

HIGHWAYS ADVISORY COMMITTEE

16 August 2011

Subject Heading:

ST EDWARDS WAY/ MAWNEY ROAD - PROPOSED CHANGES TO JUNCTION Outcome of public consultation

Mark Philpotts
Principal Engineer
01708 432501
mark.philpotts@havering.gov.uk

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

Clean, safe and green borough	[X]
Excellence in education and learning	[]
Opportunities for all through economic, social and cultural activity	[]
Value and enhance the life of every individual	[X]
High customer satisfaction and a stable council tax	[]

SUMMARY

This report presents the views of those responding to a public consultation relating to a speed table in Coldharbour Lane, Rainham.

The scheme is within **ROMFORD TOWN** and **BROOKLANDS** wards.

RECOMMENDATIONS

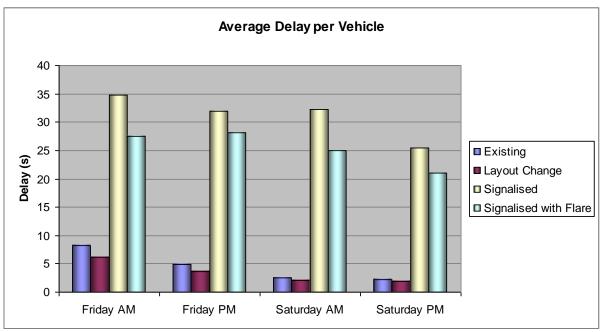
- That the Committee having considered the responses and information set out in this report recommends to the Cabinet Member for Community Empowerment that the changes to the junction of St. Edwards Way and Mawney Road be implemented as shown on Drawing QJ018-OF-201A, subject to;
 - Planning consent
 - Acquisition of land from Royal United Services Social Club (subject to Cabinet Member approval)
 - Confirmation of TfL LIP funding for 2012/13
 - Minor amendments to advisory cycle lane markings as suggested by the representative of CTC right to Ride Network
- 2. That it be noted that the estimated cost of implementing the scheme is £50,000 which can be met from the 2012/13 Transport for London Local Implementation Plan allocation for the Romford Ring Road.

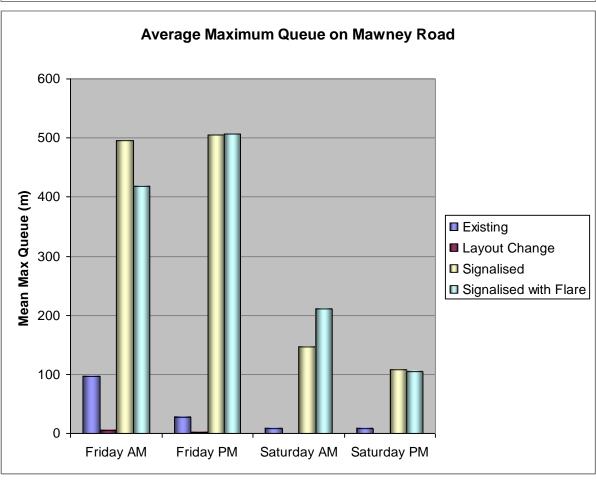
REPORT DETAIL

1.0 Background

- 1.1 At its meeting of 15th June 2010, the Committee noted and agreed a work programme which included the 2010/11 Transport for London Local Implementation Plan schemes list, established before its formation. The LIP included a scheme aimed at improving traffic flow and reducing congestion at the junction of A118 St Edward's Way and Mawney Road, itself established as a output from a previous investigation known as the "Romford Movement Study", which was a multi-mode study of how people move through the Ring Road and approach network.
- 1.2 Staff reviewed the outputs of the Romford Movement Study, collected physical and utility site information and developed design ideas for the scheme which ultimately generated a more detailed proposal as shown on Drawing QJ018-OF-201A.
- 1.3 The features of the proposal are as follows;

