



HIGHWAYS ADVISORY COMMITTEE

12 February 2019

Subject Heading:

Proposed traffic calming measures in North Ockendon Village, Upminster – Outcome of Public Consultation.

SLT Lead:

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Policy context:

Havering Local Development Framework (2008).
Havering Local Implementation Plan 2018/19 Delivery Plan

Financial summary:

The estimated cost of £0.048m for implementation will be met by Transport for London through the Local Implementation Plan bid allocated to the borough for Traffic Calming Measures for North Ockendon Village for 2018/19 (A2916).

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

Communities making Havering
Places making Havering
Opportunities making Havering
Connections making Havering

[x]
[x]
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[x]

SUMMARY

This report sets out the responses to a public consultation relating to proposed traffic calming measures in North Ockendon Village in response to concerns raised by local residents and Ward Members about speeding and excessive traffic in the village.

The proposals were consulted with various measures for traffic calming, each specifically designed to meet the site conditions. Plans showing the proposals are included in appendix 1 of this report.

The scheme lies within **Upminster Ward**.

RECOMMENDATIONS

[Members will note that the raised speed tables included in the scheme originally consulted have been removed from the scheme now proposed for implementation]

That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment in consultation with Leader of the Council the implementation of the following measures:

1. **Ockendon Road (north side of property No. 1, Ockendon Road)**
 - a) Existing 30mph speed limit be extended 187m northwards past the junction of B1421 Ockendon Road (near White Post Farm), as shown on drawing No. QR011_NOV_FS_GA_101_REV0 in appendix 1.
 - b) Priority pinch point formed by carriageway narrowing to give priority to traffic flow for northbound traffic as shown on drawing No. QR011_NOV_FS_GA_101_REV0 in appendix 1.
2. **Ockendon Road (B186), south of Castle Cottages**
 - c). Extend existing 30mph speed limit for 75m south eastwards as shown on drawing No. QR011_NOV_FS_GA_103_REV0 in appendix 1.
 - d). Priority pinch point formed by carriageway narrowing to give priority to southbound traffic as shown on drawing No. QR011_NOV_FS_GA_103_REV0 in appendix 1.
3. That it be noted that the estimated cost of implementing the proposals is £0.048m (includes feasibility design and consultation costs) which would be met by Transport for London allocated to the borough for Traffic Calming Measures for North Ockendon Village for 2018/19 (A2916).

REPORT DETAIL

1.0 Background

- 1.1 North Ockendon village by its geographical location lies south east of Upminster by the M25 motorway. Ockendon Road (B1421) connects the junction of Corbets Tey Road/Harwood Hall Lane in Upminster and continues up to the south eastern side of the borough in North Ockendon village.
- 1.2 The road is semi-rural in character with agricultural land, farm shops, part residential and few businesses along its length. The road is a single carriageway and it conveys two-way traffic along its entire length. Corbets Tey Road, Sunnings Lane, Pike Lane, Pee Lane, Clay Tye Road and Fen Lane form important intersections with Ockendon Road.
- 1.3 Ockendon Road is classified in the road hierarchy changing its classification from B1421 (Corbets Tey Road to Clay Tye Road) to B186 (Clay Tye Road to North Road, South Ockendon). The speed limit varies between 30 to 40 mph and has street lighting along its length. The road is used by local and long distance traffic.

2 Public transport facilities

- 2.1 There is no immediate railway station in North Ockendon Village. The nearest over ground station is in South Ockendon. The service is operated by C2C, running between French Street, London to Shoburyness. Commuters reach the station by walking, cycling, public transport or are dropped at the station.
- 2.2 There are designated bus routes in Ockendon Village ie 347, 370, X21 and X81. Route 347 (2 buses only per day) operates during weekdays only between Romford to Ockendon Station via Upminster. Route 370 operates between Romford and Lakeside Shopping Centre via Ockendon Station. The buses operate on low frequency in both directions during peak periods, however, the frequency decreases at off peak periods.
- 2.3 Bus routes X21 (Ongar to Lakeside shopping) and X81 (Hutton to Lakeside shopping) operate during weekdays only and serve South Ockendon Railway Station.

