



HIGHWAYS ADVISORY COMMITTEE

9 June 2015

Subject Heading:

**PROPOSED TOUCAN CROSSING
AND ASSOCIATED WORKS
Waterloo Road
Outcome of public consultation**

CMT Lead:

Andrew Blake-Herbert

Report Author and contact details:

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

Policy context:

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

Financial summary:

**The estimated cost of £150,000 for
implementation will be met by the S106
Contribution for Highway Works linked
to P1638.09.**

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

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

SUMMARY

This report sets out the responses to a consultation for the provision of a Toucan crossing on Waterloo Road, approximately 52 metres north of Union Road, together with associated works and seeks a recommendation that the proposals be implemented.

The scheme is within **Brooklands** and **Romford Town** wards.

RECOMMENDATIONS

1. That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment that the Toucan crossing on Waterloo Road, approximately 52 metres North of Union Road, together with associated works as set out in this report and shown on the following drawing (contained within Appendix I) is implemented;
 - QM064/100/PC/0
2. That it be noted that land outside of the Council's control is required in order for the scheme to be constructed and that land will need to be acquired by the Council for highway purposes or similarly dedicated by the respective owners.
3. That it be noted that the estimated cost of £150,000 for implementation will be met by the S106 Contribution for Highway Works linked to P1638.09.

REPORT DETAIL

1.0 Background

- 1.1 There is a substantial amount of development work in the area to the south-west of the Romford Ring Road and more specifically, residential development in the area to the south of the Shenfield to Liverpool Street railway and west of Waterloo Road.
- 1.2 Current walking and cycling routes between the development areas and Romford Town Centre are constrained by the railway and Waterloo Road (which forms part of the Romford Ring Road). Crossing Waterloo Road is a

significant barrier for people wishing to access the Town Centre from this area and the Council regularly receives complaints about people walking in the carriageway of Waterloo Road to access Exchange Street or from residents in the new dwellings concerned about poor pedestrian access to the Town Centre. Drawing QL040/06/101 shows current land use and development sites in the area.

1.3 The current network of pedestrian routes generally follow the road network, with the following pedestrian crossings and other key infrastructure;

- A 3-arm subway at the Waterloo Road/ Oldchurch Road roundabout which connects the eastern and western sides of Waterloo Road,
- A staggered-pelican crossing at Rom Valley Way, 75m south of the Waterloo Road/ Oldchurch Road roundabout,
- A pedestrian stages across Oldchurch Road and Oldchurch Rise (the junction being signalised),
- A pedestrian tunnel (public highway) on the eastern side of Waterloo Road through the railway embankment, connecting with Exchange Street,
- A staggered toucan crossing at Waterloo Road, just north of the junction with Exchange Street,
- A pedestrian tunnel through the railway embankment between Nursery Walk and Cotleigh Road which is privately owned by Network Rail,
- Segregated cycle track/ footway on western side of Waterloo Road between Oldchurch Road and Union Road.

1.4 Drawing QL040/06/102 shows the current available pedestrian routes. With locations such as Union Road, access to the town centre by foot requires travel away from the desire line to cross Waterloo Road using the subway at the Waterloo Road/ Oldchurch Road subway and then north on the eastern side of Waterloo Road. This is a total distance of 350m if measured from the junction of Union Road and Waterloo Road, equating to a 4.5 minute walk (longer for people who may have reduced mobility).

1.5 This may be compared with the route distance if there were to be a crossing over Waterloo Road to connect Union Road to Romford Station via Exchange Street and The Battis. This route is 510m long and would take 6.5 minutes to walk. In other words, a crossing at Waterloo Road would reduce the current walk from Union Road to Romford Station from 11 minutes to 6.5 minutes. Drawing QL040/06/103 shows the potential catchment of 800 metres (10 minute walk) around Romford Station which a crossing would provide.

1.6 Under the S106 Agreement (Town & County Planning Act 1990) for part of the redevelopment of the former Oldchurch Hospital Site granted consent under P1638.09, a "Highways Contribution" sum of £200,000 was provided for a surface level crossing of Waterloo Road, recognising that pedestrian access to Romford Town Centre required improvement.

