



# Havering

L O N D O N B O R O U G H

## ENVIRONMENT OVERVIEW & SCRUTINY SUB-COMMITTEE AGENDA

**7.00 pm**

**Tuesday  
3 December 2019**

**Committee Room 3A -  
Town Hall**

Members 6: Quorum 3

**COUNCILLORS:**

John Mylod (Vice-Chair)  
Jan Sargent  
Carole Beth

Matt Sutton  
Martin Goode  
Maggie Themistocli (Chairman)

**For information about the meeting please contact:  
Richard Cursons 01708 432430  
richard.cursons@onesource.co.uk**

## **Protocol for members of the public wishing to report on meetings of the London Borough of Havering**

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

### **What is Overview & Scrutiny?**

Each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements. Each overview and scrutiny sub-committee has its own remit as set out in the terms of reference but they each meet to consider issues of local importance.

The sub-committees have a number of key roles:

1. Providing a critical friend challenge to policy and decision makers.
2. Driving improvement in public services.
3. Holding key local partners to account.
4. Enabling the voice and concerns to the public.

The sub-committees consider issues by receiving information from, and questioning, Cabinet Members, officers and external partners to develop an understanding of proposals, policy and practices. They can then develop recommendations that they believe will improve performance, or as a response to public consultations. These are considered by the Overview and Scrutiny Board and if approved, submitted for a response to Council, Cabinet and other relevant bodies.

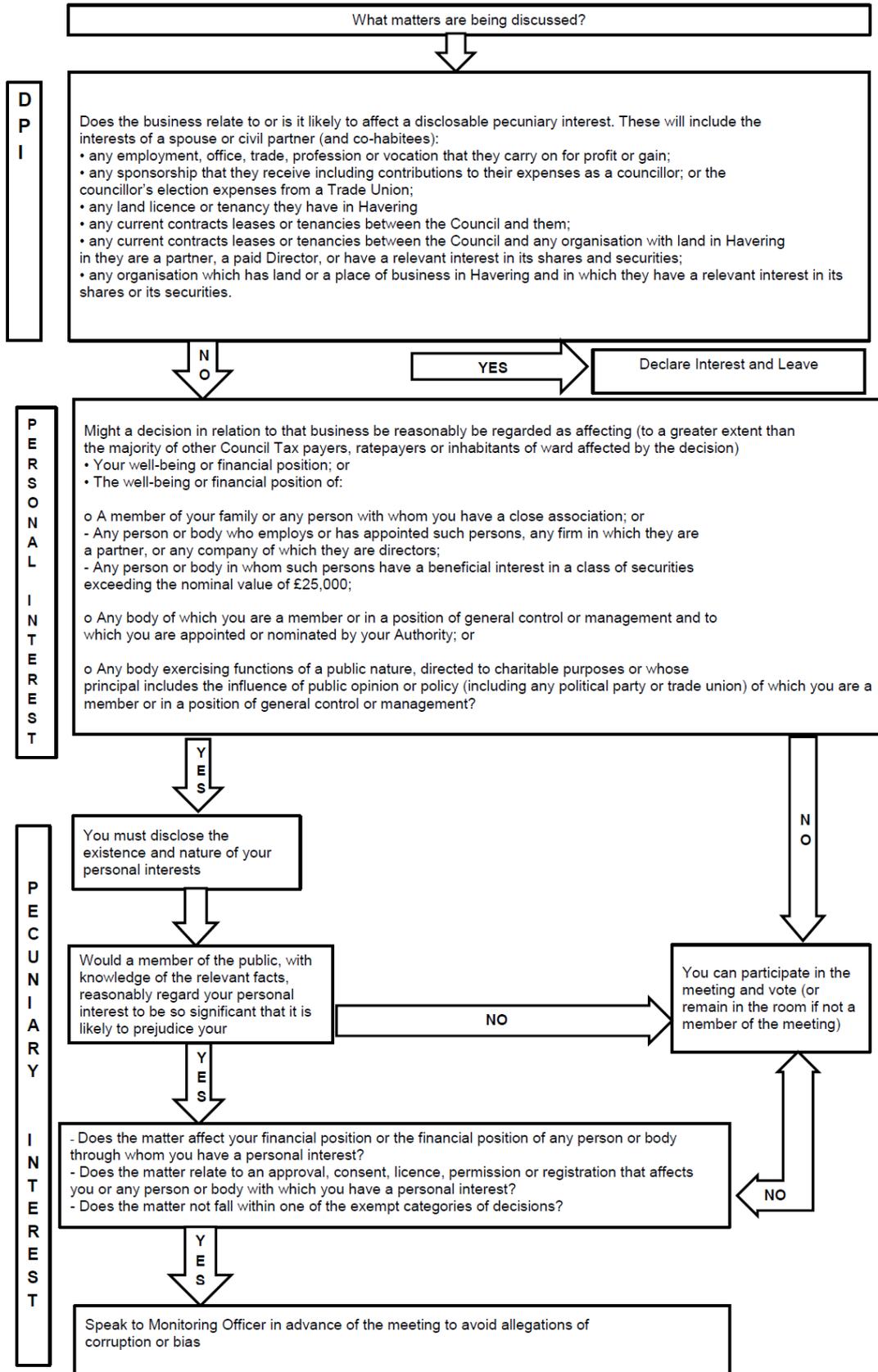
Sub-Committees will often establish Topic Groups to examine specific areas in much greater detail. These groups consist of a number of Members and the review period can last for anything from a few weeks to a year or more to allow the Members to comprehensively examine an issue through interviewing expert witnesses, conducting research or undertaking site visits. Once the topic group has finished its work it will send a report to the Sub-Committee that created it and will often suggest recommendations for the Overview and Scrutiny Board to pass to the Council's Executive.

