



OVERVIEW AND SCRUTINY COMMITTEE ON 30 JULY 2007

Report Title: IMPROVING ROAD SAFETY IN HARINGEY

Forward Plan reference number (if applicable): N/A

Report of: The Chair of the Scrutiny Review Panel

Wards(s) affected: ALL

Report for: Non Key Decision

1 Purpose

1.1 To report to the committee the outcome of the scrutiny review on Improving Road Safety in Haringey and to seek the Committee's endorsement of the recommendations of the review.

2 Introduction

2.1 There are on average 160 road accident casualties in Haringey each year, resulting in death or serious injury. In March 2000, the Government announced a new national road safety strategy and casualty reduction targets for 2010 in *Tomorrow's roads - safer for everyone*. The casualty reduction targets to be achieved by 2010, compared with the 1994-1998 average are:

- A 40% reduction in the number of people killed or seriously injured
- A 50% reduction in the number of children killed or seriously injured
- A 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

2.2 The primary focus of this review has been to look at the challenges facing the Council and its partners in the delivery of road safety solutions both in terms of engineering safety solutions and training and education initiatives across the borough. The Review looked objectively at the effectiveness of the Department in meeting the challenges set by the Mayor, taking account of what others are saying about road safety and the Council's response. This complicated topic falls within the remit of several agencies, including judicial, educational, health and enforcement and incorporates many facets of human behaviour.

2.3 Since commencing this review the Panel learned that the Council has won a prestigious award in recognition of its significant improvement in road safety, its introduction of innovative home zones, its progress in encouraging schools to adopt special travel plans and its drive to promote cycling and walking in the borough. The Review Panel wish to congratulate the Department on its accomplishments and hope that recommendations from this review will go some way towards building on this outstanding achievement.

3. Recommendations

3.1 That the Committee consider and agree the recommendations of the review, as outlined in the attached report.

4. Report Authorised by Councillor John Bevan

5. Contact Officer: Sharon Miller, Principal Scrutiny Support Officer
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6 Director of Finance Comments

6.1 Full financial comments will be sought to recommendations agreed by The Cabinet in the Cabinet's response.

7. Head of Legal Services Comments

7.1 Full legal comments will be sought to recommendations agreed by the Cabinet in the Cabinet's response.

8. Local Government (Access to Information) Act 1985

8.1 Haringey Draft Local Implementation Plan – Road Safety Plan
Tomorrow's World – Safer for Everyone
Mayor's Transport Strategy
The Haringey Children & Young People's Plan
London Borough of Haringey School Travel Plan

9. Strategic Implications

9.1 Please refer to the Scrutiny Review report (attached)

10 Equalities Implications

10.1 Full equalities comments will be sought to recommendations agreed by the Cabinet in the Cabinet's response

11 Consultation

Please refer to the Scrutiny Review report (attached)

12. Background

Please refer to the Scrutiny Review report (attached)

13. Conclusion

Please refer to the Scrutiny Review report (attached)

14. Use of Appendices / Tables / Photographs

Please refer to the Scrutiny Review report (attached)

1.0 IMPROVING ROAD SAFETY IN HARINGEY

1.1 Executive Summary

1.2 Whilst recognising the broad scope and complex nature of the subject of road safety, Members have remained very focussed on the area of killed and Seriously Injured and have attempted to build a picture of the current activities of the Department to reduce road casualty figures.

1.3 The primary focus of this review has been to look at the challenges facing the Council and its partners in the delivery of road safety solutions both in terms of engineering safety solutions and training and education initiatives across the borough.

1.4 The Scrutiny Review into improving road safety in Haringey has resulted in a wide range of evidence being considered from several sources. TfL currently provide funding primarily for capital safety projects and road safety education, training and publicity receive little additional funding from TfL. The success of road safety is usually determined by the progress achieved in casualty reduction. Generally, the Highways Department has been successful in moving towards meeting the prescribed casualty reduction targets. However, although there is a standard formula for calculating the rate of return on safety schemes installed at specific sites, it is much more difficult to measure behaviour changes in terms of cost benefit from education, publicity and training initiatives. Road safety is a very complicated topic which falls within the remit of several agencies, including judicial, educational, health and enforcement and incorporates many facets of human behaviour. Finding solutions is not always easy.

1.5 There are too many initiatives for road safety awareness and training in schools and currently there is a lack of monitoring and periodic evaluation of education initiatives. It is the view of the Panel that these should be better co-ordinated and more consistent with a named road safety champion in all schools to ensure proper delivery and monitoring.

1.6 Speeding has been identified as the main cause of accidents. The management of speed may be most effectively achieved by a combination of measures including engineering, enforcement and publicity. It is the Panel's view that the Council should make use of new powers to introduce more 20phm zones and speed limits in residential areas and near schools.

1.7 In terms of maximizing external funding opportunities, officers should adhere to the annual timetable for bidding set by TfL. This may produce sufficient funds for employing the additional resources identified within the Road Safety Team.

2.0 INTRODUCTION AND BACKGROUND

2.1 Having identified a key topic of public concern (the numbers of Killed and Seriously Injured in Haringey each year) Members of the Overview and Scrutiny Committee decided to commission an in-depth review on the current position within the Borough.

2.2 Before any decision was finalised however, the Assistant Director - Streetscene and the Acting Group Leader Street Scene (Traffic Management), were consulted with a view to ascertaining whether scrutiny could help inform the Cabinet's thinking in this area.

2.3 A lot of work were already being undertaken by the Department and a range of partners and it was important that any scrutiny intervention would not duplicate or restrict this work.

2.4 It was suggested that scrutiny might play a useful role in building on the existing knowledge base across the council, identifying any gaps and helping to find new, transferable initiatives that could support or enhance the current road safety programme in the Borough.

2.5 In order that members could first understand some of the main road safety issues, presentations were received from the Cabinet Member for Urban Environment, Transport for London, the Borough Commander (Fire Services) the Police Service, local interest groups and comparisons made with other authorities.

2.6 Road safety is an important issue, there are on average 160 Road accident casualties in Haringey each year, resulting in death or serious injury. It is important that Haringey reduces this number of casualties. The Review looked objectively at the effectiveness of the Department in meeting the challenges set by the Mayor, taking account of what others are saying about road safety and the Council's response.

2.7 The Panel looked at the road safety programmes taking place in Haringey, London-wide and nationally and evaluated whether the current strategies for road safety were the most effective in reducing accidents.

2.8 In March 2000, the Government announced a new national road safety strategy and casualty reduction targets for 2010 in *Tomorrow's roads - safer for everyone*. The casualty reduction targets to be achieved by 2010, compared with the 1994-1998 average are:

- a 40% reduction in the number of people killed or seriously injured
- a 50% reduction in the number of children killed or seriously injured
- A 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

2.9 In addition, a *Road Safety Plan for London* was produced by TfL in accordance with the *Mayor's Transport Strategy*, which supported the national targets and set further targets for London to reduce the numbers of pedestrians, pedal cyclists and powered two-wheeler riders who are killed or seriously injured by 40% by 2010.

2.10 Objectives

2.11 The objectives of the Review were identified as follows:

2.12 To determine whether the Council was meeting the government and London Mayor's targets on road safety. To gain a better understanding of the work currently undertaken by the Council and its partners. To reduce the number of killed and seriously injured (KSIs) road casualties in Haringey.

- To assess the Council's partners' and stakeholders' understanding of the government's targets and their implications for Haringey.
- To determine whether Haringey Council and Transport for London are providing and allocating resources to the best effect with particular regard to initiatives aimed at reducing road accidents resulting in high severity casualties.
- To assess the Council's effectiveness in ensuring that potential external funding is maximised wherever possible particularly the use of Sections 106 and 278 Agreements.
- To learn of new and transferable initiatives, which are not currently used in the borough and which may help to reduce the number of high severity casualties and help to inform any future road safety activities.

2.13 Some of the areas considered by the panel included:

- How much of the highways budget is devoted to Road Safety Engineering work?
- Was the amount of money which goes into Highways safety work sufficient?
- If the amount of capital money for engineering solutions was reduced, how would this impact on the KSIs? or if resources were increased what would the impact be?
- Would the resources that are currently devoted to road safety and reduction of KSIs, be better taken out of Highways altogether and put into Education?
- Could the funding and administration of the school crossing patrol officers be transferred to the Children and Young People Services?

2.14 Value for money

2.15 Scrutiny can collate a breadth of data which can aid a more informed decision-making process for the Cabinet and senior officers of the Council's Road Safety Partnership.

3.0 RECOMMENDATIONS

Funding

Recommendation one – That the Council reinforce its commitment to relight the whole of the borough by 2010 starting with the most deprived wards.

Recommendation two – Where the Department has achieved LPSA stretched targets, the Cabinet should ensure that any financial bonus awards be retained within the Road Safety Section.

Recommendation three – That officers adhere to the annual timetable for bidding set by TfL. Beginning at the start of the academic year (June) the Road Safety Team should compile a list of projects for which they propose to submit for LIP funding. In January each year they prioritise and start to write the basic format/outline for submission in February for the council's internal process. Training and support should be provided for officers as appropriate to ensure that bid documents are timely and robust. This could produce sufficient funds for employing the additional resources identified within the Road Safety Team.

Maximising External Funding Opportunities

Recommendation four - With reference to Section 278 Agreement the Department must ensure that developers bear the complete costs for works to the highways, there must be no departure from this practice.

Recommendation five - That all applications going before the Planning Committee should have a specific comment from the Planning Department on whether Section 278 Agreement has been considered. This must be piloted and reviewed after twelve months to monitor the outcome and assessment of funding and other measures to enhance road safety in the area.

Education and Training

Recommendation six – The Director for Children & Young People's Services should ensure that:

- (a) All Head teachers nominate an appropriate person to act as a Road Safety Champion, with responsibility for co-ordinating all road safety activities including the delivery of road safety education. Consideration should be given as to whether the Road Safety Champion should be trained in road safety awareness generally.
- (b) A policy should be developed to formalise a planned and progressive programme of road safety education within schools to ensure that every student at Key Stages is aware of road safety.
- (c) Some road safety training should be delivered at all school assemblies in both secondary and primary schools.
- (d) Where a school Travel Plan has been implemented, the Head teacher should ensure that the schools' Road Safety Champion submit the Annual School Travel Plan Report as required.

