

HIGHWAYS ADVISORY COMMITTEE 4 April 2017

Subject Heading:	EXPERIMENTAL WIDTH RESTRICTION Faircross Avenue Further Work
CMT Lead:	Steve Moore
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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 £25,000 for the proposals will be met by the Council's capital allocation for Minor 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 an informal consultation for the provision of measures to reduce HGV traffic in Lawns Way and Gobions Avenue following the implementation of an experimental 2 metre width restriction in Faircross Avenue. The report provides information on the results of the consultation and seeks recommendations on how the matter should progress.

The scheme is within **Mawneys** and **Havering Park** wards.

RECOMMENDATIONS

- 1. That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment, Regulatory Services and Community Safety that the 2 metre width restriction in Faircross Avenue shown on Drawing QL040/58/01 be either;
 - (a) Removed along with all associated traffic signage; or
 - (b) Made permanent and the existing temporary concrete block system be replaced with a permanent layout utilising kerbed islands and appropriate bollards.
- 2. That if the 2 metre width restriction in Faircross Avenue is recommended to be made permanent, then the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment, Regulatory Services and Community Safety that an Experimental Traffic Order should be introduced to;
 - (a) Provide a 2 metre width restriction in Lawns Way, just northwest of the junction with The Drive as shown on Drawings QL040/58/02 and QL040/58/04.
 - (b) Provide a "point" 7.5 tonne weight limit on Gobions Avenue at its junction with Chase cross Road as shown on Drawing QL040/58/02 and QL040/58/05.
- 3. That it be noted that in the event that the further experimental measures are recommended, then they will be subject to the formal experimental traffic order process and a further report will be presented to the committee no earlier than 6-months from it coming into force and that a decision whether or not to make them permanent will be required to be taken within 18-months of it coming into force.

4. That it be noted that the estimated cost of £25,000 for will be met by the Council's capital allocation for Minor Highway Improvements

REPORT DETAIL

1.0 Background

- 1.1 At its meeting of 4th October 2016, the Highways Advisory Committee considered a report on the outcome of a consultation on an experimental traffic scheme which provided a 2 metre width restriction in Faircross Avenue, just north of its junction with the Drive. Appendix I provides a summary of the consultation responses, traffic survey data and scheme drawings.
- 1.2 The report sought a recommendation to be made to the Cabinet Member for Environment, Regulatory Services and Community Safety that the scheme should either be removed or that it be made permanent, with the use of permanent materials as opposed to the current arrangement of concrete blocks and bollards.
- 1.3 After debate, the committee voted to defer a decision (9 votes for and 2 against) to allow ward councillors, residents and staff to discuss a way forward. The minutes setting out the debate are set out in Appendix II of this report.
- 1.4 Staff met with ward councillors on 9th November 2016 to discuss the deferral of the Faircross Avenue and to discuss an appropriate way forward. The consensus of ward councillors was that a further consultation should take place to gauge public opinion on further proposals in the wider area as follows;
 - A 2 metre width restriction placed in Lawns Way, just northwest of its junction with The Drive;
 - A "point" 7.5 tonne weight limit on Gobions Avenue at its junction with Chase Cross Road. This restriction would be an "absolute" limit forbidding all HGV traffic as opposed to the current area-wide limit which permitted access.
- 1.5 Drawings QL040/58/01, 02, 03, 04 and 05 show the location of the existing experimental restriction in Faircross Avenue and the further proposals for Gobions Avenue and Lawns Way.
- 1.6 The 2 metre wide restriction for Lawns Way would be similar in nature to the current experimental scheme in Faircross Avenue which comprises concrete blocks, bollards and traffic signs.

- 1.7 The "point" 7.5 tonne weight limit on Gobions Avenue would restrict access to large vehicles from Chase Cross Road, but would have exemption for buses and other public service vehicles (such as refuse collections). Those with genuine business in the area with vehicles over 7.5 tonnes would need to access Gobions Avenue from Havering Road. The restriction would be enforced by CCTV camera.
- 1.8 Some 800 letters were sent on 11th January 2017 to residents within the original consultation area. The letter invited people to consider two options;
 - Option 1 Make the experimental restriction on Faircross Avenue permanent and implement the measures described above on an experimental basis.
 - Option 2 Return to the previous situation whereby the Faircross Avenue experimental restriction is removed.
- 1.9 An online "Survey Monkey" was also set up to enable people to respond electronically with details of the proposals placed on the consultation area of the Council's website.
- 1.10 A closing date of 10th February was provided and residents were requested to keep comments short.

