

Objectives

Communities making Havering

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HIGHWAYS ADVISORY COMMITTEE Tuesday 3 July 2018

Subject Heading:	FAIRCROSS AVENUE, LAWNS WAY AND GOBIONS AVENUE EXPERIMENTAL TRAFFIC SCHEME Outcome of public consultation
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Policy context:	mark.philpotts@havering.gov.uk Havering Local Development Framework (2008) Havering Local Implementation Plan 2018/19 Delivery Plan
Financial summary:	The estimated cost of £0.010m for the permanent implementation of the scheme or alternatively, the estimated cost for the removal of the scheme of £0.003m will be met by the Council's capital allocation for Minor Highway Improvements (A2225)
The subject matter of this report deals	s with the following Council

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SUMMARY

This report sets out the responses to a consultation for the provision of 2 metre width restrictions in Faircross Avenue and Lawns Way and a 'point' weight limit in Gobions Avenue which was implemented on an experimental basis and seeks a recommendation on whether or not the restrictions should be made permanent.

The scheme is within Mawneys and Havering Park wards.

RECOMMENDATIONS

- That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment that the 2 metre width restrictions in Faircross Avenue and Lawns Way along with the 'point' 7.5tonne weight limit in Gobions Avenue shown on Drawings QQ032/FA/FS/100/GA/REV0, QQ032/LW/FS/100/GA/REV0 and QQ032/GOB/FS/100/GA/REV0 be either:
 - a) Made permanent and the existing temporary concrete block system be replaced with a permanent layout utilising kerbed islands and appropriate bollards; or
 - b) The width restrictions, the 'point' weight limit and all associated traffic signs be removed and the area reinstated to the prevailing area weight limit.
- 2. That it be noted that the estimated cost of £0.010m for permanent implementation will be met by the Council's capital allocation for Minor Highway Improvements (A2225). In the event the Committee decides that the scheme should be remove, then the estimated cost of £0.003m will also be met by the Council's capital allocation for Minor Highway Improvements (A2225).
- 3. That it be noted that the 'point' 7.5 tonne weight limit on Gobions Avenue at its junction with Chase Cross Road as set out in this report will be enforced by the Council if the scheme is made permanent.

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.
- 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.
- 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 additional 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 The 2 metre wide restriction for Lawns Way would be similar in nature to the experimental scheme in Faircross Avenue which comprised of concrete blocks, bollards and traffic signs.
- 1.6 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.
- 1.7 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.
- 1.8 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.
- 1.9 A closing date of 10th February was provided and residents were requested to keep comments short.
- 1.10 At its meeting of 4th April 2017, the Highways Advisory Committee considered the outcome of the latest consultation and after considerable debate, the Committee resolved to recommend proceeding with a variation of Option 1, with 9 votes in favour and 2 abstentions.
- The variation was to end the existing experimental scheme in Faircross Avenue and commencing a new experimental scheme comprising the following elements which shown are on Drawings Q032/FA/FS/100/GA/REV0, QQ032/LW/FS/100/GA/REV0 and QQ032/GOB/FS/100/GA/REV0: plus а location plan QQ032/LOC/000/REV0;
 - A 2 metres width restriction in Faircross Avenue, just northwest of its junction with The Drive, but with the restriction moved 2 metres southeast of the position in the original experimental scheme;
 - A 2 metres width restriction 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.
- 1.12 The new experimental scheme was approved by the Cabinet Member for Environment, Regulatory Services & Community Safety on 8th May 2017 under Executive Decision 17/37.
- 1.13 Staff wrote to residents (around 800 letters) on 1st June 2017 to advise of the decision to commence a new experimental scheme, what the scheme would comprise of and that detailed design was in progress.