- (e) The Wellbeing and Sustainability Manager should have a strategic overview/responsibility for ensuring that the recommendations are implemented ensuring continued oversight and input on an ongoing basis.

Recommendation seven - The funding of the school crossing patrol officers service should be transferred to the Children and Young People Services, who should conclude / negotiate a service level agreement with Highways for delivery of this service. Considerations should be given as to whether a link officer post should be provided in the Children & Young People Services, in addition to a small budget to bridge the gap between education and highways for road safety initiatives.

Recommendation eight – That Road Safety Officers ensure that priorities for road safety education focuses on 12-15 age group and that national campaigns are complemented and re-enforced at local level. However this should not be to the detriment of the young people in the Borough who need a firm foundation in road safety education to build on when they become teenagers.

Recommendation nine – That Safer Neighbourhood Police Teams be involved in road safety training in schools, and work closely with officers from the Safer Schools Unit, who have an officer in all (except one) secondary schools. They should also ensure that they communicate on a regular/informal basis with all school crossing patrols in their area. The Fire Service should also be involved in road safety training in schools.

Recommendation ten - The panel is not concerned if the target for the Walking Bus scheme is not achieved. However, the Service should consider whether officer time and resources should be put to better effect elsewhere on more effective road safety schemes.

The London Accident Prevention Council

Recommendation eleven – That the Cabinet ensure that Councillors who have been nominated to represent the Council on external bodies attend meetings or where appropriate provide a substitute. The London Accident and Prevention Council has recently reviewed its constitution and allows for three representatives from each local authority, one elected Councillor, one Road Safety Officer and one other individual with an interest in road safety. The representatives attending should feedback to officers on any new projects or bids etc.

New & Transferable initiatives

Recommendation twelve – After evaluating the pilot scheme to use school children to conduct surveys with drivers at Woodside High and the White Hart Lane area, consideration is given to rolling out the scheme to schools who have reported issues with speeding traffic.

Road Safety Strategy Group

Recommendation thirteen – That the Cabinet take steps to re-establish the Road Safety Strategy Group. Once the Group has been formed, officers should liaise and visit other authorities. The chair has indicated his willingness to attend the inaugural meeting. The Group must include representatives from the Metropolitan Police Service, the Fire & Rescue Service, Children and Young People’s Service, Haringey Primary Care Trust and the Ambulance Service. Meetings should be scheduled on a quarterly basis.

Recommendation fourteen - The remit of the Haringey Youth Council should be widen to include road safety awareness.

Recommendation fifteen - Better Haringey has launched the Junior Wardens programme to raise environmental awareness among key stage 2 students, that the Traffic & Road Safety group liaise with Better Haringey to negate areas of duplication. The Panel recommends that the aims of the programme should be widen to include road safety awareness among this age group.

Road Safety/speeding traffic yellow lines

Recommendation sixteen – That the Cabinet reinforce its commitment to 20mph zones around schools. The existing (surface) markings on all 20mph zones should be repainted; clearly signed and placed in a schedule for regular maintenance.



Deteriorating surface markings on 20mph signs should be repainted

Recommendation seventeen The panel understands that road safety enhancements will be carried out on TfL's road network including enhancements to the A10 (north/South routes), A502 Seven Sisters Road. The Panel recommends that Highways work closely with Transport for London to ensure:

- Bus stops should be located in such a way as to minimise congestion on the pavement especially where bus stops are directly outside local grocers or convenient stores where the tendency is for shopkeepers to display goods onto the pavement.



Congested bus stop outside convenient store on Tottenham High Road

- That works on TfL's road network include the removal of street clutter as an example of what could be achieved.
- That where possible the phasing of traffic lights should be such that pedestrians are given ample time to cross the road safely.
- Consideration should also be given to ensure that bus stops are placed some distance apart so that travellers are not waiting for six or seven different buses at a single stop.

Recommendation eighteen - The Panel recommends that the Department should complete without delay the introduction of double yellow lines at junctions/ corners across the borough, ensuring that the legal process for the whole borough is completed by one action and not on a piecemeal location by location basis. Physical works should start with the most deprived wards and progress until the borough has 100% corners/junctions completed. Enforcement will be self funding on a 24 hour 7 days per week by SMART cars.

4.0 THE REVIEW

4.1 Traffic Management & Road Safety Group (TM&RSG)

4.2 The Traffic management and Road Safety Group consists of

Traffic and Road Safety Group

- | | |
|-------------------------------------|-----------------------------|
| • Group Manager | Permanent |
| • Technical Support Project Officer | Permanent |
| • Technical Support Officer | Agency |
| Road Safety | |
| Team Leader | Permanent |
| • Road Safety Officer (RSO) | Permanent |
| • RSO / Crossing Patrol | Permanent |
| • School Travel Plan Officer | Permanent |
| • Project Engineer STP | Permanent |
| • Project Engineer LSS | Permanent |
| • Child Pedestrian Trainer | Fixed Term (ends this year) |
| Traffic Management | |
| • Team Leader | Permanent |
| • Project Engineer TMO | Permanent |
| • Project Engineer CPZ | Agency |
| • Project Engineer CPZ | Agency |
| • Project Engineer CPZ | Agency |
| • Project Engineer LCN | Agency |

4.3 One of the main objectives of the Department is to bring about a change of behaviour that result in all road users using the road network safely. The Department must promote road safety through a combination of methods including education and training; engineering measures, enforcement and promotional approaches. Reducing road accidents is one of the key targets in the Council's Local Public Service Agreement (PSA).

4.4 The main causes of road accidents in Haringey have been identified as:

- Speeding
- Failure to comply with road signs
- Drink driving
- Driver error
- Stolen vehicles
- Criminal activities.

4.5 In March 2000, the Government announced a new national road safety strategy and casualty reduction targets for 2010 in *Tomorrow's roads - safer for everyone*. The casualty reduction targets to be achieved by 2010, compared with the 1994-1998 average are:

- A 40% reduction in the number of people killed or seriously injured
- A 50% reduction in the number of children killed or seriously injured
- A 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

4.6 In addition, a *Road Safety Plan for London* was produced by TfL in accordance with the *Mayor's Transport Strategy*, which supported the national targets and set further targets London, for reducing the numbers of pedestrians, pedal cyclists and powered two-wheeler riders who are killed or seriously injured by 40% by 2010.

4.7 These targets were achieved in London, apart from those for powered two wheelers, by 2004. The Mayor therefore announced new lower targets, in March 2006, to be achieved by 2010:

- A 50% reduction in the number of people killed or seriously injured
- A 50% reduction in the number of cyclists and pedestrians killed or seriously injured
- A 40% reduction in the number of powered two wheeler users killed or seriously injured (unchanged).
- A 60% reduction in the number of children killed or seriously injured.
- A 25% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres

5.0 FUNDING

5.1 One of the issues to be addressed is how the level of funding put into road safety each year, be most appropriately apportioned to effectively reduce the number of KSI on Haringey's roads. The Panel needed to be assured that monies and resources currently directed at road safety initiatives were being well placed particularly in terms of reducing KSI casualties.

5.2 The Panel enquired about the budget allocation for road safety over the past two years and what sum was included in the Council's baseline budget.

5.3 The Panel learned that through capital investment, the Council have invested:

- The funding of £200,000 for both the 2005/06 and 2006/07. This financial investment was used to fund the Road Safety Strategy Group that was set up to identify areas that needed a multi disciplinary approach e.g. Police, Fire Brigade, Education, Neighbourhoods and TfL Road Safety.

5.4 Research indicates that in London, boys aged 11-14 are at most risk from being hit by a vehicle when crossing roads. Children from low income and ethnic minority backgrounds are also very vulnerable. Approximately a quarter of all teenage pedestrian casualties occur on the way to or from school. Peer Group pressure, mobile phones, Texting and the use of personal stereos easily distract young road users. Other activities including ball games, rollerblading and skateboarding on the street can also lead to serious accidents involving teenagers and traffic. Although the number of incidents involving this road user group has been in gradual decline since 2001, in 2005 1,383 young people were involved in pedestrian road accidents in London. Many of these accidents could have been avoided if the victims had been more aware of the risks associated with London's roads.

5.5 Most road safety funding has to be bid for and tends (bids) to be short-term. The Public Service Agreement (PSA) secured £900,000, awarded to the Service for reaching the 2004 targets. The Panel was surprised to discover that this award had not been reinvested in road safety programmes, such as supporting education, or the purchase of road safety equipment. Despite assurances from the Cabinet Member for Urban Environment that an investigation would be carried out to identify how the money was spend, to date the Panel has not received the required information.

5.6 Through capital funding the Council has invested £200,000 in 2005/2006 and 2006/2007. This investment was used to fund the start up of the Road Safety Strategy Group.

5.7 The following revenue funding of £43,000 for the TM&RSG is provided for education programmes, schools training programmes, cyclists/pedestrian/pre and drivers, publicity campaigns/school crossing patrol service, management and administration.

