

Notice of Non-key Executive Decision

Subject Heading:	School Crossing Patrols
Decision Maker:	Councillor Barry Mugglestone, Cabinet Member for Environment
Cabinet Member:	Councillor Barry Mugglestone, Cabinet Member for Environment
SLT Lead:	Neil Stubbings, Strategic Director, Place
Report Author and contact details:	Mark Hodgson, Head of Highways, Traffic and Parking mark.hodgson@havering.gov.uk
Policy context:	Parking Policy Local Implementation Plan 2019 (LIP3) Havering Local Plan 2021
Financial summary:	The rationalisation of provision of school crossing patrols results in a saving of £0.064m to cost centre A53610. The saving has already been removed from the budget as a result of the MTFS and budget setting process.
Relevant OSC:	Places
Is this decision exempt from being called-in?	No

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

People - Things that matter for residents

X Place - A great place to live, work and enjoy

Resources - A well run Council that delivers for People and Place.

Part A – Report seeking decision

DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION

Following review, the Cabinet Member for Environment is recommended to approve rationalisation of the provision of school crossing patrols (“SCP”) in the borough through:

- a) Removal of the following 3 SCP sites of low use (with consideration of physical improvements at these sites through the external funding prioritisation process):
 - Broadford School - Chatteris Avenue
 - Brady School - Wennington Road
 - Harrow Lodge Primary School (ex Wykeham) - Albany Road/ Dorian Road
- b) Removal of the following 3 SPC sites where there are existing “green man” controls:
 - Mead School - Gooshays Drive/ Amersham Drive
 - St Joseph’s School - St Mary Lane/ Champion Road
 - Oglethorpe School - St Mary Lane/ Westbury Terrace
- c) Removal of the following 2 SPC sites of low use which have a pre-existing zebra crossing (seek to upgrade in future):
 - Broadford School – Farringdon Avenue
 - Parklands School – Havering Road / Collier Row Lane
- d) Retention of the following SPC site on an unmarked crossing until controlled crossing installed (zebra or green man) following which removal of the site will be authorised:
 - Branfil School – Gaynes Road
- e) Retention of the following 4 SPC sites on zebra crossings until completion of crossing upgrades or other work following which removal of the sites will be authorised:

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- Scargil School – Mungo Park Road
- Engayne School – Avon Road / Severn Drive
- Brookside School – North Hill Drive
- Parklands School – Havering Road

The decision means the Council continues to meet its' statutory duties, provides a service based on need and will enable the Council to meet the Medium Term Financial Strategy saving previously agreed and to contain expenditure within available budgets.

AUTHORITY UNDER WHICH DECISION IS MADE

Part 3, Section 2.5, paragraph (q) To agree minor matters and urgent or routine policy matters.

Part 3, Section 2.6, paragraph (y) Portfolios to be assigned to individual Cabinet Members - Highways & Traffic Schemes

STATEMENT OF THE REASONS FOR THE DECISION

School Crossing Patrols (SCP) are provided by the Council at 13 sites in the borough. There is no record as to why certain sites were historically allocated a School Crossing Patrol and why others (often similar sites) were not.

Over the years the extent of the service has naturally declined. As SCP staff have left their positions they have generally not been replaced.

The current arrangements have led to an inconsistent provision of school crossing patrol sites across the borough and in a number of cases there is no longer justification for sites to retain a SCP.

This reports sets out the assessment of sites, current arrangement and recommends a way forward as to the future of the service.

Background

Under amendments to s.26 of the Road Traffic Regulation Act 1984 (introduced by the Transport Act 2000) provision of a SCP service is not a statutory duty and remains a permissive function i.e. it is carried out at the discretion of the Council.

Until 2000 the SCP service in London was provided by the Metropolitan Police. Thereafter responsibility for the service was transferred to the London boroughs.

Presently there are 13 SCP locations in Havering serving twelve schools. The schools are:

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- Brookside School
- Broadford School
- Scargill School
- Mead School
- St Joseph's School
- Parklands School
- Oglethorpe School
- Engayne School
- Brady School
- Harrow Lodge School (Formerly called Wykeham)
- Branfil School

All but three of the SCP sites are on either zebra or "green man" controlled crossings

Each SCP site costs an average of £8k per year.