- 1.7 Staff have undertaken a feasibility study to provide a surface level signalised crossing on Waterloo Road between Union Road and the railway as this would be on the direct desire line for the Town Centre. Because of the segregated cycle track/ footway on the western side of Waterloo Road (from Oldchurch Road to Union Road), Staff have considered extending this provision and included it in the feasibility.
- 1.8 The footway on the eastern side of Waterloo Road is generally 2.2 metres in width, although this is reduced by 0.5 metres because of pedestrian guardrail between the railway and 103 Waterloo Road and so is unsuitable for use by people riding bicycles sharing with those walking. The area of footway immediately in front of the Havering Islamic Cultural Centre (91 Waterloo Road) is 3.8 metres (less 0.5 m because of pedestrian guardrail) and therefore gives the only reasonable place for the crossing if it is to be used by people riding bicycles.
- 1.9 Drawing QM064/100/PC/0 shows a general arrangement. The existing segregated cycle track/ footway would be extended north of Union Road by approximately 52 metres, including crossing Union Road on a speed table (type of road hump) placed around 10 metres back from its junction with Waterloo Road. There is an option for a footway link to connect the crossing to the newly constructed Crossrail Rail Operations Centre (ROC) which is to the west of Waterloo Road and south of the railway. A 4 metre wide, single stage, Toucan crossing would be placed over Waterloo Road which would have a similar layout to the one immediately north of the railway at the junction with Exchange Street. A Toucan crossing is available for use by both people walking and riding bicycles.
- 1.10 The method of control for the crossing would include vehicle detection on Waterloo Road and a link to the signals controlling the junction of Waterloo Road and Exchange Street to ensure coordination. The final arrangement is subject to detailed design as the work needs to have regard to changes to the Brewery bus station area which received planning consent under P1120.14. It is likely that all of the traffic signals in the area will be placed on the Transport for London SCOOT (Split Cycle Offset Optimisation Technique) system which allows signal coordination at both a local and regional level.
- 1.11 On the western side of Waterloo Road, the scheme would require the acquisition of land from the Barking, Havering & Redbridge University Hospitals NHS Trust (which operates Queen's Hospital) and Network Rail. The Trust supports the scheme, although Network Rail has proved difficult to engage with and discussions remain on-going. In the event that the Council fails to reach agreement with Network Rail, the crossing width would be reduced slightly and the potential access to the ROC would not be provided.
- 1.12 The footway on the eastern side of Waterloo Road from the Cultural Centre to Exchange Street (via the tunnel) would become a shared-use cycle track/

footway and connect with the existing shared-use cycle track/ footway which runs along the southern side of Exchange Street.

- 1.13 Waterloo Road carries around 31,000 vehicles per day during the week (both directions added) and 28,000 vehicles per day at weekends (over 24 hours). Peak use is around 2,000 vehicles per hour (both directions added). The weekday peak times tend to be in the morning and afternoon “rush hours”. The weekend peak tends to be early afternoon. The 85th percentile traffic speed (the speed at which 85% of vehicles are travelling at or below) along Waterloo Road is 37mph northbound and 36mph southbound. The average speed is 30mph in both directions and this demonstrates a high level of non-compliance with the 30mph speed limit. The design of the crossing would include speed detection in advance of the crossing location.
- 1.14 Staff have reviewed casualties along Waterloo Road. In the 4 years to December 2014 and between the Oldchurch Road Roundabout and the railway, 5 slight injuries were recorded. 1 casualty was a child hit by a car when crossing Waterloo Road. 2 involved loss of control by distracted drivers and 2 were vehicle shunt type collisions.
- 1.15 In taking the proposals forward to consultation, approximately 1,300 letters were sent to residents in the local area on 27th March 2015 with a closing date of 10th May 2015.
- 1.16 In addition, ward councillors, HAC members and standard consultees (London Buses, emergency services, interest groups etc) were sent a set of the consultation information.
- 1.17 Notices were also advertised and placed on site for the Toucan crossing and road hump aspect of the proposals.

2.0 Outcome of Public Consultation

- 2.1 By the close of consultation, 20 responses were received as set out in Appendix I to this report.
- 2.2 The Metropolitan Police (Roads & Transport Policing Command) support the scheme, but raised a concern that the pedestrian guardrail from the railway to the crossing point should be retained to prevent people walking or cycling overshooting in the carriageway as they leave the tunnel.
- 2.3 Havering Cyclists, the local branch of the London Cycling Campaign supported the scheme, but requested a dropped kerb to access the existing cycle track from Crow Lane and route signage.
- 2.4 Cllr Thompson considered that residents on the new estate would appreciate the scheme and asked that the signals be linked with the Exchange Street junction.

