



## HIGHWAYS ADVISORY COMMITTEE

### 6 February 2018

**Subject Heading:**

**DOGGETT'S CORNER  
PROPOSED X-CROSSING**  
Outcome of public consultation

**SLT Lead:**

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**Policy context:**

Havering Local Development Framework  
(2008)  
Havering Local Implementation Plan  
2017/18 and 2018/19 Delivery Plans

**Financial summary:**

The estimated cost of £0.115m for implementation will be met by Transport for London through the 2017/18 (£0.090m) and 2018/19 (0.025m) Local Implementation Plan allocations for the A124/Hacton Lane/Wingletye Lane Junction

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

Communities making Havering	[X]
Places making Havering	[X]
Opportunities making Havering	[ ]
Connections making Havering	[X]

## SUMMARY

This report sets out the responses to a consultation for the addition of an X-crossing pedestrian stage at the signalised A124 Upminster Road/ Hacton Lane/ Wingletye Lane junction and seeks a recommendation on the implementation of a reduced scheme to provide an additional pedestrian crossing stage at the junction with green men crossings on all arms.

The scheme is within **St Andrews** ward.

## RECOMMENDATIONS

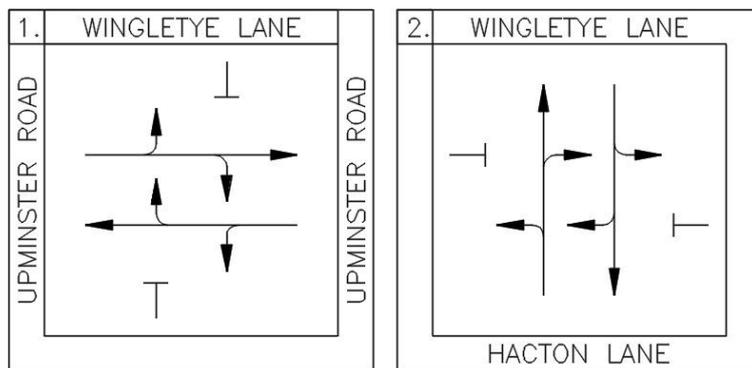
1. That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment and Community Safety that the addition of a pedestrian crossing stage (with green man crossings on all arms) be added at the existing A124 Upminster Road/ Hacton Lane/ Wingletye Lane signalised junction as shown on drawing QQ025-DC-FS-GA-100-REV1 be implemented.
2. That it be noted (for clarity) that the implication of Recommendation 1 is that the diagonal X-crossing elements of the scheme are abandoned.
3. That it be noted that the estimated cost of £0.115m for implementation will be met by Transport for London through the 2017/18 (£0.090m) and 2018/19 (0.025m) Local Implementation Plan allocations for the A124/Hacton Lane/Wingletye Lane Junction

## REPORT DETAIL

### 1.0 Background

- 1.1 At its meeting of 14<sup>th</sup> October 2014, the Highways Advisory Committee considered a request for the provision of a “green man” crossing stage at the existing signalised junction of the A124 Upminster Road with Hacton Lane and Wingletye Lane, known as Doggett’s Corner (request H1 of agenda item 8).
- 1.2 The committee noted that the request was not funded, but were sympathetic and so the request was moved to a holding list of such schemes which would be subject to future discussion (the “holding list”).