The recent MTFS process in 2023 presented to members a saving for consideration if SCPs were reviewed and where not needed, as per guidance, removed. The principle of reducing SCP was included, specifically, in the 2023/4 budget consultation and in the approved budget report agreed by Council on 1 March 2023.

Accordingly, a saving of £63k in 2023/24 is required and it was agreed work would progress in assessing the sites where SCP are provided, undertaking assessments and making arrangements to deliver the savings.

The saving has already been taken from the budget for this year 2023/24 and the service is currently reporting a pressure in this area.

Study and Detail

In order to better understand the SCP sites the Council appointed consultants to assess them against relevant guidelines. The resulting report has been used to make the recommendations of this report.

The consultant undertook pedestrian and traffic counts at each SCP site during morning and afternoon school travel times.

Details of the current facilities were also captured for each site including (but not limited to) signage, type of crossing, speed restrictions etc. The survey assessed vehicle speed, traffic calming measures and parking levels in the vicinity of each SCP during the relevant timeframes.

The count data collected from each site was used to calculate the PV^2 value for all SCP locations and to compare the result to the national guidance benchmark. P is the number of children and V is the volume of traffic.

A PV^2 value of under 4 million suggests a low use site and would not usually justify a SCP.

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A PV² value of over 4 million may indicate justification for a SCP depending on the specific factors at the site. However, at these sites the risk of crossing the road may be mitigated through provision of controlled crossings or other measures.

A review of collision data at the SCP sites was also completed. The below table shows that none of the sites have a history of recorded collisions between the period 31st August 2019 to the 31st August 2022.

School	Location	Crossing	Times	Total	Peds	P/C	Under 16
Brookside	North Hill Drive at roundabout	Zebra	8.25-9.05/ 3.00-3.30	1	0	0	0
Broadford	Chatteris Avenue / Briar Road	Unmarked	8.05-9.15/3.00-3.45	0	0	0	0
Scargill	Mungo Park Road outside school	Zebra	8.25-9.05/3.00-4.00	0	0	0	0
Mead	Gooshays Dr/Amersham Dr	Pelican	8.30-9.15/3.00-3.45	0	0	0	0
St Josephs	St Mary Lane / Champion Road	Puffin	8.25-9.10/3.10-4.00	0	0	0	0
Rise Park	Petits Lane North outside Fire Station	Zebra	8.30-9.10/3.05-3.55	1	0	0	0
Parklands	Havering Road outside school	Zebra	8.25-9.05/3.10-3.55	0	0	0	0
Oglethorpe	St Mary Lane / Westbury Terrace	Pelican	8.20-9.05/3.10-3.40	0	0	0	0
Engayne	Avon Road / Severn Drive	Zebra	8.25-9.10/3.20-4.05	0	0	0	0
Brady	Wennington Road outside school	Zebra	8.25-9.00/3.05-3.45	0	0	0	0
Parklands	Havering Road / Collier Row Lane	Zebra	8.25-9.05/3.10-3.55	0	0	0	0
Broadford	Faringdon Avenue outside school	Zebra	8.05-9.15/3.00-3.45	0	0	0	0
Wykeham	Albany Road / Dorian Road	Unmarked	8.25-9.10/2.50-3.40	1	1	0	1
Branfil	Gaynes Road (Gaynes Park Road)	Unmarked	N/A	0	0	0	0

The below table shows a summary of the PV² analysis and the controls at the sites. A recommendation, using the guidance and consultants assessment, for each site is provided.

A site plan showing the area around each SCP is included in Appendix A:

School	Location	Crossing Type	Busiest 30 minute period	PV ² Value	SCP-Justification based on PV ² value	Comment / Proposed Action
Remove 3 sites where there's very low volumes of use						
Broadford	Chatteris Avenue	Un-marked	08:25-08:55	18 (P) x 266.3 (V) = 1,089,288	Not Justified	Low volumes of pedestrians and vehicle. Crossing is not justified. Action: Remove SCP and consider case for physical safety interventions
Brady	Wennington Road	Zebra	15:05-15:35	147(P) x 81 (V) = 964,467	Not Justified	Low volumes of vehicles. Crossing is not justified. Action: Remove SCP
Harrow Lodge Primary School (ex Wykeham)	Albany Road/ Dorian Road	Un-marked	15:10-15:40	33 (P) x 131.5 (V) = 570,644	Not Justified	Low volumes of pedestrians and vehicle. Crossing is not justified.