Excessive traffic flow and speeds through the village

3. Local residents of the village and Ward members have expressed their concerns about speeding and excessive traffic through the village. As a result, a bid for financial allocation was submitted to Transport for London under the Local Implementation Plan. The bid was approved for the measures to be implemented in 2018/19 financial year and subsequently, feasibility studies were carried out to deal with speeding and excessive traffic flow in the village.

4. Traffic flow and speed survey data

In order to undertake the feasibility studies, speed data and a classified traffic surveys were carried out for a continuous period of 7 days in June 2018 at two selected locations in Ockendon village by Fen Lane. Below are tables showing the traffic flows, average speeds and 85% percentile speeds recorded.

Traffic census site 1: (B186) Ockendon Road (North side of Fen Lane)

Direction of travel	Average daily flows	7 day average speed (mph)	7 day average 85% speed (mph)
Northbound	5706	37	45
Southbound	5861	34.8	42
Two way traffic per day	11,567		

Traffic census site 2: (B186) Ockendon Road (south side of Fen Lane)

Direction of travel	Average daily flows	7 day average speed (mph)	7 day average 85% speed (mph)
Northbound	5516	38.5	45.6
Southbound	5591	40.1	47.3
Two way traffic per day	11,107		

Tables show average weekly traffic flows and speeds through N. Ockendon Village

Traffic Accident data

5. Traffic collision data for Ockendon Road was examined in details sourced for five years from June 2013 to May 2018. There were 3 accidents recorded of slight injury severity. It was further noted that the accidents took place in the Village mainly at the junctions of Clay Tye Road/Ockendon Road (2) and Ockendon Road/Fen Lane (1). Numbers in brackets relate to number of traffic accidents recorded.
6. Proposals for traffic calming measures

Based on the locations of the traffic accidents, there is a clear justification that effective intervention is needed to design traffic calming measures to reduce vehicle

speeds to minimise traffic accidents as close as possible to the existing junctions in Wood Lane.

- 6.1 General: There are two types of traffic calming measures in practice i.e. vertical and horizontal deflections. Common types of vertical deflections are humps, speed cushions, speed tables, raised crossings (zebra or pelican crossings) whereas the horizontal deflections include build outs (i.e. chicanes) and pinch points. Speed cameras are only installed at specific sites where it can be demonstrated that there is track record of human casualty accidents, categorised under Killed or Seriously Injured (KSI) with speed being the contributory factor.
- 6.2 Based on the speed and traffic flow data, there is a clear justification to implement measures to control the speed of traffic as detailed below:
- 6.3 **B186 Ockendon Road (north side of property No. 1, Ockendon Road)**
- i) Extend existing 30mph speed limit 187m northwards, past the junction of B1421 Ockendon Road (near White Post Farm). The proposals are shown on drawing No. QR011_NOV_FS_GA_101_REV0 attached in appendix1.
 - ii) Priority pinch point formed by carriageway narrowing to give priority to northbound traffic. The measure will accommodate at cycle track on its adjacent side. The proposals are shown on drawing No. QR011_NOV_FS_GA_10_REV0, attached in appendix 1.
- 6.4 **Ockendon Road (B186), south of Castle Cottages**
- i) Extend existing 30mph speed limit for 75m south eastwards as shown on drawing No. QR011_NOV_FS_GA_103_REV0, attached in appendix 1.
 - ii) Priority pinch point formed by carriageway narrowing to give priority to southbound traffic as shown on drawing No. QR011_NOV_FS_GA_103_REV0, attached in appendix 1. The measure will also include a cycle track on its adjacent side. The priority pinch points have dual use ie help to reduce the traffic speeds and can be used as informal crossing locations for pedestrians.
- 6.6 When deciding the locations for installing width restrictions, consideration was given to the location of existing driveways, underground utility services and street furniture.
7. Outcome of the public consultation
- 7.1 40 letters were delivered by post to the residents who were considered would be affected by the proposals. In addition, the proposals were publicly advertised in the local press and emergency services were also consulted.
- 7.2 Members of Upminster ward were pre-consulted on the proposals.
- 7.3 At close of consultation 9 responses were received which represents a 23% of response rate. 4 respondents (including the Metropolitan Police) were in favour of