- 1.3 The 2017/18 Transport for London Local Implementation Plan programme was developed during the summer of 2016 and the request for Doggett's Corner was included along with a number of others that HAC had placed on the holding list. The scheme was confirmed in the funding announcement made by TfL in December 2016
- 1.4 During the early development of the scheme, Staff considered that the project would likely require implementation over two financial years and so additional funding was set aside on the 2018/19 TfL-funded programme.
- 1.5 Upminster Road forms part of a principal east-west traffic route (A124) between Canning Town and Upminster. The A124 enters Havering as Rush Green Road and after a gap between Rom Valley Way and Upper Rainham Road (Roneo Corner), the route continues as Hornchurch Road, High Street (Hornchurch), Upminster Road and St Marys Lane where the route ends (at Bell Corner).
- 1.6 Hacton Lane and Wingletye Lane meet Upminster Road at "Doggett's Corner" (thought to be named after a local church warden). Wingletye Lane connects with the A127 Southend Arterial Road to the north and Hacton Lane connects to rural Upminster to the south.
- 1.7 In terms of community facilities, the following are near the junction;
- Havering 6<sup>th</sup> Form College is situated around 150 metres northeast of the junction on Wingletye Lane,
  - St Andrews Church and Hornchurch Cemetery is around 250 metres west of the junction on Upminster Road,
  - A small parade of shops is on the northern side of Upminster Road, just west of the junction,
  - A pair of bus stops are on Upminster Road, just west of the junction,
  - A dental surgery is on the eastern side of Hacton Lane, just south of the junction.
- 1.8 In terms of transport facilities, the following are near or run through the junction;
- Upminster Bridge (District Line) Underground Station is 480 metres east of the junction,
  - Bus routes 248 and 370 run east-west through the junction and bus route 193 runs north-south through the junction,
  - School bus routes 646, 648 and 652 run east-west through the junction,
  - London Cycle Network Route 15 runs east-west through the junction.
- 1.9 Doggett's Corner has been signalised for over 30 years with the same basic method of control as shown on the diagram below;



CURRENT METHOD OF CONTROL

- 1.10 The method of control comprises of two traffic stages whereby the two Upminster Road arms run together (all movements permitted) and then Hacton Lane and Wingletye Lane run together (all movements permitted).
- 1.11 Each traffic approach to the junction has two traffic lanes. In each case, the left hand lane allows for ahead and left movements with the right hand lane allowing for tight turn movements. There are guidance markings within the junction to encourage right turners to pass nearside to nearside – this ensures that those turning right can see oncoming vehicles. Each arm has an advanced stop line for people cycling.
- 1.12 The junction is “SCOOT” enabled which means that it operates as part of a much larger network of signalised junctions and crossings within which network efficiency is optimised, rather than individual sites. This means that overall journey time for traffic on the wider network takes precedence over journey time through individual junctions.
- 1.13 Transport for London is responsible for the management of permanent traffic signals in London and it has some responsibility for the oversight of projects which impact London’s Strategic Road Network which comprises of TfL-controlled roads and many borough ‘A’ roads, including the A124 corridor.
- 1.14 The junction is the only one on the borough road network without any signalised pedestrian crossing phases or stages and people walking are expected to find gaps between the two traffic stages.
- 1.15 When assessed against a modern and inclusive design approach, the current layout is considered by staff to be difficult to cross and intimidating for many users, especially those with reduced mobility, visually-impaired people, people using wheelchairs/ mobility scooters, people walking with young children and children travelling independently.
- 1.16 The layout of the junction includes traffic islands which act as pedestrian refuges and contain traffic signals. The islands are 1.2 metres in width and therefore are not suitable for all in terms of people using mobility scooters or pushing buggies using them to pause to cross the road in two parts.

- 1.17 Each corner of the junction has pedestrian guardrail between crossing points, nominally to exclude people crossing closer to the desire lines across each side road.
- 1.18 In terms of traffic flow, the junction carries around 2,259 vehicles per hour in the weekday morning peak, 2,524 vehicles per hour in the weekday evening peak and 1,438 vehicles per hour on average.
- 1.19 In the 5 years to October 2016 (the currently available data), there were 6 slight injury collisions at the junction. 3 collisions were drivers hitting cars, 1 was car to moped, 1 was a driver who crashed into a wall and one was a driver who hit a pedestrian.