Scheme	Amount
<p>Working with Diverse Communities in Haringey TfL research shows that in addition to traffic calming, inequalities in road traffic Injury could be best addressed by tailoring interventions to the specific needs of Diverse communities. There is particular concern for the most vulnerable road users: child pedestrians from Black and/or deprived communities.</p> <p>If successful, funding will enable the launch of a wide scale Road Safety Awareness Programme.</p>	£20,000
<p>In Car Safety Training & Awareness Campaign Funding is sought to purchase the various stages of Child Car seats which will be used for Educational demonstrations in Clinic's, Sure Start, under 5's and Community Centres within the Borough. The funds will also be used to Translate In Car Safety literature into Predominant Borough languages.</p>	£3,000
<p>Junior Citizen 2008 Junior Citizen is an interactive learning experience aimed at Year 6 students before they make the transition to Secondary school. This is a vulnerable time for many children and the re-enforcement of Road Safety messages is important to help them through this transition, particularly as school journeys change.</p> <p>If successful, this will provide the New Year 6 pupil's with the opportunity to experience a valuable Learning opportunity.</p>	£10,000
<p>Production of periodic Road Safety Newsletter Produced on a termly basis, this media tool can have numerous advantages which can serve to inform Haringey's Community in the following ways;- Promotion of forthcoming Road Safety Events & Campaigns, Information of TfL's latest initiatives, Local Safety Schemes, School Crossing Patrol recruitment information and much more</p>	£10,000

5.8 The Council's Local Implementation Plan (LIP) outlines the targets set for road safety within the context of the Transport Strategy for the Borough and demonstrates how local transport plans and programmes will contribute to implementing the key priorities set by the Mayor for London. The LIP sets out details of specific transport schemes up to March 2009, with indicative proposals for the following two years. It also contains the Council's Transport Strategy, along with plans for parking, walking, cycling, road safety and school travel plans.

5.9 In Addition, this investment is complemented by external funding including what is received from TfL through the Local Implementation Plan (LIP) as follows:

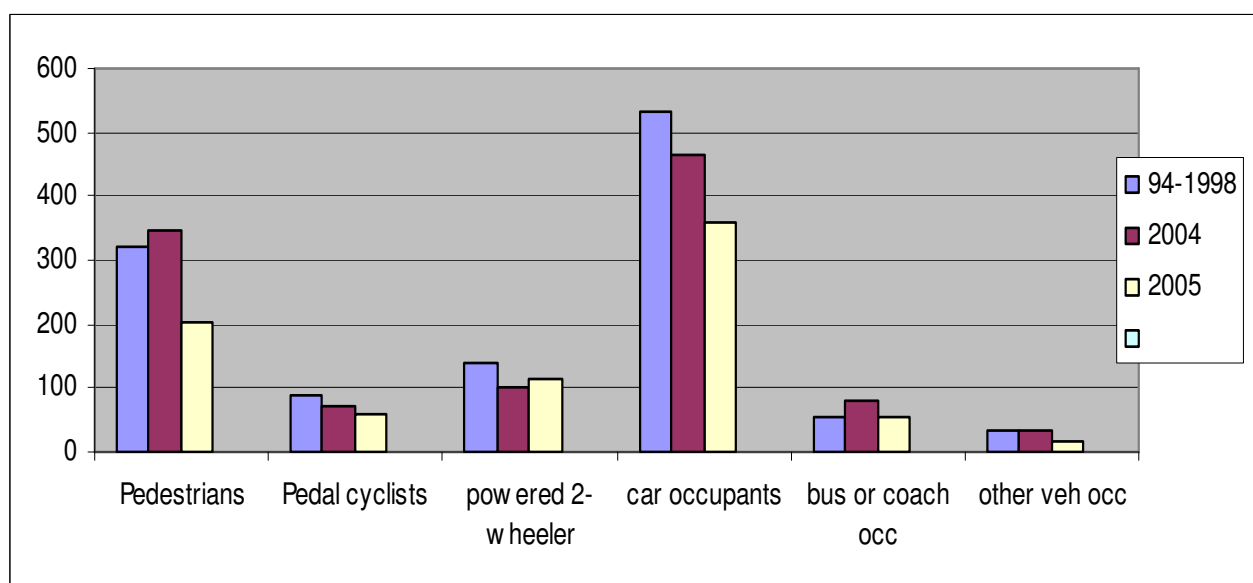
	2005/06	2006/07	Total
Local Safety Scheme LIP	£502,000	£775,000	£1.277Million
School Travel Plans	£525,000	£811,600	£1.336Million
20 MPH Zone (LIP)	£250,000	£400,000	£650,000
Street for People (LIP)	£350,000	£100,000	£450,000
Neighbourhood Renewal Fund (NRF)	£150,000	£0	£150,000
Safer Stronger Communities Fund (Road Safety)	£0	£200,000	£200,000

5.10 The likelihood of accidents is also affected by other factors such as weather and lighting conditions. Road safety data for 2003-5 indicates that 32 of collisions occur after dark. The Panel noted that the Council's investment in street lighting and maintenance of the carriageway has a positive impact on road safety and recommends that the Council reaffirm its commitment to relight the whole of the borough by 2010 starting with the most deprived wards.

5.11 Transport for London actively encourages the Department to be proactive in its bidding for LIPS funding rather than reactive and to plan accordingly in advance.

5.12 In return for delivering improved performance, Local Public Service Agreements, (LPSA) offer a range of incentives. For the road safety targets, it includes £75,809 in pump priming grant to deliver traffic calming schemes. This is received at the outset of the agreement and with a further performance reward grant of up to £600,000, at the end of the agreement, if the stretch target is achieved. The following shows the number of Killed and Seriously Injured (KSI) casualties over the last 10 years.

5.13 Progress in casualty reduction:



5.14 The Panel acknowledged that casualty rates were reducing in Haringey and that the Council was making significant progress in achieving the target set by the Mayor for London. Data is reported by Transport for London on a calendar year basis. Comparator data for London boroughs in 2005 shows Haringey's returns to be average – not the best and not the worst. Enfield had the highest number of fatalities in London in 2005 (13), Westminster had the most serious injuries (251).

5.15 The chart below compares Haringey's performance in reducing road casualties with that of other similar neighbouring boroughs (2005).

Borough	Fatalities	Serious Injury
Barnet	2	20
Camden	0	11
Enfield	0	8
Hackney	1	20
Haringey	1	14
Islington	1	5

5.16 A quarter of road accidents in Haringey occur on roads for which Transport for London has responsibility. When invited to attend a review meeting, representatives from TfL informed the Panel that they have instigated road safety initiatives designed to meet the Government and Mayoral road safety target of a reduction of 50% in the number of people killed and seriously injured by 2010.

5.17 Safety enhancements will continue on TfL's road network in Haringey including enhancements to the A10 (North/South routes), A502 Seven Sisters Road, Archway Road, North Circular and Red Routes. Further reference and recommendations are included in this report at Paragraph 10.9.

5.18 During discussions with TfL's representatives the following key issues facing Haringey were identified and discussed:

- According to the index of multiple deprivations, approximately 80% of Haringey's population live in wards that are amongst the most deprived 10% in the country. Studies indicated that there is a disproportionately high rate of accidents amongst ethnic minority children. The Panel wanted to know whether these issues were considered by TfL when allocating funds for road safety schemes. There was a disproportionate amount of deaths among ethnic minority communities, other socio-economic factors also played a part, for example it was noted that teenage boys and young men were often the victims of road accidents as pedestrians. A shift in culture among this group was required to reduce the figures. The figures for 2003, 2004 and 2005 revealed 224 white European 113 dark European and 387 for ethnic minority groups in Haringey were involved in road accidents.
- Pedestrian accidents accounted for 65 serious child accidents among white and dark Europeans and 111 among ethnic minority groups in Haringey for the period 2003-2005.

- TfL stated that education road safety funds may be used to educate minority groups and local authorities can bid for funds to support this. TfL's statistics include a breakdown of age and time of day of accidents. This information could be essential in undertaking any analysis to identify specific schools and for delivering road safety initiatives in and around their locality.
- 20 miles per hour zones are very effective in reducing accidents.
- Enfield Council encouraged children to interview offending drivers as part of their citizens' awareness programme. This proved to be quite successful in terms of getting the road safety message across to adults.
- It was suggested that the Safer Neighbourhood Officers could be a useful resource in the drive to help schools deal with road safety issues.
- Haringey had a relatively high number of pedestrians KSIs in the borough.
- School gate parking – Many parents exacerbate road safety risks by parking illegally and dangerously during the school run. However there issues with enforcement.
- Hit & run incidents were high in Haringey and highlighted issues with untaxed and uninsured drivers,

5.19 In acknowledging the disproportionately high rate of collisions amongst people from minority ethnic communities and from areas of deprivation TfL informed the Panel that they were looking at a number of projects to try to address these issues. In the meantime they encouraged Haringey to do as much as they could with their communities using the skills of existing staff.

5.20 Measuring effectiveness

5.21 Best Value placed an emphasis on establishing specific and measurable targets. Effectiveness can be measured against the achievement of targets and a check kept on the cost of implementing measures to achieve these targets. The Panel is aware that gauging the effectiveness of engineering and other road safety schemes is possible to some extent, but in other areas there are multiple factors which will have a bearing on road safety accidents, including different categories of road, weather conditions, types of vehicles, type of driver, time of day etc. However, research shows that whilst road users may understand and remember road safety messages, their behaviour may not always reflect this.

5.22 Education, training and publicity is concerned with shaping and modifying the behaviour and attitudes of individuals in their everyday lives – not just at a specific site. Attempts to modify behaviour in the long term are more difficult to measure in terms of cost benefit.

Recommendation – That the Council reaffirm its commitment to relight the whole of the borough by 2010 starting with the most deprived wards.

Recommendation – Where the Department has achieved LPSA stretched targets, the Cabinet should ensure that any financial bonus awards be retained within the Road Safety Section.

Recommendation – That officers adhere to the annual timetable for bidding set by TfL. Beginning at the start of the academic year (June) the Road Safety Team should compile a list of projects for which they propose to submit for LIP funding. In January each year they prioritise and start to write the basic format/outline for submission in February for the council's internal process. Training and support should be provided for officers as appropriate to ensure that bid documents are timely and robust. This could produce sufficient funds for employing the additional resources identified within the Road Safety Team.

6.0 MAXIMISING EXTERNAL FUNDING OPPORTUNITIES

6.1 One area which the Panel was keen to explore was the Department's effectiveness in attracting external funding and asked the Cabinet Member for Urban Environment about the use of Sections 106 of the Town and Planning Act and Section 278 of the Highways Act. The response was that these Acts can provide funding for highway and environment improvements including measures to enhance road safety. As part of development proposals the Council actively seeks funding for environmental improvements which can be used to improve amenity for vulnerable road users.