- 1.14 Staff then wrote to residents on 17th July 2017 with a further update which confirmed the nature of the scheme and how the experimental process would work; including how the consultation process operated.
- 1.15 The timetable for the scheme was set as follows:
 - 21st July 2017 Experimental Traffic Order published,
 - 31st July 2017 Experimental Order comes into force and the 6-month statutory 'objections period' commences within which residents should provide feedback,
 - 31st July 2017 physical works to establish the three restrictions would take place, i.e. installation of concrete blocks on Faircross Avenue and Lawns Way together with the uncovering of a number of traffic signs in the area to support the width restrictions and 'point' weight restriction,
 - End-November 2017 traffic data collection to provide "after" information,
 - 31st January 2018 period for objections and feedback ends.
- 1.16 The scheme as implemented included a substantial programme of traffic signage designed to inform drivers of the restrictions before they chose to leave Havering Road and Chase Cross Road. For drivers who either missed/ ignored these schemes or in the case of those making genuine deliveries in the area, signage was also provided within the estate.
- 1.17 The outcome of the scheme was due to be reported to the Highways Advisory Committee on 6th March 2018, but there was a delay in collecting the 'after' traffic data. Because the April meeting of the committee would be close to the local elections, Staff agreed with ward councillors that the matter would be reported to the first available meeting after the elections, i.e. 3rd July 2018. A letter was sent to residents advising them of the new committee date.

2.0 Outcome Of Public Consultation

- 2.1 By the close of 'objections' period of 31st January 2018, 2 responses in objection to the scheme and 1 in support were received. In addition a 52 signature petition against the scheme was received from residents of The Drive.
- 2.2 One of the objectors to the scheme was from The Drive. Their concern was that the relocated restriction in Faircross Avenue made it more difficult to turn left from The Drive into Faircross Avenue and that the scheme has diverted more traffic (including heavy vehicles) into The Drive.

- 2.3 The other objector did not provide an address, but suggested that the restrictions were not required because Lawns Way and Faircross Avenue did not suffer from use by drivers of heavy vehicles. They also suggested that the 2 metre width restriction prevented use by residents with wider cars and raised concerns about fire and ambulance access. They also expressed a dislike for the appearance of the restrictions and that they were hard to see as people drove through.
- 2.4 The person who wrote in support of the scheme stated that they considered that it was a success for Lawns Way, despite some lorry drivers missing the traffic signs and having to drive back out of the estate.
- 2.5 The petition from the residents of The Drive in objection to the scheme cited an increase in traffic and heavy vehicles using their street since the restrictions were placed in Faircross Avenue and Lawns Way.

3.0 Traffic Data

3.1 Traffic surveys were undertaken at the same three locations as were chosen for the initial experimental scheme in Faircross Avenue. The full data is in the Appendix to this report, however the headline results are as follows;

Weekday Vehicles Per Day - Initial Scheme

Street	Flow (vpd) Before	Flow (vpd) After	% Change	OGV1/PSV (vpd) Before	OGV1/PSV (vpd) After	% Change
Faircross Avenue	2646	1980	-25.2	279	166	-40.5
Lawns Way	4277	4540	6.1	309	368	12.5
Gobions Avenue	2648	2982	12.6	359	416	15.9
Totals	9571	9502	N/A	947	950	N/A

Weekday Vehicles Per Day - Larger Scheme

Street	Flow (vpd) Before	Flow (vpd) After	% Change	OGV1/PSV (vpd) Before	OGV1/PSV (vpd) After	% Change
Faircross Avenue	2646	1818	-31.3	279	28	-90.0
Lawns Way	4277	4037	-5.6	309	349	12.9
Gobions Avenue	2648	3232	22.1	359	432	20.3
Totals	9571	9087	N/A	947	809	N/A

- 3.2 The original Faircross Avenue scheme saw an overall traffic reduction in the street with traffic reassigned to the other two streets and a significant reduction in HGV traffic.
- 3.3 The current scheme (when compared to the original 'before' data) shows a higher reduction of traffic in Faircross Avenue, a more modest decrease in traffic in Lawns Way and a large increase in traffic in Gobions Avenue.
- 3.4 The current scheme has almost removed HGV traffic from Faircross Avenue, whereas Lawns Way and Gobions Avenue have seen increases in HGV traffic. However, the traffic count locations (as set out on the plan in the Appendix) would suggest that the reduction in traffic and HGVs in Faircross Avenue applies to the area north of the restriction.
- 3.6 The Lawns Way count point is to the southeast of the restriction and suggests that the increase in HGV traffic is as a result of HGV drivers necessarily having to avoid the restriction.
- 3.7 The Gobions Avenue count point is just northwest of the Havering Road service road which suggests that the increase in traffic flow could for a large part be due to HGV drivers accessing the larger part of the estate via the junction of Gobions Avenue and Havering Road.
- 3.8 In terms of larger and wider vehicles. Essentially the northern parts of Lawns Way, Faircross Avenue, Wilton Drive and Berkeley Avenue area operate as a self-contained traffic cell with access from Chase Cross Road, whereas the rest of the estate is a larger traffic cell with access from Havering Road.

