



HIGHWAYS ADVISORY COMMITTEE

15 September 2015

Subject Heading:

**BROXHILL ROUNDABOUT
Proposed Provision of Controlled
Pedestrian Crossing Facilities
Outcome of public consultation**

CMT Lead:

Andrew Blake-Herbert

Report Author and contact details:

**Mark Philpotts
Principal Engineer
01708 433751
mark.philpotts@havering.gov.uk**

Policy context:

**Havering Local Development
Framework (2008)
Havering Local Implementation Plan
2014/15 – 2016/17 Three Year Delivery
Plan (2013)**

Financial summary:

**The estimated cost of £15,000 for
implementation will be met by S106
contribution for highway
improvements**

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

Havering will be clean and its environment will be cared for	[X]
People will be safe, in their homes and in the community	[X]
Residents will be proud to live in Havering	[]

SUMMARY

This report sets out the responses to a consultation to install two controlled pedestrian crossing facilities on Straight Road and Lower Bedfords Road respectively. These zebra crossings would form part of the Broxhill roundabout project and seek recommendation on their implementation.

The scheme is within **Heaton** ward.

RECOMMENDATIONS

1. That the Committee having considered the report and the representations made either;
 - (a) Recommends to the Cabinet Member for Environment that the implementation of controlled pedestrian crossing facilities as set out in this report and shown on drawing number QN025/PC/02, be implemented; or
 - (b) That the scheme be rejected

2. That it be noted that the estimated cost of £15,000 for implementation will be met by the S106 contribution for highway improvements linked to the planning consent for the redevelopment of the former Whitworth Centre granted under P1558.11 (£100,000).

REPORT DETAIL

1.0 Background

- 1.1 As part of the Transport for London Local Implementation Plan, and Highway Committee consent in February 2015, approval has been given to remove the staggered four arm crossroads which were controlled by automatic traffic signals and replace with a four arm compact roundabout and a left slip lane from Straight Road in to Lower Bedfords Road

- 1.2 Noak Hill Road into Lower Bedfords Road is the major road through the junction with Straight Road and Broxhill Road being the minor arms. Prior to the works, pedestrian's used controlled facilities ("green men") over the entry to Straight Road, over the entry to Broxhill Road and via a 2-stage, staggered, crossing over Noak Hill Road between the side roads. The latter was required to assist with crossing two northeast bound and two southwest bound lanes of traffic.
- 1.3 As part of the proposals within the initial consultation which was carried out in December 2014, it was the intention to install a series of uncontrolled pedestrian crossings taking into account the most common pedestrian movements.
- 1.4 To assist with the safe movement of pedestrians through the junction, refuges were proposed and the carriageway was narrowed to one lane on approaches to reduce vehicle speeds and provide a short crossing distance for pedestrians in most cases.
- 1.5 The outcome of the public consultation included a request from the residents' of Sunset Drive for the Council to include controlled pedestrian crossing facilities which would further assist its residents in navigating the junction, some of which are elderly and mobility impaired.
- 1.6 As shown on drawing number QN025/PC/02, the controlled crossing on Straight Road would be upgraded to a zebra crossing which would, in turn, allow for the introduction of the Borough's first cycle zebra crossing, providing a safe and appropriate link between the shared footway on Noak Hill Road and Lower Bedfords Road. The southern pedestrian access of Sunset Drive would be repositioned and a zebra crossing linking Straight Road and Lower Bedfords Road would be provided.
- 1.7 Following a meeting with the Sunset Drive Residents Association in May 2015 to discuss the latest proposals and to consider any concerns. It was highlighted that link between the pedestrian access of Sunset Drive and Noak Hill Road was an issue. The Association disagreed that it was reasonable to use the proposed zebra crossings into and across Straight Road and then the proposed uncontrolled crossing in Noak Hill Road if they required access to the northern footway.
- 1.8 The Association suggested that they would be prepared to accept a signalised pedestrian crossing facility adjacent to their vehicle access on Broxhill Road.
- 1.9 It was agreed that a signalised crossing could be provided in that location but due to the distance away from the roundabout scheme, Officers would need to report this proposal to the Highways Area Committee on the 9th June 2015 for consideration. This however, was rejected.