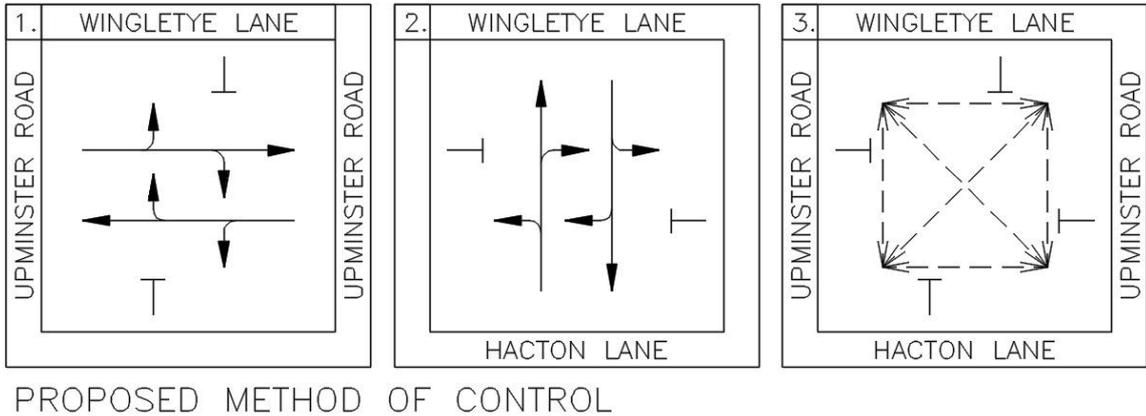
## 2.0 Original Scheme Proposal

- 2.1 The proposal is to introduce a third stage to the current method of control which would allow pedestrians to cross all arms simultaneously. People driving and cycling would be held by a red traffic signal while people walking would see a green man as an invitation to cross, followed by amber “countdown” signals as shown below;



- 2.2 In terms of people driving or cycling, they would see the standard red, red/amber, green, amber, red sequence and people walking would see a red man, green man, countdown, red man sequence. The timings and arrangements are set up using a combination of minimum timings (such as the time between red and red/amber) and site specific timings (such as traffic green and the countdown time). The site specific timings are related to the size of the junction and method of control.

2.3 Because the new stage would hold traffic on all arms, it would be possible to allow people to cross diagonally (two diagonal crossings) to create an 'X' crossing (or pedestrian scramble). People would see a red man/ green man/ countdown unit on the far corner to where they cross from. The proposed method of control is as follows;



2.4 In terms of physical changes, the following would occur;

- Red, 'L' shaped tactile paving would be provided on the crossing points of the four arms of the junction along with dropped kerbs flush to the carriageway to assist visually impaired people to locate themselves on the crossing and find the push button,
- Traffic islands in the junction would be changed from steel 'D' rings to kerb units which would be slightly wider,
- Pedestrian guardrail removed,

2.5 An example of an X-crossing is shown below outside Hatfield Station in Hertfordshire, although near-side pedestrian signals are used rather than the far-side signals proposed at Doggett's Corner.



- 2.6 A third stage would require time from the overall cycle of the junction and therefore delay would increase for those driving or cycling through the junction. An X-crossing would require more pedestrian crossing/ clearance time than crossings over just the junction arms because of the longer crossing distance. Drawing QQ025-DC-FS-GA-100-REV0 shows the proposal.

### **3.0 Public Consultation**

- 2.1 4,600 letters were sent to addresses within a 10 minute walk of the junction (840 metres) on 24<sup>th</sup> November 2017, with a closing date of 22<sup>nd</sup> December 2017 for comments. The letter included a plan and information sheet which is reproduced in the appendix.
- 3.1 In addition, ward councillors, HAC members and standard consultees (London Buses, emergency services, interest groups etc) were sent a set of the consultation information.
- 3.2 Transport for London's network performance team was also briefed and discussions with them, TfL's signals team and the Council's Engineering Service team continued in parallel to the consultation.
- 3.3 The consultation information and an information sheet were also published on the Council's website.

### **3.0 Outcome Of Public Consultation**

- 3.1 By the close of consultation, 59 responses were received. 1 response was received from a councillor, 23 responses were in full support of the scheme, 10 responses were in partial support for the scheme and 25 responses

objected to the proposals. The comments received are summarised in the appendix to this report.

3.2 The councillor suggested that the scheme deals with an issue which has needed to be dealt with for some time, but asked if the countdown timers could start at the same time as the pedestrian crossing green men.