2.5 The Barking, Havering & Redbridge University Hospital Trust supports the scheme.

2.6 13 people responded in favour of the scheme with a summary of comments as follows;

- Residents living in the new housing to the west of Waterloo Road have an inconvenient journey when walking from their homes to the Town Centre and station,
- Healthcare workers on shifts feel vulnerable when working late or out of hours and have to use the Oldchurch Roundabout subways,
- The crossing will assist older people,
- The Oldchurch Roundabout subways are often dirty, smelly and don't feel safe at night,
- Concern about people jumping over the guardrail on Waterloo Road,
- The crossing signals should be coordinated with those at the Exchange Street junction,
- CCTV is required in the existing tunnel,

2.7 3 people responded negatively to the scheme with a summary of comments as follows;

- Questioned why the scheme is being proposed now, rather than when the hospital used to occupy the site and if the Oldchurch Roundabout subway was sufficient then, why not now,
- Concern about drivers' ability to see another set of traffic signals close to those at Exchange Street,
- Interruption to motor traffic/ creation of congestion,
- Concern that crossing will be well-used and therefore impact motor traffic and ambulances,
- Consideration that existing facilities at the Oldchurch Roundabout are sufficient,
- That another tunnel or a footbridge should be provided,
- An opinion that people riding bicycles should be on the carriageway.

3.0 Staff Comments

3.1 A second tunnel connecting with the Exchange Street crossing is feasible, but is a scheme which would require a multi-million Pound budget and an extremely long lead-in period because of the rare opportunities to work within a railway environment. A footbridge is not feasible because substantial land would be required in order to provide accessible ramps, plus the walking distance created by such ramps would be extensive.

3.2 When designing facilities for people moving under their own effort (especially those walking), accommodating their desire line is the key principle around which facilities should be designed. When the Ring Road

and the Oldchurch Road subways were constructed, it may have been the opinion at the time that they were sufficient and appropriate, but this is not the case now.

- 3.3 The proposed crossing will need to be coordinated with the traffic signals at Exchange Street and indeed the bus station development at the Brewery. As indicated above, this is likely to be the SCOOT system which is being rolled out across London. There will be localised impact on traffic flow as there would be with any other signal installation. The Council has general duty to expedite traffic flow (Traffic Management Act 2004) and that includes those walking and cycling.
- 3.4 The traffic signals will be fully visible to those driving and part of the design process will include an independent Road Safety Audit which can give further assurance that the layout will be safe.
- 3.5 Given the space available and site constraints, Staff consider it essential that people riding bicycles are catered for in the proposals. Waterloo Road does not provide suitable conditions for cycling by all.
- 3.6 With regard to the police's point about the guardrail, this would be maintained. In response to Havering Cyclists, staff believe the dropped kerb required is on Oldchurch Road and could be provided and Staff expect that a local system of directional signage would be provided to assist those walking and riding bicycles in the locale.
- 3.7 Staff strongly recommend that the scheme be implemented.

IMPLICATIONS AND RISKS

Financial implications and risks:

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

That it be noted that the estimated cost of £150,000 for implementation will be met by the S106 Contribution for Highway Works linked to P1638.09. The costs shown are an estimate of the full costs of the scheme, should the 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 Streetcare and there is no expectation that the works cannot be contained within the cost estimate. There is an element of contingency

built into the financial estimate. In the unlikely event of an overspend, the balance would need to be contained within the overall Streetcare Capital budget.

Legal implications and risks:

Controlled crossings and road humps (including speed tables) require advertisement and consultation before a decision can be made on their implementation.

The Council may convert existing footways into cycle tracks, by technically “removing” the footway under Section 66(4) of the Highways Act 1980 as amended and “constructing” the cycle track under Section 65(1) of the Highways Act 1980 as amended.

The Council may create new cycle tracks using its powers under Section 65(1) of the Highways Act 1980 as amended.

Human Resources implications and risks:

None.

Equalities Implications and Risks:

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

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

Shared pedestrian and cycle facilities (cycle tracks and Toucan crossings) are not always seen by some people as desirable, but given the highway and land space available it is appropriate to allow people to ride bicycles on off-carriageway sections of the highway to more safely access Romford Town Centre.