4.0 Staff Comments

- 4.1 The original and current experimental schemes were implemented with relatively modest budgets and as such, traffic data is limited and the Committee should bear this in mind as it decides upon its recommendation.
- 4.2 Despite the considerable signage scheme deployed with the current experimental scheme, there is evidence from both the available traffic data and anecdotally from residents that Gobions Avenue continues to have HGV drivers passing through. In the event the scheme is made permanent, then Staff would review the signage to see if additional discouragement could be provided.
- 4.3 Allied to this, there may be a level of use associated with Satnav units used by drivers where the current regime has not been updated. This can partly be as a result of the traffic order being experimental and partly where drivers are not using systems aimed at commercial HGV operators. In addition, a permanent scheme would be added to the Council's moving traffic contraventions enforcement, rather than ad-hoc manual enforcement.
- 4.4 Residents in The Drive have raised concerns about traffic reassignment to their street. This is not surprising because the positions of the width restrictions in Lawns Way and Faircross Avenue means that The Drive does form the 'escape' route back to Chase Cross Road. The level of traffic the residents have raised concerns about could be again due to the Satnav issues mentioned above.
- 4.5 Staff have also received ad-hoc comments from residents in the Faircross Avenue and Lawns Way who are content with the scheme. Despite the process being set out in detail in the letter of 17th July 2017, Staff were surprised of the low response rate for the 6-month 'objections period' given the interest previously shown. That being the case, any comments received outside of this period cannot be recorded formally as consultation responses.
- 4.6 The experimental order came into force on 31st July 2017 and therefore, the Council must make a decision on whether or not to make the order permanent by 31st January 2019.
- 4.7 In terms of costs, the Committee should note that the sum of £0.010m set out in Recommendation 1(a) deals with changing from the concrete block system to a kerbed arrangement in Lawns Way and Faircross Avenue only. The necessary traffic signs were installed as part of the experimental scheme. The removal of the scheme would be somewhat less costly, but all signs and materials associated with the experiment would have to be removed to return the local layout to that before the original Faircross Avenue experiment.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is asking HAC to recommend to the Cabinet Member the permanent implementation of the above scheme.

The estimated cost of £0.010m for the permanent implementation of the scheme will be met by the Council's capital allocation for Minor Highway Improvements (A2225). Alternatively, if the Committee decides that the scheme should be removed, then the estimated cost of £0.003m will also be met by the Council's capital allocation for Minor Highway Improvements (A2225).

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

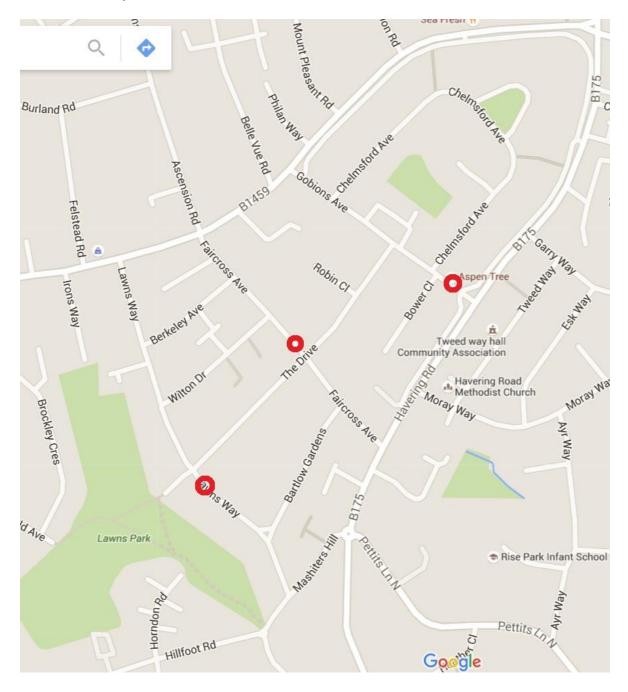
access. In considering the impacts and making improvements for people with protected characteristics (mainly, but not limited to disabled people, the young and older people), this will assist the Council in meeting its duty under the Act.