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						Action: Remove SCP and consider case for physical safety interventions
Remove 3 SCP at pelican / puffin (green man) crossings						
Mead	Gooshays Drive/ Amersham Drive	Pelican	15:00- 15:30	52 (P) x 499.33 (V) = 12,965,183	Justified	Push button / green man facility mitigates risk, as set out in report. Action: Remove SCP
St Josephs	St Mary Lane/ Champion Road	Puffin	08:25- 08:55	127 (P) x 548.16 (V) = 38,160,881	Justified	Push button / green man facility mitigates risk, as set out in report. Action: Remove SCP
Oglethorpe	St Mary Lane/ Westbury Terrace	Pelican	08:25- 08:55	154 (P) x 503.33 (V) = 39,014,527	Justified	Push button / green man facility mitigates risk, as set out in report. Action: Remove SCP
Remove 4 SCP at zebra crossings						
Broadford	Farringdon Avenue	Zebra	08:25- 08:55	84 (P) x 351 (V) = 10,348,884	Justified	Zebra crossing facility mitigates risk, as set out in report. Action: Remove SCP but also seek external funding to install puffin crossing
Parklands	Havering Road/ Collier Row Lane	Zebra	15:15- 15:45	164 (P) x 218.5 (V) = 7,829,729	Justified	Zebra crossing facility mitigates risk, as set out in report. Alternative SCP close by. Action: Remove SCP but also seek external funding to install puffin crossing
Scargill	Mungo Park Road	Zebra	08:30- 09:00	149 (P) x 225.16 (V) = 6,887,525	Justified	Zebra crossing facility although busy bus route Action: Remove SCP but also seek external funding to install puffin crossing
Engayne	Avon Road/ Severn Drive	Zebra	08:25- 08:55	91 (P) x 342.5 (V) = 10,674,868	Justified	Zebra crossing facility although busy bus route.

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						Action: Remove SCP but also seek external funding to install puffin crossing
Retain 1 unmarked SCP until controlled crossing installed						
Branfil	Gaynes Road	Un-marked	08:20-08:50	60 (P) x 341.33 (V) = 6,990,370	Justified	PV ² value – justifies zebra crossing if site is suitable Action: asses site and apply for external funding to install controlled crossing then remove SCP
Retain 2 SCPs at zebra crossings until pelican / puffin crossing installed						
Brookside	North Hill Drive Roundabout	Zebra	08:35-09:05	96 (P) x 414 (V) = 16,454,016	Justified	High PV ² Value – may justify pelican/puffin crossing Action: apply for funding to install puffin crossing then remove SCP if successful
Parklands	Havering Road	Zebra	15:10-15:40	254 (P) x 524.5 (V) = 69,875,463	Justified	High PV ² Value – justifies pelican/puffin crossing Action: apply for funding to install puffin crossing then remove SCP

However, following discussions with members, a request to amend the above list was made. In addition to the three recommended SCP to be retained above the SCP at Scargil School (Mungo Park Road) and Engayne School (Avon Road & Severn Drive) would also be retained. The reasons being that these sites are on bus routes.

Summary

In summary, and further to members request, the following decision through the approval of this report is made:

Remove 3 sites where there's low use (and consider physical improvements at these sites through the external funding prioritisation process)

Remove 3 sites where there's "green man" controls

Remove 2 SCP on low use sites on a zebra crossing (seek to upgrade in future)

Retain 1 SCP on an unmarked crossing until controlled crossing installed (zebra or green man, then remove SCP)*

Retain 4 SCP with high use on zebra crossings (seek to upgrade to green man then remove)

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* The council is currently consulting residents in this area on a proposal to install a zebra crossing. If the zebra crossing is supported and goes ahead, the SCP will be removed. A budget for the work exists and would be funded via the Local Implementation Plan (LIP).

It should be noted that funding for road safety works generally comes Transport for London (TfL) via the (LIP). Funding allocations need to be prioritised, data-led and in accordance with set criteria. As such it may take a number of years to secure the funding for all crossing sites listed above.

The majority of recommendations are made because traffic lights and zebra crossings mitigate the risk associated with crossing roads and the provision of a SCP is in many cases acts only as an additional safety feature.