the proposed measures in the village, 3 respondents (including London Fire Brigade) have objected whereas 2 respondents are neutral. The responses were analysed carefully and the results are included in appendix 2 of this report.

- 7.4 Some respondents have stated that traffic diverts to the village whenever there are any traffic accidents on the A127 or M25 Motorway. They are concerned that introducing traffic calming measures will lead to traffic slowing down and developing excessive congestion in the village. Two respondents had suggested installing speed cameras instead of traffic calming measures which will maintain a steady flow of traffic.

8. Staff comments and conclusions

Officers acknowledge that the consultation rate was moderate but consider the recorded traffic data and traffic speeds to provide clear justification for the implementation of the proposed traffic calming measures as a means of improving road safety.

Based on the feedback from the consultation it is recommended that the priority pinch points are implemented. In addition, the extensions of 30mph speed limit (as set out in the report) at two locations are implemented which will be self-enforcing to reduce vehicle speeds.

Due to the geographical location of Ockendon Road in rural area, the road is connected to the national road network like the A13 where drivers have been subjected to driving at national speed limits and they seldom reduce speeds when passing through the village. As there are no traffic enforcement cameras or any robust traffic calming measures in (B186) Ockendon Road, it is unlikely that the drivers will reduce their speeds and observe the speed limit.

Furthermore, the Metropolitan Police have insufficient resources to enforce speed restrictions in the area. The policing and strategic priorities of the police have shifted to other areas other than highways safety.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is asking the Highways Advisory Committee to recommend to the Cabinet Member for Environment in consultation with the Leader of the Council the implementation of the proposals is summarised as below:

1. **B186 Ockendon Road (north side of property No. 1, Ockendon Road)**

- i) Extend existing 30mph speed limit 187m northwards, past the junction of B1421 Ockendon Road (near White Post Farm). The proposals are shown on drawing No. QR011_NOV_FS_GA_101_REV0 attached in appendix 1.
- ii) Priority pinch point formed by carriageway narrowing to give priority to northbound traffic. The measure will accommodate a cycle track on its adjacent side. The proposals are shown on drawing No. QR011_NOV_FS_GA_10_REV0, attached in appendix 1.

2. **Ockendon Road (B186), south of Castle Cottages**

- i) Extend existing 30mph speed limit for 75m south eastwards as shown on drawing No. QR011_NOV_FS_GA_103_REV0, attached in appendix 1.
- ii) Priority pinch point formed by carriageway narrowing to give priority to southbound traffic as shown on drawing No. QR011_NOV_FS_GA_103_REV0, attached in appendix 1. The measure will also include a cycle track on its adjacent side. The priority pinch points have dual use ie help to reduce the traffic speeds and can be used as informal crossing locations for pedestrians.

The estimated cost for carrying out the works is £0.048m which includes the feasibility design and consultation of scheme. The funding for the works will be met by Transport for London for Traffic Calming Measures for North Ockendon Village for 2018/19 (A2916). In addition to the above, TfL have allowed all London Boroughs to carry over unused funds into the next financial year. Therefore, in the event of this scheme not completing within 2018/19, unused funding will be carried into 2019/20.

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 to actual implementation and scheme detail. Therefore, final costs are subject to change. This is a standard project for Street Management 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 Environmental Capital budget.

