



**Havering**  
L O N D O N   B O R O U G H

# **HIGHWAYS ADVISORY COMMITTEE**

**21 January 2020**

**Subject Heading:**

**SUTTONS LANE AND AIRFIELD WAY  
CASUALTY REDUCTION PROGRAMME  
– PROPOSED SAFETY  
IMPROVEMENTS  
(The Outcome of public consultation)**

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**Policy context:**

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

**Financial summary:**

**The estimated cost of £0.070m for  
implementation will be met by  
Transport for London through the  
2019/20 Local Implementation Plan  
allocation for Casualty Reduction  
Programme – Suttons Lane and Airfield  
Way (A3067).**

**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**



Suttons Lane and Airfield Way – Casualty Reduction Programme was one of the schemes approved by Transport for London for funding for 2019/20.

A feasibility study was undertaken to identify safety improvements including pedestrian refuges, build-out extension, 30mph and school vehicle activated signs and road markings to reduce the casualty rate along the street. A public consultation has been carried out and this report details the findings of this consultation and recommends that the safety improvements as detailed in the recommendation be approved.

The scheme is within **Hacton** and **Elm Park** wards.

## RECOMMENDATIONS

1. That the Committee having considered the representations and information set out in this report recommends to the Cabinet Member for Environment in consultation with the Leader of the Council that the safety improvements as detailed below and shown on the relevant drawings be implemented as follows:
  - (a) Suttons Lane between Dawes Avenue and Randall Drive:
    - Pedestrian refuge with double yellow lines outside Sainsburys Local;
    - Build-out extension outside property No. 51 Suttons Lane;
    - Longer traffic island outside property Nos. 47 and 49 Suttons Lane;
    - Parking bays relocation outside property Nos. 47, 49, 53, 55 Suttons Lane;
    - 30mph vehicle activated sign;
    - Centre line hatch and slow road markings;
    - as shown on drawing reference No.QS002/1.
  - (b) Suttons Lane between Vaughan Avenue and Suttons Primary School south entrance:
    - School vehicle activated signs and coloured road surfacing south of Vaughan Avenue and School south entrance as shown on drawing No.QS002/2.
  - (c) Airfield Way in the vicinity of Tangmere Crescent:
    - School vehicle activated signs north and south of Tangmere Crescent as shown on drawing No.QS002/3.
2. That, it be noted that the estimated costs of £0.070m, will be met from the Transport for London's (TfL) 2019/20 Local Implementation Plan allocation for Casualty Reduction.

## REPORT DETAIL



## 1.0 Background

- 1.1 In November 2018, Transport for London (“TfL”) approved funding for a number of Casualty Reduction Schemes as part of the 2019/20 Local Implementation Plan. The ‘Suttons Lane and Airfield Way’ - Casualty Reduction Programme’ was one of the schemes approved by TfL. A feasibility study has been carried out to identify potential casualty reduction measures in the area. The feasibility study looked at ways of reducing casualties and risk exposure (especially to vulnerable users) and a series of safety improvements were identified. Following completion of the study, the safety improvements, as set out in this report, were taken forward to a formal public consultation.
- 1.2 The Government and Transport for London have set targets for 2020 to reduce Killed or Serious Injury collisions (“KSIs”) by 40%; Child KSIs by 50%; pedestrian, cyclist KSI’s by 50% and slight injuries by 25% from the baseline of the average number of casualties for 2005-09.
- 1.3 The Mayor’s Vision Zero Strategy aims to eliminate deaths and serious injuries on London’s road and street network including **Haverling** roads in light of previous incidents. The Mayor’s aim is for no-one to be killed in or by a London Bus by 2030 and for all deaths and serious injuries from road collisions to be eliminated from London’s roads and streets by 2041. The main targets are as follows:
- (a) 65% reduction in KSIs by 2022 against 2005-2009 baseline average
  - (b) 70% reduction in KSIs by buses by 2022 against 2005-2009 baseline average
  - (c) 70% reduction in KSIs by 2030 against 2010-2014 baseline average
  - (d) 0 KSIs by 2041
  - (e) 0 KSIs by buses by 2030

The Suttons Lane and Airfield Way Casualty Reduction Scheme was developed to help to meet the above targets.

### Traffic Survey Results Summary

- 1.4 Traffic surveys showed that two-way traffic flows are up to 1200 and 900 vehicles per hour during peak periods along Suttons Lane and Airfield Way respectively.

A speed survey was carried out and the results are as follows.