2.0 Outcome of Public Consultation

- 2.1 By the close of consultation, 181 responses had been received. 144 (80%) supported Option 1 (further work) and 37 (20%) supported Option 2 (remove the Faircross Avenue experimental scheme). A summary setting out the streets from where people responded is set out in Appendix III.
- 2.2 Councillor Davis objected to the existing experimental scheme in Faircross Avenue and also objected to the implementation of further proposals.
- 2.3 Some residents commented on the informal consultation and as requested, they were short. In terms of people favouring Option 1 (further measures), the following were the general points made;
 - The existing experiment has reduced heavy traffic in Faircross Avenue,
 - Further measures are required to deal with traffic which has diverted to other streets,
 - The existing restriction is in the wrong location,
 - Speeding is still a problem,
 - Faircross Avenue is a nicer place without lorries passing,
 - Lawns Way needs to be made safer, especially by the park,
 - Streets without traffic calming requires it.

- 2.4 Those favouring Option 2 (removal of the Faircross Avenue restriction and no further measures) made the following general points;
 - Other forms of traffic calming would be preferable to the existing humps,
 - Existing restriction is too narrow,
 - Would prefer camera-enforced absolute weight limits,
 - Scheme should be removed entirely,
 - Restrictions not required,
 - HGVs have diverted and all streets should carry their share,
 - Existing restriction is in the wrong place.

3.0 Staff Comments

- 3.1 The original experimental restriction proved unpopular with a significant majority of people responding to the original experimental consultation, including some people within Faircross Avenue itself. Concern about traffic reassignment was a major complaint, especially that of van and lorry traffic. There were also complaints that drivers were choosing to speed and that noise and pollution had increased on adjacent streets.
- 3.2 The response from the informal consultation on the possible introduction of additional experimental measures in Lawns Way (a 2 m width restriction) and Gobions Avenue (a "point" 7.5 tonne weight limit) had significant support from those responding.
- 3.3 The committee will note that the original experimental width restriction in Faircross Avenue requires a decision to be taken as to whether or not it is made permanent. If the committee is minded to recommend that it is made permanent, then progressing further experimental measures in Lawns Way and Gobions Avenue will enable the Council to address the issues raised by residents wishing for large vehicles to be managed on an area-wide basis in the quickest way.
- 3.4 The committee will note that the further experimental measures will be subject to a 6-month "objection" period following implementation and that a decision on making those measures permanent will need to be taken within 18-months of implementation.
- 3.5 If the committee is minded to recommend that the existing experimental restriction in Faircross Avenue be removed, then no further consultation is required. The restriction and all associated equipment would be removed and the Council would revert to enforcing the existing area-wide 7.5 tonne weight limit.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is asking HAC to recommend to the Cabinet Member the implementation of the above scheme or its removal.

The estimated cost of £25,000 for the permanent implementation will be met by the Council's capital allocation for Minor Highway Improvements. In the event the restriction is removed, the costs would be considerably less.

The costs shown are an estimate of the full costs of 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 actual implementation and scheme detail. Therefore, final costs are subject to change.

This is a standard project for Environment 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 Environment Capital budget.

Legal implications and risks:

The Council has powers under Section 9(1) of the Road Traffic Regulation Act 1984 to impose an Experimental Traffic Order to restrict the width of vehicles passing a particular point in a street.

The Council must follow the provisions set out under Section 22 of the The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and if the Order is to be made permanent, Section 23 of the same.

The Council must allow a 6-months objections period to lapse before a decision can be taken on whether or not the order is made permanent and such a decision must be taken within 18-months of the order coming into force.

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.

