i>	The Cabinet Member for Traffic & Transportation.	Within policy framework.	There are no resource implications as a result of approving this recommendation.

5. Purpose

- 5.1. The purpose of this report is to present the Cabinet with the recommendations of the Traffic, Environment & Community Safety Scrutiny Panel's review of road safety around schools.

6. Background.

- 6.1. This review was undertaken by the Traffic, Environment & Community Safety Scrutiny Panel, which comprised:

Councillors Stuart Potter (Chair)
Simon Boshier
Hannah Hockaday (Vice Chair)
Lee Hunt
Phil Smith
Lynne Stagg

Standing Deputies were: Councillors Paul Godier; Leo Madden; Hugh Mason; Les Stevens and Alistair Thompson.

- 6.2. At its meeting on 3 October 2014, the Traffic, Environment & Community Safety Scrutiny Panel (henceforth referred to in this report as the panel) agreed the objectives:

- To understand the reasons for the review.
- To assess the role of education in improving the safety of pupils
- To assess the role of enforcement of the current traffic regulations.
- To evaluate the effectiveness of the road safety measures that are currently in place outside schools.

- 6.3. The panel met on 5 occasions between 3 October 2014 and 23 March 2015. A list of meetings held by the panel and details of the written evidence received can be found in *appendix one*. The minutes of the panel's meetings and the documentation reviewed by the panel are published on the council's website www.portsmouthcc.gov.uk and paper copies are available from Democratic Services upon request to scrutiny@portsmouthcc.gov.uk.

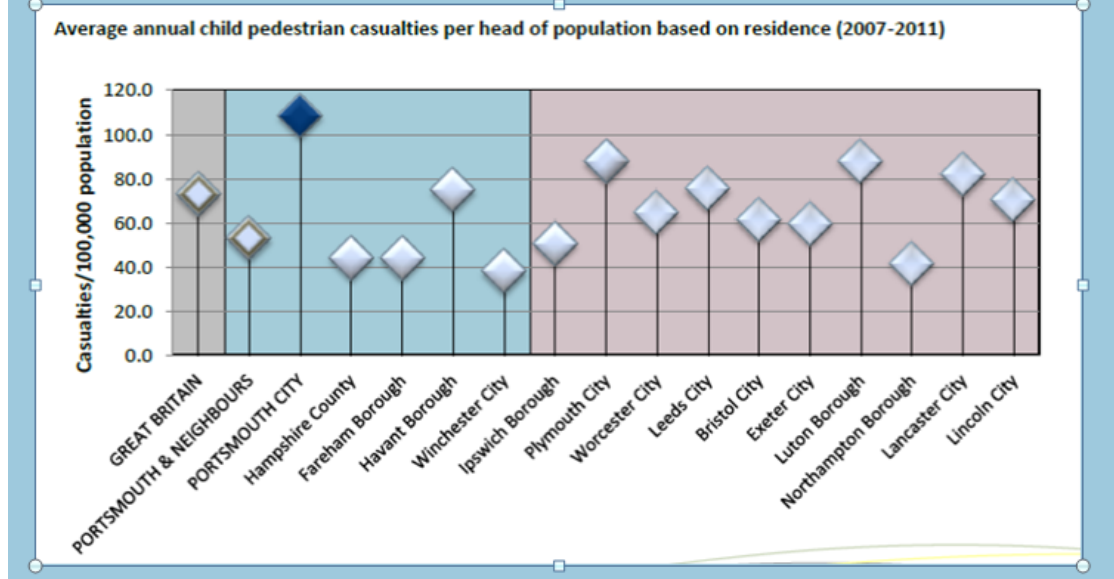
7. **To understand the reasons for this review.**

- 7.1 The Assistant Head of Service, Transport and Environment gave the following breakdown of the current situation regarding child pedestrian and cyclist accidents.

- 7.2 There are 64 local authority or academy and four private schools in the city.

Child Pedestrian Casualties

Average annual child pedestrian casualties per head of population



7.3 Portsmouth has double the national average for child pedestrian casualties for its population size with casualties being 50% higher than the national average according to data between 2007 and 2011. The fact that Portsmouth has the highest walk to school rate in the country with over 70% of children walking to school could be a contributory factor. This figure is for accidents throughout the city and not just near schools.

7.4 Since 2004, Portsmouth has seen an overall downward trend in child pedestrian casualties from an average of 56 per year down to an average of 39 per year with no fatalities during that period.

	Number of child pedestrians slightly injured.	Number of child pedestrians seriously injured.
2011	27	16
2012	31	11
2013	28	5

NB: An injury is classed as slight when the police attend and serious if the victim is hospitalised for one night or more.

Ages

7.5 Child pedestrian casualty numbers for KS1 & 2 (5-10 year olds) remains largely consistent over the last five years. There was a reduction in the numbers for key stages 3 and 4 (11- 16 year olds).

Time of Year and Time of Day.

7.6 Between 2009 and 2013 during term time and between 8am and 4pm there were 29 accidents involving KS1 & 2 child pedestrians out of a total of 75. There were 22 for KS3 & 4 child pedestrians out of a total of 93.

- 7.7 Between 2009 and 2013 the highest number of accidents involving KS1&2 child pedestrians occurred from 8-9am (10), 3-4pm (19) and 5-6pm (10). For KS 3&4 child pedestrians, the peak times are 4-5pm (17), 3-4pm (15), 7-8pm (11) and 8-9am (10).

Gender

- 7.8 There were 28 KS1 & 2 female pedestrian casualties between 2009 and 2013: compared to 47 KS1&2 males. There were 46 KS3 & 4 female pedestrian casualties and 53 KS3&4 males in the same period.

By Month.

- 7.9 Between 2009 and 2013 the highest number of accidents involving KS 1 & 2 child pedestrian casualties occurred in April (11) and June (both involved 11 children). The lowest number occurred in December and January (both involved 2 children). In the same period, the highest number of accidents involving KS3 & 4 child pedestrians occurred in March (14) and August (13). The lowest number occurred in February (3). August is not a quiet time in terms of accidents involving children.

Contributory factors

- 7.10 Between 2009 and 2013 there were 75 accidents involving KS1 & 2 child pedestrian casualties; two contributory factors stood out for pedestrians:

- 61 cases - the pedestrian failed to look properly.
- 24 cases - the pedestrian crossed between parked cars.

- 7.11 Between 2009 and 2013, there were 93 accidents involving KS 3&4 child pedestrian casualties; four contributory factors stand out:

- 15 cases - driver failed to look properly
- 56 cases - pedestrian failed to look properly.
- 20 cases - crossing from behind parked cars.
- 29 cases - 'careless, reckless or in a hurry'.

- 7.12 In most cases the driver is not attributed blame although with the KS3 & 4 age group, drivers have more responsibility with 15 cases of them failing to look properly.

- 7.13 A PC from the Cosham, Drayton & Farlington Safer Neighbourhood Team explained that over the last five years, taxi drivers were involved in 200 car accidents and they were at fault in 70% of these.