Location	85%ile Speed (mph)		Highest Speed (mph)	
	Eastbound/ Northbound	Westbound/ Southbound	Eastbound/ Northbound	Westbound/ Southbound
Suttons Lane south of Dawes Avenue (off peak)	41	39	50	45



Suttons Lane south of Dawes Avenue (Peak)	31	30	40	45
Suttons Lane south of Miramay Way (off peak)	39	41	50	50
Suttons Lane south of Miramay Way (Peak)	31	33	45	45
Airfield Way west of Sarre Avenue (Off peak)	34	36	45	45
Airfield Way west of Sarre Avenue (Peak)	32	32	40	40
Airfield Way north of Gosport Drive (Off peak)	46	37	50	45
Airfield Way north of Gosport Drive (Peak)	35	34	45	45

The 85<sup>th</sup> percentile traffic speed (the speed at which 85% of vehicles are travelling at or below) along Suttons Lane and Airfield Way exceeds the 30mph speed limit. Officers consider these speeds to be excessive and a contributory factor in collisions and risk exposure.

### Injury Collision Data

- 1.4 In the five-year period to 31<sup>st</sup> May 2018, **twenty one** personal injury collisions (PICs) were recorded along Suttons Lane and Airfield Way. Of these twenty one PICs, six (29%) were serious; four (19%) involved pedestrians; five (24%) involved children; two (10%) involved cyclists; five (24%) involved motorcyclists; two (10%) were speed related and six (29%) occurred during the hours of darkness.

Details of PICs are as follows:

Location	Fatal	Serious	Slight	Total PIAs
Suttons Lane / Dawes Avenue Junction	0	0	2 (1-Ped) (1-Dark)	2
Suttons Lane between Dawes Avenue and Winifred Avenue	0	1	1	2



Suttons Lane / Winifred Avenue Junction	0	0	1	1
Suttons Lane between Vaughan Avenue and Hacton Drive	0	1 (1-Ped) (1-Dark)	0	1
Suttons Lane between Hacton Drive and Miramar Way	0	2 (1-Ped)	0	2
Suttons Lane / Swanbourne Drive Junction	0	1	1	2
Suttons Lane / Squadrons Approach Junction	0	0	1	1
Airfield Way / Northolt Way Junction	0	0	1 (1-Ped) (1-Dark)	1
Airfield Way / Pembrey Way Junction	0	0	1 (1-Dark)	1
Airfield Way / Tangmere Crescent North Junction	0	0	2	2
Airfield Way between Tangmere Crescent North and Gosport Drive	0	1	0	1
Airfield Way / Tangmere Crescent South Junction	0	0	1	1
Airfield Way / Rochester Road Junction	0	0	1 (1-Dark)	1



Airfield Way / South End Road Junction	0	0	3 (1-Dark)	3
<b>Total</b>	<b>0</b>	<b>6</b>	<b>15</b>	<b>21</b>

## Proposals

1.5 The following safety improvements were proposed along Suttons Lane and Airfield Way to reduce vehicle speeds and minimise collisions.

- (a) Suttons Lane between Dawes Avenue and Randall Drive (Plan No.QS002/1)
  - Pedestrian refuge with double yellow lines outside Sainsburys Local.
  - Build-out extension outside property No. 51 Suttons Lane.
  - Longer traffic island outside property Nos. 47 and 49 Suttons Lane.
  - Parking bays relocation outside property Nos. 47, 49, 53, 55 Suttons Lane.
  - 30mph vehicle activated sign.
  - Centre line hatch and slow road markings.
- (b) Suttons Lane between Vaughan Avenue and Suttons Primary School south entrance (Plan No. QS002/2)
  - School vehicle activated signs and coloured road surfacing south of Vaughan Avenue and School south entrance.
- (c) Airfield Way in the vicinity of Tangmere Crescent (Plan No. QS002/3)
  - School vehicle activated signs north and south of Tangmere Crescent.

## 2.0 Outcome of public consultation

- 2.1 Letters, describing the proposals were delivered to local residents / occupiers. Approximately, 210 letters were delivered via post to the area affected by the proposals. Emergency Services, bus companies, local Members and cycling representatives were also consulted on the proposals. Eight written responses from Members and residents were received and the comments are summarised in the Appendix 1. Three Local Ward Members are in favour of the scheme. One Member raised general queries. One resident supported the scheme in principle but requested comfort that the scheme would not interfere with existing vehicular crossovers. Three residents commented on the vehicle activated signs and their effectiveness.
- 2.2 The majority of respondents generally supported the scheme. One resident requested further measures such as CCTV cameras and 20mph speed limit to improve road safety.
- 2.3 Details of some of the operational Casualty Reduction Schemes implemented within Havering, TfL's targets, Mayor's vision zero Strategy and traffic calming techniques are summarised in the Appendix 2.