BACKGROUND PAPERS

Project file: QL040/58 Faircross Avenue Experimental Width Restriction

APPENDIX I FAIRCROSS AVENUE EXPERIMENTAL TRAFFIC ORDER CONSULTATION RESPONSE SUMMARY TRAFFIC DATA SUMMARY SCHEME DRAWINGS

Responses from standard consultees

Cllr Ray Best

It seems that these blocks are being hit on an almost daily basis, and you like wise are being called out to reposition them.

After numerous callers from the residents, the consensus of opinion is that while these width restrictions are definitely doing the job, they are in the wrong place, and should be at both ends of the road, thus stopping the larger vehicles entering the road in the first place.

This would eliminate the current problem of large and long vehicles trying to undertake a three point turn in a local road with parked cars on each side.

If this variation can be investigated, with a proposal to implement this instead of the single width restriction adjacent to the junction of The Drive, at present Once the six month consultation has expired

Havering Cyclists (London Cycling Campaign)

You have our support.

PC Gibb Metropolitan Police – Roads & Transport Policing Command

The Police have no comment at this time; however other emergency service vehicles may have problems.

Summary of responses from public in support of the scheme

Faircross Avenue	6
Berkeley Avenue	1
No address given	2
Total	9

Comment	No. respondents making similar comments
Restriction has dealt with/ reduced lorry problem	4
Width restriction should be at each end of the street	2
Cars and vans still treat street as rat-run	1
Should be more signs	3
House no longer shakes	2
Drivers no longer speeding/ speeding less	1
Concern about impact on emergency services	1
Difficulty getting off drive	1
More traffic signs needed	1
Drivers overtaking slower drivers on wrong side of restriction	1
Should go further and close the road	1

Summary of responses from public objecting to the scheme

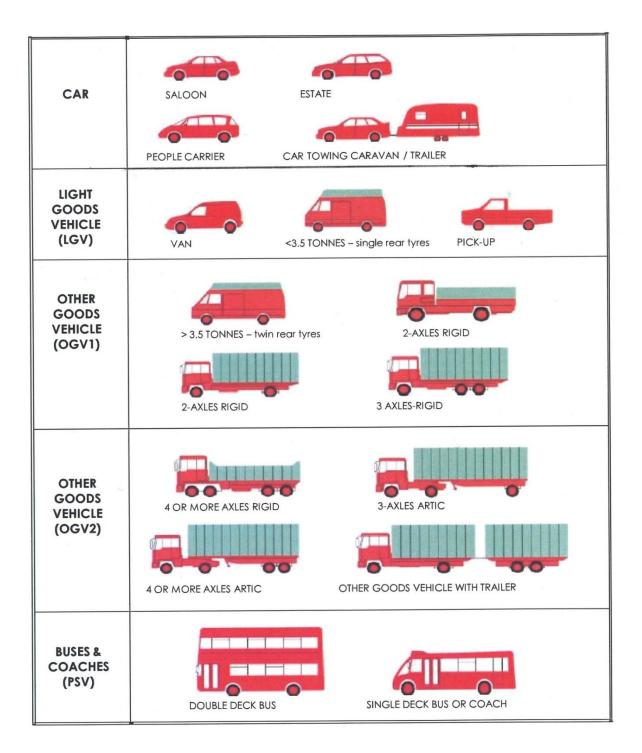
Bartlow Gardens	2
Berkeley Avenue	3
Faircross Avenue	4
Galleywood Cres.	1
Gobions Avenue	3
Lawns Way	16
The Drive	6
Robin Close	1
Swansea Close	1
Wilton Drive	6
No address given	5
Total	48

Comment	No. respondents making similar comments
Traffic has reassigned to other streets in the area	19
Reassigned traffic has high number of vans and HGVs	21
Reassigned traffic is speeding	10
All roads in area should be considered for treatment/ calming	10
Harder to get off drive	3
Restriction should be at both ends of Faircross Avenue	2
Restriction leading to driver conflict	1
Drivers hitting restriction blocks	1
Traffic noise has increased in other streets	9
Concern about safety of children playing in other streets	3
Vibration from traffic has increased in other streets	5
Drivers of large vehicles having to turn around	4
Restriction should be elsewhere	4
Existing weight restriction should be enforced	2
Pollution has increase in other streets	4
Impact on safety of children & others accessing Lawns Park	8
Roads not structurally designed for heavy traffic	1
Adverse impact on streets not traffic calmed	1
Other roads not wide enough for large vehicles	5
Harder to cross the road in other streets	3
Other roads are more congested	1
Residents of Faircross Avenue knew of issue when moving in	1
Concern about impact on emergency services	2
Width restriction is too narrow/ difficult to use	6
There was no issue in Faircross Avenue	4
Restriction is unsightly	4
Driver behaviour in area generally poor	1
Through traffic should use/ be forced to use main roads	2