6.2 Within the same process road safety issues which could arise from new developments are mitigated through design amendments by the developer or through S106 funding, for measures put in by the Council. Section 278 agreements relate to the provision of highway works to permit a development to proceed. Typically these relate to new accesses to the highway network. Opportunity is taken to improve pedestrian and cyclist safety and road safety in general, as part of these works, which are fully funded by the developer. S 106 funding is generally sought for environmental improvement works which can include highway and road safety works. The funding available under the "environment pot" allows flexibility when addressing local issues and problems.

6.3 Local examples of this can be:

- Homebase, Green Lanes;
- Bounds Green Road University site; and
- Hornsey High Street.

6.4 Section 278 agreements under the Highways Act 1980 are between the Highway authority and the developer/owner of the land and relate to highway works which are required to enable the development to proceed. Typically these works relate to provision of an access to the public highway network but can include parking controls, cycle crossings and pedestrian crossings. An example is the S 278 agreement for Hornsey Waterworks development where the developer is funding the creation of the new access to Hornsey High Street, pedestrian facilities at the junction, associated revisions to signals, footway amendments and a toucan crossing. The estimated cost being met by the developer is approximately £1.34m. However, this is a much larger scheme than average. For the agreement itself estimates of the work required are provided by Planning. Detailed costings are prepared by Highways which the developer is required to fund.

6.5 Section 106 obligations are required by the Local Planning Authority and provide for measures to mitigate the impact of a development. This may or may not include measures relating to the highway, but can also relate to the provision of affordable housing, education and environmental improvements or, and to discourage car traffic generated by the development. In relation to transport and highways works, these can be measures to enhance pedestrian and cycle facilities, parking controls and traffic calming measures, such as entry treatments.

6.6 In practice there is sometimes some overlap between the measures funded by legal agreements and met by the developer e.g. pedestrian and cycle facilities.

6.7 Through the Section 278 or Section 106 agreements the Department generally put forward the type of measures e.g. traffic calming and the location but it is up to Highways through discussion with Planning, to agree the extent of road safety measures. Generally, S106 agreements do not usually specify in detail how any money received for transport improvements should specifically be spent. Rather they state that it should be spent on highway improvements. Other agreements may specify the requirements in more detail. All planning agreements are negotiated on an individual case by case basis.

6.8 Planning, Highways and the S106 monitoring team meet on a 6 weekly basis to monitor and progress S106/S278 agreements.

6.9 As part of the assessment of a planning application, Planning [Transportation Planning] considers the transport and highways impacts of a scheme. It includes an assessment of the possible impact on road safety if the development were to be implemented. For major development proposals Planning requires road casualty data from the developer, as well as details of contributory factors in relation to personal injury accidents. This would be part of a transport assessment and may be required as part of a transport statement. The information would be used to assess the requirement for measures to improve road safety, if it is considered that this may worsen through the development. Informal discussions are held with Highways on possible transport measures through S 106, as part of the consideration of the transport/highway impacts.

6.10 Estimated costs for possible measures are provided by Highways. The Transportation Planning Team is responsible for providing the transport comments on planning applications. The team is also responsible for reporting on projects led by Highways, where these are funded by TfL and project management for specific transport schemes. This role provides a good overview on traffic/highways projects being developed by Highways and enables possible highway/traffic schemes to be identified for Section 106 funding.

6.11

“With regards to the timetable for submissions, the closing date for this year, as I am sure your staff is aware, is the 15th of June. Then it is a case of for the following year, a date being around a similar time. What is certain is that during the course of the year, from June 2007 through to that closing date in June 2008, your staff will be able to identify projects that they could submit for LIP funding for road safety education, training and publicity.

I would suggest that to be proactive rather than reactive, you encourage your road safety education team to start compiling, at the beginning of the academic year, a list of projects that they think they might wish to submit for LIP funding. I would then suggest that come January 2008 they actually look at prioritising that list and start writing up, in a basic format, the outline for those bids to have something that is ready for submission to Haringey’s internal process by the end of February.

By starting the process that early it wouldn’t be hard to go back and make changes and amendments if needed. By the time your Officers are ready to submit the whole borough bid; they will be in a much better position to put forward a series of bids.”

6.12 Section 278 Agreements under the Highways Act 1980 are between the Highways Authority and the developer/owner of the land and relate to highway works which are required to enable the development to proceed. The Panel recommends that all applications going before the Planning Committee should have a specific comment from the Planning Department on whether a Section 278 had been considered. This must be piloted and reviewed after twelve months to monitor the outcome and assessment of funding and other measures to enhance road safety.

6.13 The Panel endorses the views from TfL and would recommend that the Highways Department be proactive in its bidding for LIPS funding rather than reactive and to plan accordingly in advance.

Recommendation - With reference to Section 278 Agreement the Department must ensure that developers bear the complete costs for works to the highways, there must be no departure from this practice.

Recommendation - All applications going before the Planning Committee should have a specific comment from the Planning Department on whether Section 278 Agreement has been considered. This must be piloted and reviewed after twelve months to monitor the outcome and assessment of funding and other measures to enhance road safety in the area.

7.0 EDUCATION AND TRAINING

7.1 Accidents are the single biggest threat to children and young people, accounting for 400 deaths each year in the UK. Children from poorer backgrounds are five times more likely to die as a result of an accident than children from better off families. Reducing the number of these accidents is a priority in the public health strategy, “Our Healthier Nation”. Government departments are working together to tackle often avoidable injuries by looking at safety in the home, school and on the road.

7.2 One of the aims of the Council is to review road safety around all primary and secondary schools by 2008 and where necessary implement 20 mph zones, complete by 2011 to achieve reduction in casualties in line with targets set out in London’s Road Safety Plan

- To promote workplace travel plans
- To promote school travel plans
- To develop travel awareness initiatives
- To promote more walking and cycling
- To maintain a programme of road safety Education, training and publicity
- To carry out a programme of works including local safety schemes.
- Improvement to the cycling network, and works related to safety



Cycle training is provided to educate and encourage more young people to walk or cycle to school safely.

7.3 Traffic and Road Safety Group

7.4 Officers of the Traffic & Road Safety Group gave evidence in support of the review. The panel learned that currently there are seven members of the team including 2 full time travel plan officers. One post is funded through the Department for Education and Skills until 2008. The Walking Bus Officer's post is funded through the Neighbourhood Renewal Fund. The temporary Child Pedestrian Training Co-ordinator post is funded to March 2007. Operating the Walking Bus scheme has proved to be difficult to maintain due to the fact that, volunteers are needed; the high turnover of volunteers; lack of commitment coupled with the fact that Criminal Record Bureau (CRB) checks are required for each volunteer. This has been very costly due to the frequency with which this needs to be done. The Panel is of the opinion that that the Department should consider stopping the operation of this scheme as staff time and resources could be better used elsewhere on more effective road safety schemes.

7.5 Accidents are the leading cause of death in males under 20 in Haringey. A creative approach is needed to reach out to teenagers and get the road safety message across. However, focus must remain on the fact that road safety education needs to be provided for all, particularly the very young from minority ethnic communities, to set good standards and basic building blocks for life skills. A great deal of road safety work with children is done at primary age, yet statistics indicate that casualty rates peak among 12 to 15 year olds. The Panel is of the opinion that there is a need for Road Safety Officers to ensure that this challenge for the early teens is addressed. However this should be balanced with the needs of young people generally who also need a firm foundation in road safety education to actually build on lessons learned as teenagers.

7.6 A more creative approach is needed if teenagers are to be reached and road safety message got across to them both as pedestrians and as prospective drivers. Priority for road safety education should be targeted at this age group, ensuring that national campaigns are re-enforced at local level. Statistics indicate that the majority of young people injured, do so because they have failed to cross the road properly, not because of undue risk being taken by drivers.

7.7 It is the view of the Panel that involving the police more routinely in raising awareness may be effective and using materials produced in national advertising campaigns but adapted locally in school assemblies could have a huge impact. It is also important to get the views of young people about road safety issues affecting them and how best these could be addressed. One suggestion is that school assemblies should be used as a means of reaching all students both at primary and secondary level. The Panel was informed by officers that there would be no problem from the schools point of view in adopting this approach. However care must be taken to ensure that the police are not delivering road safety messages on their own as this can directly conflict with what the Road Safety Officer is doing as part of a structured road safety curriculum.

7.8 The table below show the key stages at which road safety is taught in schools.

Road Safety education is taught via the Personal Social Health Education.	
Key Stage 1 (age 5-7) (Infants)	Guidelines: rules for and ways of keeping safe, including basic road safety, and about people who can help them to stay safe.
Key Stage 2 (age 7-11) Junior or where combined infants and junior – primaries.	Guidelines: to recognise the different risks in different situations and then decide how to behave responsibly, including sensible road use, and judging what kind of physical contact is acceptable or unacceptable.
Key Stage 3 (age 11-14) Secondary	Guidelines: to recognise and manage risk and make safer choices about healthy lifestyles, different environments and travel.
Key Stage 4 (age 15/16)	No specific reference to road safety or travel.

7.9 The Panel heard that road safety education is monitored as part of the Personal Social Health Education (PHSE) by the PHSE co-ordinator they in turn are monitored by a member of the schools leadership team. Ultimately the school is monitored by The Office for Standards in Education (Ofsted) with regards to PSHE delivery. School travel and road safety are included as part of the Healthy Schools physical activity audit encouraging children/young people, parents/carers and staff to walk or cycle to school under safer conditions, utilising the School Travel Plan.

7.10 School Travel Plan

7.11 The Department for Education and Skills has signaled to schools the importance of road safety within the national curriculum and the Every Child Matters programme. It has funded school travel plan advisers to encourage schools to promote safer, more appropriate travel to and from school. The Department of Health has also set targets for accident reduction generally.