Legal implications and risks:

The Council's power to make an Order altering speed limits in highway maintainable at public expense is set out in Part VI of the HA 1980. Before an order is made, the Council should ensure that the statutory procedures set out in the Local Authorities Traffic Orders (Procedures) (England & Wales) Regulations 1996 (SI1996/2489) (as amended) are complied with.

The Council's power to make an Order regulating or controlling vehicular traffic on roads is set out in section 6 of Part 1 of the Road Traffic Regulations Act 1984 ("RTA"1984). Schedule 1 of the RTA 1984 lists those matters as to which Orders can be made under section 6. These include:

'For prescribing rules as precedence to be observed as between vehicles proceeding in the same direction, in opposite directions or when crossing.'

The implementation of pinch points with priority given to vehicular traffic proceeding in opposite direction is compliant with the Council's powers under the RTRA.

Before an Order is made the Council should ensure that the statutory procedures set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996(SI1996/2489) are complied with. The Traffic Signs Regulations & General Directions 2016 govern the traffic signs and road markings.

Section 122 RTRA 1984 proposes a general duty on local authorities when exercising functions under the RTRA. It provides, insofar as is material, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. This statutory duty must be balanced with any concerns received over the implementation of the proposals.

In considering any responses any responses received during consultation, the Council must ensure that full consideration of all representations is given including those which do not accord with the officer's recommendation. The Council must be satisfied that any objections to the proposals are taken into account.

In considering any consultation responses, the Council must balance the concerns of any objection with the statutory duty under section 122 RTRA 1984.

Human Resources implications and risks:

None arising from the proposals.

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.

There will be some aesthetic impact arising from the road markings, traffic signs, keep left bollards etc but this would be mitigated with improving road safety for all road users.

BACKGROUND PAPERS

None.

Appendix 1

Drawings of Proposed Measures

Drawing Nos. QR011_NOV_FS_GA_100 to _/103_REV0.