## **Terms of Reference**

The areas scrutinised by the Committee are:

- Environment
- Transport
- Environmental Strategy
- Community Safety
- Streetcare
- Parking
- Social Inclusion
- Councillor Call for Action

**DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF**



## AGENDA ITEMS

### 1 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

### 2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) – received.

### 3 DISCLOSURE OF INTEREST

Members are invited to disclose any interests in any of the items on the agenda at this point of the meeting.

*Members may still disclose any interests in an item at any time prior to the consideration of the matter.*

### 4 MINUTES (Pages 1 - 4)

To approve as a correct record the Minutes of the meeting of the Sub-Committee held on 10 September 2019 and authorise the Chairman to sign them.

### 5 QUARTER 2 2019/20 PERFORMANCE REPORT (Pages 5 - 18)

Report and appendix attached.

### 6 SCHOOL PARKING SAFETY MEASURES (Pages 19 - 44)

Report and appendix attached.

**Andrew Beesley**  
**Head of Democratic Services**

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**MINUTES OF A MEETING OF THE  
ENVIRONMENT OVERVIEW & SCRUTINY SUB-COMMITTEE  
Committee Room 3B - Town Hall  
10 September 2019 (7.00 - 9.00 pm)**

**Present:**

Councillors John Mylod (Vice-Chair), Jan Sargent, Carole Beth and Maggie Themistocli (Chairman)

Apologies for absence were received from Councillor Matt Sutton and Councillor Martin Goode

**5 MINUTES**

The minutes of the meeting held on 31 July 2019 were agreed as a correct record and signed by the Chairman.

**6 QUARTER 1 2019/20 PERFORMANCE REPORT**

The report and attached presentation provided Members with an overview of the Council's performance against the performance indicators selected for monitoring by the Sub-Committee. The presentation highlighted areas of strong performance and potential areas for improvement.

Five performance indicators had been included in the presentation. However a Red, Amber and Green (RAG) rating, was only available for one indicator.

The RAG rating available was for the response rate for Penalty Charge Notices (PCN) challenges and representations.

The presentation also highlighted improvements to air quality in the borough, Houses in Multiple Occupation (HMO) licences issued, HMOs enforced against and the total number of PCNs issued.

During discussions Members wished to raise concerns that seemed to be some confusion relating to Sunday car parking charges and that some payment machines throughout the borough appeared to be showing conflicting information relating to parking charges. Members also questioned as to why some of the payment machines had been covered up and were no longer in use.

In response officers advised that there was currently a procurement process in place to replace the payment machines through another provider who would provide a greater service and replace the existing machines that were at the end of their usable life.

Officers undertook to check to ensure signage was correct on all machines and provide some further information for Councillors on parking charges so that Councillors could inform residents more accurately.

The Sub-Committee **noted** the contents of the report and the presentation.

## 7 **RESOURCE AND WASTE STRATEGY - CONSULTATION SUMMARY**

The report before Members detailed a consultation summary of the resource and waste strategy.

The Government's Resource and Waste Strategy had been published in December 2018. From this, four consultations had been released in February 2019, and Havering had responded to these in May 2019. The consultations were as follows:

Consistency in Household and Business Recycling Collections  
Introducing a Deposit Return Scheme  
Reforming the UK Packaging Producer Responsibility System  
Introducing a Plastic Packaging Tax

The Government had now published its summaries of all responses gathered, with proposed next steps. Outlined in the summary were those parts of the responses pertinent to Havering and its waste collection and street cleansing services.

During discussions Members questioned as to whether the Council still provided a trade waste service. Officers responded by confirming that the Council no longer provided a trade waste service and that it was for individual businesses to select a contractor to remove their waste although this was something that could be reviewed in the future.

The Sub-Committee **noted** the report and attached summary.

## 8 **BEHAVIOUR INSIGHTS PROJECT INCLUDING THE TWO BAG TRIAL**

The report and presentation before members gave an overview of the Council's Behavioural Insights trial project.

Members were advised that the Council currently paid approximately £130 per tonne to dispose of waste regardless of whether it was refuse or recycling.

The aim of the project was to reduce total waste collected from households in high waste producing areas.

A scoping study had taken place to ascertain kerbside waste, which areas to target and what intervention options were possible.

Co-design workshops had taken place and residents were identified and recruited to take part in the pilot.

The main focus of the pilot was to reduce the levels of waste left at the kerbside, by limiting households to two bags of refuse a week.

Members were advised that conversations between council staff and Serco operative staff (Keep Britain Tidy) were ongoing.

Members noted that phase two of programme, which included design of communications and engagement approaches would be live in September and October and phase three when the two bag trial would be implemented would be in place between November and January 2020.

The Sub-Committee **noted** the overview of the trial and other activities in the project.

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**Chairman**

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**ENVIRONMENT OVERVIEW AND SCRUTINY SUB-COMMITTEE, 3 DECEMBER 2019**

<b>Subject Heading:</b>	Quarter 2 2019/20 performance report
<b>SLT Lead:</b>	Jane West, Chief Operating Officer
<b>Report Author and contact details:</b>	Cynthujaa Satchithanathan, Customer Insight Officer, x4960
<b>Policy context:</b>	The report sets out Quarter 2 performance relevant to the remit of the Environment Overview and Scrutiny Sub-Committee
<b>Financial summary:</b>	<p>There are no direct financial implications arising from this report. However adverse performance against some performance indicators may have financial implications for the Council.</p> <p>All service directorates are required to achieve their performance targets within approved budgets. The Senior Leadership Team (SLT) is actively monitoring and managing resources to remain within budgets, although several service areas continue to experience financial pressure from demand led services.</p>

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering	<input type="checkbox"/>
Places making Havering	<input checked="" type="checkbox"/>
Opportunities making Havering	<input type="checkbox"/>
Connections making Havering	<input type="checkbox"/>

**SUMMARY**

This report supplements the presentation attached as **Appendix 1**, which sets out the Council's performance within the remit of the Environment Overview and Scrutiny Sub-Committee for Quarter 2 (July – September 2019). The Performance metrics within this report were decided by the Environment Overview and Scrutiny Committee on 31<sup>st</sup> July 2019.

