

Stage 2 Review of School Crossing Patrol Service

Summary

In November 2007 Stockton Borough Council instigated a review of the School Crossing Patrol service, stage 1 of the review aligned both payments and duties of the SCP. Stage 2 was to disestablish sites that no longer fulfilled criteria or had been replaced with light controlled crossings.

Recommendations

To be agreed

Details

Background

1. Stockton Borough Council has had responsibility for the School Crossing Patrol service since Local Government was reorganised in 1996. The School Crossing Patrol service consists of; 1 Road Safety Officer, 3 Senior Patrollers, 2 Mobile Patrollers and 54 Static Patrollers at annual cost of £350,000.
2. There are at present 58 sites in the Borough (4 vacant). This has already been significantly reduced from approximately 80 sites in recent years. Previously sites were only disestablished following school closure or when the patroller left and the site no longer met criteria. This helped meet the increased service costs, brought about by single status agreement.
3. The School Crossing Patrol service is operated to assist children to be able to get to and from school safely on foot. It is an integral part of Road Safety and although most authorities provide School Crossing Patrols across the country, it is a non-statutory Service. The responsibility for ensuring the safety of children travelling to and from school is a parental one.
4. This service is part of the BaNE EIT Review.

Discussion

5. The service is operated in accordance to the adopted National Guidelines for the operation of School Crossing Patrols. The National Guidelines provide a clear procedure for determining whether a School Crossing Patrol site is justified (Appendix 1). All sites are re surveyed every 3 years.
6. The National Guidance also states that School Crossing Patrols should not operate on a light controlled crossing unless there are exceptional circumstances.

7. Appendix 2 identifies all primary schools within the borough and the School Crossing Patrol sites that originally served, currently serve and proposed to serve these schools following each phase. At present 17 primary schools within the borough do not have a School Crossing Patrol as they do not meet criteria or require one.
8. Currently 35 sites meet the numerical criteria and have no alternative crossing facility. 17 sites meet the numerical criteria but operate on controlled crossing facility (8 on Traffic Signals (Pedestrian Phase), 3 on a Puffin, 4 on a Pelican and 2 on a Zebra) and 6 sites no longer meet the criteria but currently are served by a School Crossing Patrol.
9. School Crossing Patrols operating on traffic signals with a pedestrian phase or zebra crossings should be considered a higher risk than pelican or Puffin crossings, each of these sites serve a primary school and there is potential that younger pedestrian will not use the facilities correctly, crossing during an incorrect traffic signal phase, whilst queuing right turn vehicles complete their manoeuvre within the pedestrian phase or attempting to cross the zebra without giving vehicles adequate time to stop, could increase the risk of pedestrian/vehicular collisions. Appendix 3 identifies the 13 sites proposed to be closed (3 puffin, 4 pelican and 6 that do not meet criteria).
10. New guidance on the retirement process will also have an impact on Phase 2 of the review. Previously patrollers were allowed to work past the age of retirement because the site was justified and there were difficulties in recruitment and satisfy health checks These patrollers were required to reapply on a yearly basis. The new process would involve patrollers currently operating on sites that no longer meet criteria being moved to these vacant sites where practicable. There are two retirement ages within the School Crossing Patrol service, 65 and 70 for those staff who were originally employed by Cleveland Police.
11. The age profile of the School Crossing Patrol is as follows:
 - 30% of staff are below 50
 - 46% of staff are between 50 and 59
 - 11% of staff are between 60 and 64
 - 13% of staff are over 65
12. The patrollers operating on the proposed sites to be disestablished will where possible be relocated to a suitable alternative site. It is suggested that suitable alternative site would be within 1 mile of the patrollers address. Appendix 3 identifies the sites that maybe closed. 5 patrollers can be relocated to vacant sites (due to retirement), 2 patrollers are retiring and 6 patrollers cannot be relocated at present and maybe made redundant.

13. It is proposed that schools currently served by the proposed disestablished sites are offered additional education and training before the sites are closed to assist them in continuing to walk to school safely.

Proposals

Phase 1 – School Crossing Patrols operating on puffin crossings or no longer meet criteria are closed.