Locations

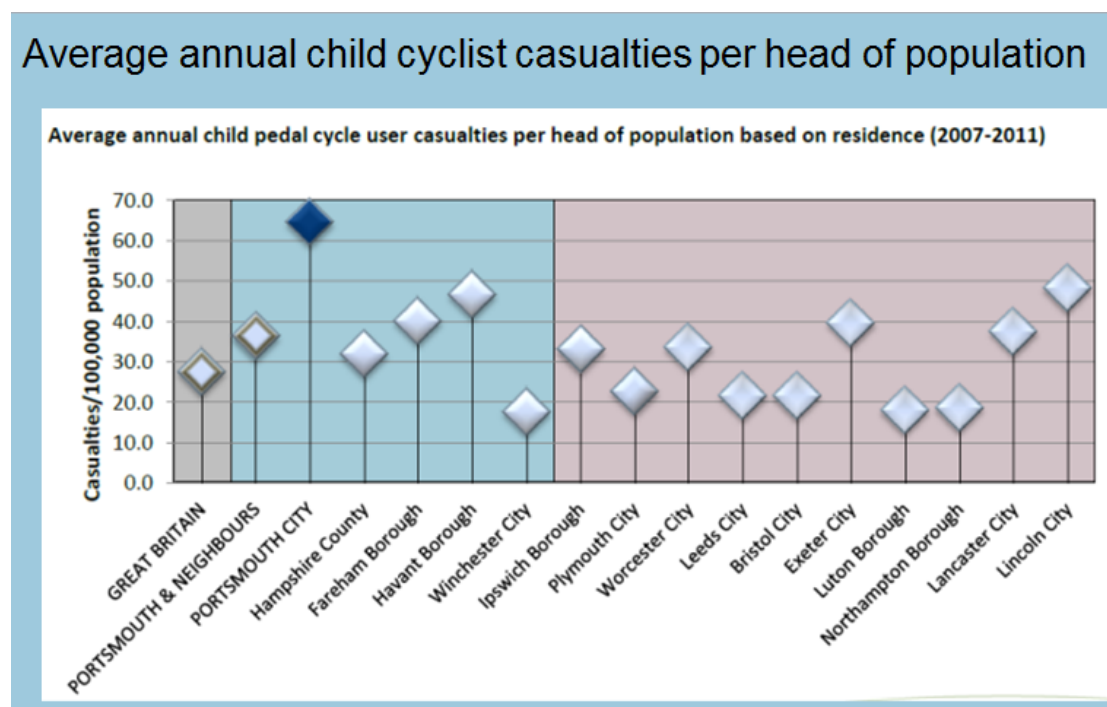
- 7.14 During the same period, in roads with 30mph speed limits there were 71 accidents involving child pedestrians and in 20mph zones there were 26 accidents.

- 7.15 Of the 76 accidents in these roads between 2009 and 2013, only 24 occurred at crossings and 11 of those were at light controlled crossings where the pedestrian did not wait for the signal so effectively only 13 were at crossing points on roads where they are widely available.

7.16 Casualty data shows that KS1 & 2 pupils are not at risk at junctions. This may be because they are with their parents and are not exposed to more dangerous roads.

Child Cyclist Casualties.

Comparison with other areas.



Numbers

7.17 Portsmouth has high child cycling casualties per size of population, double the national average, however cycling levels in the city are also twice the national average.

7.18 During the last decade there has been little change in casualty levels involving child cyclists (an average of 26 per year) despite a spike in 2011 in Hampshire which is often attributed to severe weather conditions and the pinch of the economic downturn with more journeys being taken by bike or on foot.

Severity

Year	Number of minor accidents*	Number that were serious
2009	30	6
2010	31	3
2011	39	5
2012	25	1
2013	30	7

* involving child cyclists.

Ages

7.19 Casualty rates for KS1 & 2 child cyclists are so low that trends are difficult to find with any reliability. KS3 & 4 numbers have remained constant.

7.20 Between 2009 and 2013 during term time and between 8am and 4pm there were 4 accidents involving KS1 & 2 child cyclists out of a total of 23. There were 31 for KS3 & 4 child cyclists out of a 129.

By Month.

7.21 Between 2009 and 2013 the highest number of accidents involving KS 1 & 2 child cyclists occurred in July (4), September (3), June (3) and April (3). None occurred in November. In the same period, the highest number of accidents involving KS 3&4 child pedestrians occurred in April, June and July (16) and October (13).

Timings.

7.22 In the same period, the highest number of accidents involving key stage 1 & 2 child cyclists occurred between 11 and 12 noon (5) followed by 12-1pm, 2-3pm, 3-4pm and 4-5pm (3 for each). The highest number of accidents involving KS 3 & 4 cyclists occurred between 4 and 5pm (16), 5 and 6pm (15) and 3 and 4pm (14). 6-7pm (13) and 7-8pm & 8-9am (12).

Gender

7.23 There were 5 KS1 & 2 female cyclist casualties between 2009 and 2013 and 18 male. In the same period, there were 29 female and 100 male KS 3&4 cyclist casualties.

Contributory Factors.

7.24 The breakdown of reasons reported in accidents involving KS 1&2 cyclists are as follows:

- 13 cases - failing to look properly by the cyclist or the driver (blame is very difficult to attribute).

7.25 The breakdown of reasons reported for the 129 accidents involving KS 3&4 cyclists are as follows:

- 35 cases - the cyclists entered the road from the pavement.
- 76 cases - the cyclist/ driver failed to look properly.

Locations.

7.24 As is consistent with cycle casualties for all ages, the majority of accidents involving KS1&2 children occur on 30mph roads. There were 9 cases in 20mph zones and 14 in 30mph zones. Only 48% of accidents occur at junctions. This is most likely due to the younger children cycling on the pavement and keeping to 20mph roads.

7.25 For KS3&4 children, 74% of accidents happened at junctions; the majority of these were because the drivers failed to see the cyclists; this is in line with all cycle collisions.

7.26 Not many accidents happen outside schools for any age group.

7.27 For KS3&4 children, there were 34 accidents in 20mph roads and 86 in 30mph roads. As is consistent with cycle casualties for all ages, the majority occur on the main 30mph roads.

Helmet Use

7.28 In only 1 of 23 accidents (involving 5 female and 18 males at KS1 & 2) it was recorded that the casualty was wearing a helmet. For KS3 & 4 child cyclists involved in accidents only one in 129 wore a helmet.