**RECOMMENDATION**

That the Environment Overview and Scrutiny Sub-Committee **notes** the contents of the report and presentation and makes any recommendations for performance as appropriate.

**REPORT DETAIL**

1. The report and attached presentation provide an overview of the Council's performance against the performance indicators selected for monitoring by the Environment Overview and Scrutiny Sub-Committee. The presentation highlights areas of strong performance and potential areas for improvement.
2. The report and presentation identify where the Council is performing well (**Green**) and not so well (**Amber** and **Red**). The RAG ratings for the 2019/20 reports are as follows:
  - **Red** = more than the agreed tolerance off the quarterly target
  - **Amber** = within the agreed tolerance of the quarterly target
  - **Green** = on or better than the quarterly target
3. Also included in the presentation are Direction of Travel (DoT) columns, which compare:
  - Short-term direction of travel – with performance the previous quarter (Quarter 1 2019/20)
  - Long-term direction of travel – with performance the same time the previous year (Quarter 2 2018/19)
4. A green arrow (↑) means performance is better and a red arrow (↓) means performance is worse. An amber arrow (→) means that performance has remained the same.

5. Five Performance Indicators have been included in the Quarter 2 2019/20 presentation. However a RAG status is only available for one indicator, which has been assigned a 'green' status.

## IMPLICATIONS AND RISKS

### **Financial implications and risks:**

There are no direct financial implications arising from this report. However adverse performance against some performance indicators may have financial implications for the Council.

All service directorates are required to achieve their performance targets within approved budgets. The Senior Leadership Team (SLT) is actively monitoring and managing resources to remain within budgets.

### **Legal implications and risks:**

Whilst reporting of performance is not a statutory requirement, it is considered best practice to review the Council's progress against the Corporate Plan regularly.

### **Human Resources implications and risks:**

There are no HR implications or risks arising directly from this report.

### **Equalities implications and risks:**

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

**BACKGROUND PAPERS**

Appendix 1: Quarter 2 Environment Performance Presentation 2019/20



# Haverling

LONDON BOROUGH

# **Quarter 2 Performance Report 2019/20**

## **Environment Overview & Scrutiny Sub-Committee**

**3 December 2019**

## About the Environment O&S Committee Performance Report

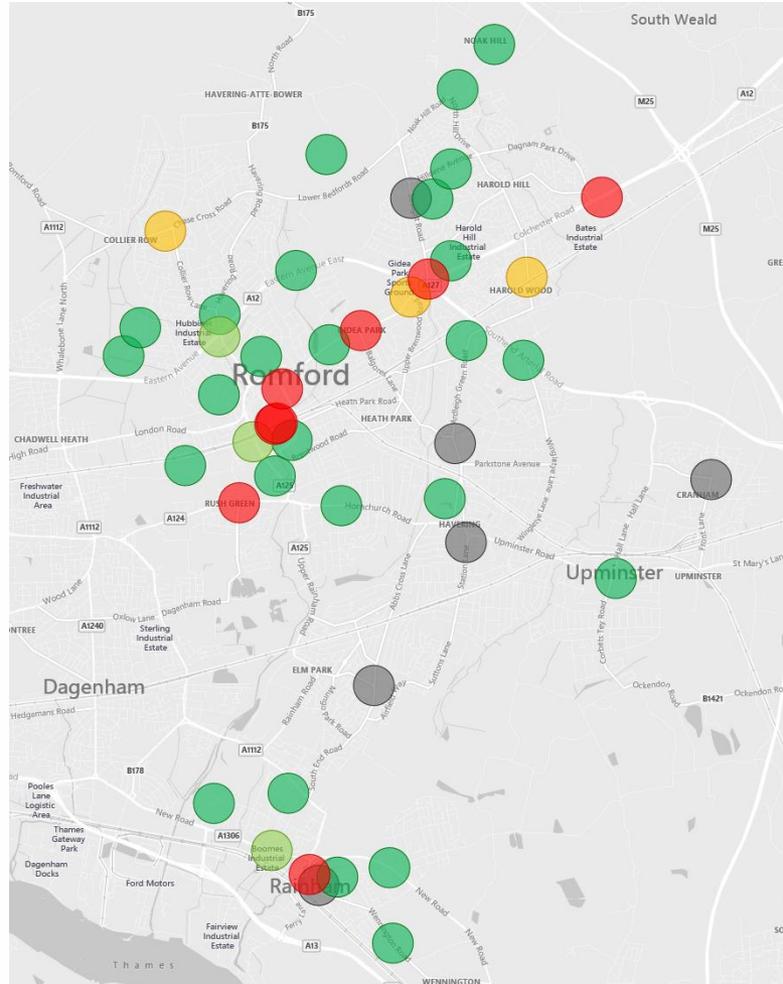
- 5 Performance Indicators have been selected to be monitored by the Environment Overview & Scrutiny sub-committee:
  - Improve air quality in the borough by reducing the level of NO2
  - HMO licenses issued
  - HMOs enforced against
  - Total Penalty Charge Notices (PCNs) issued in month
  - Response rate for PCN Challenges and Representations
- 'Improve air quality in the borough', 'HMO licenses issued' and 'HMOs enforced against' are also monitored in the Corporate Performance Report
- An outturn for air quality is only available on an annual basis.
- A RAG rating is only available for one indicator (Response rate for PCN Challenges and Representations) and has been rated **Green**.