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JOB TITLE
NORTH OCKENDON VILLAGE
TRAFFIC CALMING

DRAWING TITLE
PROPOSED LAYOUT

SCALE (AT A4)
1:500

DATE
15.11.18

☒ DRAFT
☐ ISSUE

PURPOSE

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PROPOSAL

DRAWN BY
RP

CHECKED BY
TO

APPROVED BY
MLP

DRAWING No
QR011_NOV_FS_GA_100

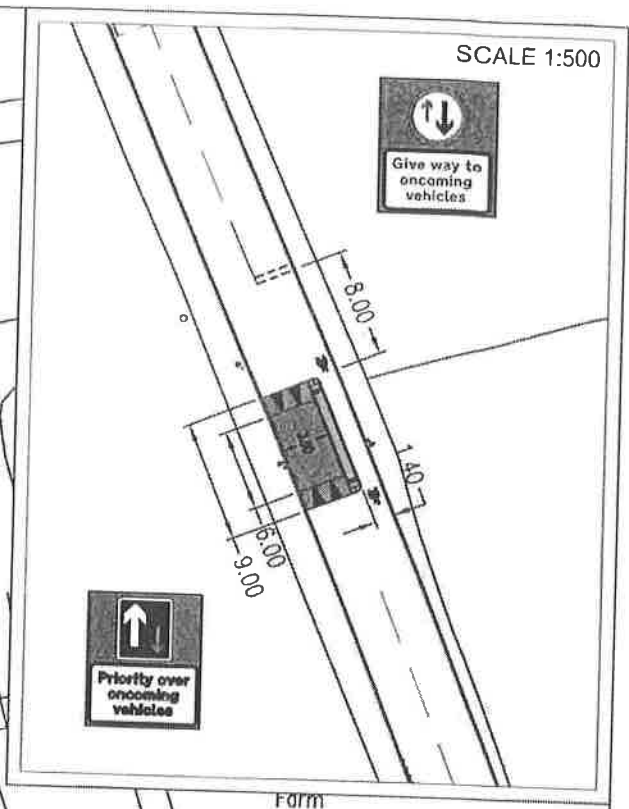
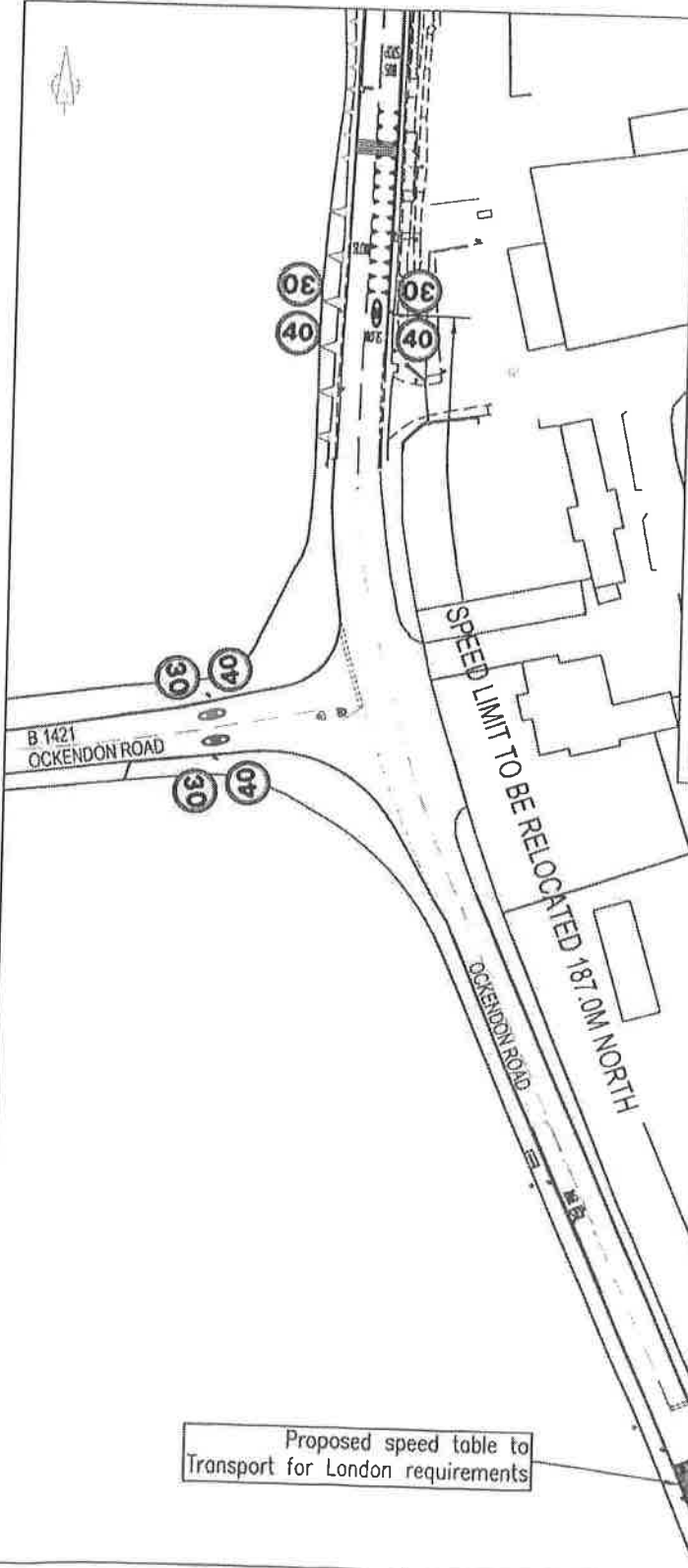
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REVISION AMENDMENT