7.12 Parents worried about letting their children make their own way to school are more likely to drive them. This increases traffic and the fear of danger creating a vicious circle. This can be broken by developing and implementing a School Travel Plan (STP). The School Safety Team gave evidence to the Panel about current initiatives. The team outlined the background and work of the section. The Panel heard that the STP is a document put together by a school or a group of schools setting out a package of short, medium and long term measures to encourage more children, young people and staff to choose alternatives to the car when making the journey to school. It also aims to improve travel awareness for students' parents and staff, identify road safety measures to make it safer and more attractive for students and their parents to walk or cycle to school.

7.13 The School Travel Plan links road safety education with the wider issues about the school journey and the environment. Schools receive support from local school travel advisers and from TfL.

7.14 All schools in the borough are encouraged to write and implement a STP. They receive a substantial grant from the Department for Education and Skills (DfEs) and the Department for Transport (DfT), the amount ranges from £3,750 to £13,000 depending on the number of students attending the school. If the Plan is approved, additional funding can be obtained through Transport for London's Safer Routes to School Scheme. Schools may receive funding for anything from engineering measures to paying for teacher time to plan curriculum work and classroom resources. Funds can also be obtained from Neighbourhood Renewal Fund, and Safer Stronger Communities Fund.

7.15 The table shows that target set by the government for devising School Travel Plans.

School Travel Plan - Government Target	
National Target	All schools to have an approved travel plan by 2010
London Schools	All schools to have an approved travel plan by 2009
Local targets	90% of all schools in Haringey to have an approved School Travel Plan by March 2007
Performance	
London-wide	At the end of March 2007 54% of London schools had produced travel plans.
Haringey	Haringey is the highest performing borough - 91.5% of schools had produced a School Travel Plan (20% above London Borough average).

7.16 Schools are responsible for yearly monitoring of the STP. Data showing how pupils and staff travel to and from school and how they would like to travel to school is compared with baseline data from their original travel plan. The Panel learned that of 33 schools that provided this information in Haringey, there is an increase in walking to and from school, and in cycling to school and a decrease in car journeys. All schools are requested to provide the travel team with an updated monitoring review in June when current figures on any shift in transport will be established.

7.17 In response to a question the Panel was informed that schools were only responsible for issues and incidents taking place within their boundaries, issues relating to traffic outside school is the remit of the Road Safety Team. If schools are made aware of any recurring issues they will notify the Road Safety Team.

7.18 More school involvement

7.19 The Panel acknowledges that much of what needs to be done will not cost extra money. For example teachers can reinforce a national or local campaign about seat belt wearing by children as part of their normal work; fire fighters and police officers can stress the same message on school visits and at open days; and other staff such as crossing patrol officers, classroom assistants and caretakers, can be encouraged to spread the word wherever they see a child bring dropped off at school who isn't wearing a seat belt. Child safety should be an issue of the whole community. Research shows that this approach is more successful when the police follow up the campaign with enforcement action.

7.20 The Review found that road safety education was provided on an ad hoc basis to schools who request it. It is the view of the Panel that this work is vital and could be better co-ordinated and more cohesive and greater efforts made to target the appropriate age group more efficiently. The Director of Children and Young People's Service should ensure that the Headteacher in all schools take responsibility for road safety education and delivery. This may mean delegating the task to a named teacher or a member of the Governing Body in every school. They would act as a Road Safety Champion with responsibility for coordinating all road safety activities including the delivery of road safety education. A policy statement could assist in formalising a planned and progressive programme of road safety education within the schools. This issue was raised during discussion with the Wellbeing and Sustainability Manager who advised that it could be brought to the attention of all governors by issuing a directive about recommended practice through the Director's report, (a regular newsletter issued to all governors). The Panel suggest that the Wellbeing and Sustainability Manager should monitor and ensure that all schools comply with this recommendation.

7.21 There are 74 schools in Haringey plus 4 Special Schools. The Panel learned that 65 schools in Haringey currently have School Travel Plans making Haringey the highest performing borough (91.5%) which is 20% above the national average making Haringey one of the safest places to travel to school. Current school safety initiatives in Haringey include:

<ul style="list-style-type: none"> • Walk on Wednesdays (walking bus) 	<ul style="list-style-type: none"> • Planning for Real
<ul style="list-style-type: none"> • Theatre in Education 	<ul style="list-style-type: none"> • Bike it/go bike/cycle pools
<ul style="list-style-type: none"> • Resources for schools 	<ul style="list-style-type: none"> • Personal safety training
<ul style="list-style-type: none"> • Newsletters for schools 	<ul style="list-style-type: none"> • Implementing the Mayor's cycle initiative.

7.22 In addition Haringey Road Safety Group also provides a comprehensive road safety education service to nurseries, schools, colleges and community centres. However there is a concern that a number of School Travel Plans place emphasis on engineering measures within the vicinity of the school which have a huge cost implication. Also that with the large number of schools with travel plans the Department is finding it difficult to meet the increasing demand of school travel plan requests particularly where they relate to engineering measures. The work of the Road Safety Group also includes:

- Communicating directly with parents.
- Assisting and encouraging schools to include Road Safety in the curriculum.
- Devise road safety inset training sessions for teaching staff.
- Organise Theatre in Education schedules to borough secondary schools
- Provide a library of leaflets, videos and resources offering advice to parents, drivers, cyclists and elderly pedestrians.

7.23 Car Story – Box Clever Theatre

7.24 Panel Members visited two primary schools where 'Box Clever' theatre performances took place. The Box Clever production is designed for year 6 students, and uses both verbal and non-verbal methods of communication. *Car Story* is a forty-minute play aimed at KS2 students that explores a variety of ways of traveling to school and related road safety issues. In a humorous way the play explore a number of possibilities for the journey to school and the advantages and drawbacks of each of the different options. Along the way basic road safety skills are taught interactively with the audience and the consequences of not following these are presented dramatically in the climax of the play. The message of the play is about a real case for everybody to get involved with road safety. It is a message for young people and adults alike.

7.25 A survey carried out by TfL revealed that car use in schools with travel plans had already fallen by an average of 5.5%. The options are about encouraging pupils who live near enough to walk, or cycle to school. Reducing the number of cars on the road might not be the primary concern for schools but the rise in concern about inactive children and obesity, combined with mounting anxiety about pollution and climate change, have encouraged many schools into action.¹ Reports indicate that a big challenge for TfL is maintaining schools' commitment to their travel plans once they have been written, as the risk is that once schools have ticked the box, they then forget about it. Transport for London is launching a new accreditation scheme which will motivate schools to revisit their travel plans. By rewarding schools with bronze, silver and gold levels of achievement, TfL hopes to make travel plans a long-term commitment.

7.26 Changing Lives – Saving Lives

7.27 The Panel interviewed the Health Wellbeing and Sustainability Manager who coordinates the Healthy Schools Programme and the Training and Development Officer for the Local Safeguarding Children Board. 'Changing Lives' Haringey's Children and Young People's Plan takes account of existing plans and targets developed by both the statutory and voluntary sectors working with children and young people in Haringey. It is an on-going priority with a special focus on the Mayor's Road Safety Plan aimed at reducing casualties by 50% by 2010 from the high of 19 killed or seriously injured in 2003.

7.28 The Panel learned that there was a strong partnership between the Children and Young Peoples Service and the Road Safety and School Travel Plan team who attend meetings of the Healthy Schools Working Groups and work jointly on various projects. One area, in which relationships could be improved, is in the coordination of joint awareness-raising/training into secondary schools by members of the Road Safety Team and Officers from the Safer Schools Police Unit. A similar collaboration should be possible in infants, junior and primary schools using Safer Neighbourhoods Officers who have offered to assist schools where requested.

7.29 Crossing Patrol Officers – the Legal issues

7.30 The Panel enquired of the legal requirement for the Council to provide road safety training and crossing patrol officers for schools and learned that the Road Traffic regulations 1984 sections 26 to 28 give appropriate authorities the power to appoint School Crossing Patrols to help children across the road.

7.31 There are 25 school crossing patrol sites the borough 16 of which are filled 9 of which are vacant. This number can alter due to fluctuation i.e. a site can be rendered defunct due to new crossing facilities at the site or can be increased if a survey reveals a new patrol is necessary at a certain location.

¹ The Guardian April 07

7.32 The Council's Legal Department further informed Members that the relevant statutory provision is the S.26 of the Road Traffic Regulation Act 1984 (as amended). However, S.26 creates a power for local authorities to provide school crossing patrols. **There is a power to implement crossing patrols but there is no mandatory requirement to do so.** The opinion of TfL is that whilst this is correct it would be disappointing if the Council went down this route. Haringey, the Government and others are actively encouraging children to walk to school as part of a fitness drive and to actually deal with green issues and to take away school crossing patrols who can play a valuable role not only in assuring parents but teaching road safety would be detrimental to this.

7.33 However if a local authority does provide such facilities, there is a statutory obligation to ensure that school crossing patrol officers are adequately qualified for the role and that they are provided with requisite training.

7.34 It is important to note however, that where arrangements are made to maintain school crossing patrols there is a duty, under s.26(4)(A) of the Act to consult with Transport for London with respect to those arrangements.

7.35 "Arrangements" is not defined by the legislation so the duty to consult could apply both to current service provision and a proposal to amend to cease service provision. However, there is **no mandatory statutory requirement to provide crossing patrol officers.**

7.36 In terms of providing road safety training to schools there is again no express statutory requirement to do so. However, there is a statutory requirement under S.39 (2) (a) of the Road Traffic Act 1988 for a local authority to maintain a road safety programme in respect of "road users or any class or description of road users". In these circumstances the provision of road safety training to schools would be required to demonstrate compliance with that duty.

7.37 The Panel were strongly of the opinion that the Children and Young People's Directorate should be more involved in school safety issues, that a link officer post should be provided by education services in addition to a small budget to bridge the gap between education and highways for road safety initiatives.

7.38 A meeting was held with a number of School Crossing Patrol Officers who told the Panel about some of the challenges they face in their jobs, for example:

The length of time taken to complete CRB checks was too long
Drivers have a more dangerous attitude now.