3.3 Those giving full support to the scheme generally did so without detailed comments, but comments are summarised as follows;

- Currently difficult to cross with children
- Difficult to find a gap in lights to cross with current layout
- Same treatment should be provided at Bell Corner, Upminster
- 'X' crossing would be new to the area so training of 6th form students and monitoring would be needed
- Driver behaviour makes it difficult to cross with current layout
- Notes pedestrian stage is demand-led and only called when required
- Right turn filters for drivers would also help
- Shouldn't need to consult on such an upgrade
- 'X' crossing will remove the need for people to cross in 2-stages
- Hopes audible and tactile signals will be added
- Requests different arrangement to countdown signals
- Crossing by 6th Form College should be removed
- Timings should account for red light jumping drivers

3.4 Those giving partial support all agreed that the arms of the junction should be provided with "green men" crossings, but disagreed with the X-crossing and additional comments are summarised as follows;

- Concern about extra traffic delays/ congestion
- Drivers often jump the lights
- General concerns about rat-running
- Request for non-related scheme
- Right turning traffic needs its own phase
- Red light cameras are required
- Diagonal crossings will remove safety barriers

3.5 Those objecting to the proposals did so outright, with many adding comments to support their objection. The issues which were cited more than once are summarised as follows (in order of frequency);

- Concerned about impact on traffic congestion
- Does not consider it difficult for people to cross
- Concerned about rat-running, including Minster Way and Glanville Drive
- Money should be spent on something else/ waste of money
- 6th Form students already have a crossing outside the college
- Junction should have right turn filters
- Dangerous design

- Concerns about pollution

The remainder of the issues raised are summarised as follows;

- 'X' crossing is not needed
- Comment on the mental health of the scheme designer
- Concerns about people jumping red lights
- Disagreed with "all green" approach to control
- 'X' crossing is too far to walk
- Complaint about students pressing button on crossing and then not crossing
- Political comment
- Traffic cameras needed
- Concerns about more roadworks/ disruption
- Will detract from the conservation area
- Not enough pedestrians to warrant scheme
- Adjacent developer is seeking the scheme to improve property prices
- 'X' crossing is confusing
- Banned turns should be provided to stop traffic problems

3.6 Transport for London's network performance team had some concerns with the X-crossing arrangements, specifically the pedestrian crossing/ clearance time associated with the diagonal crossings. Their concern extended to bus travel times through the junction. They however noted the current lack of pedestrian crossing assistance at the junction.

#### **4.0 Staff Comments**

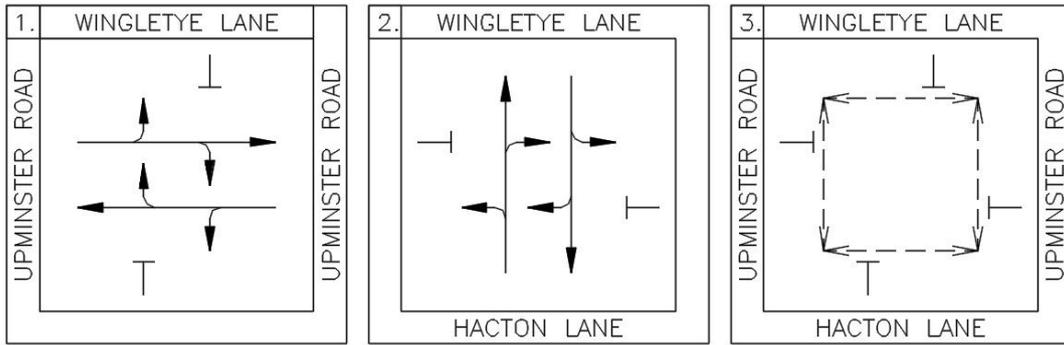
4.1 With regard to the need for the crossing, Staff would state that the project's origin was from a request which was supported in principle by the committee. Staff would also suggest that the size of the traffic islands and the current method of control means that there will be people in the community who find it difficult to cross and some who may avoid crossing altogether. The project's objective is to provide a pedestrian crossing stage to improve the comfort and safety experienced by pedestrians.

4.2 The addition of right turn filters would require further separation and additional traffic stages and therefore the efficiency of the junction would be reduced. A scheme which would allow separation of traffic phases would require a layout similar to Bell Corner in Upminster. This has an arrangement where pedestrians have to cross in several stages because the crossings are "walk with traffic" (crossings where certain traffic phases are held anyway to allow others to proceed).