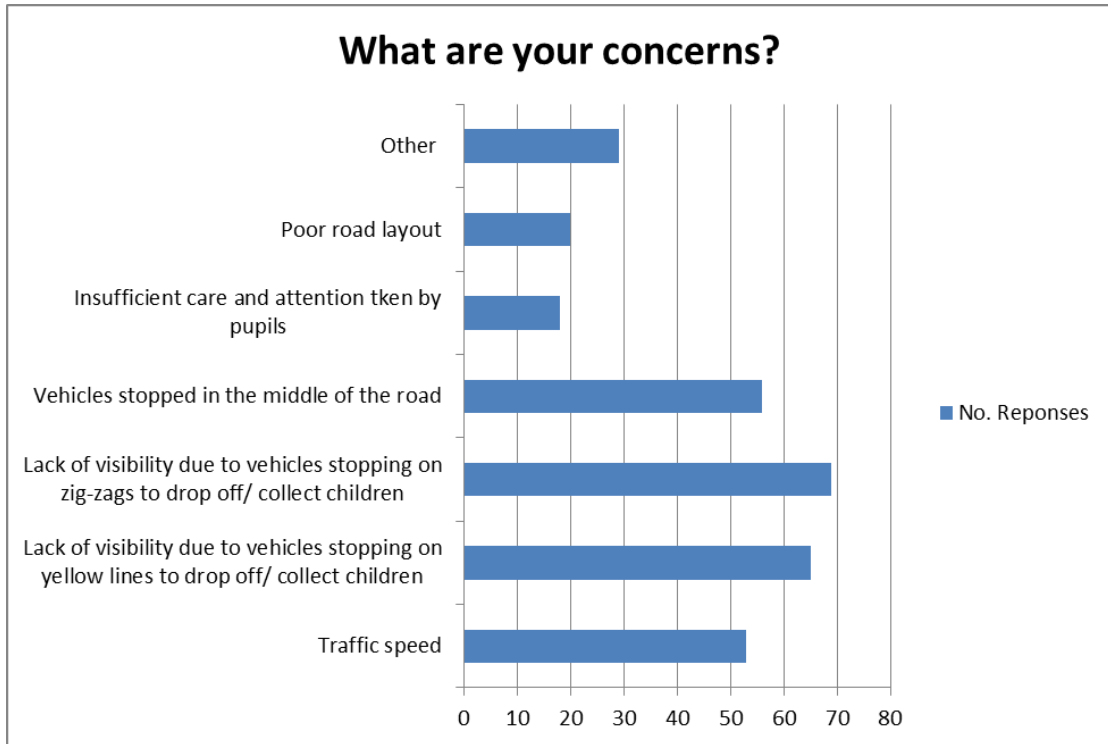
7.29 The Headteacher at Springfield School reported that the School Planner refers to the wearing of cycle helmets.

7.30 The headteacher of Isambard Brunel Junior School said that pupils who cycle to school are required to wear helmets.

Consultation.

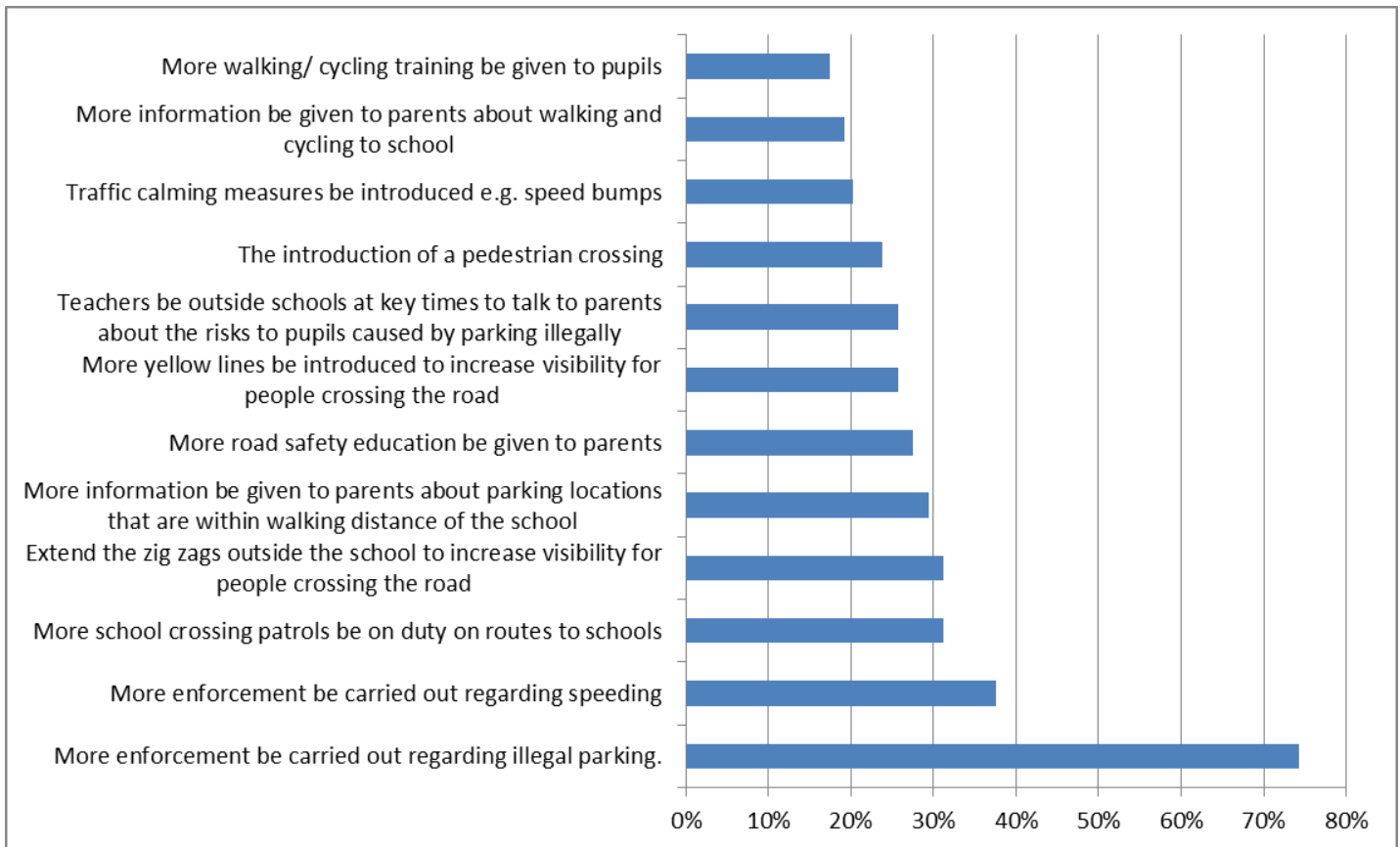
7.31 A consultation was carried out between 30 November and 15 December 2014 to seek the views of parents, governors and teachers at local schools. The conclusions can be summarised thus:

- There were 155 respondents: 112 parents; 37 governors; 1 teacher; 1 head teacher and 4 - did not say.
- Most (14.7%) had children in years 2 and 4.
- 43% walk every day. 23% walk most days.
- 20% drive every day and 3% cycle every day.
- 47 respondents were answering about primary schools, 40 for junior, 32 for infant and 6 all-through.
- 44% of respondents said that there was a SCP linked to the school. 12.86% of respondents did not know.
- 84.17% of respondents said that they felt pupils are at risk on the roads immediately outside their children's school at the start and/or end of the school day. When rating their concern on a scale of 1-7 (1 representing a low level and 7 - the highest) 67% rated the level of their concern at 5 or above. The average was 5.4.



NB: respondents were invited to tick all that applied.

When asked what they thought could be done to improve road safety outside schools, the responses were:



When asked who they consider responsible for pupils' safety outside school, 85.59% said parents, 70.27% the council and 53.15% law enforcement. Only 45.05% said it was the school's responsibility.

Here is a summary of the concerns raised by parents:

- Parking on corners, zebra crossings, in disabled bays without displaying blue badges, in the yellow cross-hatch 'emergency vehicles only' space, blocking driveways, on zig-zags, the middle of the road and on yellow lines.
- Some drivers double and even triple park
- Lack of visibility
- Verbal abuse from drivers who are challenged about their parking.
- Heavy volumes of traffic
- Careless driving - reversing at speed and mounting the pavement
- Drivers don't indicate properly
- Lack of attention by pupils crossing the road
- Cycle paths are inconsistent, poorly marked, rarely enforced and not designed for parents to cycle alongside children.
- Cycling on pavements putting pedestrians at risk
- Public transport is expensive, slow.
- Cars jumping the red lights regularly at the Waverley Road/ Albert Road junction.
- Lack of SCPs particularly in Waverley Road and not just at junctions

Several respondents reported regularly witnessing near misses involving children.