Indicator	Value	19/20 Annual Target	19/20 Q2 Target	19/20 Q2 Performance	Short Term DOT 19/20 Q1	Long Term DOT 18/19 Q2
Improve air quality in the borough by reducing the level of NO <sub>2</sub> µgm <sup>-3</sup> (micrograms per cubic metre of air)	Smaller is Better	40	(Annual)	(Annual) 17.3 (Langtons) to 71.4 (Battis) 2018	(Annual) 17.3 (Langtons) to 71.4 (Battis) 2018	(Annual) 17.3 (Langtons) to 71.4 (Battis) 2018
HMO licenses issued	Bigger is better	N/A	N/A	11	↓ 13	↓ 25
HMOs enforced against	Bigger is better	N/A	N/A	14	↑ 11	↓ 34
Total Penalty Charge Notices (PCNs) issued in month (including PCNs for moving traffic contraventions (MTC))	Demand Pressure	N/A	N/A	31,445	31,428	28,515
Response rate for PCN Challenges and Representations (days in current backlog as per end of month)	Smaller is better	35 days	35 days	25 days (Green)	↓ 11	↑ 32

- Air quality monitoring and reporting against air quality objectives are undertaken based on a calendar year. The Service has developed an Air Quality Action Plan (AQAP) to improve local air quality. The four themes cover:
  - Monitoring and Modelling
  - Public Health and Awareness Raising to encourage Smarter Travel
  - Reducing Emissions from Buildings
  - Reducing Emissions from Transport
- There have been five additional diffusions tube sites added to the network sites at the following locations: Hilldene infant school, Butts Green Road (Emerson Park), Rainham Broadway, Front Lane (Brunswick Avenue) and Station Lane (Hornchurch).
- The service constantly raises awareness around air quality issues, including: a presentation given to the Over 50s Forum and Health Protection Forum; magazine articles; developing a School Streets pilot project; and developing a GLA anti-idling project. As well as the use of air text which sends air quality information to smart phones and frequenting messages on social media i.e. twitter and Facebook and the e-magazine.
- Transport are trialling Gas to Liquid fuel (as an alternative to Diesel) and EV infrastructure provision for the car pool fleet is being planned.
- Finally, 64% of TFL buses in Havering are now Ultra Low Emission Zone (ULEZ) compliant.

# Havering's NO2 monitoring sites

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- A house in multiple occupation (HMO) is a property rented out by at least 3 people who are not from 1 'household' (for example a family) but share facilities like the bathroom and kitchen.
- Discovery and enforcement on unlicensed HMOs has increased and every case has an assigned enforcement officer and FPN's are being issued. The consultation launched on additional licensing from 12 to 18 wards closed on 20th September. The data is currently being analysed and information will be made available in Quarter 3 regarding the outcome of consultation
- The number of new applications received has been very low as the compliant landlords have already come forward to license, leaving those wishing to evade licensing or probably operating poor quality HMOs. Therefore we are concentrating our efforts on enforcement.
- As at Q2 56.2% of landlords have licensed since start of scheme 1 and the trend is now starting to slow down. We continue to send warning letters out (200 per month) to suspect HMOs and enforcement operations are happening weekly with regulars communications to encourage landlords to license.

Penalty Charge Notices are issued to people parking illegally, or committing moving traffic offences like wrongly using bus lanes or making a banned turn. The management of traffic and parking is essential to keep Havering moving.

- There continues to be poor compliance levels in Moving Traffic Contraventions (MTC) locations (12,493 of 31,445 PCNs issued in Quarter Two for MTC) across the borough.
- It is appropriate and important to monitor PCNs issued to identify trends and help ensure traffic and parking enforcement continues to contribute to road safety and smoothing traffic flow. However, it remains inappropriate to set a target for numbers of PCNs to be issued.
- Action to be undertaken in 2019-20 will be the relocation of the MTC cameras to other sites from those sites where we have achieved compliancy.

# Any questions?



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**Overview and Scrutiny Committee 03/12/2019**

<b>Subject Heading:</b>	School Parking Safety Measures
<b>SLT Lead:</b>	Barry Francis, Director of Neighbourhoods
<b>Report Author and contact details:</b>	Gurch Durhailay, Interim Parking Manager, gurch.durhailay@havering.gov.uk Tel: 01708 431723
<b>Policy context:</b>	Keeping Havering Moving
<b>Financial summary:</b>	There is a capital cost for the set-up of a PSPO plus ongoing revenue cost of 1fte. There is a capital cost for the set-up of school streets plus 0.25fte

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering	[x]
Places making Havering	[x]
Opportunities making Havering	[]
Connections making Havering	[x]

**SUMMARY**

This report outlines the parking issues around schools and the potential solutions which can be explored by the Council to resolve them.

**RECOMMENDATIONS**

To consider the proposals and provide comments for consideration.

**REPORT DETAIL**

## **1.0 Introduction**

Havering Council has a vision for transport as engine for economic growth, but one that is sustainable, safe, and improves quality of life in our communities.

Havering has over 60 primary schools in the borough. Primary schools are the focus of this safety document as primary aged children are accompanied by parents to and from the school gate.

Incidences of dangerous, careless, and irresponsible parking, driving, and manoeuvring in areas around many schools has reached a level that there exists a very real danger to the well-being of pupils, carers taking them to and from school, local residents, and other users of public highway.

The situation has already become such that residents and others have been subjected to levels of anti-social behaviour and conduct that has caused them to suffer harassment, alarm, and distress.