DATE

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SCALE 1:500

SCALE 1:1000



JOB TITLE
NORTH OCKENDON VILLAGE
TRAFFIC CALMING

DRAWING TITLE
PROPOSED LAYOUT
DRAWING 1

SCALE (AT A4)
1:500

DATE
15.11.18

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PROPOSAL

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TO

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MLP

DRAWING No

QR011_NOV_FS_GA_101

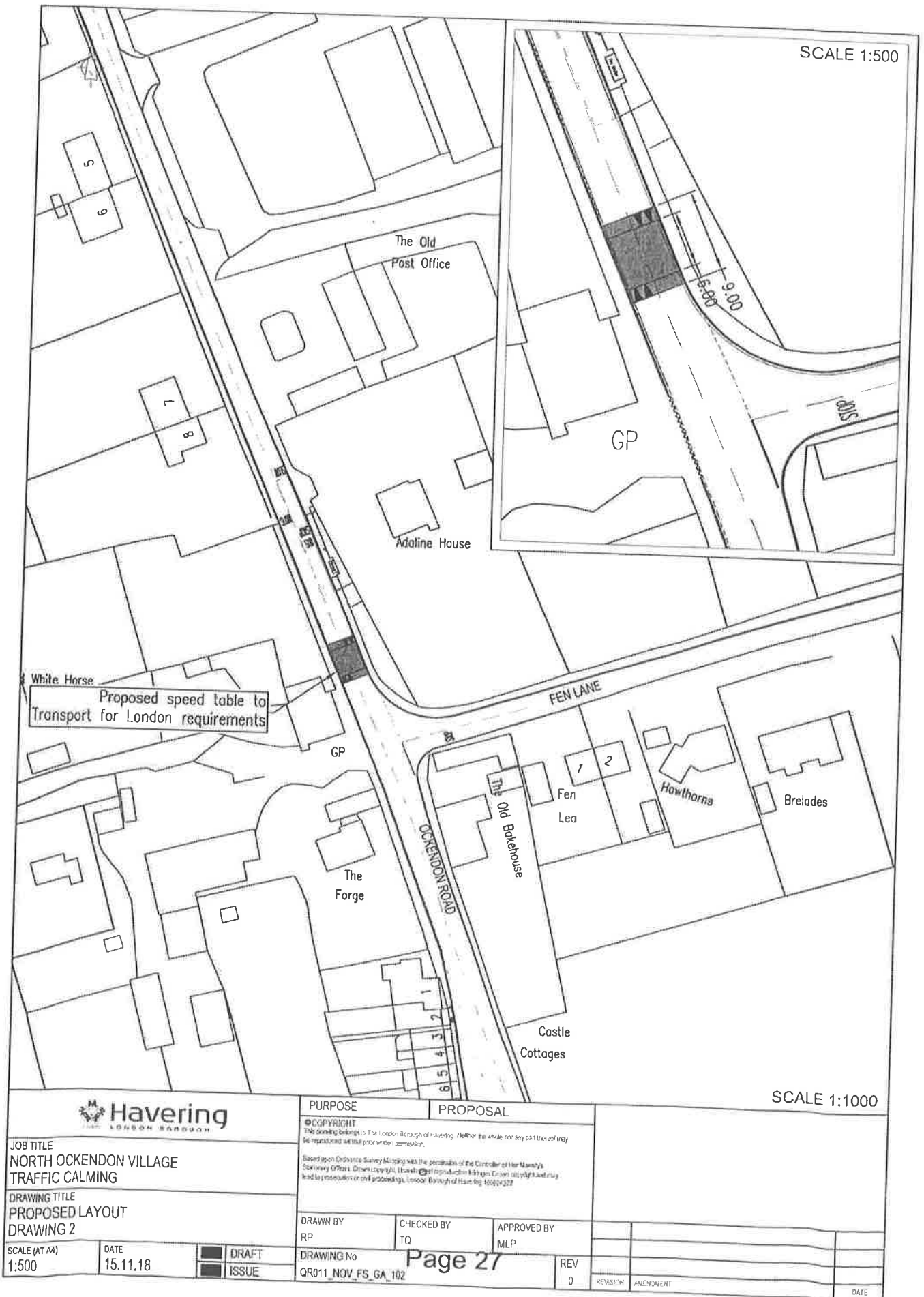
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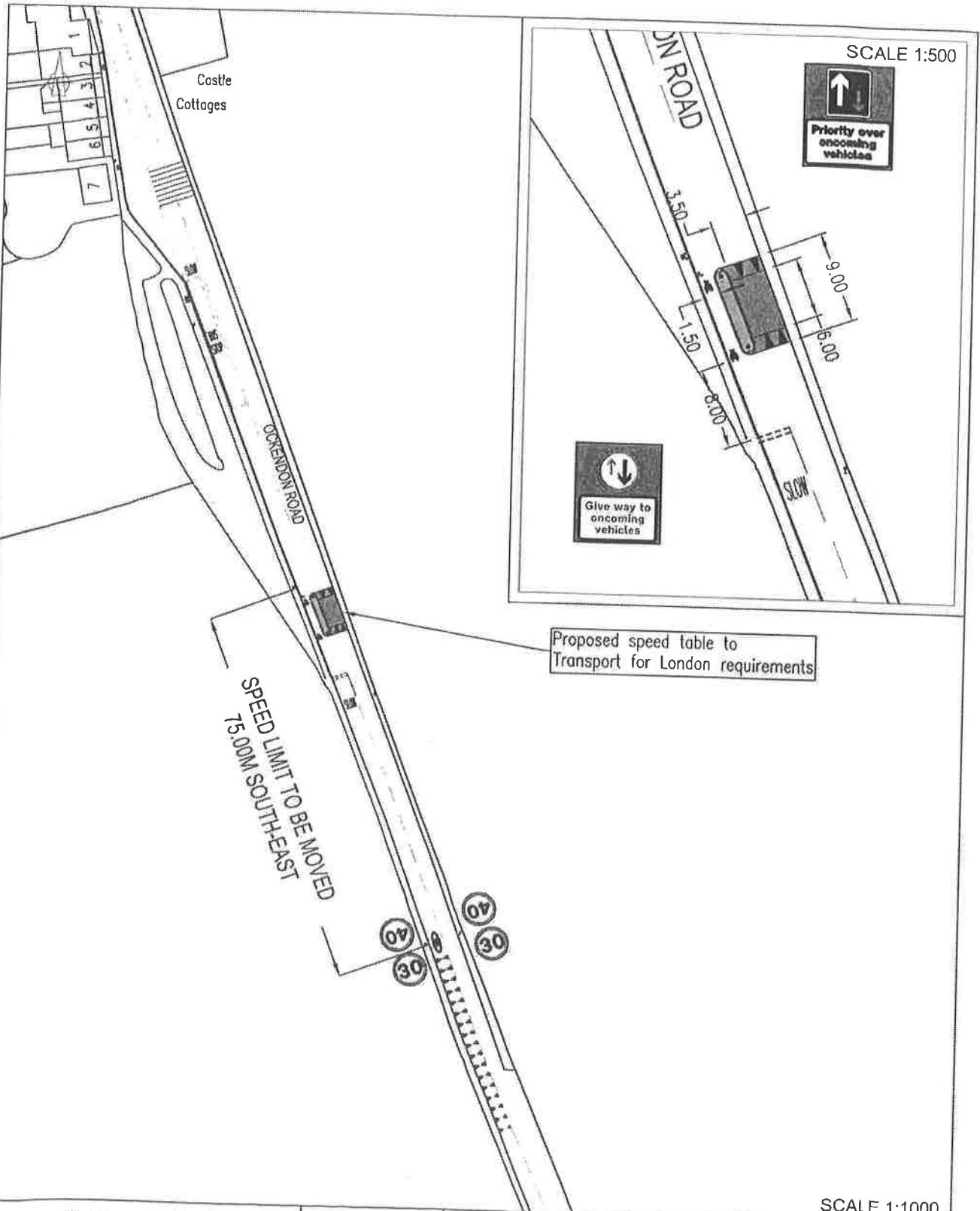
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SCALE 1:500

