



Notice of Non-key Executive Decision

Subject Heading:	Proposed road safety improvements at Gallows Corner and on the A12 and A127 approaches - consultation response from London Borough of Havering to Transport for London.
Cabinet Member:	Councillor Robert Benham – Lead Member for Environment
CMT Lead:	Andrew Blake - Herbert Deputy Chief Executive
Report Author and contact details:	Daniel Douglas Transport Planning Team Leader 01708 433220 daniel.douglas@havering.gov.uk
Policy context:	Mayor's London Plan (2015) Mayor's Transport Strategy (2010) Transport for London Road Modernisation Plan 2014 - 2022 (2014) Mayor's Draft London Infrastructure Plan 2050 (2014) Havering's Local Implementation Plan Havering Network Management Strategy Havering Local Development Framework (2008) Havering Corporate Plan 2015-2016 Traffic Management Act 2004
Financial summary:	These consultation focusses on changes to the Transport for London

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	Road Network (TLRN) and therefore TfL will be funding the proposals. There are no financial implications for the Council (including in regard to Local Implementation Plan funding).
Relevant OSC:	Environment
Is this decision exempt from being called-in?	No

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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	[x]

Part A – Report seeking decision

DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION

Approval of the recommended response from the London Borough of Havering (as set out in Appendix A) to Transport for London (TfL) on the proposed road safety improvements at Gallows Corner and on the A12 and A127 approaches.

AUTHORITY UNDER WHICH DECISION IS MADE

The following elements of the Council's Constitution apply.

Council's Constitution November 2010 Part 3 – Responsibility for Functions

2 Executive Functions – Functions

2.5 (b) Where there are implications for policies of the Council, to agree members of staff's responses to consultation papers from:

- (i) the Government (including White and Green papers)
- (ii) the London Councils, the Greater London Authority, the Local Government Association and all other bodies where those papers affect the services allocated

STATEMENT OF THE REASONS FOR THE DECISION

Background

1. Gallows Corner is a major roundabout junction located in Havering. A two-way flyover structure passes over this roundabout. The flyover was erected in the 1970's and comprises a system of prefabricated units that was cheaper to erect than a conventional underpass or cast in-situ flyover. It was built to carry traffic between the A127 Southend Arterial Road and the A12 (Eastern Avenue) into London. It is understood that it was originally intended to be a temporary structure.
2. The roundabout comprises a busy five arm junction which links the A12 Eastern Avenue and A12 Colchester Road with the A127 Southend Arterial Road, A118 Main Road and Straight Road.
3. The Gallows Corner junction (including the flyover and the arterial roads to/from it are the responsibility of Transport for London (TfL). Because of this, the Council has no control over their funding, management operation or maintenance.

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Nevertheless, officers through the Council's positive working relationship with Transport for London seek to ensure best outcomes for Havering.

4. In recent years, TfL has undertaken considerable structural maintenance work at the junction. In 2008 and 2009, structural maintenance was carried out to the flyover including improvements to the safety railings and parapets. This work revealed that further unplanned work would also be necessary for safety and structural reasons. It resulted in the flyover being fully closed for a period and then open only for west-bound traffic for several months before becoming fully operational in August 2009.
5. The Council worked closely with TfL at this time to minimise disruption and to ensure that road users were aware of the delays at the junction. The works inevitably led to significant disruption for local residents and businesses and 'knock on' impacts were felt on Havering's wider road network.
6. Today, the junction consistently experiences substantial levels of congestion at the roundabout and flyover and on the several approaches to it particularly at peak periods and on occasions when there are disruptions on the wider strategic road network (such as the nearby M25 motorway).
7. For a number of years, Havering has lobbied TfL through Members and officers to undertake fundamental improvements to the junction to improve traffic flow and address safety concerns. Concerns have also been raised about the appearance of the junction and that it forms an unsatisfactory 'gateway into Havering especially as it is located at the start of Main Road which forms an important 'civic' approach to Romford.
8. It is believed that TfL has previously looked at more wide-ranging options for re-modelling of the junction. The Council requested TfL undertake significant improvements at Gallows Corner when the TfL Commissioner visited Havering in 2014/15. To date, TfL have been unable to commit to any such improvements.

What is TfL doing across the wider highway network

9. In considering the current proposals, Members will be aware that at the instigation of the current London Mayor, TfL is delivering a £4billion Road Modernisation Plan across London. It encompasses hundreds of transformational projects designed to radically improve living and travelling conditions. TfL says it intends to work with boroughs to make large scale improvements to bridges, tunnels and major roads to ensure that London has a road network that enables people and vehicles to move more efficiently, safely and reliably around London. This comprehensive initiative includes exploring the scope for radical solutions to traffic congestion and improving road safety. Linked to this, TfL is investigating the potential for roads to be routed beneath busy roads / junctions ('fly-unders') as a possible way of reducing congestion and improving safety. TfL has identified the potential for such a project in London Borough of Barking and Dagenham beneath the A13.