Furthermore, the conduct of some has inflicted upon local residents great nuisance and annoyance, which in turn has caused some residents to feel vulnerable and unsafe in their homes and local environment during 'school-gate' times 'school-run' motor vehicles make up a quarter of morning traffic in London.

Four in 10 children in London are considered to be overweight, and eight in 10 do not achieve the minimum recommended one hour a day of physical activity. Alongside other initiatives to encourage walking, cycling, and tackle obesity, Havering council aims to make schools as inviting as possible for those who want to get there by bike or on foot.

From 2006 to 2011 there were 85,814 child injuries on UK roads within a 500-metre radius of a school. To improve safety Council can enforce measures in streets outside schools during opening and closing times. This Policy sets out evidence for Council to consider before introducing restrictions to regulate car parking, waiting, stopping, dropping-off or picking-up around schools.

This proposed policy outlines control options Council officers consider when assessing danger to pedestrians and cyclists in the vicinity of schools.

Types of formal controls available to Council;

- Public Space Protection Order
- School Street Zone by Traffic Order
- Parking and Waiting restriction by Traffic Order
- Restricted speed 20mph zone by Traffic Order
- School Keep Clear restriction

## 2.0 Available Control Measures

### 2.1 Schools Public Space Protection Orders (PSPO)

School PSPOs target driver behaviours near schools. Public Space Protection Orders (PSPO) exist in streets outside 4 Havering schools using powers under the Anti-social Behaviour Crime and Policing Act 2014<sup>i</sup> (ASBCP) part 4 chapter 2.

Restrictions apply between 8am and 9.30am and between 2.30pm and 4pm on school days only, which is in line with some other types of restriction for schools.

Conventional civil parking enforcement legislation alone is occasionally not of sufficient authority and flexibility to address the breadth and depth of issues being encountered and therefore an alternative approach is required. The below section of the act allows the enforcement of a particular activity around schools.

***'Part 4 chapter 2 of the Anti-Social Behaviour, Crime and Policing Act 2014 (c.12) to issue, maintain and enforce the provisions of Public Spaces Protection Orders.'***

The restriction allows the enforcement of any vehicle seen stopping to drop-off or pick-up pupils within the zone during these 'school-run' hours can be recorded by cameras, and Fixed Penalty Notices of £100 issued, with exemptions for known vehicles such as disabled people and school buses.

PSPO restrictions also address;

- (a) Vehicles being driven on the pavement
- (b) Obstruction of residential driveways and dropped curbs
- (c) Obstruction of the highway resulting in congestion
- (d) Hazardous parking preventing pupils crossing roads safely
- (e) Parking of vehicles on school keep clear markings where applicable
- (f) Parking of vehicles on areas with restricted parking to ensure safety of school pupils

Virtual permits by 'whitelist' are used for exempt vehicles.

Enforcement can be by an appropriately trained enforcement officers, a CEO trained for PSPO or by camera and is based on vehicle registration number VRN. Fixed Penalty Notices FPNs are issued. (The FPN process differs from normal PCN parking tickets, particularly in the way customers can appeal against the Notice. There is no discount period with FPN. Also, any revenue is accounted for differently.)

Criminal records can result after non-payment of fines.

Positives

- Very effective at changing behaviours

Negatives

- Separation of PSPO enforcement from parking enforcement proved easier to administer than joint enforcement, although the behaviour issues can be similar.
- The challenge process includes a PACE interview, which the Parking staff are unaccustomed to
- No other boroughs in London have PSPO for this purpose

## 2.2 School Streets

There are no school streets in Havering as of November 2019.

A trial is proposed for Benjamin Close by Hylands Primary School in 2020 which will be funded by LIP.

School Streets have been used to increase the number of children choosing active transport modes to get to and from school, and reduced car use in other London boroughs and in Edinburgh.

Aims:

- Reduce the volume of vehicles using roads past school gates, both school-run and through traffic;
- Improve air quality in and around school gates;
- Increase the number of pupils walking and cycling to school; and
- Reduce the number of pupils arriving at the school gate by car

Restrictions will apply between 8am and 9.30am and between 2.30pm and 4pm on school days only. Effectively a pedestrian and cycling zone is created. Non-resident vehicles are prohibited from entering the zone, with exemptions for a few known vehicles such as disabled people and school buses via a white list. Enforcement can be by camera based on VRN entering the zone therefore a physical patrol is not required to enforce the restriction. PCNs are issued, and the normal Challenge process followed. Safety improvement results elsewhere have been similar to Havering PSPO.

Schools Streets in Hackney have so far:

- reduced congestion in school streets at school opening and closing times;
- improved road safety and accessibility for those walking and cycling;
- encouraged active travel to school for children, parents and staff; and,
- reduced air pollution at the school gates.

Positives

- vehicle presence is targeted which is effective
- Most other boroughs issue PCN, the challenge process exists, and is straightforward for council Parking
- Can be more cost effective as fewer cameras are needed as only entry points to the zone need camera cover

Negatives

- Targets vehicles movements and parking rather than driver behaviours, such as driving on a footway or dropping off children on a yellow line
- vehicle presence is targeted, so junctions are often not included, which means that pedestrian movements at the junctions is constrained and some vehicles may drop-off at junctions despite restriction markings on roads without penalty

### 2.3 Other Traffic Order restrictions

Parking around schools can be controlled by the implementation of a controlled Parking Zone (CPZ) which prohibits the parking of vehicles not displaying a valid permit during the operational hours of the control. Controls can also be introduced by a single yellow line which works similar to that of a CPZ except that all vehicles, including residents are prohibited from parking during the prescribed hours.