1. School Crossing Patrols operating on a puffin crossing fulfill the same purpose, as they are by definition safer crossing facilities and having both in place may be confusing for drivers.
2. Applications for providing a School Crossing Patrol are assessed according to the criteria within the National Guidelines (Appendix 1). Existing sites should be regularly reviewed and sites that no longer meet criteria should be disestablished.

Phase 2 – School Crossing Patrols operating on pelican crossings are closed once upgraded to a puffin.

3. Following the upgrade of the 4 pelicans to Puffin crossings at an approximate cost of £12,500 per site. These sites are closed since by definition they would be a safer crossing facility.

The removal of the School Crossing Patrol service at these sites will have a negative impact on the council image.

Financial Implications

Phase1 (Year 1)

The closure of the nine sites operating on puffin crossings and sites that no longer meet criteria would generate an approximate annual saving of £25,000. There would also be potential for other savings, reduction in the senior patrollers from 3 to 2, approximate annual saving of £9,500 and reduction in the annual cost of School Crossing Patrol equipment.

The potential costs from redundancies costs, for 9 static patrollers and 1 senior patroller would be £18,500. This is assuming that 4 of the static patrollers will be transferred onto sites that are vacant or operated by patroller who have passed the age of retirement or due to retire and the retirement of 1 of the static patrollers.

The potential cost from upgrading 4 pelicans to Puffin crossings would be £50,000.

Phase 2 (Year 2)

The savings in the second year from the closure of the nine sites would be approximately £34,500.

The closure of the 4 sites operating on the upgraded puffin crossings would generate an approximate annual saving of £11,000.

The potential costs from redundancies costs, for 4 static patrollers would be £7,000. This is assuming that 1 of the static patrollers will be transferred onto a site that is vacant and the retirement of 1 of the static patrollers in December (appendix 3).

Summary of potential costs and savings

SCP Review	Yr 1 Savings	Yr 1 Redundancy Costs	Yr 1 Net Savings	Yr2 Savings	Yr2 Redundancy Costs	Yr2 Net Savings
Phase 1 (9 sites)	£34,500	£18,500	£16,000	£34,500	N/A	£34,500
Phase 2 (4 sites)	N/A	N/A	N/A	£11,000	£7,000	£4,000

Note

1. There may be additional early repayment pension costs but detail are not yet available.
2. Approximate Potential Capital Costs pelican/puffin upgrade is £12,500 per site.
3. Y3 Net savings approximately £45,500.

Appendix 1

The process for justifying a School Crossing Patrol Site comprises of the following

1. A classified count should be undertaken at the site to identify the busiest 30-minute period. Recording child pedestrians (P) who cross the road at or within 50 metres of the site and vehicles, which are recorded as passenger car units (PCUs) by using the following multiplication factors.

3 Pedal Cycles = 1 PCU
2 Motorcycles = 1 PCU
1 Car = 1 PCU
1 Light Goods Vehicle = 1 PCU (up to 3.5 tonnes gross weight)
1 Bus/Coach = 2 PCUs
1 Medium Goods Vehicle = 2 PCUs (over 3.5 tonnes gross weight)
1 Large Goods Vehicle = 3 PCUs (over 7.5 tonnes gross weight/multi axle lorries)
1 Bendi-bus = 3 PCUs
2. Initial calculation of the data to obtain the PV^2 rating, which is the total number of child pedestrians (P) and multiply it with the square of the total number of PCU (V^2) from the same consecutive 30 minute period. The PV^2 rating must be in excess of 4 million (4×10^6) to justify a School Crossing Patrol Site. Sites having fewer than 15 children (P) crossing the road in the busiest 30-minute period should not be considered for establishing an SCP. Although Authorities may choose to set a lower minimum number.
3. Environmental considerations are used at sites that fail to meet the PV^2 criteria. Environmental factors that may cause potential risk to the site are assessed objectively and appropriate factors assigned. Once the number of adjustments has been obtained a compound multiplier is then used recalculate the original PV^2 and provide a weighted assessment of the potential risk at the site. Any site that does not achieve a PV^2 in excess of 4 million following environmental consideration would not justify a School Crossing Patrol. The Following is the list of environmental factors that are considered.