What has prompted the current TfL proposals at Gallows Corner

10. In June 2014, TfL issued a Road Safety Review and study report which offered a detailed analysis of a 36 month collision and traffic survey at Gallows Corner. The report gave a strong indication that approach and entry speeds were the main underlying factor behind many of the collisions at the roundabout. It also said that drivers failing to 'give way' whilst on the roundabout and difficulties in changing lane contributed to accidents.
11. The report proposed a change in the roundabout's geometric alignment, and a reduction of speed on the approach to the roundabout. TfL suggest these options could result in a 50 per cent accident reduction rate.

What is TfL now proposing at Gallows Corner?

12. TfL has undertaken work to see what can be put in place to tackle the safety issues raised in the 2014 report. As a result, it proposes a series of road safety improvements to the roundabout to reduce the number of vehicle collisions that take place at the junction. The proposals fall within the remit of the Road Modernisation Plan and include:
- Changes to the layout of the roundabout to extend the central island and reduce entry speeds.
 - Improvements to the positioning, curvature and size of traffic islands, give way signs and other street furniture to improve visibility for vehicles passing through the junction
 - New white lines and guidance markings across the junction to better direct traffic
 - Traffic lane widening on the A127 Southend Arterial Road from 2.6 metres to 3 metres
 - Footway widening at the north east section of the roundabout between Straight Road and A12 Colchester Road to better accommodate pedestrian and cyclist shared use facilities
 - Footway conversion to a pedestrian and cyclist shared use facility at the eastern section of the roundabout between A12 Colchester Road and A127 Southend Arterial Road
 - Road construction and resurfacing where required
13. TfL are also proposing extending the speed limit on the approach to Gallows Corner from both the A12 and A127. These proposals will include:
- 150 metre extension of the 30mph speed limit on the approach to the junction from A12 Eastern Avenue
 - 120 metre extension of the 30mph speed limit on the approach to the junction from A12 Colchester Road
 - 80 metre extension of the 30mph speed limit on the approach to the junction from A127 Southend Arterial Road

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- New speed limit signs and vehicle activated flashing signs located on the A12 Eastern Avenue and Colchester Road, and the A127 Southend Arterial Road
- TfL are also proposing to relocate the speed cameras and markings along A12 Eastern Avenue and A127 Southend Arterial Road. The existing speed camera on A12 Colchester Road would also be upgraded to a dual speed and red light camera

14. TfL indicates that if the proposals proceed then they would be scheduled to take place having regard to other works in the area and the need to keep traffic moving

What do the proposals mean for Havering?

15. The proposals have been considered in terms of :

- whether they address Havering's longstanding concerns about Gallows Corner
- what would be likely to happen during their delivery.

16. The A12 and A127 are key sub- regional highways links. They are important strategic routes providing access towards Central London and Essex for Havering's residents and businesses. Gallows Corner is also an important strategic interchange for traffic travelling through the borough. Traffic, in particular freight to/from East Anglia and / or the Channel Tunnel uses this junction to travel to/from several key destinations such as the international ports of Felixstowe and London Gateway. The junction also provides access to the Metropolitan Centre of Romford which is Havering's main commercial town centre.

17. The two borough road approaches to the junction (Main Road and Straight Road) experience significant levels of congestion during the morning and evening peaks. The congestion on these and at Gallows Corner itself are exacerbated when there are problems elsewhere on the road network, particularly other parts of the strategic network such as on other sections of the TLRN further west towards central London and when incidents occur on the M25 and / or at the Dartford Crossing. When such incidents occur there are regularly 'knock on' impacts on Havering's own road network from displaced traffic highlighting the lack of resilience at this important junction.

18. The proposals set out by TfL are designed to improve safety at the junction and to reduce the number of accidents that occur at this junction. Improvements proposed to footways and shared use path conversions will make it easier for pedestrians and cyclists to get across.

19. The works proposed will only deal with the issues identified in TfL's 2014 report **and will not address the more significant matters which are a concern to the Council and its partners.**

20. The delivery of the works is likely to require extensive traffic management at the junction as well as the approaches to the junction. Based on past experience, officers expect that this will lead to significant disruption on the local road network (especially at peak periods) and will adversely impact on journey times for local

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residents and businesses. These adverse impacts may be more pronounced depending on the timing of the works (for example, if they include the period before / over Christmas).

21. Whilst there is no indication at this stage how long the proposals set out by TfL would take to complete, there is a risk that works could be extended if site investigations indicate unexpected factors leading to disruption for Havering for a much longer period of time (as with the works in 2008/09).
22. Members will be aware that TfL are currently undertaking a major bridge replacement project at Ardleigh Green on the A127. This project is not scheduled to be completed until the end of 2017 and involves traffic management measures which have an adverse impact on journey times.