Both of these methods of controlling and managing parking can only be enforced by the way of a Civil Enforcement Officers (CEOs) who would have patrol the area in question by foot. The issue with this type of enforcement is that all schools in the borough require enforcement at the same time therefore it is unlikely that a school with these types of restrictions will receive enforcement on a twice daily basis.

Restriction by Traffic Orders under the Traffic Management Act 2004<sup>ii</sup> (TMA) include;

- Controlled Parking Zones CPZ such as Havering Road Romford,
- Parking restriction yellow lines

Generally enforcement is by CEO, and PCNs are issued.

Positives

- Most other boroughs issue PCN, the challenge process exists, and is straightforward for council Parking
- Cheaper than other options, both capital and operation

Negatives

- Require CEO presence
- Residents are required to purchase a permit during the restricted hours for CPZs.
- Single yellow lines prohibit parking for all vehicles including resident vehicles.

### 2.4 Other options

**School Crossing Patrols** provide the best service for pedestrians crossing busy roads.<sup>iii</sup>

**School Keep Clear** lines SKC do not require an Order, and enforcement can be by camera based on Vehicle Registration Number.

In 2017-18 streets outside Havering infant, junior, and primary schools were reviewed by Traffic and Parking Control's Schemes Team to ensure fully compliant and enforceable school keep clear SKC markings at main entrances.

To encourage safe crossing of streets, **pedestrian refuges** (informal) and **pedestrian crossings** may be considered. Formal road crossings that interrupt traffic flow (pedestrian and pelican crossings) usually have stopping and loading restrictions several metres before the crossing, which can deter some unsafe behaviour by drivers.

**Speed tables** and **speed humps** may be effective near informal crossing points.

### **20mph zones**

A 20mph speed limit is safer than 30mph for roads where space is shared. A person walking who is hit by a vehicle travelling at 30mph is up to five times more likely to be killed than if they were hit at 20mph; hence the requirement for these zones.

Figures from 2016, 2017 and 2018 (provisional) suggest that 128 people were killed in speed-related collisions on London's streets in three years. A further 2,256 people were seriously injured where speed was a contributory factor. It is unacceptable that so many Londoners are being killed and seriously injured in speed-related collisions on our roads and we need to do more to prevent these from happening.

The Department for Transport suggests that streets that are self-enforcing, such as 20mph zones, are the most successful way to achieve compliance with lower speed limits. The look and feel these roads are designed to be self-enforcing often meaning they're more welcoming places for people to walk and cycle safely.

### **Park and Stride** (promoted by Living Streets and Brighton council)

These are good for families that live a long way from school and can't walk the whole way.

1. Parents / carers find a suitable and safe parking spot away from the school gates, and they walk the rest of the way.
2. Schools can also choose P&S parking points, perhaps in car parks that are not busy at school-gate times. This makes it as easy for parents to take part, especially if there is a shortage of places to park around school. It's also a great opportunity for parents and their children to meet with others, walk together, and chat.

Council is seldom involved in the administration of this option.

### **Walking bus**

Children walk all or some of the way to school with other pupils in a semi-formal group.

Usually high visibility jackets are worn.

Children benefit through exercise and learning important road safety.

Parents save time on taking children to the school each day.

Council is seldom involved in setup or administration.

Specific Request for **Streetcare**

Occasionally vegetation and foliage cause sightlines and similar to be compromised.

Signs to inform drivers that pass a school of the existence of the school may be compromised which is to be rectified as soon as notified.

All school highway signs on columns are to be fitted.

### **3.0 Benefits**

#### **Healthier Children**

- Active school travel helps school-aged children meet the recommendation of at least 60 minutes per day of moderate to vigorous physical activity.
- Active school travel is associated with mental health benefits including reduced
- stress, depression and anxiety; as well as increased happiness.
- Reduces childhood obesity

#### **Less Traffic and Pollution**

Reducing the number of children being driven to school reduces particulate air pollution around the school; this improves air quality and reduces associated risks of lung and cardiovascular diseases. For Havering the proportion of car journeys of all journeys to school is 21%.

#### **Healthier and Safer Communities**

Reducing traffic volumes creates safer school zones. Improving walking and cycling routes to school also enhances the safety, connectivity and quality of life for the community as a whole.

#### **Better Academic Performance**

- The increased physical activity specifically associated with the school journey has been found to increase alertness and attention during the school day.
- Physical activity supports healthy brain development, which can lead to improved learning and academic outcomes.

### **3.0 Questions to consider**

- Should the council be more proactive in its approach to resolving parking issues around schools?

- Should the council develop and adopt a policy on its approach around school parking?
- It is suggested that the school should demonstrate its commitment to resolving issues, for eg have a gold star for its school travel plan, should we push some responsibility back to the school?
- Should we consider more enforcement of school keep clears by fixed cameras?
- Should we monitor hot spot locations for air pollution and use this data to score the worst schools?
- Is it enough to deal with school parking issues on a case by case basis and to not adopt a policy?

## IMPLICATIONS AND RISKS

### **Financial implications and risks:**

PSPO set up costs will vary depending on the area and number of cameras, costs can be up to £0.15m per site and this should be met from Capital bids. A further £0.03m will be needed for 1fte equivalent for back office processing.

School streets will cost approximately £0.040m and a further 0.25 FTE required for back office processing (at a cost equivalent of £0.03m for 1FTE)

The introduction of a CPZ will cost approximately £0.005m to £0.01m.

### **Legal implications and risks:**

To be provided

### **Human Resources implications and risks:**

To be provided

### **Equalities implications and risks:**

To be provided. However, no negative impact is considered for any protected characteristics as disabled drivers who have a blue badge are allowed to park in restricted areas.