Carriageway Width

Gradient

Footpath Width

Speed/Visibility

Street Lighting

Signs, Street Furniture, Trees, within 100m of the site

Complicated road marking within 50m of the site

Junction within 20m of the site

Accidents within 50m of the site

Average age of pupils crossing

Appendix 2 Number of school crossing patrol sites that originally, currently and proposed serves each primary school within the Borough. (A number of the sites will serve more than one school)

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
Our Lady of the Most Holy Rosary	Billingham Central	2	2	N/A	2	2
Pentland	Billingham Central	5	4	The Causeway, patroller left site now operating on a pelican)	2 (site Pentland Ave/Grampian Road and Kingsway/Grampian Road no longer meet criteria)	2
Roseberry	Billingham Central	4	4	N/A	4	4
Bewley	Billingham East	1	1	N/A	1	1
Oakdene	Billingham East	1	1	N/A	1	1
St Josephs RC (Billingham)	Billingham East	1	1	N/A	1	1
Billingham South	Billingham South	2	2	N/A	2	2
High Clarence	Billingham South	0	0	N/A	0	0
St John RC (Billingham)	Billingham South	2	2	N/A	2	2
Priors Mill	Billingham West	2	2	N/A	2	2

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
St Marks Elm Tree	Bishopsgarth and Elm Tree	3	3	N/A	2 (site Elm Tree Avenue/Melton Road closed no longer meets criteria)	2
Whitehouse	Bishopsgarth and Elm Tree	1	1	N/A	0 site Elm Tree Avenue/Melton Road closed no longer meets criteria)	0
Durham Lane	Eaglescliffe	0	0	N/A	0	0
Egglecliffe	Eaglescliffe	1	1	N/A	1	0 (site Yarm Road/Butts Lane closed upgraded to Puffin)
Junction Farm	Eaglescliffe	0	0	N/A	0	0
Preston	Eaglescliffe	1	1	N/A	1	1
The Links	Eaglescliffe	1	1	N/A	1	1
Fairfield	Fairfield	4	3	Bishopton Road West, patroller left, replaced by a zebra	3	3
St Patricks RC (Stockton)	Fairfield	4	3	Bishopton Road West, patroller left replaced with zebra	3	3

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
Hartburn	Grangefield	2	1	Darlington Road, patroller left, site no longer met criteria	1	1
Hardwick Green	Hardwick	0	0	N/A	0	0
Harrow Gate	Hardwick	1	0	Hardwick Road, patroller left, replaced by pelican	0	0
Holy Trinity Rosehill	Hartburn	2	1	Upsall Grove, patroller left, replaced by a puffin	1	1
St Francis of Assisi	Ingleby Barwick East	0	0	N/A	0	0
Whinstone	Ingleby Barwick East	1	0	Ingleby Way, Patroller left, replaced by puffin	0	0
Barley Fields	Ingleby Barwick West	1	1	N/A	1	1
Ingleby Mill	Ingleby Barwick West	1	1	N/A	1	1
Myton Park	Ingleby Barwick West	1	1	N/A	1	1
St Therese of Lisieux RC	Ingleby Barwick West	1	1	N/A	1	1

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
Harewood	Mandale and Victoria	3	3	N/A	3	3
Mandale Mill	Mandale and Victoria	3	3	N/A	2	2(site Thorntree Road/Humber Road closed upgraded to a puffin
St Patricks RC (Thornaby)	Mandale and Victoria	3	2	Westbury Street, patroller left, no longer met criteria	2	2
St John CE (Stockton)	Newtown	2	1	A1027 ring road, patroller left, no longer met criteria	1	1
The Oak Tree	Newtown	2	2	N/A	2	2
St Bedes	Newtown	4	2	1 site on Norton Road, patroller left, operating on pelican. 1 Site Durham Road, patroller left operating on Pelican	2	2
St Pauls RC	Northern Parishes	1	1	N/A	1	1
Wolviston	Northern parishes	1	0	Wynyard Road patroller left, no longer met criteria	0	0

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
Frederick Natrass	Norton North	1	1	N/A	0 (site Norton Avenue/Recreation Ground Entrance closed no longer meets criteria)	0
St Josephs RC (Norton)	Norton North	6	6	N/A	4(site The Green/Duck pond closed operating on puffin, site Norton Avenue/Recreation Ground Entrance closed no longer meets criteria).	4
Norton	Norton South	6	3	2 sites on Billingham Road, patrollers left no longer met criteria. 1 site on Norton High Street operating on a pelican	3	3
Crooksbarne	Norton West	5	5	N/A	4 (site The Green/ Duck pond closed operating on a puffin)	4
The Glebe	Norton West	1	0	A1027 ring road, patroller left operating on a pelican	0	0