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Street	Peak	Direction	Peak Flow (vph)	85% Speed mph	Average Speed mph	Direction	Peak Flow (vph)	85% Speed	Average Speed mph	Peak 2- Way Flow	Flow (vpd)	Peak % Daily	OGV1/ PSV Flow % OGV1 (vpd)	% OGV1	OGV2 Flow (vpd)	od)
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Faircross Avenue	AM	Northbound	-29.5	0	0	Southbound	-23.0	-3.7	-4.5	-25.8	-25.2	-3.1	-40.5	-20.0	100.0	

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Lawns Way	AM	Northbound	142 190	28	23	Southbound	192 157	28	24	334 347	4277	15.9	309	7.2		2
Traffic Data, 20th to 26th May (average weekday) AFTER	to 26th May	(average week	day) AFTER		5											
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Lawns Way	AM	Northbound	145 181	28	23	Southbound	206 165	28	24	351 346	4540	15.4	368	8.1	6	5
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	AM	Northbound	2.1	0	0	Southbound	7.3 5.1	0.0	0.0	-0.3	6.1	-3.1	19.1	12.5	200.0	0.0

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Gobions Avenue	AM	Northbound	92 112	28	22	Southbound	116 89	29	23	208 201	2648	15.4	359	13.6	1	0
Traffic Data, 20th to 26th May (average weekday) AFTER	o 26th May	(average weekc	lay) AFTER													
Street	Peak	Direction	Peak Flow (vph)	85% Speed mph	Average Speed mph	Direction	Peak Flow (vph)	85% Speed	Average Speed mph	Peak 2- Way Flow	Flow (vpd)	Peak % Daily	OGV1/ PSV Flow % OGV1 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Gobions Avenue	AM	Northbound	96 127	29	23	Southbound	134 105	29	23	230 232	2982	15.5	416	14	з	0.1
Percentage Change Before to After	e Before to	After														
Street	Peak	Direction	Peak Flow (vph)	85% Speed mph	Average Speed mph	Direction	Peak Flow (vph)	85% Speed	Average Speed mph	Peak 2- Way Flow	Flow (vpd)	Peak % Daily	OGV1/ PSV Flow % OGV1 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Gobions Avenue	AM	Northbound	4.3	3.6	4.5	Southbound	15.5 18.0	0.0	0.0	10.6 15.4	12.6	0.6	15.9	2.9	200.0	0.00



APPENDIX II MINUTES OF THE HIGHWAYS ADVISORY COMMITTEE MEETING 4^{TH} OCTOBER 2016

44 FAIRCROSS AVENUE, EXPERIMENTAL WIDTH RESTRICTIONS

The report before the Committee detailed responses to a consultation for the provision of a two metre width restriction in Faircross Avenue which had been implemented on an experimental basis and the Committee was now being asked to consider whether or not the restriction should be made permanent.

At its meeting in August 2015, the Committee had considered a request for implementation of a width restriction in Faircross Avenue. The request was made by Councillor Best supported by a 62 signature petition from local residents.

Funding had been made available for the implementation of the scheme on an experimental basis in order for the proposal to be tested and for residents and highway users to provide comments on a "live" scheme. The experimental process had been a matter delegated to the then Cabinet Member for Environment.

The report detailed that Staff recommended that a 2 metre (6 feet, 6 inches) width restriction would physically prevent passage of all HGV traffic along Faircross Avenue. The regulations surrounding width restrictions required that the actual space available should be 150 millimetres (6 inches) wider than the posted restriction.