- The left-hand lane of St. Edwards Way (northbound) will lead directly into Mawney Road, indicated by advanced signage and a physical traffic island,
- Traffic leaving Mawney Road will proceed directly into the left hand-lane of St. Edwards Way (northbound) without the need to give way,
- The physical island will have provision for pedestrians (and cyclists) to allow crossing of the junction in 2 halves, compared to the small traffic island currently in place,
- Provision of shared footway/ cycle track facilities approaching and leaving the junction to allow cyclists who wish to cross the junction with pedestrians, rather than staying on the carriageway.
- 1.4 In order to create enough space to provide safe manoeuvring for heavy goods vehicles (especially joining St Edwards Way) and to accommodate the splitter island, the junction requires some widening, including the acquisition of some land from the Royal United Services Social Club (RUSSC).
- 1.5 The Council's Land & Property Service has been in early discussions with RUSSC and have confirmed that an agreement in principle has been reached with regard to purchasing the land required for the scheme. However, a decision to proceed would be subject to HAC recommendation, planning consent being granted, funding being in place and Cabinet Member approval for the purchase of land and implementation of the scheme.
- 1.6 The design was subjected to an independent Stage 1/2 Road Safety Audit, the outcome of which is summarised in Appendix I, together with a Designer's Response for each item raised.
- 1.7 In terms of predicted changes to traffic delay and queue lengths on Mawney Road (should the scheme be implemented), the following diagrams show a comparison with the current layout and the implications of signalisation, all at Friday and Saturday peak times (from the Romford Movement Study).





- 1.8 The indication is that there would be a modest reduction in average delay per vehicle and a significant reduction in the average maximum queue approaching the junction in the Friday AM peak and a moderate improvement in the Friday PM peak; with Saturdays attracting a small improvement. The figures for signalisation would dramatically increase delays and queues. The outputs suggested little impact on the North Street and London Road (Brewery) roundabouts. Friday was taken as the "worst case" weekday to model.
- 1.9 In the 36 month period to 30th September 2010, 7 injury collisions were recorded in the area of the junction, all of which were slight in severity;
 - A westbound car on Mawney Road near the junction of Olive Street collided with the rear of another car in the queue of traffic waiting at the St Edwards Way junction. It was dry and light at the time of the collision.
 - Two cars were involved in a rear end shunt collision on Mawney Road while approaching St Edwards Way. It was dry and light at the time.
 - Three cars on St Edwards Way heading northbound at the junction were involved in a rear end shunt collision. It was raining and the street lights were lit at the time of the collision.
 - A car driver waiting to turn left from St Edwards Way into Mawney Road was struck from behind by another car. It was daylight but the road surface was wet at the time.
 - A northbound car driver on St Edwards Way approaching the junction with Mawney Road braked sharply which caused a following car to collide into the rear of the first car. It was dry and daylight at the time of the collision.
 - A car waiting to turn from Mawney Road on to St Edwards Way was hit from the rear by another car resulting in two slight casualties. It was light and dry at the time.
 - A motorcyclist on St Edwards Way travelling north hit a pothole causing them to fall. It was dry and light at the time.
- 1.10 Approximately 150 letters were hand delivered to those potentially affected by the scheme (mainly the eastern end of Mawney Road) with an invitation for comments. The cycle track notices were advertised and placed on site on 20th June 2011. The emergency services, London Buses, other interest organisations and members of the Havering Cycle Liaison Group were contacted by letter with scheme information and a plan. Finally, ward

councillors for Romford Town and Brooklands were sent a set of consultation information. The closing date for comment was 22nd July 2011.

2.0 Outcome of Public Consultation

- 2.1 By the close of consultation, 7 responses were received from consultees and are set out in Appendix II.
- 4 respondents represented groups and organisations with specialist input. The respondents from the Police, London Buses and CTC Right to Ride Network set out issues whereby the scheme creates advantages and disadvantages, the Fire Brigade did not indicate any issues.
- 2.3 London Buses felt that the scheme would help R252 to leave Mawney Road, but also impact on 5 other routes which would have to move to the outside lane of St Edward's Way and back again to access the bus stop north of the junction.
- 2.4 The Police generally support the scheme, but have raised some concerns with cyclists moving between lane 1 and 2 to bypass the splitter island who choose to stay on the road the police's main concern; similar "weaving" concerns as raised by London Buses and with traffic generally; but the current layout has a level of weaving and so the proposed layout may not create a worse issue than present.
- 2.5 The London Fire Brigade observed that the layout is unlikely to cause any problems compared to the current and therefore have no objections.
- 2.6 The representative from the CTC Right to Ride Network set out, in detail, his expected impacts on different types of cyclist. For the cyclist moving from lane 1 to 2, he recommends a section of 2m advisory cycle lane past the splitter island. For those moving through the junction directly via the splitter island, he recommends slightly longer and 2m wide advisory cycle lanes.
- 2.7 He further observes that the current advisory cycle lanes are less than 2m wide and that the Ring Road would benefit from 2m advisory cycle lanes and traffic calming to encourage inexperienced cyclists. He feels that the need for such cyclists to pass through the junction using the splitter island would present an obstacle and discouragement.
- 2.8 Where the cycle path is proposed on the footway, he suggests that it be placed at a lower level than that of the footway, separated by a 45° chamfer kerb and be well away from the edge of the carriageway.
- 2.9 Finally, he suggests that the scheme should actually consist of traffic signals on either road to allow traffic to exit Mawney Road.