## 2. Appendix A. Government guidance

### Home to school travel and transport guidance Statutory guidance for local authorities July 2014

#### Assessing route safety

20. Creating safe walking, cycling and travel routes and encouraging more pupils to walk and cycle to school is one of the best ways to reduce the need for transport and associated costs.

In assessing safety, local authorities should consider a range of risks, such as: canals, rivers, ditches, speed of traffic and fields of vision for the pedestrian or motorist.

An authority should also consider whether it is reasonable to expect the child's parent to accompany the child along a route which would otherwise be classified as being unsafe.

21. Good practice shows that using local knowledge, coupled with modern IT tools, is essential when assessing existing walking routes and identifying potential new ones. Putting in place suitable new paths, pedestrian crossings and cycle lanes can improve safety, but minimal investment can also reap significant rewards.

This might be something as simple as trimming overgrown hedges or preventing illegal parking.

Making parents aware of safe walking routes and the time taken to assess them can help alleviate concerns and significantly increase the amount of pupils choosing to walk.

## 3. Appendix B. Outline of evidence collection before decision for PSPO

	<i>Evidence</i>
<i>a</i>	Records of observation of driver behaviour in streets near the school related to drop-off or pick-up of pupils that poses a danger, and accident reports i.e. clear continuing reason for Council to impose controls

<b>b</b>	An assessment by the Highways team to advise whether other changes to streets are likely to change driver behaviours
<b>c</b>	An assessment by the Traffic and Parking Control Schemes Team to confirm existing markings are enforceable under the TMA and compliant.
<b>d</b>	Records of visits by CEO or police to streets where driver behaviour is dangerous i.e. indication that current enforcement of controls are not adequately addressing driver behaviours
<b>e</b>	Collection of traffic data including pedestrian numbers, pedestrian routes and directions (desire lines), vehicle speeds, vehicle volumes, and driver behaviours, during school gate hours
<b>f</b>	Written confirmation from Transport for London's Smarter Travel Team that the school has STARS accreditation i.e. the school must have made some effort to reduce danger to pupils

When evidence has been assembled, the issue will be subject to further assessment including road safety and financial by the Council before decision.

#### **4. Appendix C. Decision criteria**

No two school situations are identical.

Council officers shall recommend the most appropriate measures to improve safety based on:

- best practice street design,
- Council school travel policy,
- area plans,
- commitment shown by the school,
- the school travel plan,
- cost, and
- issues identified in gathered evidence.

A single solution may not always be as effective as a combination. CEO patrols are almost always part of a solution.

Displacement of driver behaviours occurs with all options, except 20mph zones.

Sometimes there may be money available from developers as a result of the planning process.

The distance a child walks in 10 minutes from a school gate is used for evaluation. This is not the same as 800 metre distance round the school.

In general, simplicity and enforcement are key to success.

All roads with a school gate on them should have;

- school keep clear road markings outside entrances
- school signs with flashing lights

Other Restrictions are likely to be well recognised if they are effective during hours consistent with similar restrictions in the borough. For school-gate restrictions, 8am-9.30am and 2.30pm-4pm are Havering standard.

A cul-de-sac with an entrance to school is more likely to be suitable for a School Street.

An area where several locations have dangerous parent driver behaviours may be suitable for a control zone or PSPO.

**Enforcement**

Camera enforcement is best where possible.

Sporadic enforcement by officers (CEO) appears next best.

Streets to each school should be visited once per fortnight.

PSPO vs School Street comparison, of camera enforcement

Topic	School Street	PSPO
<b>Method:</b>	Zone, Pedestrian, most vehicles are prohibited	Zone, no vehicles prohibited, targets driver behaviours
<b>Type of Notice</b>	PCN	FPN
<b>Legislation</b>	Traffic Management (decriminalised)	Antisocial behaviour (criminal)
<b>Issued by</b>	CEO or camera	CEO trained for PSPO or camera
<b>Appeal process</b>	Usual PCN Appeals process	PACE interviews available
<b>separate accounting required</b>	No	Yes
<b>Contraventions / behaviours</b>	Entry of prohibited vehicles to zone.	1. Vehicle stopping to drop-off or pick-up pupils.

	<p>This is relatively simple to enforce.  <b>Other school-gate driver behaviours are not addressed.</b></p>	<ol style="list-style-type: none"> <li>2. Vehicle being driven on the pavement / footways</li> <li>3. Obstruction of dropped curbs</li> <li>4. Obstruction of highway resulting in congestion</li> <li>5. Hazardous parking preventing pupils crossing roads safely</li> <li>6. Parking on school keep clear SKC markings</li> <li>7. Parking of vehicles on areas with restricted parking to ensure safety of school pupils</li> </ol>
<b>Cost capital</b>	<p>Moderate                  More than £40,000 if a camera captures all vehicle movements across zone boundary</p>	<p><b>High</b>                  More than £150,000 for complete effectiveness with cameras monitoring vehicles in all the zone street area for prohibited behaviours</p>
<b>Cost Operational</b>	<p>Moderate</p>	<p><b>High</b> due to the number of cameras, and the criminal process separate from PCN appeals</p>
<b>Situations best suitable for</b>	<p>Cul-de-sacs, and streets with a single entry for vehicles</p>	<p>Areas with several entry roads</p>

## 5. Appendix D. Reference material

This policy is in line with Havering's Air Quality Action Plan (2018-2023) themes:

- Public Health and awareness raising to encourage smarter travel
- Reducing emissions from transport

Havering Local Implementation Plan (LiP3)

Traffic Signs Regulations and General Directions (TSRGD)

Example School-gate related casualty:

<https://www.shponline.co.uk/in-court/school-pupil-death-missed-opportunities-led-to-fatal-incident/>

Speaking after the hearing, HSE inspector Helen Turner said: "Firstly, we send our heartfelt condolences to the family and friends of Ashley Talbot, whose life was tragically ended at just 15.