- 1.10 Staff suggested the provision of a zebra crossing on Broxhill Road but in close proximity to the roundabout as this would be in keeping with the other proposed controlled crossings and satisfy any safety considerations.
- 1.11 Access to a zebra crossing sited in this location could only be provided from within Sunset Drive due to the lack of footway on the land flanking the eastern boundary of Sunset Drive. Staff created several viable options which allowed for a footway to be constructed within Sunset Drive, and a suitable space to be provided in the eastern boundary fence making the proposed zebra crossing easily accessible by its residents. The land owner of Sunset Drive rejected these proposals and as such Staff proceeded to consult on the two zebra crossings as initially intended.
- 1.12 Approximately 380 letters were sent to those potentially affected by the scheme on the 16th July 2015, a public advert was included in the Living magazine and site notices were erected at the proposed location, with a closing date of the 7th August 2015 for comments.

2.0 Outcome of Public Consultation

- 2.1 By the close of consultation, 2 responses were received from residents as set out in Appendix I to this report. Before undertaking the consultation, Staff also met with the chair of the Sunset Drive Resident's Association which is included in the background of this report, with any correspondence is included in Appendix I.
- 2.2 The Metropolitan Police (Road & Transport Policing Command) indicated that the provision of a cycle zebra should only be introduced if it is to form part of the latest Traffic Signs Regulations and General Direction.
- 2.3 A resident of Whitworth Avenue was concerned that the proposed zebra crossing would make audible signals and such cause a disturbance due to the close proximity to their home.
- 2.4 The Sunset Drive Resident's Association did not comment directly on the proposals, however, reference was made to the former controlled crossing which allowed residents of Sunset Drive direct access from the pedestrian entrance to Noak Hill Road. They feel that a controlled crossing in this location is required due to the high speed of vehicles on Broxhill Road travelling towards the junction and so that the walking route could be maintained.

3.0 Staff Comments

- 3.1 Staff have reviewed the pedestrian routes to the Sunset Drive estate, which also formed some of the discussions with the Sunset Drive Resident's Association. The agreed amendments have been consulted on with consideration given to additional measures which would have provided a controlled crossing facility in Broxhill Road but have been rejected.
- 3.2 Following further investigation, it is possible to provide an uncontrolled crossing on Broxhill Road, however, a new footway will need to be constructed from the vehicle entrance of Sunset Drive to a point approximately 120 metres south.
- 3.3 It would be the intention to install a pedestrian refuge at this location which would further assist pedestrians in maintaining the walking route between Sunset Drive and Noak Hill Road. The cost to include these 2 measures is approximately £35,000
- 3.4 The temporary pedestrian management arrangement which is currently in place whilst works are on-going display many similarities in terms of layout to that of the completed scheme which appears to operating well.
- 3.5 There is no controlled facility at present but due to the flow of vehicles created by the temporary roundabout, pedestrians are able to find sufficient gaps in the traffic to cross the road safely.
- 3.6 When considering the location of the proposed roundabout and comparing it to similar 'semi-rural' locations within the Borough, such as the Rainham Road/ Dagenham Road roundabout. Uncontrolled crossings with central refuges are adequate provision where pedestrian demand is relatively low.
- 3.7 Given the lack support for the zebra crossing facilities at the junction and the Staff comments above it is not considered necessary to provide them, however, this is a matter of judgement for the Committee. It should be noted that crossing locations at this junction have been designed to allow for a change to a controlled facility, should it be required in the future.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is asking HAC to recommend to the Cabinet Member whether or not the scheme should proceed.

Should the Committee recommend the scheme proceeds the estimated cost of £15,000 for implementation will be met by the S106 contribution for highway improvements linked to the planning consent for the redevelopment of the former Whitworth Centre granted under P1558.11 (£100,000).