Officer comments and a recommended response from Havering

23. Proposals to improve safety at this busy junction should, of course, be welcome. However, the proposals do not tackle the fundamental issues at the junction nor will they make it 'fit for purpose'. As a result it will remain a congestion 'hot-spot' and a very unsatisfactory 'gateway' into Havering.
24. A recommended response is set out in Appendix A. In summary, it says that :
 - Gallows Corner junction and its approaches experience severe levels of congestion, particularly during the morning and evening peaks and requires fundamental change in order to address this
 - whilst Havering welcomes measures to tackle the safety issues at the junction, it is very unsatisfactory that TfL still expresses no commitment to tackling congestion at the junction and its approaches
 - the proposals do not tackle the fundamental issues at the junction nor will they make it 'fit for purpose' and, as such, they are simply 'papering over the cracks'.
 - this means that the junction will remain a congestion 'hot-spot' and a very unsatisfactory 'gateway' into Havering.
 - TfL's Road Modernisation Plan should identify Gallows Corner as a location requiring substantial investment because of its location on the strategic highway network and its proximity to Romford (identified in the London Plan as a Major Metropolitan Centre) and its longstanding congestion problems
 - TfL should undertake an early and fundamental review of the Gallows Corner junction and this should investigate options for removing the flyover and for changing the layout and approach to the junction as well as the wider setting of the junction

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- following the Mayoral election Havering will write to the new Mayor emphasising the need for a review of Gallows Corner junction to be undertaken in partnership with the borough.

25. Notwithstanding the above, the recommended response also :

- supports in principle the proposed safety measures particularly to reduce the speed of traffic using the junction
- welcomes the proposed new guidance markings and suggests that this should also be reflected in signage on the approach to the junction
- welcomes the improvements proposed for pedestrians and cyclists
- highlights the conflict for pedestrians and cyclists when crossing the entrance to the Gallows Corner retail park due to the speed of traffic entering the retail park
- suggests consideration should be given to providing a crossing on the A12 Eastern Avenue approach to Gallows Corner to improve safety for pedestrians and cyclists
- the waiting time for pedestrians and cyclists using the A127 Toucan crossing should be reviewed.
- seeks TfL's assurances that it will undertake the works in the most expeditious manner because the previous works at Gallows Corner had a major adverse impact on the local road network and on journey times for residents and businesses in Havering.
- emphasises the importance of a close working relationship between TfL and Havering whilst any works are being carried out
- emphasises that it is essential that TfL communicate effectively with residents and businesses in the build- up and during the delivery of the works.
- says that Havering wishes to be kept informed as these proposals are developed further.

Next Steps

26. Subject to approval by Members the formal response will be submitted to Transport for London.

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OTHER OPTIONS CONSIDERED AND REJECTED

It is imperative that the Council's views are made to TfL on this consultation given the potential implications for Havering so the option of not responding was rejected.

PRE-DECISION CONSULTATION


Officers discussed with Senior Officers and Members the response to be prepared.

TfL held a consultation event at the Liberty on Friday 26th February 2016.

**NAMES AND JOB TITLES OF STAFF MEMBER(S) ADVISING THE DECISION-
MAKER**

Name: Daniel Douglas

Designation: Transport Planning Team Leader

Signature (s): 

Date: 14/03/2016

Part B - Assessment of implications and risks

LEGAL IMPLICATIONS AND RISKS

There are no direct legal implications for the Council arising from the consultation and the response.

Cleared by Michelle Hoque, Senior Lawyer Planning by e-mail : 11/03/2016

FINANCIAL IMPLICATIONS AND RISKS

The proposals set out within the consultation material are on the Transport for London Road Network (TLRN) therefore any proposals that are delivered would be paid for by TfL.

Cleared by Comie Cambell , Strategic Finance Business Partner, by e-mail : 09/03/2016

HUMAN RESOURCES IMPLICATIONS AND RISKS (AND ACCOMMODATION IMPLICATIONS WHERE RELEVANT)

There are no direct HR implications for the Council arising from the consultation and the response.

Cleared by Geraldine Minchin , Strategic HR Business Partner by e-mail: 14/03/2016

EQUALITIES AND SOCIAL INCLUSION IMPLICATIONS AND RISKS

The London Borough of Havering recognises the need for safety improvements to be made on the Gallows Corner roundabout and its approaches. It is important that improvements are made for people who wish to navigate this junction by all modes of transport including pedestrians and cyclists.

Cleared by Savi Bhamra Interim Corporate Policy & Diversity Advisor by e-mail 10/03/2016

BACKGROUND PAPERS

None

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Part C – Record of decision

I have made this executive decision in accordance with authority delegated to me by the Leader of the Council and in compliance with the requirements of the Constitution.

Decision

Proposal agreed

Details of decision maker

Signed : 

Name: Councillor Robert Benham

Cabinet Portfolio held: Lead Member for Environment

Date: 14/03/2016

Lodging this notice

The signed decision notice must be delivered to the proper officer, Andrew Beesley,, Committee Administration Manager, in the Town Hall.

For use by Committee Administration

This notice was lodged with me on 16 March 2016

Signed  _____

Officers recognise that TfL's funding is constrained and is likely to remain that way for the foreseeable future. It is acknowledged that a significant re-modelling of the junction would be costly to prepare and to implement.