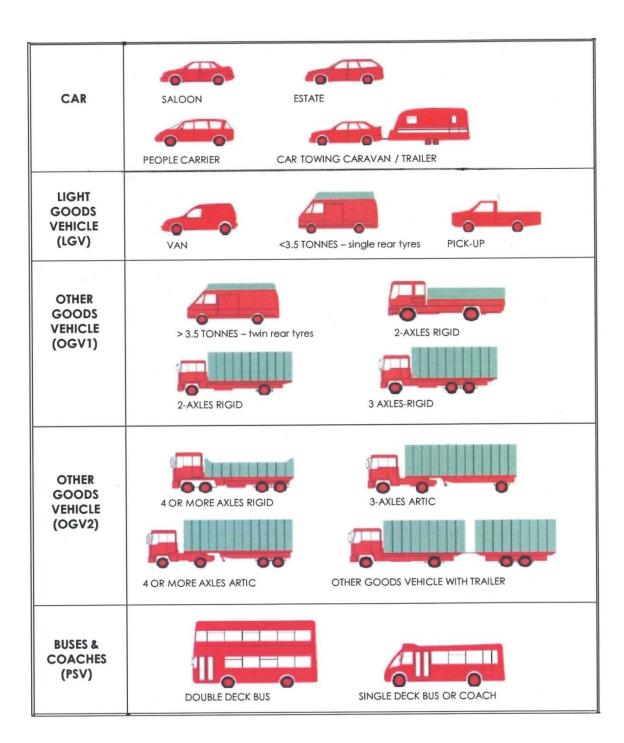
BACKGROUND PAPERS

None.

APPENDIX TRAFFIC DATA PHOTOGRAPHS SCHEME DRAWINGS

Traffic count points





Faircross Avenue	Street	Percentage Change Before to After Larger Scheme	Faircross Avenue	Street	Percentage Change Before to After Initial scheme	Faircross Avenue	Street	Traffic Data, 19th to 23rd February 2018 (average weekday) AFTER ALL THREE	Faircross Avenue	Street	Traffic Data, 20th to 26th May (average weekday) AFTER	Faircross Avenue	Street	
AM PM	Peak	e Before t	AM PM	Peak	e Before t	AM PM	Peak	o 23rd Feb	PM	Peak	o 26th May	AM PM	Peak	
Northbound	Direction	o After Larger S	Northbound	Direction	o After Initial sc	Northbound	Direction	ruary 2018 (ave	Northbound	Direction	(average week	Northbound	Direction	
-33.7 -30.3	Peak Flow (vph)	cheme	-29.5 -34.9	Peak Flow (vph)	heme	63 76	Peak Flow (vph)	rage weekd	67	Peak Flow (vph)	day) AFTER	95 109	Peak Flow (vph)	
3.8	85% Speed mph		0	85% Speed mph		27	85% Speed mph	ay) AFTER	26	85% Speed mph		26	85% Speed mph	
-9.5	Average Speed mph		0	Average Speed mph		19	Average Speed mph	ALL THRE	21	Average Speed mph		21	Average Speed mph	
Southbound	Direction		Southbound	Direction		Southbound	Direction	E STREETS IMPLEMENTED	Southbound	Direction		Southbound	Direction	
-23.8 -16.8	Peak Flow (vph)		-23.0 -23.2	Peak Flow (vph)		93 79	Peak Flow (vph)	MPLEMEN.	94 73	Peak Flow (vph)		122 95	Peak Flow (vph)	Ī
0.0	85% Speed		-3.7	85% Speed		27	85% Speed	TED	26	85% Speed		27	85% Speed	Ī
-18.2	Average Speed mph		-4.5	Average Speed mph		18	Average Speed mph		21	Average Speed mph		22	Average Speed mph	
-28.1 -24.0	Peak 2- Way Flow		-25.8 -29.4	Peak 2- Way Flow		156 155	Peak 2- Way Flow		161 144	Peak 2- Way Flow		217 204	Peak 2- Way Flow	
-31.3	Flow (vpd)		-25.2	Flow (vpd)		1818	Flow (vpd)		1980	Flow (vpd)		2646	Flow (vpd)	
7.5	Peak % Daily		-3.1	Peak % Daily		17.1	Peak % Daily		15.4	Peak % Daily		15.9	Peak % Daily	
-90.0	OGV1/ PSV Flow (vpd)		-40.5	OGV1/ PSV Flow (vpd)		28	OGV1/ PSV Flow (vpd)		166	OGV1/ PSV Flow (vpd)		279	OGV1/ PSV Flow (vpd)	
-85.7	% ogv1		-20.0	% ogv1		1.5	% ogv1		8.4	% OGV1		10.5	% OGV1	
-100.0	OGV2 Flow (vpd)		100.0	OGV2 Flow (vpd)		0	OGV2 Flow (vpd)		2	OGV2 Flow (vpd)		_	OGV2 Flow (vpd)	
0.0	% OGV2		0.0	% OGV2		0	% OGV2		0.1	% OGV2		0	% OGV2	