Suggestions to improve the situation included:

- More enforcement (the majority of respondents wanted to see more enforcement)
- Install red lines as a deterrent
- Lower the speed limit in Waverley Road
- Extend the yellow lines in Taswell Road to the junction.
- Remind all parents of the school travel policy every year
- Create a safe walking zone outside the school
- Extend the double yellow lines on corners to improve visibility
- Create more joined up cycle routes and lanes
- More park & ride to reduce the number of cars in the city
- Install a pedestrian crossing on Pembroke Road
- Enforce the 20mph speed limit where in force

Council Support.

7.32 The Road Safety & Active Travel Manager explained that the Road Safety Team in the Environment & Transport Directorate comprises two officers: one full-time and one job share. Other officers assist them on top of their usual duties to be able to cover such a large remit. The School Travel Advisor post was funded by the Local Sustainable Traffic Fund until the end of March.

7.33 The School Travel Programme will reduce after March 2015 due to the end of the Local Sustainable Transport Framework. This will mean that the ability to monitor School Travel Plans and modal shift will significantly reduce. Resources are stretched in all areas. There is no revenue budget for road safety campaigns for the remainder of 2014/15. Cycle training is currently funded until 2014/15. In December 2014 the council was notified that 15/16 funding would be available but at a reduced level. There has been a diminishing Local Transport Plan allocation of engineering solutions. The 15/16 allocation has yet to be determined.

Issues Reported by Schools

7.34 Portsmouth headteachers and governors were invited to give their views on issues that affect their schools either in person or in writing:

<p><u>College Park Infant School.</u></p> <ul style="list-style-type: none"> • Two very large schools on one road (Lyndhurst and College Park) - nearly 900 children/ families coming to school daily, not to mention Mayfield All Through School at the end of the road less than 500m away. Immense amount of foot and road traffic twice a day. Congestion worse on wet days. • School gate/ entrance used as a pull-in because Crofton Road is quite narrow with parked cars on either side.
<p><u>Cottage Grove Primary School</u></p> <ul style="list-style-type: none"> • Parents parking in Mosaic Lane and driving along this narrow lane amongst pedestrians as this is the main pedestrian entrance to the school. • Dog fouling on Belmont Street pavement. • Drivers driving too quickly along Belmont Street.
<p><u>Fernhurst School.</u></p> <ul style="list-style-type: none"> • Volume of traffic Parking/pulling up on zigzag lines.
<p><u>Isambard Brunel Junior School</u></p> <ul style="list-style-type: none"> • Cars waiting on "school keep clear" lines to collect and/or drop off children • Delivery vans doing the same • School meals caterers doing the same • Quantity of traffic at start/end of school day – the school is bordered by a one way street and two residential roads • There is no signage informing drivers that the school is there. It was requested, but the council refused. It is required as vehicles often go past the gate without noticing the school, have to turn around. • Some speeding because people miss the turning.

Milton Cross Academy

- A pedestrian crossing on Cotton Road was requested to assist the 500 or so pupils who cross it.
- There is a blind corner leading into the estate.
- There are no school signs to slow traffic which comes from three directions.
- The zig-zags are respected but people do park on the double yellow lines.

Penhale School

- No dropped kerb on one side of Penhale road where the lollipop man operates. This causes problems for wheelchair and pram users
- Speeding cars, maybe a need for speed humps on both Penhale road & Lincoln road?
- Electronic speed board (indicating to slow down) if driving too fast.
- Lack of parking spaces for parents causes, cars to stop on zig-zag lines / in middle of road to drop children off.

Springfield School

- Visitors comment on how they often miss the narrow entrance to Scholars' Walk from Central Road. They are concentrating on looking for the entrance instead of watching the road.
- Pupils using bikes can be over confident in their ability to be aware of other road users.
- Pupils can lack road awareness when they have their heads stuck into their smart phones as they walk along and/or headphones on.
-

St Edmund's Catholic School

- Cars parked on the corner on double yellow lines.
- Cars stopping in the middle of the road to pick up children thereby stopping the flow of traffic causing stationary traffic.
- Parents parking on zigzag lines.
- Cars parking on the corner on double yellow lines.

7.35 The Cabinet Member for Traffic & Transportation informed the panel that parking contraventions around schools is a significant problem and the solutions revolve around the physical structure (yellow lines, warning signs etc) and education.

7.36 The Cabinet Member for Children & Education explained that all 15 schools that he had visited took road safety seriously with different initiatives in places to raise awareness.

7.37 The headteacher of Isambard Brunel Junior School informed the panel that road safety is discussed at the schools' forum that he attends.

8. To assess the role of education in improving the safety of pupils.

8.1 The Assistant Head of Service, Transport and Environment emphasised the importance of intensive child pedestrian training and engagement to teach

children to look properly when crossing a road and to use crossings along the main roads.

The Council

8.2 The road safety team has responsibility for road casualty reduction, modal shift, rights of way, school crossing patrols, home to school transport for children with Statemented Educational Needs, traffic safety, signs & lines and Traffic Regulation Orders. The support provided to schools includes talks at assemblies, safer routes to schools, pedestrian training, workshops, park and stride, assistance setting up walking buses, the STARS programme for primary aged children for the implementation and accreditation of School Travel Plans. Some schools do not engage with the road safety team. This might be because they are dealing with the issue themselves.

Cycle Training (Bikeability).

8.3 A representative from Pedal Power Training Ltd asked the panel to note the following points:

8.4 Pedal Power Training provides a Department for Transport approved bicycle training called Bikeability which replaced the Cycling Proficiency Scheme and covers three levels of training: 1) Two hours in the playground for year 5 pupils to cover the basics. 2) Local roads in the school environment (if suitable) to encourage cycling to school and 3) Complex road junctions, hazard perception and route planning. Levels 2 and 3 are also provided to years 6 and 7.

The Number of Children Trained

	Year 5	Year 6	Year 7	Total
April 2012-13	452	558	25	1035
April 2013-14	984	448	62	1494
April 2014- January 15	563	526	51	1140

8.5 This academic year (September 2014- January 2015) 653 pupils attended. So far this financial year (April 2014- January 2015) 1,140 pupils have been trained with an additional 480 already booked on courses to be delivered between January 2015 - July 2015.

School Bookings

	Schools booked	Courses booked
April 2012-13	27	41
April 2013-14	31	52
April 2014- January 15	29	55

8.6 In addition to learning a basic life skill, bikeability and scooterability training improves pupils' health and wellbeing and their road sense. However, some secondary schools do not want to be involved because their focus is on academic achievement. Additionally, it can be very difficult to identify the appropriate person at the school to book cycle training. The road

infrastructure around schools can be a barrier to pupils cycling to and from school.