The collision data supports this view.

As part of any decommissioning of SCP officers would work with schools to advise them of the Council's decision and to support them in developing their own arrangements if so desired. Information and guidance would be shared.

As part of the preparation of this report and completing the background work, officers have engaged with and met colleagues in Education. The purpose of the meeting was to advise of the work, seek feedback and take account of any further information from that team. The proposals were noted and an agreed approach, in terms of how to implement the decision taken in the report, was made.

Next Steps

Following the approval of this report, the next steps would be to:

- Engage ward members in affected areas
- Engage schools
- Engage with affected staff and consult HR regarding employment matters
- Undertake communications
- Prepare and issue schools information and work with them to provide support needed.

OTHER OPTIONS CONSIDERED AND REJECTED

Option 1

Do nothing – the current approach would not change the current inconsistent approach to service provision and the saving would not be realised. The number of SCP would naturally reduce as staff left their roles.

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Option 2

Remove all SCP. This would remove the inconsistency of similar sites not having a SCP and can be justified against the legal requirements.

Option 3

Option 3 would be to progress as set out in the above table. This exceeds the MTFS target and results in three SCP sites in the borough.

Option 4

Option 4 is the decision set out in the report with additional sites retained, at the request of members. This reduces the saving although the required MTFS saving is met (per full year). The decision is based on a more subjective, rather than objective approach.

PRE-DECISION CONSULTATION

Colleagues in Education were consulted.

Affected staff were advised of the possible saving and future work / arrangements prior to the budget consultation in 2022/23

NAME AND JOB TITLE OF STAFF MEMBER ADVISING THE DECISION-MAKER

Name: Mark Hodgson

Designation: Head of Highways, Traffic and Parking

Signature:

Date: 19/09/23



Part B - Assessment of implications and risks

LEGAL IMPLICATIONS AND RISKS

None as a result of the recommendations in this report.

The provision of a School Crossing Patrol Service is a discretionary service rather than a statutory duty. The service has undertaken a review of the current provision and used relevant guidance to make the recommendations set out in this report.

FINANCIAL IMPLICATIONS AND RISKS

The impact of this decision is estimated to reduce the Council's expenditure by £0.064m per full year.

Within the council approved budget an MTFS saving for this area of work, under cost centre A53610, of £0.063m, is required. The decision taken in this report will enable the Council to achieve the saving per full year. The saving this financial year is approximately £0.015m due to the decision being implemented part way through.

In addition to the operational savings one-off redundancy payments may be required where staff are unable to be redeployed. Finance will work with the service and Human Resources to ensure these costs are properly allocated and forecast.

HUMAN RESOURCES IMPLICATIONS AND RISKS (AND ACCOMMODATION IMPLICATIONS WHERE RELEVANT)

A reduction of the number of SCP sites may reduce staffing needs within the SCP service area. Any changes that impact on the Council's workforce including changes to existing job profiles or reduction of posts will need to be managed in accordance with the Council's Organisational Change policy and procedures and employment legislation. Consideration will be given as to whether redeployment or redundancy is appropriate and affected staff supported. The Councils recognised Trade Unions and staff affected will be consulted in accordance with Council policy.

EQUALITIES AND SOCIAL INCLUSION IMPLICATIONS AND RISKS

There are no Equalities and Social Inclusion implications or risks in this decision.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

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There are no Environment and Climate change implications or risks for this decision.

BACKGROUND PAPERS

Meeting of Council – Council Tax – 1 March 2023

<https://democracy.havering.gov.uk/ieListDocuments.aspx?CId=127&MId=7351>

Smart Transport Hub – consultants study and report – available on request from the author.

APPENDICIES

Appendix 1 – Detailed summary of each school crossing patrol site

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Part C – Record of decision

I have made this executive decision in accordance with authority delegated to me by the Leader of the Council and in compliance with the requirements of the Constitution.

Decision

Proposal agreed

Details of decision maker

Signed

Barry Mugglestone

Name: Barry Mugglestone

Cabinet Portfolio held:

CMT Member title:

Head of Service title

Other manager title:

Date: 17/10/2023

Lodging this notice

The signed decision notice must be delivered to Democratic Services, in the Town Hall.

For use by Committee Administration

This notice was lodged with me on _____

Signed _____