- 2.10 1 response was received by a councillor; Cllr Thompson asked if advanced signage would be provided in advance of the junction so that traffic might be placed in the correct lane.
- 2.11 2 responses were received from residents of Mawney Road. The first resident has no objection in principle, but feels that the balance of the scheme is to speed up traffic flow and not enough emphasis on pedestrian safety. He observes that the "sweep in" will allow vehicles to turn at higher speeds to the detriment of pedestrians, putting vulnerable groups at risk. He believes that the entry to the junction should include a raised table as used in the City of London and put 30mph signs well before the junction and/or a speed camera.
- 2.12 The second resident does not doubt that the scheme will reduce congestion on Mawney Road, but feels it would create congestion on St Edwards Way. She believes that the splitter island will cause issues for ambulances.
- 2.13 She further raises concerns that the scheme will make Mawney Road more attractive to vehicles which will lead to an increase in commuters, noise levels, pollution and speed with a reduction in the quality of life for residents and an impact on the security of children attending the primary school. She is of the view that the scheme means that Mawney Road is a main artery and that a scheme should have been put forward to reduce traffic.

3.0 Staff Comments

- 3.1 The Romford Movement Study was a multi-modal study which did include reviewing where there were potential improvements in traffic flow, the junction of St Edward's Way being such a location.
- 3.2 It is often the case when designing a highway improvement scheme that the needs of competing users have to be balanced. In developing the proposals, Staff have tried to meet the objective of improving traffic flow, whilst providing appropriate facilities for pedestrians and cyclists.
- 3.3 Pedestrians are currently faced with a very narrow pedestrian refuge, which does not afford much protection. The proposal incorporates a much larger area in which pedestrians can wait to cross the road in 2 parts. Pedestrians will be more certain when traffic in lane 1 of St Edwards Way approaching the junction will be turning into Mawney Road, so they can better judge gaps in traffic when they appear.
- 3.4 Staff have designed the layout to be compatible with large vehicles, but not so generous as to promote high speeds. The suggestion for a speed table in the entry to the junction is not considered feasible at this location as unless larger vehicles and motorcyclists meet such a feature square, excessive body roll and/or potential loss of control is a risk.

- 3.5 In terms of impacts on cyclists, those wishing to remain in the carriageway will have more difficulty in travelling north on St Edward's Way then currently, but the scheme allows for alternatives. In terms of the suggestion of creating wider and longer advisory cycle lanes at the junction and past the splitter island, Staff are able to incorporate the ideas into a more detailed design should the scheme be recommended for implementation.
- 3.6 It would not be possible to provide segregated (in terms of line and level) cyclist/ pedestrian routes on the footway because the amount of extra land which would need to be acquired, the utilities needing diversion and hence the cost involved. Staff are of the view that subject to the careful positioning of street furniture as highlighted by the Road Safety Audit, the best compromise is available given the constraints. Staff are of the view that traffic signals would severely increase local congestion.
- 3.7 Although the scheme would change local traffic patterns, it has the potential to allow traffic to turn smoothly in and out of Mawney Road. Notwithstanding the concerns raised by a resident about traffic migration, the fact that Mawney Road is connected to the A12 and also serves Collier Row and beyond, the route remains attractive to motorists. In busy times, substantial queues can form in Mawney Road and there is some evidence of shunt-type collisions in both Mawney Road and St Edward's Way which may be a symptom of current behaviour.
- 3.8 Staff have observed motorists hesitating to leave Mawney Road as many drivers do not indicate their intention to turn left (which would help those leaving Mawney Road take a gap). The proposed layout would reduce driver hesitation.
- 3.9 London Buses have raised concerns about the impacts on several of their routes which will need to leave the lay-by (on St Edward's Way) to the south of the junction, move into lane 2 and then return into lane 1 and then the lay-by to the north of the junction. This has been echoed by the police.
- 3.10 Staff are of the view that as there are other locations on the Ring Road where buses have to make similar manoeuvres, such a change would not be unfamiliar to bus drivers, but would accept it might make the task more difficult or require bus drivers to wait longer for a suitable gap.
- 3.11 The Committee will need to carefully consider the competing issues and demands of different user groups in dealing with this scheme. It is the view of Staff that although there are issues, some can be mitigated with adjustments to the scheme at a detailed design phase and can be reviewed by a Stage 3 Road Safety Audit. Overall, Staff are therefore of the view that the proposals represent a net improvement to the operation of the junction.