4.3 This type of layout would require a far larger junction than is current to provide additional carriageway space and pedestrian crossing islands. This in turn would undoubtedly require the diversion of utility plant and would

become a far costlier scheme to implement. The eastern arm of Upminster Road is constrained in terms of highway space and so the provision of a large crossing island to provide a two-stage crossing is not possible. Finally, Staff would suggest that although layouts such as Bell Corner can operate reasonably efficiently from a traffic point of view, they often give a poor level of service, especially for those crossing diagonally. For Bell Corner, this involves either crossing 4 or 6 individual crossings, depending on which diagonal is being crossed.

- 4.4 The arrangement of the countdown signals and their display is governed by UK legislation and they are only able to come into operation at the end of the green man “invitation to cross”).
- 4.5 The provision of ‘red light’ cameras is strictly governed by Department for Transport criteria requiring a significant level of injury collisions at a site where drivers disobeying red signals is the chief cause. The collision data for the site does not meet this criteria.
- 4.6 With regard to ‘rat-running’, some residents have complained that this is already a problem and the scheme will make it worse and some are concerned that the scheme will cause it to occur. In the event the scheme is agreed, Staff would have to undertake traffic surveys in areas of concern before and after implementation. This would enable an objective assessment to be made to see if further works are required. Given the scheme will increase delay through the junctions, the concern has some justification.
- 4.7 Those objecting to the scheme and those supporting signalised crossings, but not the X-crossing raise concerns about traffic congestion. As set out above, Staff have been working closely with Transport for London’s traffic signal engineers and network performance engineers as the scheme detail has been developed. TfL’s concerns about the diagonal crossings have been noted.
- 4.8 TfL estimates that the introduction of a third stage for pedestrians could increase traffic delay by approximately 20%, however given that the site is within the wider SCOOT network, they would be able to mitigate this to a certain extent with a thorough timing review and fine-tuning the SCOOT operation.
- 4.9 TfL further estimates that the addition of the diagonal crossings would significantly increase delay, including to pedestrians using the new third stage. Delay does not present itself linearly, but rather exponentially. TfL’s recommendation is that notwithstanding the desirability of providing diagonal crossings, the simpler arrangement on the arms would be easier to introduce and manage in capacity terms. The method of control would be as follows;



REVISED PROPOSED METHOD OF CONTROL

4.10 Therefore, taking into account the scheme objectives and needs of pedestrians, the issues raised through the public consultation process and the advice of Transport for London, Staff recommend that a third, pedestrian, stage be implemented as shown on the diagram in paragraph 4.9 above and on QQ025-DC-FS-GA-100-REV1, and the scheme be monitored accordingly.

## IMPLICATIONS AND RISKS

### **Financial implications and risks:**

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

The estimated cost of £0.115m for implementation will be met by Transport for London through the 2017/18 (£0.090m) and 2018/19 (0.025m) Local Implementation Plan allocations for the A124/Hacton Lane/Wingletye Lane Junction

The costs shown are an estimate of the full costs of the scheme, should all proposals be implemented. It should be noted that subject to the recommendations of the committee a final decision then would be made by the Lead Member – as regards actual implementation and scheme detail. Therefore, final costs are subject to change.

This is a standard project for Environment and there is no expectation that the works cannot be contained within the cost estimate. There is an element of contingency built into the financial estimate. In the unlikely event of an overspend, the balance would need to be contained within the overall Environment Capital budget.

### **Legal implications and risks:**

Under Part V of the Highways Act 1980 (as amended) (“HA 1980”) the Council, as highway authority, has a general power (Section 62) to improve its highway network.

Under Part V of the Road Traffic Regulation Act 1984 (as amended) (“RTRA 1984”) the Council, as highway authority, has general powers to install traffic signals. The Traffic Signs Regulations & General Directions 2016 (as amended) prescribe the requirements for signals on pedestrian crossings.

Section 74A of the RTRA 1984 vests responsibility for the installation and management of traffic signals on borough roads, together with the powers to refuse to do so if there are reasonable grounds.