### **3.0 Officers' comments and conclusions**

- 3.1 The collision analysis indicated that **twenty one** personal injury collisions (PICs) were recorded along Suttons Lane and Airfield Way. Of these twenty one PICs, six were serious; four involved pedestrians; five involved child; two involved cyclists; five involved motorcyclists; two were speed related and six occurred during the hours of darkness.
- 3.2 Appendix 2 provides commentary/analysis of the effectiveness of implemented Casualty Reduction Schemes, traffic calming measures and other features used in the Council's Casualty Reduction Programme, TfL's targets, Mayor's Vision Zero Strategy, UK Traffic calming techniques and their effect.
- 3.3 Officers prepared a set of proposals which are considered appropriate for 'Suttons Lane and Airfield Way' class of road. These measures should influence driver behaviour and reduce the risk exposure of vulnerable road users to collisions. Officers' recommend that all suggested measures should be implemented.
- 3.4 The proposed safety improvements as detailed in the recommendation would minimise collisions, particularly for vulnerable road users along Suttons Lane and Airfield Way.

## **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 £0.070m for feasibility, consultation and implementation will be met by Transport for London through the 2019/20 Local Implementation Plan allocations for Suttons Lane and Airfield Way Casualty Reduction Programme (A3067). The funding will need to be spent by 31st March 2020, to ensure full access to the grant.

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 budget.

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



The Council's power to construct and maintain places of refuges for the protection of pedestrians in the maintained highway is set out in Part V of the Highways Act 1980 ('HA1980')

The Council's power to make an Order regulating or controlling vehicular traffic on roads is set out in section 6 of Part 1 of the Road Traffic Regulations Act 1984 ("RTRA"1984). Schedule 1 of the RTRA 1984 lists those matters as to which Orders can be made under section 6. The Traffic Signs Regulations and General Directions 2016 govern road traffic signs and road markings.

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

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

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

### **Human Resources implications and risks:**

The recommendations made in this report do not give rise to any identifiable HR risks or implications that would affect either the Council or its workforce.

### **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.

Havering has a diverse community made up of many different groups and individuals. The council values diversity and believes it essential to understand and include the different contributions, perspectives and experience that people from different backgrounds bring.

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;



- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The council demonstrates its commitment to the Equality Act in its decision-making processes, the provision, procurement and commissioning of its services, and employment practices concerning its workforce. In addition, the council is also committed to improving the quality of life and wellbeing of all Havering residents in respect of socio-economics and health determinants.

There would be some visual impact from the proposals; however these proposals would generally improve safety for both pedestrians and vehicles.

<b>BACKGROUND PAPERS</b>
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**None.**



## SUMMARY OF RESPONSE

RESPONSE REF:	COMMENTS	STAFF COMMENTS
QS002/1 (Local Member1)	I am fine with the proposals.	-
QS002/2 (Local Member2 )	I have no problems with this scheme as the only item that affects Elm Park ward is the two proposed vehicle activated school signs.	-
QS002/3 (Local Member3 )	I have no problems with this scheme as the only item that affects Elm Park ward is the two proposed vehicle activated school signs.	-
QS002/4 (Member)	I look forward to the response by residents	-
QS002/5 (Suttons Lane resident1)	I welcome the measures to improve safety on Suttons Lane. However, I would like the planning team to ensure that the extensions of crossing and buildout extensions, do not restrict residents ability to safely use their existing driveways after the works have been complete.	The proposals would not restrict any vehicle crossovers.
QS002/6 (Suttons Lane resident2)	The existing vehicle activated sign outside 61 doesn't work. It needs to be repaired rather than waste money putting up new ones. I don't want to be blocked from gaining access to my front drive by an unnecessary post being installed when one exists at no. 67 not working. Longer traffic island – The buses already have difficulty getting through and often get stuck there.	The existing 30mph vehicle activated sign will be repaired. The proposed vehicle activated signs are with the school legend and will be installed close to the school. The proposed sign post would not restrict the access. The current proposals outside the shops are to improve access for large vehicles including buses.
QS002/7 (Suttons Lane resident3)	I wish to make the following representations. Firstly there are already two 30mph vehicle activated signs along Suttons Lane which drivers either adhere to or choose to ignore. I don't see how another two will reduce speed. I propose that Havering install CCTV cameras to prevent parking issues and the lack of road safety attached to it and further, install a 20mph speed limit along Suttons Lane.	Staff considered that the existing and proposed school vehicle activated signs would reduce vehicle speeds to some extent. Additional measures could be considered at a later date if necessary.