Funding was available to produce a safety newsletter
The service was considering training school teachers to deliver road safety education to give them the tools to carry out this task.
There is not enough Walking Buses

It was difficult to meet the demand for School safety education by schools, there is only one school safety officer
Consideration should be given to enhancing the roles of School Crossing Patrol Officers by re-evaluating their job descriptions, to enable them to play a more active role in raising safety awareness.
School Walking Buses were difficult to set up and it was suggested that resources would be better spent in other areas. Consideration should be given to redirecting the funds from Walking Buses to employ another officer; there were too many projects and initiatives.

More road humps would reduce traffic speed

There should be more yellow signs marked with 'School' to enable drivers to slow down on approach. More flashing warning signals needed

7.39 The Panel found that currently the road safety education activities in schools are carried out on an ad-hoc basis, with little or no monitoring. There appears to be no specific success criteria (e.g. local performance indicators) for individual education training and publicity indicatives based on changes in knowledge, attitudes or behaviour. Neither was there any evaluation of education initiatives. It was however acknowledged that the success of advertising campaigns is difficult to quantify as it cannot be shown how the education impacted on road user's behaviour.

7.40 The Panel is not suggesting that the operation of the School Crossing Patrol Officers be administered by the Children Services as clearly the expertise lies with the Traffic and Road Safety Team in terms of delivery. However Members are of the view that the Children & Young People's Services should ensure that the cost is borne by all schools in the borough as appropriate.

Recommendations The Director for Children & Young People's Services should ensure that:

- (A) The Head teacher, (who may wish to delegate this task) or a member of the Governing Body in every school acts as a Road Safety Champion with responsibility for co-ordinating all road safety activities including the delivery of road safety education. Consideration should be given as to whether the Road Safety Champion should be trained in road safety awareness generally.
- (B) A formal policy should be developed to formalise a planned and progressive programme of road safety education within schools to ensure that every student at Key Stages is aware of road safety.

- (C) Some road safety training should be delivered at all school assemblies in both secondary and primary schools.
- (D) Where a school Travel Plan has been implemented, the Head teacher should ensure that the schools' Road Safety Champion submit the Annual School Travel Plan Report as required.
- (E) The Wellbeing and Sustainability Manager should have a strategic overview/responsibility for ensuring that the recommendations are implemented ensuring continued oversight and input on an ongoing basis.

Recommendation The funding of the school crossing patrol officers service should be transferred to the Children and Young People Services, who should conclude / negotiate a service level agreement with Highways for delivery of this service. Considerations should be given as to whether a link officer post should be provided in the Children & Young People Services, in addition to a small budget to bridge the gap between education and highways for road safety initiatives.

Recommendation - Road Safety Officers should ensure that priority for road safety education should focus on 12-15 age group and that national campaigns are complemented and re-enforced at local level. However this should not be to the detriment of the young people in the Borough who need a firm foundation in road safety education to actually build on when they become teenagers.

Recommendation - Safer Neighbourhood Police Teams should be involved in road safety training in schools, and work closely with officers from the Safer Schools Unit, who has an officer in all secondary. They should also ensure that they communicate on a regular/informal basis with all school crossing patrols in their area. The Fire service should also be involved in road safety training in schools.

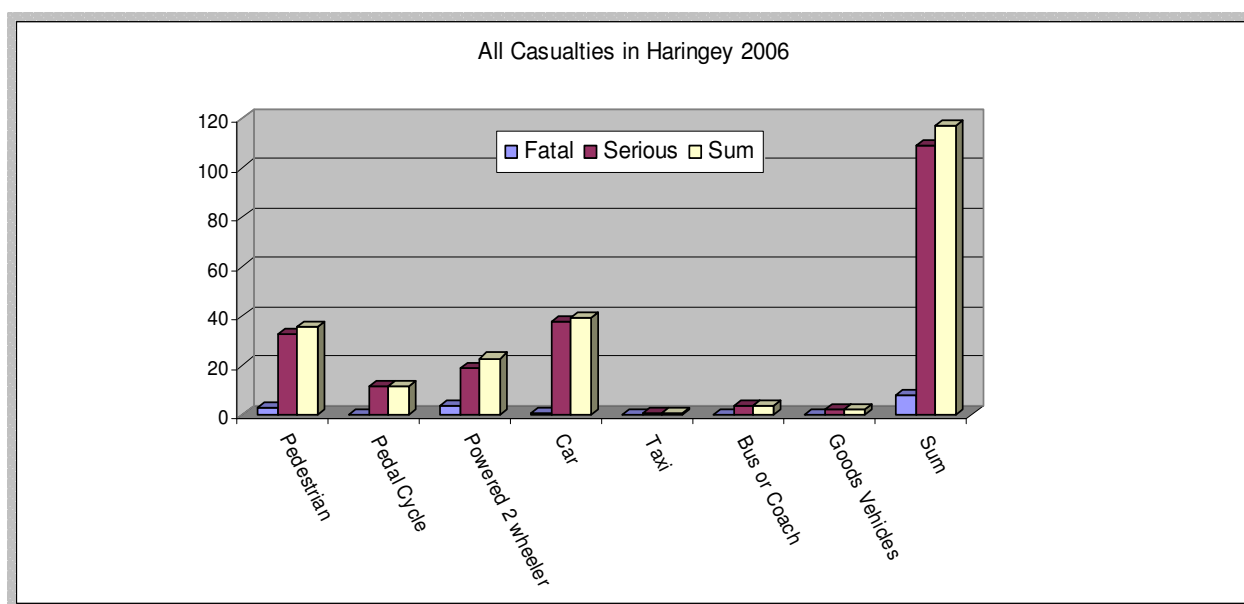
Recommendation - The panel is not concerned if the target for the Walking Bus scheme should not be achieved. However, the Service should consider officer time and resources to better effect elsewhere on more effective road safety schemes.

8.0 TRANSPORT FOR LONDON

8.1 Representatives of Transport for London were invited to attend a review meeting to discuss their role in local road safety initiatives and their relationships with local authorities. TfL's London Road Safety Unit has been set up within the last few years. Information, advice and funding are provided to the boroughs and traffic schemes are submitted through the Borough Partnership. In order for funding to be successful, regular monitoring of the schemes is required. TfL intends to support boroughs further by financing Local Safety Schemes, 20mph zones and for local education, training and publicity through the Local Implementation process. There is also funding to support London wide initiatives such as, the Children's Traffic Club.

8.2 In response to questions posed by the Panel about funding levels, TfL responded that in their view the current funding levels are sufficient and used effectively to reduce road accident fatalities in Haringey, Chris Feltham of TfL further added that TfL provided £40m per annum for road safety engineering across London and £30m of this supported road safety initiatives in local authorities Local Implementation Plans. In addition £6m per annum was allocated for road safety education and to support and encourage authorities to have a cohesive road safety education programme. It also provided for data collection and analysis, together with safer road use for life programmes. However it was difficult to gauge the success or otherwise of these programmes and campaigns, although it was noted that there had been a marked reduction in fatalities nationally as a result of hard hitting campaigns aimed at the most vulnerable and hard to reach age group. Janet Kirrage, London Road Safety Education Manager at TfL, cited the current 'shattered lives' television campaign as an example.

8.3 Whilst it is easy for TfL to evaluate and measure some of its larger campaigns for local authorities, this can be cost prohibitive and it is appreciated that it is difficult for boroughs to engage in measurement of a truly meaningful type.



8.4 TfL is of the opinion that Haringey is on target to meet the reduction of 50% Killed and Seriously Injured (KSIs) and child casualties' reduction of 60%. London as a whole was also on target to meet the Mayor's casualty reduction targets apart from the 40% reduction set for powered two wheeler casualties. The areas worse affected in Haringey were identified as Wightman Road and Bounds Green Road. TfL were happy to work on holistic schemes in partnership with the Council and found that Haringey's funding was broadly in line with other London Authorities. However, bidding from Haringey had not been as successful as some authorities; this was largely due to the low level of staffing in Highways section. Funding of about £1m for walking buses was available for local authorities. However Haringey failed to submit a bid.

8.5 The Panel heard from Ian Kibblewhite, Child Protection Officer, and Children Services that an Officer from the Metropolitan Police Service was placed in all Secondary Schools in the Borough and that some road safety education work in schools could be delivered by the Safer Neighbourhood Team. There was a need for structured road safety lessons to build on safety messages – structured skills for life were also needed.

8.6 Details of reported collisions were collated by TfL which has a comprehensive database at its disposal and it could offer a range of statistics which was distributed to each local authority. TfL's annual reports also included trend analysis.

8.7 In response to a question on TfL's assessment of its relationship with Officers in the Council, Chris Feltham responded that the relations were good. However a recent external audit of TfL revealed that there was room for improving its relationship with local authorities, as a whole, also that this needed to be more structured. Authorities such as Camden and Westminster had a successful structured Partnership Groups. Elected Member involvement was at ward level.

8.8 The London Accident Prevention Council

8.9 Haringey was also represented on the Local Authority Road Safety Association which was set up for officers to discuss new ideas. The London Accident Prevention Council (LAPC) has two elected Members from Haringey; however their attendance has been inconsistent.

8.10 New and Transferable initiatives

8.11 The Panel asked TfL about new and transferable initiatives which could be adapted for Haringey and heard that the Pan-London Road Safety Engineering forum was established to discuss new initiatives and issues.

- TfL supports Speed indicator devices (SIDs) these can be moved round the borough every three weeks.
- The London Accident Prevention Council is involved in many campaigns to promote road safety in London, they co-ordinate meetings for elected councillors in London.