The report informed the Committee that traffic counts were undertaken on Faircross Avenue, Lawns Way and Gobions Avenue at the beginning of February 2016 just before the experiment came into force and late May 2016 when the experiment was in force, so that any issues of traffic reassignment to parallel roads could be ascertained. A summary of the data was provided as an appendix to the report.

By the close of consultation, 60 responses had been received and summarised in the Appendix to the report. Nine respondents indicated support for the restriction to be made permanent and 48 respondents objected.

A petition signed by 95 people requested that the council take steps to reduce the size and volume of vehicles using Lawns Way which had significantly increased since the installation of the width restriction in Faircross Avenue in February 2016, thus causing increased noise and pollution in their road.

A ward councillor made comment about the temporary road layout and also suggested that a more extensive scheme was needed with a restriction at each end of Faircross Avenue. Havering Cyclists indicated support for the restriction. The Metropolitan Police made no comments, but indicated that other emergency services may have issues.

Those in favour of a permanent width restriction mainly commented that the restriction had dealt with the lorry issue in Faircross Avenue. Other comments detailed that the restriction should be at each end of the street, more signs were suggested and that houses no longer shook. The report summarised other issues in the appendix.

Those objecting to the scheme raised a wide variety of issues. The significant concern was that traffic had reassigned to other streets in the area, especially HGVs

and vans. There was concern about speeding; an increase in noise, pollution and vibration in those streets where traffic had been reassigned; the safety of children and other people accessing Lawns Park, that the width restriction was too narrow and difficult to use and that other roads were unsuitable for heavy traffic.

Three traffic survey points were established in order to monitor the impacts of the scheme on Faircross Avenue north of The Drive, one was on Lawns Way south of The Drive and one was on Gobions Avenue south of Chelmsford Avenue. A more comprehensive spread of survey points would have provided more extensive data, but funding was not available for the collection and analysis of such.

The surveys were undertaken by automatic traffic counters which measured speed, traffic volume and vehicle class. The data collected before the restriction was installed was collected between 8 to 12 February 2016. A subsequent survey was undertaken between 20 to 26 May 2016 to measure conditions after the restriction had been installed with some time allowed for traffic patterns to adapt.

In officers' view, the experimental restriction had proved unpopular with a significant majority of people who had responded to the consultation, including some people within Faircross Avenue itself. A major concern had been the traffic reassignment which had led to numerous complaints about an increase in van and lorry traffic in the area. There were also complaints that drivers were choosing to speed and that noise and pollution had increased on adjacent streets.

Those indicating support were content that the amount of traffic had reduced in Faircross Avenue and that the noise and vibration associated with heavy vehicles had also reduced. The report informed the Committee that from the traffic data, there were indication that traffic reassignment had taken place and in broad terms, the reduction in traffic from Faircross Avenue was similar to the sum of the increase measured in Lawns Way and Gobions Avenue. The traffic data indicated that traffic speeds at all three count points were generally the same for average and 85th percentile speeds.

The Committee noted that many of the respondent against the scheme were of the opinion that the area should be treated as a whole with different or additional restrictions or traffic calming.

With its agreement Councillors Ray Best, Ron Ower and Linda Trew addressed the Committee. Councillor Best commented that it had taken a long time to get the scheme installed following requests from local residents who had wanted action following many years of problems in Faircross Avenue. Councillor Best recognised that the scheme had been unsuccessful but stated that there needed to be an alternative option to alleviate the problems in the road.

Councillor Best stated that the main failing of the current scheme was the position of the width restriction. . He suggested that the remaining 12- months of the experimental order timeframe could be used to improve the existing situation. The Committee was urged to defer a recommendation in order to allow further discussion and consideration to take place.

Councillor Trew addressed the Committee stating the council had a duty of care to all residents and to proceed with the scheme was not the way forward as making the scheme permanent would benefit some people to the detriment of others and a decision should be deferred to allow officers to explore other alternative to manage the traffic in the area.

Councillor Ower stated that the scheme had a knock-on effect on surrounding roads and although people in Faircross Avenue wanted the scheme, it was having an adverse effect as shown by the petition from residents of Lawns Way. Councillor Ower also stated that residents of Gobions Avenue were also not happy with the scheme. He suggested that current restriction be retained and officers consider other solutions for the wider area with specific focus on Lawns Way and Gobions Avenue.