IMPLICATIONS AND RISKS

Financial implications and risks:

The estimated cost of implementing the scheme is £50,000 which can be met from the 2012/13 Transport for London Local Implementation Plan allocation for the Romford Ring Road.

Legal implications and risks:

The acquisition of land for highway improvements requires formal notice that the area is to be dedicated as public highway.

Human Resources implications and risks:

None.

Equalities implications and risks:

This scheme seeks to balance the needs of drivers, cyclists and pedestrians in reducing a local traffic congestion issue.

BACKGROUND PAPERS

Project File: QJ 018 – St Edward's Way/ Mawney Road Junction

APPENDIX I STAGE 1/2 ROAD SAFETY AUDIT SUMMARY AND DESIGNER'S REPSONSE

1. PROBLEM

Location: St Edwards Way Summary: Side swipe collisions

The removal of the priority junction at Mawney Road to provide free flow of traffic to and from Mawney Road and St Edwards Way effectively removes the northbound nearside lane of St Edwards Way for through traffic travelling from the Brewery roundabout south of Mawney Road.

Additionally, there is a lay-by bus stop south of the Mawney Road junction which serves numerous routes along both Mawney Road and St Edwards Way. There is concern that the proposed layout may increase the number of lane changing and merging manoeuvres increasing the risk for more vulnerable road users such as motorcyclists and pedal cyclists, particularly in times of congestion.

Additionally there may be an impact on buses exiting the lay-by increasing the risk of side swipe type collisions and sudden braking causing injury to bus passengers.

RECOMMENDATION

Ensure there is sufficient clear and advance warning to drivers to ensure the correct traffic lane is chosen to avoid late lane changing manoeuvres.

DESIGNER'S RESPONSE

Lane discipline/ destination signage will be provided well in advance of the junction.

2. PROBLEM

Location: St Edwards Way Summary: Side swipe collisions

The removal of the priority arrangement at the junction of Mawney Road and St Edwards Way effectively removes the northbound nearside lane of St Edwards Way between Mawney Road and the Brewery roundabout to the south for queuing of northbound traffic.

There is concern that at times of congestion a queue may extend back along St Edwards Way from Mawney Road into the Brewery roundabout which may lead to more vulnerable road users being put at risk while negotiating the roundabout.

RECOMMENDATION

Ensure the proposal does not affect the Brewery roundabout from operating in a safe manner.

DESIGNER'S RESPONSE

The traffic modelling does not indicate that queues would impact on the Brewery Roundabout.

3. PROBLEM

Location: Mawney Road within proposed southern segregated cycle lane

Summary: Cyclist and street furniture conflicts

A large wide based CCTV post is situated in the footway on the southern footway of Mawney Road close to St Edwards Way. It is unclear if this post is to be relocated. There is concern that if the CCTV camera is to remain in its current position it may render the proposed segregated cycle lane impassable forcing cyclist into the footway or carriageway which may lead to conflicts.

RECOMMENDATION

Ensure cyclists are guided past any street furniture.

DESIGNER'S RESPONSE

The position of street furniture will be reviewed at detailed design stage.

4. PROBLEM

Location: Proposed exit lane of Mawney Road to St Edwards Way

Summary: Side Swipe Collisions

It was observed that some traffic, particularly larger vehicles, overhang into the offside traffic lane when turning left onto St Edwards Way. The removal of the priority arrangement at Mawney Road and St Edwards Way results in left turning traffic travelling freely onto St Edwards Way. Where previously traffic was forced to stop and observe approaching traffic, there is concern that traffic may not take such caution with a free flow arrangement, resulting in increased speeds and side swipe type accidents.

RECOMMENDATION

Review the layout of the proposed refuge island to ensure vehicles are able to turn within the proposed layout without over sailing adjacent traffic lanes or conflicting with infrastructure or street furniture.