- 20mph zones time distance cameras. This wireless technology kit calculates the average speed and could be available in 2-3 years. However there are issues around funding for police time and enforcement. In the longer term the in-car speedometer would map speed limits. TfL is building on the research carried out by Leeds University in the field of In-car Speed Adaptation (ISA). The initial phase of this work is to digitally map speed limits for all roads in London.
- Smart Cars were used by some authorities – this high tech vehicle fitted with a CCTV camera and can be used to spot motorists who park irresponsibly. These vehicles were used to target known hot spots, homing in on motorists parking on pavements and illegally parking around schools and pedestrian crossings. It had been reported that these vehicles are used in Richmond, Westminster, Enfield, Camden and Islington where they've proved effective in improving pedestrian safety and reducing traffic accidents and congestion.
- Haringey's Inspector for Partnership, Schools and Youth told the Panel that one of the most innovative initiatives around road safety was to use the Safer Neighbourhoods team to work outside a school where speeding traffic is considered a danger and to use school children to conduct surveys with the drivers. Currently the Police Constable, who is the Safer Schools officer for Woodside High and the Safer Neighbourhoods for Woodside Ward, have agreed to speak to the school with the intention of trialling the idea/principle at the beginning of the new academic year. White Hart Lane being the 'fast' road involved. If it works, other schools would be included. This is a good idea as it hits some of the citizenship areas in the curriculum and, will be very persuasive with drivers.

Recommendation – The Cabinet should ensure that Councillors who have been nominated to represent the Council on external bodies are committed to attending meetings or where appropriate to provide substitute. The LAPC has recently reviewed its constitution and now allows for three representatives from each local authority, one elected Councillor, one Road Safety Officer and one other individual with an interest in road safety. The representative attending should feedback to officers on any new projects or bids etc.

Recommendation – After evaluating the outcome of the pilot scheme to use school children to conduct surveys with drivers, at Woodside High and the White Hart Lane area, consideration be given to rolling out the scheme to schools who have reported issues with speeding traffic.

9.0 ROAD SAFETY STRATEGY GROUP

9.1 The Panel learned that since the departure of the Local Fire Chief who as leading the strategy group things have slowed down and the group no longer meets. One of the main issues identified by the Panel is the need to shift emphasis from targeting accident black spots to dangerous stretches of roads and to influencing the behaviour of all road users. The best way to achieve this is through coordinated activity by all the agencies involved, working at local, regional and national levels as appropriate. There is general recognition of the need to work in partnership and there are practical reasons why councils and other agencies find working together difficult. For some agencies, road safety is, often a modest, element of their activity. Teacher time is allocated within primary schools, since road safety is part of the national curriculum, but is not separately identifiable. It is equally hard to identify the resources contributed by other organisations, because they tend not to account for expenditure on road safety separately from other activities.

9.2 Research reveals that most local agencies would work more effectively in partnership with others, as each has different strengths, opportunities and resources. Some agencies have a unique role to play in road safety, for example only a police officer can stop a driver suspected of illegal behaviour. By contrast other agencies such as Schools, Health Service Police and Fire Services can be involved in education training and publicity. Road Safety Partnerships do not have to be formal to be effective as their primary task is to share information and agree priorities.

9.3 ²Local partnerships are already taking a leading role in delivering education to school children and young people. Local authority partnership working with the emergency services could prove to be especially effective. A key element of the Fire and Rescue Service's approach is to deliver educational messages to the 15-25 age group. Their resource in terms of number of fire officers, and their credibility with the most at risk and alienated groups in society, is a potentially valuable resource for helping to deliver road safety messages.

9.4 From discussions with potential partners, the Panel was pleased with the response and enthusiasm shown by various agencies that are keen to re-establish the Road Safety Strategy Group in Haringey. It is the view of the Panel that the Council should take the lead in ensuring that partners focus on and contribute to better outcomes for local residents. The challenge is for all engaged in road safety to develop a systematic approach that suits local circumstances. It is important that the emergency services, the Children and Young People Services and the Primary Care Trust work with the Road Safety Officers in partnership to add value to what the Road Safety Officers are currently doing and to add value to their training.

² 2nd Review of the Government's Road Safety Strategy

9.5 The Police Service

The police make a major contribution to casualty reduction through each of the three Es, (education, engineering and enforcement) and their work will be more effective if it is well coordinated with that of the Council. Members heard from Ian Kibblewhite, Child Protection Officer, Children Services that an Officer from the Metropolitan Police Service was placed in all Secondary Schools in the Borough (with the exception of one secondary school) and that some road safety programmes in schools could be delivered by the Safer Neighbourhood Team there was a need for structured road safety lessons to build on safety messages – structured skills for life was also needed.

9.6 Fire Service

Fire and rescue now place great emphasis on promoting safety. One of the first competences required of UK fire fighters is to ‘improve and educate your community to improve awareness of safety matters. Many fire and rescue services are keen to bring this expertise and experience in helping to reduce road casualties and can draw on the direct experience of attending road crashes to extricate occupants from vehicles.

9.7 They also bring expertise in working with hard-to-reach groups such as teenagers and residents of deprived areas. For example the Panel learned that the Fire Brigade has been granted Government funding to support a new community fire safety initiative that will target vulnerable groups throughout the London area. In Haringey the Fire Community Safety Officer will work directly with the Somali Community on home fire checks. This is an example where safety outside the home e.g. road safety initiatives could be included for the hard to reach groups. Many fire and rescue services are particularly keen to work with schools and often make the time to do so. The Panel also learned that the Fire Service in Haringey visited 46 schools and 149 classes within local schools that equates to approximately 4,228 students.

9.8 In discussion with the Borough Commander it was clear that the Fire and Rescue Service’s ability to successfully engage with communities on a fire prevention education programme, demonstrates that they have transferable skills which could be directed towards community road safety education.

9.9 The Fire Brigade have now, very much on their agenda, a commitment to working with road safety. The Fire Brigade have identified that they are actually dealing more with road safety in the form of extrication’s rather than actually fighting fires. Unfortunately, this means that the Fire Brigade, whilst well intentioned, have an excellent knowledge of extrication issues, but are not trained to deliver road safety education messages in a structured way.

9.10 Neighbourhood Wardens

Neighbourhood Wardens provide a highly visible uniformed presence in residential and public areas with the aim of reducing crime and fear of crime; deterring anti-social behaviour; fostering social inclusion and caring for the environment. Their main purpose is to improve quality of life. The wardens have a number of roles depending on local needs. Their role includes contributing to community development and provides a link between local residents, key agencies such as the local authority and the police. Wardens engage well with local residents.

9.11 Junior Wardens

In general, involving young people in decisions that affect them and the areas where they live can empower them to work in the community as stakeholders this would be useful as it would enable them to take ownership of positive outcomes in local initiatives including road safety. Their ideas and involvement on how to reach their peers would also be a useful source of information. The junior warden scheme is part of the Neighbourhood Warden Scheme and aims to make real differences to the lives of people living in Haringey. Better Haringey has launched the Junior Wardens programme to raise environmental awareness among key stage 2 students. The aim is to teach children to:

- Identify environmental problems in their neighbourhood
- Report problems
- Encourage their friends and family to look after the environment
- Be proud of where they live
- Help make a Better Haringey.

9.12 Given the high accident rates among teenagers the Panel was surprised that road safety training and awareness was not included in the aims of the Neighbourhood Wardens and would recommend that the aim of the Junior Wardens should be widen to include highlighting road safety awareness among this group.

9.13 Haringey Youth Council (HYC)

The Council has recently launched the Haringey Young Council membership of which is open to young people aged 12 to 19 years and composed of representatives from secondary schools and youth groups. The HYC meet six times each year and numerous youth groups are represented. The HYC is working to ensure that the voices of all young people are heard through the Youth Council and aims to:

- To present the views of all children and young people in Haringey.
- To work to promote the quality of life and opportunities for children and young people in Haringey.
- To work for improved understanding and unity between different groups of young people.

9.14 The Panel noted that road safety training and awareness was not included in the aims of the HYC and would recommend that the aim of the HYC should be widen to include road safety awareness.

9.15 Primary Care Trusts

Injuries resulting from road traffic accidents are still a major cause of premature death and disability in London. Every year there are 6,500 serious road casualties in London and 200-300 deaths (284 in 2000). Estimates suggest that these cost the NHS over £4,200m per year. Although the accident rates have fallen in the 1980s and early 1990s the continued fall experienced in the rest of Britain has not occurred in London. Road traffic collisions still represent a significant cause of ill health. Over 60% of those killed or seriously injured on the road in London are male. Almost 10 times as many males as females were killed or seriously injured as a motorcyclist. Car and taxi occupants account for 49% of all traffic casualties but only 24% of those killed. Pedestrians accounted for 49% of road.³

Table: No. killed and seriously injured in 2004.

Authority	1994 – 1998 (Avg)	2003	2004
Haringey	161	191	131
Greater London (avg)	197	152	123

Source: Department for Transport

Table: Casualties by road user type in 2004

Authority	Pedestrian	Pedal cycle	TWMV	Car	Bus	LGV	HGV	Other	All
Haringey	56	12	14	43	2	4	0	0	131
Greater London (avg)	39	10	26	39	6	1	1	1	123

Recommendation - The Cabinet should take steps to re-establish the Road Safety Strategy Group. Once the Group has been established, officers should liaise and visit other authorities. The chair has indicated his willingness to attend the inaugural meeting; The Group should include representatives from the Metropolitan Police Service, the Fire & Rescue Service, Children and Young People's Service, Haringey Primary Care Trust and the Ambulance Service. Meetings should be scheduled on a quarterly basis.

Recommendation – the remit of the Haringey Youth Council should be widen to include road safety awareness.

Recommendation - Better Haringey has launched the Junior Wardens programme to raise environmental awareness among key stage 2 students, that the Traffic & Road Safety group liaise with Better Haringey to negate areas of duplication. The Panel recommends that the aims of the programme should be widen to include road safety awareness among this age group.

³ (Source: http://www.lho.org.uk/HIL/Determinants_Of_Health/Transport.aspx)

10.0 SPEEDING TRAFFIC

10.1 National best practice suggests that the management of speed may be most effectively achieved by a combination of measures including engineering, enforcement and publicity. It is the Panel's view that the Council should make use of new powers to introduce more 20phm zones and speed limits in residential areas and near schools. Traffic calming measures can make such zones and limits self-enforcing. In addition, the installation of safety cameras at locations with a proven history of accidents has been shown to be effective in reducing crashes, efforts need to be made to change public attitudes toward speeding.