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
Bowesfield	Parkfield and Oxbridge	3	3	N/A	0 (site Yarm Road/St Peters Road closed operating on a puffin, sites Northcote Street/Bowesfield Primary and Bowesfield Lane/Northcote Street closed no longer meets criteria)	0
Oxbridge Lane	Parkfield and Oxbridge	1	1	N/A	1	0 (site Oxbridge Lane/Malborough Road closed upgraded to Puffin)
Rosebrook	Roseworth	1	1	N/A	1	1
St Gregorys	Roseworth	1	0	Ragpath Lane, patroller left, no longer met criteria.	0	0
Christ The King	Stainsby Hill	1	1	N/A	1	1
Mill Lane	Stockton Town Centre	1	0	Mill Lane, patroller left no longer met criteria	0	0
St Cuthberts	Stockton Town Centre	1	1	N/A	0 (site Bowesfield Lane/Northcote Street closed no longer meets criteria)	0

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
Tilery	Stockton Town Centre	1	1	N/A	1	1
Bader	Village	3	1	Site 1 Bader Avenue SCP finished, no longer met criteria. Site 2 Thornaby Road SCP finished, operating on puffin	0 (site Trenchard Avenue/The Spitfire Pub closed replaced with puffin)	0
Thornaby CE	Village	3	3	N/A	3	3
Village	Village	2	2	N/A	2	0 (site Thornaby Road/Windsor Road and Thorntree Road/Humber Road closed upgraded to Puffin)
St Marys CE	Western Parishes	0	0	N/A	0	0
William Cassidi CE	Western parishes	0	0	N/A	0	0
Kirklevington	Yarm	1	0	Site on Forest Lane, patroller left, site no longer met criteria	0	0
Layfield	Yarm	0	0	N/A	0	0
Levendale	Yarm	0	0	N/A	0	0

Primary School	Ward	Original Number of Sites	Current number of Sites	Reason previous sites were closed	Proposed number of sites following Phase 1	Proposed number of sites following Phase 2
Yarm	Yarm	2	1	Larun Beat Patroller left, no longer met criteria	1	1

Appendix 3

Proposed School Crossing Patrol sites to be closed

Phase 1

Location	Hours	Reason for closure	Primary schools served
(13) Yarm Road/St Peters Road (Oxbridge)	10	Operating on puffin crossing	Bowesfield
(34) The Green/Duckpond (Norton)	12.72	Operating on puffin crossing	Crooksbar and St Joseph RC (Norton)
(52) Trenchard Avenue/ The Spitfire Pub (Thornaby)	10	Operating on puffin crossing	Bader
(1) Elm Tree Avenue/Melton Road (Fairfield)	9.17	Latest survey fails to meet criteria	St Marks Elm Tree and Whitehouse
(14) Northcote Street/Bowesfield Primary (Bowesfield)	8.75	Latest survey fails to meet criteria	Bowesfield
(15) Bowesfield Lane/Northcote Street (Bowesfield)	9.17	Latest survey fails to meet criteria	Bowesfield and St Cuthbert
(29) Norton Ave/Recreation Ground Entrance (Norton Grange)	12.92	Latest survey fails to meet criteria	Fredrick Natrass and St Joseph (Norton)
(78) Kingsway/Grampian Road (Billingham)	11.67	Latest survey fails to meet criteria	Pentland
(79) Pentland Avenue/Grampian Road (Billingham)	10.83	Latest survey fails to meet criteria	Pentland

Phase 2

Location	Hours	Reason for closure	Primary schools served
(12) Oxbridge Lane/Malborough Road (Oxbridge)	9.58	Pelican crossing upgraded to puffin	Oxbridge Lane
(44) Yarm Road/Butts Lane	8.33	Pelican crossing upgraded to puffin	Eaglescliffe
(49) Thornaby Road/Windsor Road (Thornaby)	12.08	Pelican crossing upgraded to puffin	Thornaby Village
(58) Thorntree Road/Humber Road (Thornaby)	14.17	Pelican crossing upgraded to puffin	Thornaby Village and Mandale Mill