DESIGNER'S RESPONSE

The layout has been reviewed and subject to a swept path analysis of articulated vehicles leaving Mawney Road and entering St Edwards Way and the vehicles remain within their own lane. Advance signage will be provided to ensure drivers are familiar with the new road layout.

5. PROBLEM

Location: St Edwards Way

Summary: Infrastructure conflicts

A splitter island is proposed to be located within the current nearside lane of St Edwards Way to prevent traffic proceeding north and guide left turning free flow of traffic from St Edwards Way into Mawney Road. Road markings are proposed on the approaches to guide drivers past the island, however there is concern that the proposed alignment for northbound traffic on St Edwards Way may not be sufficient to adequately guide traffic, particularly larger vehicles, away from the island leading to risk of conflict with the island.

RECOMMENDATION

Review the proposed road markings to ensure drivers are aligned in good time on the approach to be guided past the refuge island.

DESIGNER'S RESPONSE

The splitter road markings will be reviewed for length and conspicuity and the signage on the splitter island will be reviewed for conspicuity.

6. PROBLEM

Location: St Edwards Way

Summary: Cyclists rejoining St Edwards Way from segregated cycle lane

The proposal shows cyclists rejoining the carriageway from the segregated cycle lane just north of the Mawney Road junction. Vehicles undertaking lane changing and merging manoeuvres, including buses, on the approach to the North Street roundabout and the bus lay-by to the north of Mawney Road may come into conflict with cyclists.

RECOMMENDATION

Review the proposed location for rejoining cyclists, taking into consideration the subway entrance ramp to the north of Mawney Road junction.

DESIGNER'S RESPONSE

Location for rejoining cyclists will be revised at detailed design stage.

APPENDIX II CONSULTATION RESPONSES

Respondent	Comments
Alan Ford	This has some advantages and disadvantages to buses.
London Buses	
Operations	On the one hand it will improve the route 252 on leaving
	Mawney Road as it can leave unimpeded and access the bus stop 'C' easily.
	On the other hand the routes 86, 128, 165, 193 and 496 will leave the bus stop 'A' and have to make their way directly into the offside lane and then come back nearside after Mawney Road to access the bus stop 'C'.
	My concern with this manoeuvre is only because some traffic joining St Edwards Way on leaving the London Road roundabout, does so at a speed higher than the speed limit.
	I feel that this scheme could have an impact on our bus manoeuvres from bus stop 'A' and accessing bus stop 'C' being done safely.
PC Graham Harris	We generally support this proposal as we feel there will be a
Metropolitan Police	major benefit for Mawney Road.
Traffic Unit	We have the following observations:-
	Cycle provision through the junction relies on users coming off the road, passing the
	mouth of Mawney Road and rejoining the carriageway north of the junction. Those
	who do not do this may be at risk while cycling in lane 2 past the junction.
	Buses which serve the stop south of Mawney Road have to move to lane 2 to pass the junction with Mawney Road. There will be a risk of collisions through weaving actions at this point.
	There may be an increase of lane switching north of the junction of Mawney Road which may increase a risk of collisions.
	Having pointed out the above concerns I believe the most relevant would be the risk to cyclists.
	There is an element of lane switching along St Edwards Way which has always taken place so our second two points relating to this issue may not be any worse if this proposal was to be built.
	However, we do feel it right to record these concerns.

Paul Lewis London Fire Brigade	From the LFB's perspective I can't see it causing us any more problems than you would usually get at this junction, therefore, I have no objections to this scheme.
Cllr Fred Thompson Romford Town	Will there be any advance lane signage either by a sign with two arrows with the leftmost showing a left turn and a T-Bar top to show the lane end or "LEFT LANE EXIT LEFT ONLY" as more vehicles will have to merge to the right and may do it too late for safety?
	This will be less important for drivers as they get used to it but out-of-towners may not see the island until too late and so will need the help.
Mr Stilgoe 59 Mawney Road	I live at No. 59 Mawney Road and in principle have no objection to improving the junction of Mawney Road with St. Edwards Way. However I believe the balance of the scheme is too focused on speeding up traffic flow and not enough emphasise on pedestrian safety.
	You will be aware traffic presently speeds along St.Edwards Way and the sharp left hand turn slows traffic entering Mawney Road allowing pedestrians to cross at the junction in relative safety.
	I know as I have lived in Mawney Road for 30 years and use the crossing on a daily basis.
	The 'sweep in' proposed will simply allow vehicles to navigate the left turn at greater speeds putting pedestrians, particularly the elderly, disabled and young at greater risk. If this scheme is to go ahead I believe you should at least adopt the following traffic calming measures:
	Make the junction a raised table, similar to many successfully employed in the City of London
	2. Put clear 30 MPH speeding restriction signs well before the junction and/or include a speed camera

Ms Carbonneau Resident of Mawney Road

I am a resident of Mawney Rd facing the primary school.