- 8.7 Unlike in Portsmouth, some bikeability schemes in London do not promote the wearing of helmets because they believe that children do not want to wear them. It was recommended to the panel that the council should ensure that all pictures of cyclists in its literature wear helmets.
- 8.8 Training can be tailored to fit schools' needs with weekend, holiday and evening courses available. Three or four courses are provided at Court Lane School because of its size.
- 8.9 The headteacher at Isambard Brunel Junior School informed the panel that the bikeability scheme and the introduction of school bike permits have had some impact. The number of cyclists has increased although bike storage is tricky. It is difficult to fit in bikeability training sessions within school times or at the weekend. This could be possibly be included as part of a safety themed day.
- 8.10 The headteacher of St Edmunds Catholic School explained that if the school were to turn away pupil cyclists who do not have lights or reflective jackets, some would not return because they cannot afford to buy it.
- 8.11 The Assistant Head of Springfield School noted that child cyclists can over estimate their awareness of other road users.
- 8.12 The Road Safety & Active Travel Manager explained that the community cycle hubs in somerstown provides basic maintenance free of charge.

Scooterbility

- 8.13 Between April 2014 and 2015, 34 schools received scooterbility training, 66 courses were booked and 4,973 children were trained. One hour scooter workshops are also provided which cover control skills, pavement etiquette, driveways and pedestrian safety.

Junior Road Safety Officers Scheme.

- 8.14 The Assistant Head of Service, Traffic & Transportation explained that the Junior Road Safety Officers (JRSOs) scheme, run by the council is available to all primary schools and works well. Once enrolled, schools receive a resources information pack and appoint JRSOs the numbers can vary with a minimum of 4 pupils sometimes 2 from each year group in primary schools. Two JRSOs from years 3-6 meet with the Road Safety Officer to discuss their responsibilities which include creating a noticeboard, going on a community speedwatch operation and speaking at assemblies to raise awareness of road safety at the school. JRSOs can also participate in the Champion of Champions event which is run in conjunction with Hampshire Fire Service and neighbouring local authorities. Ten schools currently participate in this scheme.

Pedestrian Training.

- 8.15 The Assistant Head of Springfield School explained that pupils can lack road awareness when they are absorbed in their smart phones and/ or have their

headphones on whilst walking. Pupils are reminded of the importance of road safety in a number of ways:

- Assemblies
- A year 7 focus day every June
- The British Transport Police and the council attend Year 8 Personal, Social, Health and Economic Education (PSHE) lessons.
- Hampshire Fire & Rescue Service attend Year 10 PSHE lessons.

8.16 With Winter approaching, it would be useful to run competitions to raise awareness. Prizes could include cinema gift cards and Amazon vouchers and issue reflective covers for rucksacks, stickers, bike helmets and lights.

8.17 The headteacher at Isambard Brunel Junior School explained that nearly all his pupils walk to and from school, however many do not pay adequate attention as they are engrossed in their mobile phones. Although staff and pupils are informed about road safety, many pupils feel that they are indestructible and do not always pay attention to their surroundings.

8.18 The Road Safety & Active Travel Manager added that there had been interest at the recent launch of the Walk on Wednesdays campaign.

8.19 The headteacher at Fernhurst Junior School explained that the school supports walk to school week/Wednesday/ every day.

8.20 The Road Safety Officer explained that as in the majority of accidents involving child pedestrians, the driver is not at fault teaching children road sense is essential. The amount of yellow lines has reduced and subsequently children often cross the road from behind parked cars.

Street Skills

8.21 The Road Safety & Active Travel Manager explained that the free road safety in-school programme for years 7-10 provided to schools by the road safety team includes road safety assemblies, workshops, events and videos to demonstrate why it's important to pay attention at the roadside and how to stay safe. Each year group's programme is tailored to their needs: the year 7 programme focusses on journey planning, bikeability training and cycle challenge; year 8 on the 'be safe, be seen' message; Year 9 on distractions and year 10 on young drivers.

8.22 Most schools include information about road safety in their newsletters. Schools do not always want road safety officers to attend parent evenings.

Park and Stride

8.23 The Road Safety & Active Travel Manager explained that My Journey¹ and the council produced a letter and Park & Stride maps which are given to parents by Community Wardens to people who park on zig zag lines outside schools. The letter informs parents about the importance of keeping the area outside school entrances clear of parked cars and asks them to park a little distance from the school and walk the remaining part of the journey. The maps show three areas to park in which are within 1, 3 and 5 minutes walking

¹ www.myjourneyportsmouth.com/

distance. It also warns parents of the enforcement action that will be taken if drivers are caught parking on zig zag lines: warning letters and ultimately court summons. (More details of this scheme can be found in section 8.25).

8.24 The headteacher at Isambard Brunel Junior School noted that the Park and Stride² scheme had been promoted at assemblies and staff had distributed the council-produced map. This had had limited impact so far. Those who walk tend to always walk and those who drive tend to always drive. The issue is exacerbated by those parents who drop children off early in order to get to work and the increasing number of children coming to school from addresses in Southsea due to a shortage of junior places there.

8.25 The Cabinet Member for Children & Education explained that a different approach to educating pupils and parents depending on the phase is required. Infant school pupils tend to be dropped off and collected by car. Junior school pupils walk part or all the way to school. Secondary parents rarely walk their children to school. Parents of primary school pupils tend to park outside the school. Primary pupils are very much influenced by their parents' attitude and behaviour so it is important that they do not learn that inconsiderate or parking contraventions is acceptable.

8.26 The Road Safety & Travel Manager explained that infant school parents are more ready to engage with school and council staff.

8.27 The Senior Community Warden explained that community wardens speak to drivers who park on zig zag lines and give them park and stride maps which show areas nearby where they could park. Their details are sent to the road safety team who send them a warning letter.

8.28 The Road Safety Officer explained that letters are sent to people who park on yellow lines and zig zag lines outside schools explaining that these are there to protect children. After the second infringement, a road safety officer visits the offender to discuss the issue and advises that if there is another incident they may be taken to court. The database of repeat offenders includes a disproportionate number of foreign drivers mainly with middle-eastern heritage and taxis drivers. The nationality of drivers is not captured in accident data. When the scheme was originally devised, it was agreed that drivers would be taken to court if there were three separate infringements. However, the police have indicated that they do not want this to happen due to a lack of evidence.

Walking Buses.

8.29 The Cabinet Member for Children & Education explained that Walking Buses seem to be very effective but rely on parents taking the initiative.

8.29 The Road Safety & Active Travel Manager explained that details of walking buses are always offered to parents of new pupils but it is very difficult to set up walking buses as these tend to be labour-intensive and parents often leave when their children leave the school. There are currently two walking buses in operation.

² www.livingstreets.org.uk/sites/default/files/content/library/NWM/Park%20and%20Stride%20final.pdf

Campaigns

- 8.30 The message at the Road Safety Week which ran 17 - 23 November 2014 promoted the message 'be safe, be seen'. Free reflective rucksack covers were given out. There are also other similar campaigns throughout the year.
- 8.31 The Road Safety Officer recommended a drip-feed, consistent approach to educating parents undertaken by a full time officer dedicated to this role. He advised that education should start from the first parents' evening' with the emphasis on child safety.

9. To assess the role of enforcement of the current traffic regulations.

- 9.1 The Parking Manager explained that the police, Community Wardens and Civil Enforcement Officers have various powers to enforce the regulations regarding parking on double-yellow lines and zig-zag lines. The priority for enforcement is to ensure road safety especially for the most vulnerable in society.

Signage.