The proposal to introduce a pedestrian traffic stage at the junction (as set out in the report) is considered to represent a general improvement to the highway network as it will provide significant safety and comfort improvements for pedestrians crossing the road.

### **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.

**BACKGROUND PAPERS**

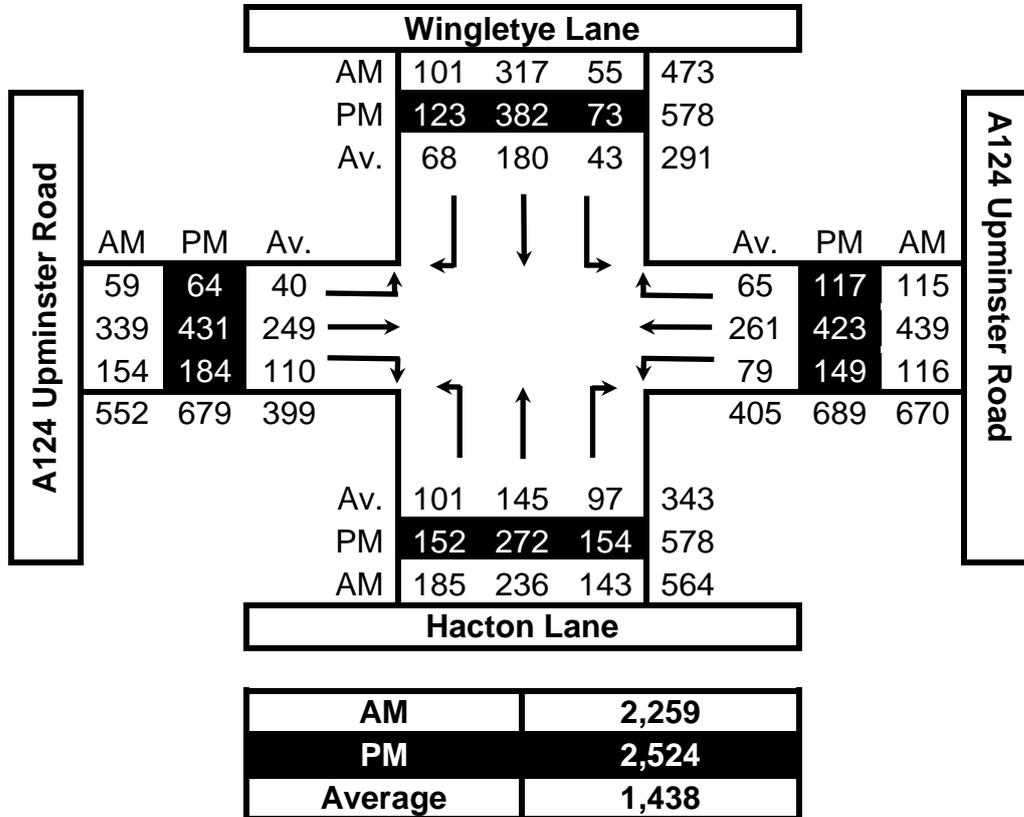
None.

## **APPENDIX**

**TRAFFIC FLOW DATA  
CONSULTATION RESPONSE SUMMARY  
CONSULTATION INFORMATION  
SCHEME DRAWINGS**

# Traffic Flow Data

Average Hourly Weekday Flows (19<sup>th</sup> to 23<sup>rd</sup> June 2017)



**Summary of responses from public in full support of the scheme**

<i>Doncaster Way</i>	1
<i>Florence Close</i>	1
<i>Granton Avenue</i>	1
<i>Hacton Lane</i>	2
<i>Highfield Road</i>	1
<i>High Street</i>	1
<i>Wingletye Lane</i>	1
<i>No address given</i>	15
<b>Total</b>	<b>23</b>

<b>Comment</b>	<b>Number of similar comments</b>
Gives explicit support to the proposal	23
Currently difficult to cross with children	4
Difficult to find a gap in lights to cross with current layout	3
Same treatment should be provided at Bell Corner, Upminster	1
'X' crossing would be new to the area so training of 6 <sup>th</sup> form students and monitoring would be needed	1
Driver behaviour makes it difficult to cross with current layout	1
Notes pedestrian stage is demand-led and only called when required	1
Right turn filters for drivers would also help	1
Shouldn't need to consult on such an upgrade	1
'X' crossing will remove the need for people to cross in 2-stages	1
Hopes audible and tactile signals will be added	1
Requests different arrangement to countdown signals	1
Crossing by 6 <sup>th</sup> Form College should be removed	1
Timings should account for red light jumping drivers	1