Traffic Data, 8th to 12th February 2016 (average weekday) BEFORE	to 12th Febru	uary 2016 (avera	age weekda	y) BEFORE] "											
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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
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 FAIRCROSS AVENUE IMPLEMENTED	to 26th May	(average week	dav) AFTER	FAIRCRO	SS AVENU	EIMPLEMENT	Ħ									
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 (vpd)	% OGV1	OGV2 Flow (vpd)	%
Lawns Way	AM	Northbound	145 181	28	23	Southbound	206 165	28	24	351 346	4540	15.4	368	8.1	6	
Traffic Data, 19th to 23rd February 2018 (average weekday) AFTER ALL THREE	to 23rd Feb	ruary 2018 (ave	rage weekd	av) AFTER	ALL THRE	E STREETS IMPLEMENTED	NPLEMEN1	ŒD								
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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Lawns Way	AM PM	Northbound	214 166	27	22	Southbound	127 173	25	20	341 339	4037	16.8	349	8.6	0	
Percentage Change Before to After Initial Scheme	nge Before t	o After Initial Sc	heme													
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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Lawns Way	AM PM	Northbound	2.1	0	0	Southbound	7.3 5.1	0.0	0.0	5.1 -0.3	6.1	-3.1	19.1	12.5	200.0	0.00
Percentage Change Before to After Larger Scheme	nge Before t	o After Larger S	cheme													
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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Lawns Way	AM	Northbound	50.7 -12.6	-3.6	-4.3	Southbound	-33.9 10.2	-10.7	-16.7	2.1	-5.6	5.7	12.9	19.4	-100.0	0.00

Traffic Data, 8th to 12th February 2016 (average weekday) BEFORE	12th Febru	ıary 2016 (aver	age weekda	y) BEFORI	""											
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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Gobions Avenue	AM	Northbound	92	28	22	Southbound	116	29	23	208	2648	15.4	359	13.6	_	0
			i				6									
Traffic Data, 20th to 26th May (average weekday) AFTER	o 26th May	(average week	(day) 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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
			3							8						
Gobions Avenue	PM	Northbound	127	29	23	Southbound	105	29	23	232	2982	15.5	416	14	ω	0.1
	i															
ITAIIIC DAIA, 1911 IO ZOID FEDINATY ZOTO (AVELAGE WEEKNAY) AT TEN ALL TITREE 3 INCE 13 IMPLEMENTED	O Zaid Feb	ualy zu lo (ave	age weekd	ay) AT IEX	ALL ITA	E SINCE ISIN	VI LEMEN	6								
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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Gobions Avenue	AM PM	Northbound	122 130	30	24	Southbound	173 137	29	24	295 267	3232	17.4	432	13.4	0	0
Percentage Change Refore to After Initial Scheme	Before t	After Initial So	heme													
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 (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Gobions Avenue	AM	Northbound	4.3	3.6	4.5	Southbound	15.5	0.0	0.0	10.6	12.6	0.6	15.9	2.9	200.0	0.00
Percentage Change Before to After Larger Scheme	je Before t	After Larger S	Scheme													
Street	Peak	Direction	Peak Flow (vph)	85% Speed	Average Speed mph	Direction	Peak Flow (vph)	85% Speed	Average Speed mph	Peak 2- Way Flow	Flow (vpd)	Peak % Daily	OGV1/ PSV Flow (vpd)	% OGV1	OGV2 Flow (vpd)	% OGV2
Gobions Avenue	AM	Northbound	32.6 16.1	7.1	9.1	Southbound	49.1 53.9	0.0	4.3	41.8 32.8	22.1	13.0	20.3	-1.5	-100.0	0.00



Lawns Way, example of temporary materials.



Example of advanced warning sign with lorry 'escape' route positively signed