- 9.2 Signage regarding parking restrictions must be clear as any appeal hearing would consider whether it is reasonable to expect the appellant to understand that they were contravening the council's policy. The legislation regarding parking signs is very strict. Care must be taken not to put signs up outside schools as these could render all the restrictions null and void.
- 9.3 The headteacher at Springfield School informed the panel that his request for a sign to make drivers aware of the school was refused by the council.
- 9.4 The Road Safety & Active Travel Manager informed the panel that a map of all signage and road markings associated with school safety was recently carried out and subsequently work had begun to improve/ install additional markings etc. where funding permits.
- 9.5 The Assistant Head of Environment & Transportation explained that the Department for Transport encourages local authorities to de-clutter roads and reduce the number of signs. However, they will be installed where required.
- 9.6 Councillor Lynne Stagg explained that the electronic vehicle activated signs display approaching vehicles' speed tend to be ignored after two weeks so are moved around the city regularly.

Blocking a dropped kerb.

- 9.7 The Parking Manager informed the panel that if a parked vehicle obstructs a dropped kerb, the police or the council can issue a ticket.

Parking on Pavements.

- 9.8 A Pavement Parking Bill Members' Bill is currently passing through Parliament and is due to have its second reading debate on in the House of Commons on 9 January 2015³. This bill aims to make provision for the safety, convenience and free movement on pavements of disabled people, older people, people

³ <http://services.parliament.uk/bills/2014-15/pavementparking.html>

accompanying young children, and other pavement users; to clarify, strengthen and simplify the law relating to parking on pavements in England and Wales; and for connected purposes.

Parking on zig-zag lines.

- 9.9 The Assistant Head of Service, Traffic & Transportation explained that the most common problem encountered is parking on zig-zag lines outside schools. He had also witnessed parents parked on double yellow lines and cycling on pavements.
- 9.10 The Parking Manager explained that some schools put cones out on the zig zag lines but the council cannot condone that action.
- 9.11 The Cabinet Member for Transport & Transportation felt that it is difficult to ensure that people comply with the current rules and restrictions. A large number of schools have a problem with parking contraventions in their immediate vicinity which poses a huge safety hazard.
- 9.12 The Cabinet Member for Children & Education explained that during an enforcement campaign, parking improves but this tends to only last the duration of the campaign.
- 9.13 The headteacher of Isambard Brunel Junior School explained that whenever possible he speaks to drivers parked on zig-zags and double yellow lines and asks them to move on. This has been effective; very rarely is the same driver spoken to twice but it does depend on the headteacher's availability. Other parents support this approach. Hampshire Constabulary offered to train key school staff to aid enforcement by showing them how to take photographs of cars parked on yellow lines or zig zag lines to send to the council. This offer has not yet been taken up.
- 9.14 The Parking Manager explained that parents dropping off and collecting infant school pupils are more likely to park on zig-zag lines. Zig zag campaigns involve various stakeholders and are labour-intensive. The Parking Manager explained that the council could consider extending the zig-zag zone.
- 9.15 The Road Safety & Active Travel Manager explained that in order to extend them, a Traffic Regulation Order must be published. There are minimum lengths for each section of zig-zag lines, so it might not be easy to simply extend them a short distance. Some lines were recently shortened because they did not comply with legislation. An extension might lead to more people parking on them.
- 9.16 A PCSO from the Cosham, Drayton and Farlington Safer Neighbourhood Team explained that she had experienced a lot of verbal abuse from parents when carrying out her duties outside schools. She regularly sees parents stop outside schools just long enough to throw their children out of the car. The police would not be able to commit to a rota to cover schools every school day with Community Wardens, Civil and Enforcement Officers (CEOs) because of other duties.

9.17 A Police Constable from the same Safer Neighbourhood Team explained that enforcement operations are carried out with the parking enforcement and road safety teams. Parents' behaviour is generally good during these but afterwards parents revert to their normal behaviour. Parents feel that they don't have time to park in the correct place especially those who arrive from 8.50am onwards. He has witnessed children being ejected from cars. He noted that there are more parking infractions in inclement weather. He felt that ultimately parents are responsible for their children's safety. In the past, naming and shaming parents led to pupils being bullied.

9.18 The Chief Constable and senior officers will review the role of the police and the deployment of resources in April.

9.19 The Road Safety Officer explained that although joint operations are effective, enforcement is not effective in changing long-term behaviour.

Speed.

9.20 The Business Director of Milton Cross Academy explained that staff assist at the gates but the traffic comes from three directions and there is nothing to slow it down.

Speedwatch.

9.21 PC Stephen Ellis explained that speedwatch campaigns are carried out with residents in roads where there is a proven issue. There is only one road in Cosham, Drayton and Farlington where the police can use a radar gun (Havant Road). Prior to the campaign, the police walk the road to ensure that every sign is located in the corrected position and is the correct height, colour, font and size in accordance with government legislation. A small number of PCs are trained on the procedure for using speed guns which were stored at Fratton Police Station. It is not known where these are currently stored.

9.22 The Road Safety Officer explained that Portsmouth has 172 miles of roads with speed limits of 20mph (94% of residential roads) and 80 miles with 30mph limits. Accident black spots are not in 20mph areas. Outside schools at the start and end of the day, the traffic may be slow-moving, so speed is not an issue.

9.23 Drivers caught speeding are sometimes offered the option of attending a speed awareness course run by the council rather than have points on their licence. This is offered to drivers who were only exceeding the limit by a small margin.

Civil Enforcement Officers (CEOs).

9.24 The Parking Manager explained that there are currently 32.5 full time equivalent CEOs and recruitment is underway for three more. These extra staff would have a positive impact on safety around schools because there would be a larger resource to draw from. In order to prioritise resources, schools are divided into three priorities according to risk: high; medium and low. High priority schools receive twice as many visits as medium and low get half as many as medium. Most high priority schools are on primary routes

with 30mph speed limits. These groupings are determined by the parking service in conjunction with the Road Safety & Active Travel Team. A high priority school will receive approximately 20 visits by CEOs per term. Every morning and afternoon, 60-70% of CEOs patrol outside a school. There are not sufficient CEOs to attend every school at opening and closing times. The principle of enforcement is that people do not know when CEOs will be patrolling. When they attend there are significantly fewer incidents of parking contraventions. It would be more effective if schools could self-enforce this issue.

9.25 CEOs work one of two shifts with one team working in the morning and one team in the evening. It is very difficult to ensure a balance of enforcement costs and income generation. Most CEOs are self-funded. Five CEOs now use bicycles to get around the city more quickly.

9.26 The majority of physical and verbal attacks on CEOs occur outside schools. In 2013 there were 30 aggravated incidents of which 12 took place outside schools. There are 4-5 assaults reported per year and daily verbal abuse. Many incidents are unreported. The nature of the job is made clear to candidates during the recruitment process. Most CEOs who quit do so in the first few months, predominantly because of abuse or the weather.

9.27 The Business Director of Milton Cross Academy explained that School Crossing Patrols and CEOs carry out splendid jobs in often difficult circumstances.

Penalty Charge Notices.

9.28 The Parking Manager explained that on average it takes an experienced CEO 20-25 seconds to issue a Penalty Charge Notice (PCN). This depends on visibility as there is a lot of information to input into the handheld device as the officer walks towards the vehicle. On average two PCNs are issued a day and 12 school visits a day.

9.29 The Cabinet Member for Traffic & Transportation explained that there are strict criteria regarding the issuing of PCNs. No targets are set for their issue as that would be illegal.