**Summary of responses from public with partial support for the scheme**

Benets Road	1
Clement Way	1
Hornminster Glen	2
Newbury Gardens	1
Ravenscourt Grove	1
Station Lane	1
Station Road	1
No address given	2
<b>Total</b>	<b>10</b>

<b>Comment</b>	<b>Number of similar comments</b>
Agrees with crossings on the side roads, but not the 'X' crossing	10
Concern about extra traffic delays/ congestion	6
Drivers often jump the lights	2
General concerns about rat-running	2
Request for non-related scheme	1
Right turning traffic needs its own phase	1
Red light cameras are required	1
Diagonal crossings will remove safety barriers	1

## Summary of responses from public objecting to the scheme

<i>Allenby Drive</i>	1
<i>Bowden Drive</i>	1
<i>Chaplaincy Gdns</i>	2
<i>Drury Falls Close</i>	1
<i>Glanville Drive</i>	2
<i>High Street</i>	1
<i>Hornminster Glen</i>	1
<i>Mariam Gardens</i>	1
<i>Minster Way</i>	3
<i>Ravenscourt Grove</i>	1
<i>St Marys Lane</i>	1
<i>Woodall Crescent</i>	1
<i>No address given</i>	9
<b>Total</b>	<b>25</b>

<b>Comment</b>	<b>Number of similar comments</b>
Explicit object to scheme	24
Concerned about impact on traffic congestion	23
Does not consider it difficult for people to cross	11
Concerned about rat-running, including Minster Way and Glanville Drive	8
Money should be spent on something else/ waste of money	6
6 <sup>th</sup> Form students already have a crossing outside the college	3
Junction should have right turn filters	2
Dangerous design	2
Concerns about pollution	2
'X' crossing is not needed	1
Comment on the mental health of the scheme designer	1
Concerns about people jumping red lights	1
Disagreed with "all green" approach to control	1
'X' crossing is too far to walk	1
Complaint about students pressing button on crossing and then not crossing	1
Political comment	1
Traffic cameras needed	1
Concerns about more roadworks/ disruption	1
Will detract from the conservation area	1
Not enough pedestrians to warrant scheme	1
Adjacent developer is seeking the scheme to improve property prices	1
'X' crossing is confusing	1
Banned turns should be provided to stop traffic problems	1