10.2 There is widespread public opinion for reducing traffic speed and evidence demonstrates that doing so would reduce the severity of injuries. The Panel recommends that the council should reinforce its commitments to 20 mph zones around schools. The existing 20 mph markings should be repainted; clearly marked and placed in a schedule for regular maintenance.

10.3 The Scrutiny Review of the Council's Highways Strategy looked at residential areas and considered the control of traffic in residential areas and the effect of road traffic on local communities. The effect of traffic through residential areas was considered and in particular the effect of speed on the livability of an area and on the incidents of road accidents. The report also concluded that Home Zones which gave the priority of road space to pedestrians, cyclists and children are an enhanced version of local traffic calming schemes. Home Zones could contribute to road safety but are expensive to implement because of higher levels of physical works. The Council should identify residential areas that can benefit from this level of support. One recommendation from the report is that the Council should support the widespread introduction of 20mph zones and traffic calming in 'Residential Areas' with the longer-term aim of making all Residential Areas and 'Mixed Priority Routes' 20mph zones in due course.

10.4 Many road markings and signs of 20mph zones in the Borough have eroded over time and are unclear to motorists. Effective enforcement of traffic control will reduce the number of people killed or seriously injured on the road by making drivers more aware of when they are driving illegally or hazardously.

Recommendation - The Cabinet should reinforce its commitment to 20mph zones around schools borough. The existing (surface) markings on all 20mph zones should be repainted; clearly marked and placed in a schedule for regular maintenance.

10.5 Unsafe parking

10.6 Parking on road junctions is a safety hazard for all road users especially for the more vulnerable such as the elderly, people with disabilities and children. There appears to be no consistency in how double yellow lines are used in the borough. The panel would like to see double yellow lines on street corners in conjunction with TfL where necessary, starting in the most deprived wards.

10.7 Road Safety Enhancements

10.8 Living Streets were invited to a review meeting to discuss road safety issues. This is a national charity which challenges authorities who have allowed traffic priorities to dominate local streets and public spaces. Living Streets conducts community street audits to evaluate the quality of public spaces and the environment from the end users perspective. The audit and design of a street include a decision about how much traffic it should carry and how fast the traffic should be able to go. Initiatives include:

- Fully pedestrianised areas with no vehicular access
- Introducing traffic calming measures
- Balancing the needs of traffic and pedestrians
- Ensuring that road crossings are placed where people find them convenient not just where they suit the flow of traffic.

10.9 Safety enhancements will continue on TfL's road network including enhancements to Tottenham Town Centre starting from the north of High Road/Bruce Grove junction and ending at High Road/Langhedge Lane junction (by the borough boundary with Enfield) and A502 Seven Sisters Road, Archway Road, North Circular and Red Routes. Road Safety works included encouraging cycling and walking. Works to the A503 will start in April 2008 officers from Haringey are to be consulted to ensure that all relevant stakeholders are involved. Funding for Transport for London Road Network works are provided by TfL.

The Department should ensure that:

- Bus stops should be located in such a way as to minimise congestion on the pavement especially where bus stops are directly outside local grocers or convenient stores where the tendency is for shopkeepers to display goods onto the pavement.
- That works on TfL's road network include the removal of street clutter as an example of what could be achieved.



Congested bus stop outside convenient store on Tottenham High Road

- That where possible the phasing of traffic lights should be such that pedestrians are given ample time to cross the road safely.
- Consideration should also be given to ensure that bus stops are placed some distance apart so that travellers are not waiting for six or seven different buses at a single stop.

10.10 Painting double yellow lines on every street corner – the legal implications are as follows:

With regard to the proposal for double yellow lines on every corner on every road junction in Haringey, the first point is that the Council is the Highway authority for the great majority of roads but the GLA is the highway authority for the GLA roads. (These are all major roads and probably have traffic orders for much if not throughout their length). The second point is that a survey will be required for each junction to determine the length of the double yellow lines. The third point is that a blanket policy may be challenged by judicial review on the ground that such a policy is an unlawful fetter on the exercise of a statutory discretion. The survey of the junctions and the judgement on safety improvement based on that survey would need to be robust to avoid the risk of judicial review.



It may be possible to amalgamate road locations into an area or composite description when advertising a Traffic Management Order. At present such orders are made describing the road location in some detail, but the Order plan is available for inspection as the advertisement makes clear. If after survey it is proposed to have double yellow lines at **all** the approach roads to junctions in the Borough rather than just some of them as at present then wording could describe such a proposal relatively economically. A similar logic applies to areas of the Borough by postcode and wards. There seems to be no need to list all the roads if a generic description and reference to a map of the roads gives a full and complete account of the proposals.

10.11 The Council also needs to ensure that its own services work well together. Properly maintained roads are safer because the surfaces are better and the signs easier to see. Road safety improvements and routine maintenance work need to be planned, scheduled and carried out together.



Deteriorating surface markings on 20mph signs should be repainted

10.12 Uninsured Drivers

10.13 Uninsured drivers are a big problem in Haringey. These drivers often fail to stop when involved in accidents. A recent operation carried out by the Council, the Police Service and Transport for London was successful not only in catching uninsured drivers and untaxed vehicles but other individuals involved in criminal activities. There are also several other types of operation going on. The Automatic Number Plate Recognition (ANPR) operations take place fairly regularly, probably about once a month. Traffic also did two operations 'Foist' and 'Vinci' where they arrive with transporters and stop anyone without insurance and seize cars. These have had quite a bit of press interest and impact on road safety by taking unsafe and uninsured cars off the road. This is the one where they sometimes bring the mobile crushing machine with them and crush some cars, which have not been reclaimed, in front of the press. The panel fully supported the police and other agencies joint operations to stop vehicles and do spot checks.

Recommendation - The panel understands that road safety enhancements will be carried out on TfL's road network including enhancements to the A10 (north/South routes), A502 Seven Sisters Road. The Panel recommends that Highways work closely with Transport for London to ensure that works on TfL's road network include the removal of street clutter as an example of what can be achieved: Bus stops should be located in such a way as to minimise congestion on the pavement especially where bus stops are directly outside local grocers or convenient stores where the tendency is for shopkeepers to display goods onto the pavement.

- That works on TfL's road network include the removal of street clutter as an example of what could be achieved.

- That where possible the phasing of traffic lights should be such that pedestrians are given ample time to cross the road safely.
- Consideration should also be given to ensure that bus stops are placed some distance apart so that travellers are not waiting for six or seven different buses at a single stop.

Recommendation – The Panel recommends that the Department should complete without delay the introduction of double yellow lines at junctions/corners across the borough, ensuring that the legal process for the whole borough is completed by one action and not on a piecemeal location by location basis. Physical works should start with the most deprived wards and progress until the borough has 100% corners/junctions completed. Enforcement will be self funding on a 24 hour 7 days per week by SMART cars.

11.0 CONCLUSION

11.1 Since commencing this review the Panel learned that the Council has won a prestigious award in recognition of its significant improvement in road safety, its introduction of innovative home zones, its progress in encouraging schools to adopt special travel plans and its drive to promote cycling and walking in the borough. The Cabinet Member for Urban Environment and Conservation said: *“We have been working extremely hard over recent years to improve transport services in Haringey..... There is still much work to do, but this award shows we are making genuine progress and we look forward to building on our achievements so far.”* Transportation improvements include:

- A 50 per cent in the number of people killed or seriously injured on Haringey’s roads from 2003 – 2005 from 191 to 94 – the best in London between 2004 and 2005.
- More schools in Haringey with Travel Plans than any other borough. (Making Haringey one of the safest places to travel to school).
- The introduction of home zones aimed at reducing traffic and slowing down vehicles.

11.2 The Review Panel wish to congratulate the Department on its accomplishments and hope that recommendations from this review will go some way towards building on this achievement.

11.3 All Casualties Haringey Council 2006 Final

			0	No. of Casualties			
			Casualty Severity	1 Fatal	2 Serious	3 Slight	Sum
Borough	Year	Mode of Travel					
HARINGEY	2006	1 Pedestrian		3	33	158	194
		2 Pedal Cycle		0	12	61	73
		3 Powered 2 Wheeler		4	19	77	100
		4 Car		1	38	394	433
		5 Taxi		0	1	9	10
		6 Bus Or Coach		0	4	60	64
		7 Goods Vehicle		0	2	9	11
		Sum			8	109	768
	Sum			8	109	768	885

APPENDIX 1 - LIST OF INTERVIEWEES	
Membership of the Review Panel:	
Councillor John Bevan - Chair	
Councillor Alexander	
Councillor Beynon	
Councillor Peacock	
Interviewees	
Councillor Brian Haley	Cabinet Member for Urban Environment
Shifa Mustafa	Assistant Director, Planning Environment Policy & Performance
Stephen McDonnell	Assistant Director Street Scene
Tony Kennedy	Senior Technician Environmental Services
Alex Constantinides	Head of Highways
Chris Feltham	Transport for London
Janet Kirrage	Transport for London
John Lapping	Team Leader Environment
Malcolm Smith	Team Leader Transport Policy
Laurence Pratt	Team Leader – Street Scene
Jimmy Jamal	Environment Services
Sarah Peel	Children & Young People’s Services
Jude Clements	Healthy Schools Programme Manager
Easy Roger	Lawyer – Corporate Team
Nisha Parmar	School Travel Plan Officer
NISANCIOGLU SULE	School Travel Plan Officer
Ian Kibblewhite	Child Protection Services
John Brown	Borough Commander Fire Service
Richard Hebditch Policy & Campaigns Manager	Living Streets
Sue Penny	Living Streets Haringey
Chris Baker	Living Streets Haringey
Paul Mckay	Living Streets Haringey
Nick Williams	Living Streets Haringey
Richard Smith	Living Streets Haringey
School Crossing Patrol Officers	
Noel Park Primary School	
Lordship Lane Primary School	

We have received oral and written evidence from officers of the Council. We are grateful to everyone who contributed to this Scrutiny Review.