Proposed speed table to Transport for London requirements

SPEED LIMIT TO BE MOVED
75.00M SOUTHEAST

SCALE 1:1000

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JOB TITLE NORTH OCKENDON VILLAGE TRAFFIC CALMING		South East London Survey Mapping with the permission of the Controller of Her Majesty's Survey Office. Crown copyright. No part of this drawing may be reproduced without prior written permission.			
DRAWING TITLE PROPOSED LAYOUT DRAWING 3		DRAWN BY RP	CHECKED BY TQ	APPROVED BY MLP	
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Appendix 2

Summary of Public Consultation Responses

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Scheme Title: Ockendon Road, North Ockendon Traffic Calming Measures

Item	Respondent	Summary of response	Staff comments
1	Metropolitan Police (Traffic Unit)	Have no objections about proposals	Noted.
2	London Fire Brigade	<ul style="list-style-type: none"> i) Speed tables will impact on their attendance times. ii) Provide speed cameras which will help to maintain a steady flow of traffic iii) Priority pinch points will also affect their response time 'as seconds count' to save lives. 	<p>Speed tables have been excluded. See 3(iii) below.</p> <p>TfL install speed cameras if the site meets their criteria of 3 or more fatal accidents.</p> <p>The measures cannot be excluded otherwise it is difficult to slow the traffic</p>
3	Ward Councillors of Upminster	<ul style="list-style-type: none"> i) Support the extension of the 30 mph speed limits in Ockendon Road, north of Property No 1 & south side of Castle Cottages in Ockendon Road. ii) support priority pinch points at both locations proposed. iii) Do not support the raised speed tables proposed o/s White Horse pub & by Fen Lane/Ockendon Rd junction. 	<p>suggestion taken forward</p> <p>Measures have been excluded from the scheme</p>
4	Respondent 1	Speed humps will cause vibrations to his property. The priority pinch points should slow down the traffic	

Item	Respondent	Summary of Response	Staff comments
5	Respondent 2	<p>The scheme needs to be redesigned. There is tidal flow of heavy goods vehs one in mornings and one in evenings so traffic is self regulated by volume of traffic.</p> <p>Speed tables and road narrowing will have the same effect ie causing traffic to slow and then accelerate to fast speeds. Larger vehicles will have to slow down to allow other vehicles to pass safely. The Lower Thames Crossing will have a significant impact upon the area with the measures in place. Speed cameras would be more effective in slowing the traffic.</p>	
6	Respondent 3	<p>The respondent is pleased to see traffic calming measures have been proposed. Has suggested to restrict lorries as accidents have occurred by delivery lorries visiting the nursery 2 to 3 times per day during summer and 2 to 3 times per week during summer periods. He has further stated the heavy traffic passing through the village from Thurrock will experience problems by traffic calming measures particularly near the bend by White Post Farm.</p>	

Item	Respondent	Summary of comments	Staff comments
7	Respondent 4.	<p>The respondent has stated that any narrowing of the road will be disastrous. The roads in the area are very busy at peak periods and the tail back will be enormous caused by the proposed measures.</p> <p>The speed tables will slow down the traffic with some humps installed at the top end of Fen Lane by Ockendon Road would be helpful to slow down the traffic which will assist drivers emerging from their drive ways.</p>	
8	Respondent 5	<p>The respondent agrees traffic calming measures are needed for the village. Considerable amount traffic diverts to Ockendon village in the event of road accidents on the M25 and A127 As a result, the proposed measures will cause more congestion.</p>	
9	Respondent 6	<p>The respondent has strongly objected against the proposals. The road is running freely at the moment.</p> <p>In the event of traffic accidents on the M25 or A127 a lot of traffic diverts into the village. The traffic calming measures will have a significant impact on the traffic thus bring chaos in the area.</p>	

Note: Names of respondents particularly residents have been excluded for Data Protection Act

Summary of Responses	
No of letters delivered by post	40
No of responses received	9
% of responses received	23