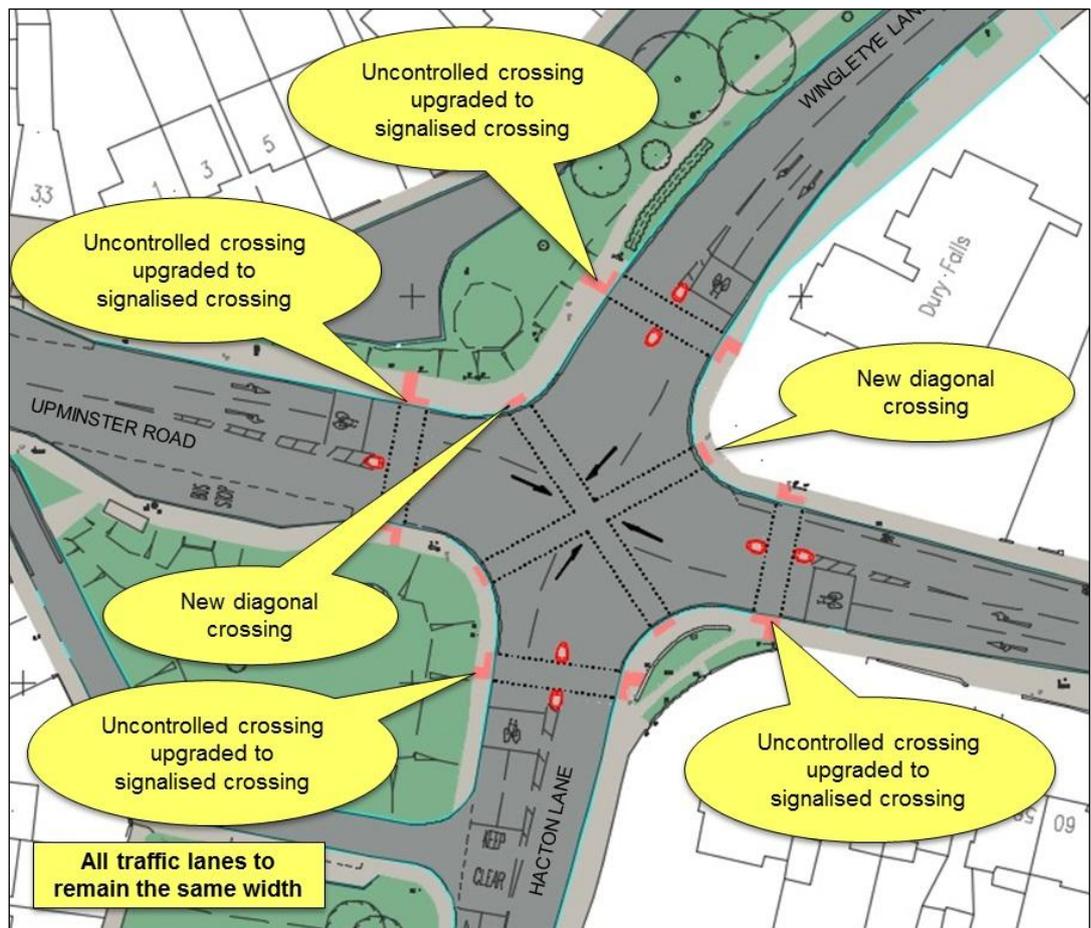
# DOGGETT'S CORNER, HORNCHURCH

## PROPOSED INSTALLATION OF "X-CROSSING"

The junction of the A124 Upminster Road with Hacton Lane and Wingletye Lane (Doggett's Corner) is currently controlled with traffic signals operating with two traffic stages with no pedestrian facilities. People walking across the junction currently have to find gaps in the traffic.

We are proposing to change the arrangements to add a third stage which would provide "green man" crossings over each of the arms of the junction (each road approaching the junction) and the two diagonals which would operate all at the same time. People wishing to cross would use a push button to register demand and then be invited to cross with green man signals placed on the opposite side of the road. There would also be "countdown" displays to indicate the time left to cross once the green man signals stop displaying.

*Proposed layout*



### **Why are we proposing the changes?**

The current layout is difficult to cross and intimidating for many users, especially those with reduced mobility, visually-impaired people, people using wheelchairs/mobility scooters, people walking with young children and children travelling independently. The proposed layout will improve the comfort and experienced safety of pedestrians.

### **What is the traffic impact?**

The third stage for pedestrians will affect motor traffic capacity, but the pedestrian stage will only operate when demand is registered with the push button. If nobody wishes to cross, there will be no pedestrian stage. The diagonal crossings will support some desire lines to allow crossing in one stage rather than two – this is especially useful for students crossing between the Havering 6<sup>th</sup> Form College and the Hornchurch-bound bus stop on Upminster Road.

### **What happens next?**

The proposals are now subject to public consultation where anybody may make comments in relation to the scheme proposals. If you would like to make comments, please keep them brief and in writing to;

**The Principal Engineer,**

or by email to [highways@havering.gov.uk](mailto:highways@havering.gov.uk)

Street Management,

Engineering Services,

Town Hall,

Main Road, Romford RM1 3BB.

Comments should reach us by **Friday 22<sup>nd</sup> December 2017**.

The decision on the proposals will be made through our Highways Advisory Committee process. The responses to this consultation will be discussed at the committee's meeting on **Tuesday 6<sup>th</sup> February at 7:30pm** in Havering Town Hall, Main Road, Romford.

The committee will seek to review all of the issues connected with the proposals and make a recommendation to the Cabinet Member for Environment & Community Safety, who will make the final decision on the scheme.