BACKGROUND PAPERS

Project file: QM064 Waterloo Road by Union Road Crossing

APPENDIX I
CONSULTATION RESPONSES
SCHEME DRAWINGS

Highways Advisory Committee, 9th June 2015

Respondent	Response and Staff Comments (where required)
PC Martin Young Metropolitan Police Roads & Transport Policing Command	Police broadly support the proposals but have one concern, that is Police would like to see the pedestrian guard rail retained from the east side of the road from the subway exit to the crossing along Waterloo Road. This is because a driver heading south from under the railway bridge would not be able to see and avoid any pedestrian or cyclist that could fall or swerve into the road from the footway at the subway exit. It is not clear from the plan if the guard rail is to be retained.
Havering Cyclists (Local branch of London Cycling Campaign)	Absolutely Great. I think though we may also need cycling signage on the footpath as I don't think it has any at the moment. Also a drop kerb to get onto the pavement from Crows Lane.
Cllr Thompson	I think it will be much appreciated by residents on the new estate. Can the toucan crossing be linked to the Exchange Street Junction to operate sympathetically with traffic flow?
Bernard McGonnell BHR NHS Trust	The Trust supports the crossing as part of the Planning obligations resulting from the development of the old Oldchurch Hospital site.
Resident 10 Coope Court Union Road	I am a resident of Flat 10 Coope Court, Union Road, and write with regards to the proposed toucan crossing and shared use footpath. I believe this is an excellent idea. Currently it is highly inconvenient, and potentially dangerous, to reach The Brewery/the rail station on foot, pedestrians in the area currently have to either make a huge detour to the roundabout before walking back the opposite direction to The Brewery, or walk along the side of the road underneath the bridge, where there is little space. The shared footpath and toucan crossing would effectively mitigate for this.
Resident 19 Vestry Court	Good morning, I do really agree with this access improvement, it becomes very far for all the residents of Oldchurch Hospital Site, to get to the way to the subway. This access improvement, its a very great idea.

Resident 22 Pulse Court Maxwell Road	We definitely vote yes to this proposal. As we saw people jump across the road everyday. It is extremely dangerous. We always wish the council would do something to change this situation. And we are happy to experience this road work and would be supportive about it. Looking forward to the new crossing.
Resident 31 Connolly Court Union Road	Excellent idea. Well overdue.
Resident 47 Pulse Court	<p>I am absolutely thrilled and relieved that this has been put forward to the Havering Highway. Personally, I believe this will be a great addition to the road; it will improve road safety and benefit local residents and those who work at Queen's Hospital.</p> <p>I work at Queen's Hospital as a full time ward based Senior Physiotherapist. During my employment, I have been aware of events and issues that could have been resolved if the toucan crossing had been in place. Many healthcare workers, including myself, finish work late in the evening or are called into the hospital for emergency situations at all hours. I personally feel vulnerable and fearful when I have to cross the road via the subway and as a result, on a few occasions, I have avoided its use by jumping over the middle barrier in the road. Many healthcare workers have expressed that they avoid the subway due to previous bad experiences or for safety concerns.</p> <p>A toucan crossing visible to the public would ensure the safety of these workers who have no choice but to cross using the subway and reduce the risk of potential crime. Additionally, on a day to day basis, I see people jumping over the central barrier and witness the risk they put on towards themselves and others. During the daytime, the traffic is non stop and this increases the risk of injuries/fatalities for those avoiding the subway. I have known of one fatal accident with a pedestrian to have occurred on this road since I moved to my address.</p> <p>The addition of a toucan crossing would improve safety for those crossing the road and drivers. On a personal note, I am restricted in relation to crossing the road as I have to go back on myself towards the subway. If I were to go to Sainsburys (The Brewery), I would have to walk past my flat, adding an additional five minutes onto my journey, in order to cross the road safely; many people do jump over the central barrier with shopping bags into heavy moving traffic. This is an inconvenience that would be resolved with</p>

	the addition of a toucan crossing.
Address not provided	I think this is a great idea . The amount of people I see daily crossing there and jumping over the central reservation is shocking . Lots of near misses with the cars. Will make it alot safer .
Address not provided	this is very necessary as there is an increasing p[roblem of pedestrians jumping the reservation from the flats . please could you synch these lights with the ones the other side to reduce congestion .
Address not provided	I believe this will be very beneficial to the area, from the positioning of our flat we can see the amount of people who run across both sides of Waterloo Road and jump over the barrier which is very dangerous not only for the pedestrians but also for the people that are driving and I'm surprised that an accident has not already happened in this area. It will also make the walk to Romford station and the Town centre a lot quicker and safer from not having to walk through the underpasses which is the only current way to cross the road safely. Although I have not heard of any incidents happening to people walking through the underpasses, I still would not like to walk through them by myself at night having the crossing would allow people to walk in safety back to their homes.
Address not provided	I support the proposed new crossing – it is badly needed
Address not provided	We are pleased to know that at last a pedestrian crossing project is in a process of being materialised. This is very important for all the local residents especially for senior citizens. We have seen many people crossing over the central barrier just near the proposed Toucan Crossing at Waterloo Road, which may cause a serious accident. Hence we are in full agreement for this important project. Anxiously waiting, thanking you,
Resident Pulse Court	I was expecting this proposal from the day I move to Pulse Court, Maxwell Rd one and half year ago. I go to Romford Train station every day though the subway which is to me just time wasting. The subway is often dirty, smelly and I don't feel safe at night. And you will see people crossing waterloo road to access to Oldchurch Hospital site which is very dangerous for both cars and the person. In short, I think this proposal is brilliant and I fully support it. I would also suggest CCTV monitoring on subway under the rail line. Looking forward to it.