"We believe Ashley's death could have been prevented, and a series of missed opportunities meant this incident was waiting to happen. Although there had been previous near misses at Maesteg, there was no system for these to be reported and discussed. There are some clear lessons to be learned, particularly for other modern school sites.

"The need for children to cross the road to board their bus could have been taken away with proper planning and design, which should always seek to keep vehicles and pedestrians apart. HSE's guidance clearly states that transport safety at every workplace should start with the creation of a 'safe site.'

"Planning and parking should take into account 'desire lines', which are the routes most people will choose to take. Children may not be risk aware - there will be a rush of children all leaving school at once"

[https://www.scotborders.gov.uk/info/20031/roads\\_and\\_pavements/882/school\\_travel\\_and\\_road\\_safety\\_education](https://www.scotborders.gov.uk/info/20031/roads_and_pavements/882/school_travel_and_road_safety_education)

Policy is to put 20 mph limits only directly outside schools and on the key approaches to schools (with the exception of some historical established zones). This is based on;

- effectiveness of 20mph zones diminishing
- greater number of sites becoming difficult to enforce
- cost of implementation, including staff to undertake survey work & consultation
- sign clutter becoming visually intrusive in residential areas

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<sup>i</sup> <http://www.legislation.gov.uk/ukpga/2014/12/contents/enacted>

<sup>ii</sup> <http://www.legislation.gov.uk/ukpga/2004/18/part/6>

- iii The Education and Inspection Act 2006 (section 508A) puts a duty on schools to promote sustainable travel to school, and School Crossing Patrols are one option that can contribute to this duty.



# Haverling

LONDON BOROUGH

# School Parking Safety Measures

Briefing for OSSC 3<sup>rd</sup> December 2019

Gurch Durhailay

## Introduction

- There are over 60 primary schools in Havering
- School children of this age are accompanied by their parents to the school gate
- This briefing sets out options for the Council to consider around schools

## Headline Statistics

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17% children of this age group are driven to school in the borough

The school run makes up a quarter of all morning traffic in London

- 4 out of 10 children in London are considered to be overweight
- From 2006 to 2011 there were 85,814 child injuries on UK roads 500m from a school

## Addressing the problem



## Public Space Protection Orders (PSPO) around Schools

Currently there are 4 schools in the borough covered by the PSPO, these are:

- Parsonage Farm - Rainham
- Engayne - Cranham
- Harrow Lodge - Hylands
- James Oglethorpe - Upminster

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The PSPOs in these areas have caused a change in driver behaviour however there has been some displacement in other roads.

Although the PSPO works well there is a cost associated with this (approx £150k per school) to set up the camera network and an ongoing cost of monitoring the cameras.

Not paying an FPN can also lead to a criminal record.

## School Streets

- School Streets are essentially a prohibition of traffic in a particular street for a prescribed time period
- Havering currently does not have any school streets however is seeking to carry out a trial at Hylands School
- Enforcement can be carried using fixed cameras

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This option has been adopted by many other local authorities including Edinburgh, Hackney, Newham, Islington and is being implemented in Redbridge.

The offence is covered by civil enforcement and a PCN is issued to offending vehicles

This option is more cost effective than a PSPO at approx £40k per school and less time is required to review the footage.

## Other Traffic Order Restrictions

### Controlled Parking Zones (CPZ)

- Havering has a number of controlled parking zones mostly focussed around commuter areas
- The operational hours can be designed to prevent school parking
- Residents are able to buy permits to allow them to park in the zone, parents are not
- CPZs require enforcement to be effective and this can only be done by Civil Enforcement Officer (CEO) patrol

### Single Yellow Lines

This works in much the same way as a CPZ except that residents can not obtain permits therefore is more restrictive than a CPZ

## Supportive Measures

Other options may be considered to complement a parking scheme, these include:

- School Crossing Patrols
- Pedestrian refuges
- 20 mph zones
- Speed Tables and speed humps
- Park and Stride
- Walking Bus

Assessment to which option to progress with will be carried out by officers who will consider the various factors at each location and decide which option to progress. Each option will then have to follow the Council's democratic process including the Highways Advisory Committee (HAC).

## Benefits

**Healthier children** – helps meet the goal of 60 minutes of activity per day for children

**Less traffic and pollution** – reduces the number of vehicle journeys in the borough

**Safer communities** – fewer vehicles, lower probability of accidents

**Better academic performance** - increased alertness after physical activity

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Outside The James Oglethorpe School  
8:37am 8 February 2016



Outside The James Oglethorpe School  
8:37am 1 February 2017

## Summary

There are a number of options available to the Council on how the issue of school parking can be resolved. Each has its own positive and negative points to resolving this challenging issue.

The service area would like your view on school parking issues and how to resolve them.

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**“The scheme is brilliant!”**  
*Resident Ashvale Drive,  
Upminster near The  
James Oglethorpe School*

**Well done Havering  
Council – Sandra  
Woolward, Romford and  
Havering Post**



## Questions and Discussion?

1. Should the council be more proactive in its approach to resolving parking issues around schools?
2. Should the council develop and adopt a policy on its approach around school parking?
3. It is suggested that the school should demonstrate its commitment to resolving issues, for eg have a gold star for its school travel plan, should we push some responsibility back to the school?
4. Should we consider more enforcement of school keep clears by fixed cameras?
5. Should we monitor hot spot locations for air pollution and use this data to score the worst schools?
6. Is it enough to deal with school parking issues on a case by case basis and to not adopt a policy?

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