9.30 The Parking Manager explained that if drivers stop in the middle of the road, tickets can be issued for double-parking because they are more than 30cm from the kerb. All council deployed vehicles have been clearly warned that they must park legally or will be issued with PCNs

Loading Bans and double yellow line parking

9.31 The Enforcement Officer explained that loading/ unloading and delivering/ collecting goods is allowed in most places where restrictions apply. However, these activities are not allowed where loading prohibitions apply, for example:

- 1) Where there are kerb stripes;
- 2) Where there is a temporary ban on loading; or
- 3) On bus stop clearways or school keep clear markings.

Loading / unloading is generally restricted as follows:

- (a) In loading bays – as time plate stipulates
- (b) Designated parking places - 20 minutes

(c) On yellow lines - 20 minutes as long as there are visible signs of loading/unloading taking place.

9.35 A vehicle may only remain in place for as long as it takes to perform the loading or unloading operations, generally defined as being the movement of goods to or from the vehicle, the checking of said goods and the completion of any necessary paperwork. The purchase of goods is not covered by the exemption, for example parking in order to go shopping, purchasing a newspaper or obtaining cash from an ATM.

9.36 There is no right to park for the maximum time. In order to qualify for exemption, vehicles should be parked adjacent to the premises being delivered to; although where this is not possible discretion will be given to allow the vehicle to park in the vicinity of the premises. Where loading/unloading is allowed a CEO will observe the vehicle for a period of time to ascertain whether loading/unloading is being carried out. If a goods vehicle is being observed then it is recommended that the observation time is longer. If loading or unloading is seen after a PCN is issued, this will be noted by the CEO in the pocket book.

9.37 Disabled Badge holders can park on single or double yellow lines for up to three hours, except where there is a ban on loading or unloading. The blue badge and clock showing the time of arrival must be displayed.

Other areas to patrol.

9.38 The Parking Manager explained that feedback indicates that the public feel there are many areas that are not enforced as well as they could be. The most obvious example is residential parking zones.

Enforcement vehicles fitted with cameras.

9.39 The Cabinet Member for Traffic & Environment explained that a mobile camera vehicle could be useful to combat parking contraventions particularly outside schools and bus stops. The Secretary of State for Communities and Local Government is due to decide (when?) whether local authorities can use them.

9.40 The Parking Manager explained that the British Parking Association stated that the use of cameras for parking enforcement outside schools is very effective. The cameras would be mounted on a vehicle and cost approximately £40,000. The cost would be recouped in a very short time. Parking legislation was discussed at its meeting in November 2014 (add details). He had prepared a report about on the potential benefits of using enforcement vehicles fitted with cameras for the Cabinet. (details to be added)

9.41 The Parking Manager referred members to an article on road safety around schools that was published in Parking News in February 2015. It reported that 1,000 children a month are injured outside schools. The article identified the main cause as being illegal parking by parents on the school runs and assessed possible solutions carried out by local authorities including:

- Park and stride schemes allowing parents to park on both private and council-run pay and display site near to schools between set hours.

- Walking bus system where large groups of children are escorted to school on foot.
- Unattended digital CCTV systems. These are rapidly becoming the preferred solution; however some opposition has been voiced about these. The Deregulation Bill currently passing through parliament aims to ban the use of CCTV for parking enforcement although schools are exempt.
- Camera cars. These are mainly used in sensitive areas or where on-foot enforcement is not deemed practical and have proved successful. However, these can add to the problem, by reducing the available parking available to parents near schools.
- Tended CCTV cameras - can be costly.
- Regular foot patrols by CEOs. These are mainly effective when there is a continuous and visible presence. When they move to another area, the offending often restarts.

Involvement with schools

9.42 Education and infrastructure are key to improving road safety. His team have been invited to three schools' parents' evenings to explain parking regulations around schools.

9.43 The PCSO currently works with many schools in her area but this may change after April when her duties will be reviewed.

9.44 The PC from the Cosham, Drayton & Farlington Safer Neighbourhood Team explained that he is part of the Cosham, Drayton & Farlington team safer neighbourhood team which works well with many schools, particularly Portsdown primary Solent and Court Lane.

Parking and residents.

9.46 Parking issues are often discussed at residents' meetings.

9.47 Councillor Lynne Stagg explained that parents park in residential roads around Copnor Junior School and often block driveways. The headteacher had put up notices asking drivers to respect residents but the problem continues. Some parents can be abusive when asked to move.

On 9 October 2014 the Chair accompanied a CEO on patrol outside a Paulsgrove primary school in the morning and observed that at first, parents dropping off their children did not seem to notice the officer but after three tickets had been issued and several drivers cautioned, parents stopped parking illegally.

At the end of the school day when the Chair visited without an enforcement officer, there seemed to be a total disregard to all the parking and stopping regulations that were in force outside the school. Additionally, it was very obvious that the majority of vehicles were not observing the 20mph speed limit which is in place but sadly not enforced.

10. To evaluate the effectiveness of the road safety measures that are currently in place outside schools.

High grip surfaces.

10.1 The Parking Manager explained that high grip surfaces may be used on the approach to signalised junctions/crossings and/or in schemes where there are concerns regarding speed and braking ability. Speed outside schools is often reduced at school times due to the increase in parental traffic so might not make any difference.

Staggering start and finish times.

10.2 The Parking Manager explained that in response to concerns from parents regarding the high volume of pupils entering and leaving pupils at the same time, the start and finish times of the Mayfield Infant and Secondary schools were staggered.

School Crossing Patrols.

10.3 The Cabinet Member for Traffic & Transportation explained that Portsmouth City Council has a higher number of School Crossing Patrol Officers (53) than other local authorities. A recruitment drive to fill the 23 vacancies did not see the expected results. The possibility of splitting the roles so that people can work either mornings or afternoons is being investigated to improve recruitment.

Upgrades.

10.4 The Assistant Head of Environment & Transport explained that upgrades to key routes could be considered in order to provide a better chance of avoiding children crossing from behind parked cars. This would use LTP or other as yet identified funding sources to increase the number of safer routes to school schemes such as the ones outside Mayfield and Northern Parade (Doyle Avenue) to reduce parking, slow speeds or install build-outs to assist pupil movements to school.

Views from schools

College Park Infant School.

- A review of SCPs is still underway so there has been no impact as yet although some parental concerns had been expressed.
- Encouraged drivers to park a few streets a few streets away.
- Walk to School weeks.
- Staggered start/ finish times of the days with the other schools.
- Supportive relationship with SCPs.
- Council reviewed placement of SCPs.

Suggestion: one-way system (on Crofton and Lyndhurst Roads - just the parts adjacent to College Park and Lyndhurst Schools) with appropriate speed calming measures.

Fernhurst Junior School

- Provided huts for parents in wet weather and a bike store.
- Take part in bikability/ scootability

- Junior Road Safety Officers in place
- Reminders in newsletters [road safety] gets better, need to keep reminding people
- Good numbers walking and cycling
- 20 mile zone
- PSCO and road safety have patrolled in the past
- Improvement in parking after visits
- Speed has come down, again need to keep on reminding [people]
- This is going to be an ongoing issue, just need to keep going it, run the campaigns at regular intervals.

Isambard Brunel Junior School.