<p>Resident Pulse Court</p>	<p>It looks to be a fantastic proposal. I own a flat in Pulse Court which looks out onto Waterloo Road and while it'll be something of a god-send in terms of streamlining my journey into Romford –for the shops, the station etc, I think the most important point to make is that it will ultimately save lives.</p> <p>From my flat on a given day you can see any number of people crossing Waterloo road by jumping over the central reservation, it's only a matter of time before someone misjudges their dash across the road with fatal consequences. In short, a heartfelt thanks to everyone who's working on this, I really hope it passes the consultation period and construction is able to start soon.</p>
<p>Resident Wave Court</p>	<p>I have just moved in to Wave Court with my partner a week ago, and the first thing we spoke about whilst moving, is how much a crossing is needed at that spot.</p> <p>The same conversation happened with our landlord, and our agent - all of them confirmed that the council has to do something about the situation.</p> <p>In the whole residential development, including Wave Court, Pulse Court, Delta building, Lux Court and all the surrounding buildings, most of the people walk to the Romford station, and every single time I go out I see someone jumping the fence in the middle of the street. I have to admit, I have been tempted to do the same thing.</p> <p>I am so happy this idea is on the table, and sincerely hope it will happen.</p>
<p>No address given</p>	<p>To some extent I am surprised this was not considered in the original planning for the development of the hospital site. If it is needed now then it was needed when the hospital occupied the site. If the subway at the junction with the ring road was sufficient then, why not now?</p> <p>I am concerned that this will place a third set of traffic controlling lights at a point where it may not be easy for drivers to see them, ie close after passing under the railway bridge and shortly after the lights controlling traffic leaving the car park and delivery area at the rear of the Brewery Shopping area. This latter set of lights also provides for pedestrians to cross both the main and side road.</p> <p>Traffic flow along this stretch already is spasmodic, interrupted by two sets of lights and buses at the bus</p>

	<p>stop (why was the layby removed?), leading to drivers taking chances (I know they shouldn't). Pedestrians also take chances at the existing lights.</p> <p>The phasing of the traffic lights will also be an interesting problem if it is to avoid holding up traffic which has just "escaped" from the brewery delivery area. Certainly if this extra set of lights gets as much use as discussing the need for them implies they will create greater traffic slowing leading to jams back to the roundabouts at both ends of the road. This will have a knock-on effect for the ambulances trying to get to the hospital and from their base to any incident.</p> <p>Would it be possible to construct a tunnel under the railway on the western side of Waterloo Road to match the existing tunnel on the other side? This would improve access to Homebase etc from the Waterloo Road estate as well. A footbridge would be another possibility but I concede that there might be concerns over the "fun" aspect of dropping objects on traffic below, as well as finding the space to put a bridge.</p> <p>As someone who has walked, cycled and driven that road I can see why access needs to be improved for the old hospital site. Romford as a town has not evolved in a way which can cope with the modern demands, despite demolishing much which gave Romford its character.</p>
Resident 61 Willow Street	<p>I am minded that with a wide path exists from Union Road to Oldchurch Road, that this is adequate for people to use thus being able to access the subways at the Waterloo Road/Oldchurch Road junction.</p> <p>Currently there are 2 crossing points along Waterloo road albeit north of the Railway. Both these traffic signals create tailbacks of traffic both Northbound as well as Southbound. Coupled that bus lay-bys have been removed, thus on occasions restricting the dual carriageway to just 1 lane when a bus is dropping off or picking up passengers.</p> <p>The Roundabout at Waterloo Road/Oldchurch Road is already congested with traffic tailbacks from the traffic signals at Oldchurch Rise. I am of the view that similar will occur by installing a crossing as being suggested. Thus I am opposed to a further crossing as I consider adequate [crossing] facilities already exist close by that are not an inconvenience in crossing Waterloo Road.</p>
Address not provided	No way I had my arm broken when a bike fell on the train . Bikes are meant to be on roads that is

	why money is being spent on cycle lanes and the pavement is for pedestrians only not bikes.
--	---------------------------------------------------------------------------------------------