In accordance with the public speaking arrangements the Committee was addressed by an objector. The objector a local resident spoke against the proposal to make the restriction permanent. The resident outlined that there had been an increase in traffic by 6% along Lawns Way. The traffic in the street was higher than the others roads in the area, about thirty-two thousand vehicle now used the road along with HGVs. The Committee was informed that residents now had issues with noise, vibration and danger from HGVs along Lawns Way. The objector questioned the data from the traffic count stating that the counts were undertaken in the wrong place. The objector stated that the whole area should be considered and that there were objections from more people than those in favour. The Committee was informed that residents in the other roads should be considered and as such the restriction should be removed.

During a brief debate a Member proposed that the decision be deferred in order to allow officers to look at an alternative scheme that considers the area as a whole.

A second Member speaking in favour of a deferral stated that alternative options would need to be presented to the committee quickly. Officers' informed the committee that it would not be possible to provide a timescale for the formulation of new proposals as the additional work was not resourced.

In response to a Member asking if it would be possible to place width restrictions in the other affected roads officers stated that Gobions Avenue was a bus route so such a restriction would not be possible.

A Member stated that residents wanted large vehicles restricted and this should be at both ends or at the Chase Cross Road end of Faircross Avenue and Lawns Way.

Another Member suggested that Faircross Avenue had the lowest level of traffic before the scheme and so the scheme was to deal with the road that had the least problems.

A Member was of the view that the adverse effect on neighbouring roads was not fair and that the restrictions should be removed.

Another Member stated that he had seen the area change over the years with traffic increasing and that the Council should be working to satisfy everyone. He highlighted the Councils objectives at the start of the report which said "people would

be safe, in their homes and in the community" and so he supported deferral to allow in-depth community discussion.

A Member of the committee agreed that the decision on the proposal should be deferred and that Members need to get together for a discussion.

A Member felt there was no basis for a deferral, that the deferral would keep the scheme in place and would put off a decision.

A Member stated that residents in the three roads were unhappy and consultation would take some time. It was suggested that the matter be delegated.

In response, officers" informed the Committee that the Cabinet Member had delegated powers to install experimental schemes and as such a new scheme would be the quickest way forward but the indication was that there was a general disaffection with traffic in the area, with no clarity as to what residents wanted.

Officers were in support of the suggestion that a discussion that involved residents and Ward councillors had to be the way forward. The result of such a consultation could then inform a discussion with the Cabinet Member and senior management in order to make funding available.

Following a Motion to Defer the Committee resolved to recommend to the Cabinet Member for Environment, Regulatory Services and Community Safety that the decision on width restriction in Faircross Avenue be deferred to allow Ward Councillors, residents and officers to discuss a way forward.

The vote for the proposal to defer was carried by 9 votes to 2 against.

APPENDIX III CONSULTATION RESPONSES FOR SECOND CONSULTATION

Option 1 -	Furthers works in Lawns Way and Gobions Avenue
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Option 2 - Revert to layout prior to Faircross Avenue width restriction

Summary by street

Street	Option 1 (written)	Option 1 (Survey Monkey)	Option 1 Totals	Option 2 (written)	Option 2 (Survey Monkey)	Option 2 Totals
Bartlow Gardens	2		2		1	1
Berkerley Avenue			0		1	1
Bower Close		1	1			0
Chelmsford Avenue			0		1	1
Faircross Avenue	11	12	23		4	4
Galleywood Crescent			0		1	1
Gobions Avenue	1		1	1		1
Helmsdale Close			0		1	1
Lawns Way	64	20	84	2	2	4
Mashiters Hill	7	1	8			0
Oates Road			0		1	1
Robin Close	1		1		1	1
Swansea Close		1	1			0
The Drive	3	5	8	4	4	8
Virginia Close	1	1	2			0
Wilton Drive		2	2	3	8	11
Address not given	5	6	11	2		2
Totals	95	49	144	12	25	37

Summary

Option 1	144	80	%
Option 2	37	20	%
Total	181		