I have received by mail your proposal for the layout change for the junction defined above.

I have no reason to doubt that the changes proposed will ease congestion on Mawney Rd although they will likely create congestion on St Edwards Way.

I believe that the island might cause issues to ambulances on St Edwards Way (many of them transiting from Queen's Hospital).

My main concern is about what this reduction of congestion will mean for Mawney Rd.

- Reducing congestion will likely entice an increasing number of commuters to use Mawney Rd to either leave or enter St-Edwards way.
- Increase in the vehicles' number will result in an increase in the noise level (already barely acceptable), pollution and speed.
- Reduction in the resident's quality of life.
- Security of the children attending the primary school located on that street will be threatened.

Is Mawney Rd now considered as a main artery? This layout change makes me think so.

Why isn't the traffic using North Street instead (an 'A' road)?

There is no exit on the stretch of road on St Edwards Way between Mawney Rd and St Edwards Way roundabout (where North Street joins) so a vehicle using North St is not missing anything.

I would have preferred and supported a solution that would have reduced the number of vehicles using Mawney Rd improving residents/students quality of life and making the layout change unnecessary.

David Garfield Local Representative CTC Right to Ride Network

Thank you for your notice of the proposals for this junction. Apart from the vague description 'to reduce traffic congestion' it is not entirely clear what is the purpose of the proposed changes.

- 1) For the purposes of this exercise, Cycle-users can be loosely divided into three categories:
- a) Experienced Riders, most probably on lightweight sportingtype Bicycles, who are completely confident in traffic and can keep up with urban traffic speeds for much of the time.
- b) Experienced Riders who are slower, but who are confident and are not normally intimidated by traffic. [I include myself in this category.]
- c) Inexperienced Riders, who are nervous of traffic and cannot generally keep up with traffic speeds.
- 2) Considering the instance of Riders proceeding along St Edward's Way approaching Mawney Road:

In the case of a) I would expect a Rider approaching the proposed junction with Mawney Road to simply move into the right-hand lane and pass the proposed refuge island with motor traffic, then move back into the left-hand running lane, signalling as appropriate.

For this reason, I would recommend a two-metre advisory Cycle Lane to extend along the edge of the proposed island.

3) For b) I would expect a Rider to follow the example of a) in quiet traffic or, at busier times, to follow the carriageway partly into Mawney Road then, with appropriate signalling, move to the right of the carriageway and cross the central island by the tactile paving and rejoin the carriageway to continue his or her journey.

For this reason, I would recommend a continuation of the existing advisory Cycle Lane a little further toward the left turn, so that Motor Drivers would not necessarily expect the Rider to automatically leave the carriageway at the proposed drop kerb.

- 4) It should be noted that the existing advisory Lanes are below the specified norm of two metres width.
- 5) With c) it is unlikely that they would be on the Ring Road during busy periods, although we would like to see this change

by the introduction of two-metre width advisory Cycle Lanes around its entirety, along with other traffic-calming measures.

Your proposal would mean that they would have to cross two carriageways to continue their trip, and I fear that this would present an obstacle and discouragement to using the route.

- 6) If a Cycle-path is to be located on the footway, it should be set at a lower level than the adjoining footway and separated by 45° chamfered kerbs so as to improve demarcation and discourage encroachment by Pedestrians. It should be located well away from the kerb-edge with the carriageway.
- 7) For Cycle-users, and probably other Road-users, I suggest that a more suitable and efficient solution for this junction would be to install Traffic Lights especially if they could have some form of Vehicle-activated control, or only come into effect during peak hours.

The Signals could be installed across both carriageways of Mawney Road or, as the problems appear to arise only from Vehicles entering St Edward's Way from Mawney Road, across only that carriageway.

To help obviate back up of traffic on the approach to Mawney Road, lane discipline arrows could be added on the approach.