**APPENDIX II
SITE PHOTOS**



Existing footway/ cycle track on western side of Waterloo Road



Footway/ cycle track approach to Union Road



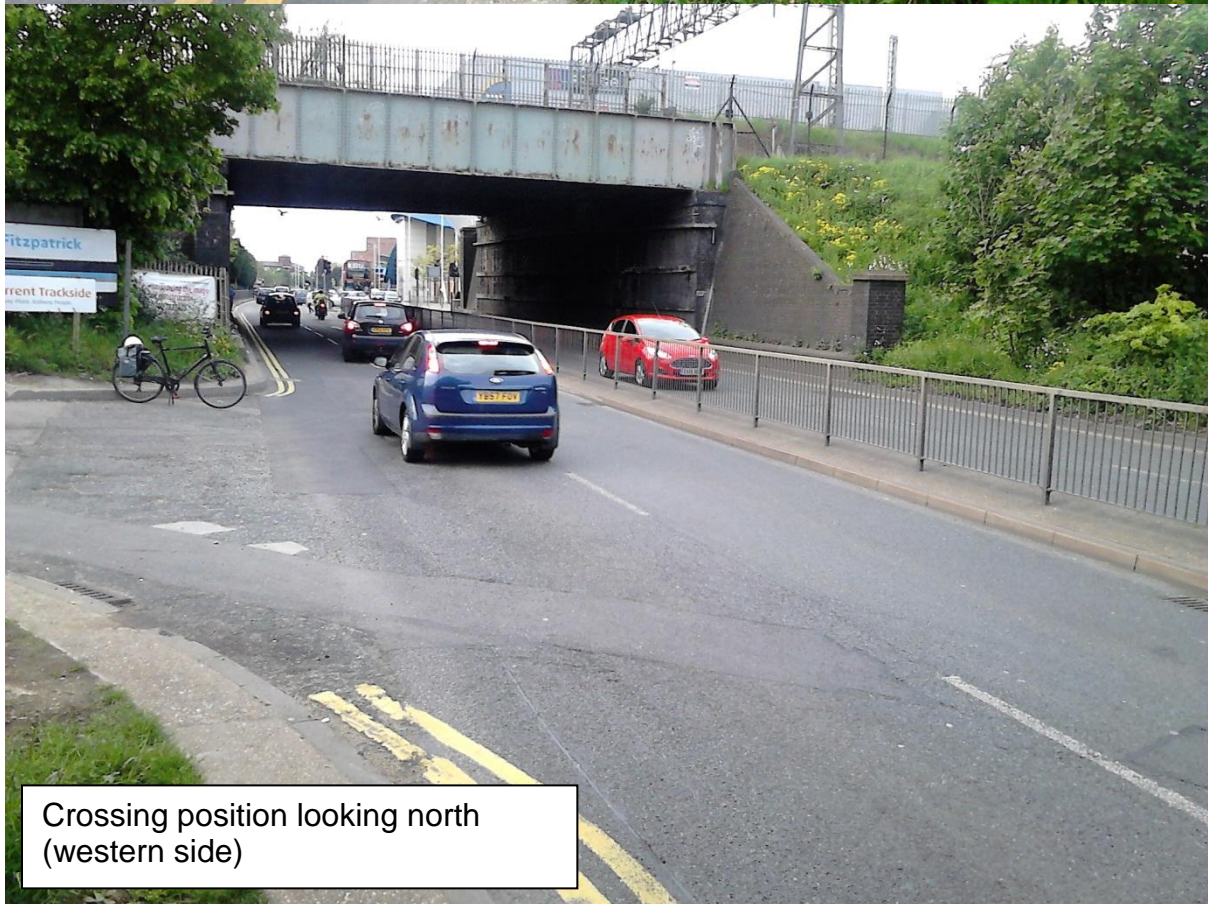
View north from Union Road



Crossing position looking east



Crossing position looking south
(western side)



Crossing position looking north
(western side)



Exchange Street crossing looking south (eastern side)



Crossing position looking west



Crossing position looking south
(eastern side)



Crossing position looking north
(eastern side)