Removal of some of the safety barriers bordering “school keep clear” lines to give more places to cross. Good impact – school was concerned this would create more problems with cars stopping on zig-zag lines but this has not been the case and there are indeed more places for children to cross safely

School crossing patrol - good impact but limited resources mean that patrols are infrequent

The 20mph speed restriction works.

Suggestions: Increase patrols by other agencies other than traffic wardens such as PCSOs and community wardens particularly at start and end of school day.

Springfield School

The school asked for a directional sign to address this but this has been refused.

Suggestion Better signage for the school from Havant Rd, Station Rd, Lower Drayton Lane, Grove Rd & Central Rd. One of the largest secondary schools in the city is down a minor road with very little evidence from the northern approaches that it is there at all.

St Edmund's Catholic School

Since this half term [Autumn 2014] four student council pupils have regularly been on duty on the gate asking people who park on the zig zag lines to move on.

There are always two members of staff and one SMT member helping the pupils cross the road.

Suggestions:

- Make the road one way.
- Extend the zig zag lines the full length of the school.
- School sign or slow sign visible to alert drivers.
- The zig zags outside the school were recently extended and as a result road safety has improved.
- The student council is outside at the start and end of the school day waving 'no stopping' posters that they designed to encourage people who have stopped or parked inconsiderately or illegally to move on. This had

been very successful.

- The headteacher had written to the council to request that the road be made into a one way system. Road safety has improved since the one way system was put in place outside St Paul's Primary School. Traffic speed has not increased.
- Many schools in Hampshire have electronic signs which flash up the speed of vehicles approaching schools at key times. Not all schools in Portsmouth have school signs outside them.
- The headteacher is confident that the school is doing everything it can to ensure the safety of its pupils and will make it work.

Raised tables.

10.5 The Assistant Head of Service, Transport and Environment explained that a raised table was recently introduced in Doyle Avenue to reduce traffic speed.

Crossings.

10.6 The Assistant Head of Service, Transport and Environment explained that staff in the Traffic Management Centre control the timings of the crossings particularly at rush hour.

Railings

10.7 The Assistant Head of Service, Transport and Environment explained that outside some schools there are railings on one on one side and zig-zags on the other. The layout of each school could be assessed to determine whether the introduction of railings would help improve safety.

10.8 The Assistant Head of Service, Transport and Environment explained that Solent Junior School had railings installed during the summer holidays to improve the safety of pupils. During the first week of term, the parking service received 14 complaints from mothers who were angry because they had to get out of the car to lift the child over the railings.

Shared pavement for cycles and pedestrians.

10.9 The Business Director of Milton Cross explained that up to 100 pupils cycle to and from school every day. Bikeability sessions were held at the school but pupils were not taken onto Milton Road as it is considered dangerous. There have been complaints about pupils riding on the pavement along Milton Road. When stopped by the police, the children are asked to walk their bicycles to the nearest cycle lane. This is despite the pavement being marked on the council's cycle plan as a shared space for pedestrians and cyclists. Furthermore, there is a bus shelter midway along the shared pavement which is frustrating. The cycle lane is not ideal as it is not signposted nor clearly marked and does not continue very far.

10.10 The Assistant Head of Service, Transport and Environment explained the Miltoncross school safety improvement works and signage commitments to be completed as part of LTP Capital Budget 2015/16. There is currently no cycle link into the school from either the south or north. At the request of the school and the governors, this first phase would seek to link the school to the

southern housing around Warren Avenue. The scheme will include alterations to bus shelters to facilitate the route along Milton Road.

10.11 A formal cycle link will improve safety for cyclists. This link will encourage additional cycling promoting a healthy and active lifestyle, improved quality of life and wellbeing and helping improve the environment. It is important that issues impacting on children's travel to school are addressed. It is particularly important if they are safety issues or if they reduce the likelihood of active travel and therefore a healthy lifestyle which contributes to reducing obesity levels.

10.12 The Cabinet Member for Traffic & Transportation responded that it might be possible to move the bus shelter a few feet when it is due to be upgraded by the bus company.

11. Equalities Impact Assessment.

An equality impact assessment is not required as the recommendations do not have a negative impact on any of the protected characteristics as described in the Equality Act 2010.

12. Legal Comments.

Legal commentary is contained within the body of the report.

13. Finance Comments.

13.1 There are 14 recommendations presented in this report in section four. Of these recommendations the following eight would not require any additional resource to be implemented; 4, 9,10,11,12,13,14.

13.2 The remaining seven recommendations do have resourcing implications. Other than recommendation eight (which has a finite cost of less than £500) all have resource implications that would be dependent on the amount of activity, resource or other volume related measure that would be required.

13.3 For example, the first and second recommendations are for more to be done to encourage schools to participate in education programmes, bikeability training and road safety outside their schools. Currently the resource to fulfil this is two FTE. An additional person to increase capacity would require additional funding of approximately £40k (including all pension and other related costs).

13.3 The third recommendation states that 'all the required improvements identified during the assessment of signage and road markings associated with school safety be carried out'. Whilst there is a sum of £150k set aside within the LTP programme for these types of works, once this was fully utilised a further source of funding would need to be identified.

In summary funding sources would need to be identified for all of the recommendations that require additional resource. This may result in recommendations coming forward to reprioritise or delay expenditure for activities that are currently being funded.

Meeting Date	Witnesses	Documents Received.
3 October 2014	<ul style="list-style-type: none"> • Marc Griffin, Assistant Head of Service, Environment and Transport. • Michael Robinson, Parking Manager • Darren Fells, Pedal Power Training Ltd. 	<ul style="list-style-type: none"> • Child KS1-2 and KS3-4 pedestrian casualty locations during school times 2009-13. • Safety Outside Schools Presentation by the Assistant Head of Service. • Pedal Power Training Presentation.
24 October 2014	<ul style="list-style-type: none"> • Councillor Ken Ellcome, Cabinet Member for Traffic & Transportation. • Steve Smith, Governor at Moorings Way Infant School. • Peter Laggan, Business Director, Milton Cross Academy. • John Lomas, Assistant Head, Springfield School. 	<ul style="list-style-type: none"> • Written views from Isambard Brunel Junior School. • Written views from Springfield School. • Enforcement of rules regarding school zig-zag lines in order of priority. • Types of injuries for child pedestrians and cyclists 2009-2013. • List of schools that have Junior Road Safety Officers. • Term time casualty data.
17 November 2014	<ul style="list-style-type: none"> • Councillor Neill Young, Cabinet Member for Children & Young People • Amber Kerens-Bathmaker, Road Safety & Active Travel Manager, Transport and Environment • Jan Thomas, Senior Community Warden. 	<ul style="list-style-type: none"> • Written views from Fernhurst Junior School, St Edmund's Catholic School and College Park Infant School • Road safety programme for Years 7 to 10. • Junior Road Safety Officer Scheme - introduction given to parents. • Park and Stride map. • Junior assembly/ year group road safety presentation.
26 January 2015	<ul style="list-style-type: none"> • PCSO Krissy Howard • PC Stephen Ellis • Oliver Willcocks, Road Safety Officer 	<ul style="list-style-type: none"> • Penhale Infant School • Cottage Grove Primary School • CEO visits to schools 13 October 2014 - 14 November 2014.
23 March 2015	To sign off the report.	<ul style="list-style-type: none"> • A summary of February 2015 - article of an article about road safety. • Information on loading bays and parking on double yellow lines by the Enforcement Supervisor.