The costs shown are an estimate and are part of the full costs for the scheme, should all proposals be implemented. It should be noted that subject to the recommendations of the committee a final decision then would be made by the Lead Member – as regards to actual implementation and scheme detail. Therefore, final costs are subject to change.

This is a standard project for StreetCare and there is no expectation that the works cannot be contained within the cost estimate. There is an element of contingency built into the financial estimate. In the unlikely event of an overspend, the balance would need to be contained within the overall StreetCare Capital budget.

Legal implications and risks:

Before a decision can be taken on implementation, proposals for zebra crossings require public advertisement.

Human Resources implications and risks:

None.

Equalities Implications and Risks:

The Council has a general duty under the Equality Act 2010 to ensure that its highway network is accessible to all users. Where infrastructure is provided or substantially upgraded, reasonable adjustments should be made to improve access. In considering the impacts and making improvements for people with protected characteristics (mainly, but not limited to disabled people, the young and older people), this will assist the Council in meeting its duty under the Act.

The provision of crossing facilities makes it easier for all sectors of the community to cross busy streets or have more confidence in crossing streets. This is especially helpful to disabled people, children (lone and accompanied), young families and older people.

BACKGROUND PAPERS

Project file: QN025, Noak Hill Road/ Broxhill Road/ Straight Road junction review

**APPENDIX I
CONSULTATION RESPONSES
SCHEME DRAWINGS**



Respondent	Drawing Reference & Location	Response and Staff Comments (where required)
PC Martin Young Metropolitan Police Roads & Transport Policing Command	QN025/PC/02	Considers the implementation of a shared cycle zebra crossing to be a good idea in principle but suggests that legislation supporting the provision of such a feature should be in place first.
Resident 39 Whitworth Avenue	QN025/PC/02	Would object to the zebra crossing if it made audible signals due to the close proximity to her property. Resident had other concerns with regards to the condition of the footways and duration of works which unrelated to the consultation and addressed separately.
Life President and Chairman Sunset Drive Residents' Association	QN025/PC/02	The current proposals do not provide a direct walking route towards Noak Hill Road bus stop and stores as the crossing is being removed. Due to the high vehicle speeds on Broxhill Road towards Lower Bedfords Road they feel that a controlled crossing is a necessity and a safety concern and should be reinstated.

Site Meeting held with Sunset Drive Residents' Association, 12th May 2015

<p>Life President Sunset Drive Residents' Association</p>	<p>QN025/PC/02</p>	<p>Meeting was held with the Chairman and President of the Sunset Drive Residents Association to discuss the proposals on drawing number QN025/PC/02, approximately 8 residents were also in attendance.</p> <p>The main topic of discussion was concerning their request for the provision of zebra crossing adjacent to the vehicle entrance of Sunset Drive. Officers explained the safety implications with regards to installing a zebra crossing in that location and in particular on a 40mph road.</p> <p>It was considered that a more appropriate solution would be to install either a pelican crossing (green man) adjacent to the vehicular entrance of Sunset Drive or to investigate the feasibility of a zebra crossing closer to the roundabout and incorporated as part of the scheme with access to the crossing being taken from within Sunset Drive.</p> <p>It was explained that the request for the pelican crossing on Broxhill Road near the main entrance to Sunset Drive will be reported to our Highways Advisory Committee on Tuesday 9th June for consideration. It was also explained that it was not something we are able to accommodate in the main roundabout scheme, nor did we have anywhere else in our programme for the request and so it will be for the committee to decide on the matter.</p> <p>In relation to the roundabout scheme and the provision of the zebra crossing on Broxhill Road, several options were provided which created a short footpath link from within Sunset Drive and through the eastern boundary fence allowing the zebra crossing to be accessed.</p>
--	--------------------	---

		<p>Both options were rejected by the Highways Area Committee and landowner of Sunset Drive respectively and as such Staff proceeded with the proposals are originally included on drawing number QN025/PC/02.</p>
--	--	---