QS002/8 (Aldergrove Walk resident)	I have no issue with the proposed safety improvements just the positioning of the school vehicle sign. There is plenty of scope to relocate this sign further along Airfield Way so it does not cause any issues.	
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## APPENDIX 2

### SUMMARY OF CASUALTY TARGETS, CASUALTY REDUCTION, TRAFFIC CALMING TECHNIQUES AND THEIR EFFECT

#### **1. PERCENTAGE OF CASUALTY REDUCTION**

The following table shows the percentage of casualty reduction achieved on the implementation of Accident Reduction Programme schemes in recent years using vertical deflections such as humped crossings, speed tables and speed cushions.

SCHEME	IMPLEMENTATION DATE	PERCENTAGE CASUALTY REDUCTION
Mawney Road and White Hart Lane Between A12 and Collier Row Road	March 2012	77%
Hornchurch Town Centre (20mph zone)	June 2012	45%
Collier Row Lane Between Goring Road and Playfield Avenue	March 2014	60%
Crow Lane Whole length	March 2015	40%
Dagnam Park Drive Between Gooshays Drive and Chudleigh Road (20mph zone)	January 2016	100%
Rainham Road Between Ford Lane and Wood Lane	December 2016	50%

Please note that vertical deflections such as humped crossings, speed tables, speed cushions were used in all the above schemes to reduce accidents. The casualties are compared before and after implementation of the schemes.

#### **2. TFL 2020 CASUALTY TARGETS**

The Government and Transport for London have set targets for 2020 to reduce Killed or Serious injury accidents (KSI) by 40%; Child KSIs by 50%; pedestrian, cyclist KSI's by 50% and slight injuries by 25% from the baseline of the average number of casualties for 2005-09. The **Haverling** Accident Reduction Programme, funded by Transport for London will help to meet these targets.



### **3. LONDON MAJOR'S VISION ZERO STRATEGY**

The Major's Vision Zero Strategy aims to eliminate deaths and serious injuries on London's road and street network including **Haverling** roads in the light of previous incidents. The Major's aim is for no-one to be killed in or by a London Bus by 2030 and for all deaths and serious injuries from road collisions to be eliminated from London's road and street by 2041. The main targets are as follows:

- (a) 65% reduction in KSIs by 2022 against 2005-2009 baseline average
- (b) 70% reduction in KSIs by buses by 2022 against 2005-2009 baseline average
- (b) 70% reduction in KSIs by 2030 against 2010-2014 baseline average
- (d) 0 KSIs by 2041
- (e) 0 KSIs by buses by 2030

### **4. TRAFFIC CALMING TECHNIQUES IN UK AND THEIR EFFECT ON SPEED REDUCTION, ACCIDENT REDUCTION AND AIR QUALITY/ HEALTH/ POLLUTION**

#### **(a) TRAFFIC CALMING TECHNIQUES**

The following 'Traffic calming techniques' are widely used in UK.

- (1) Vertical deflections include Road hump, speed table, speed cushions, rumble strips
- (2) Horizontal deflection include Chicanes
- (3) Road Narrowing
- (4) Central islands
- (5) Traffic calming at junctions includes changes in alignment, roundabout and mini roundabouts.
- (6) Gateway measures include different surface materials, traffic islands, 20/30mph road signs
- (7) Speed cameras and speed limit changes
- (8) Traffic management measures include road closures and one way streets

All the above traffic calming measures are not suitable for all the roads in **Haverling**. The selected traffic calming measures are generally used depending on the road character and nature of achievement such as speed reduction and accident reduction.

#### **(b) SPEED REDUCTION**

Vertical deflections such as road humps, speed tables and speed cushions in the carriageway have a **greater impact on vehicle speeds** than any other measures. In order to achieve greater vehicle speeds reduction, the vertical deflections need to be placed close apart which may require greater funding.



### **(c) ACCIDENT REDUCTION**

The impact of traffic calming schemes on accident levels is generally related to both the speed reducing effect of the scheme and any reduction in traffic levels as a consequence of it. Slower vehicle speeds in 20mph speed limit roads compared with 30mph or over speed limit roads, not only reduce the occurrence of the accidents, but also have a significant effect on their severity such as from fatal and serious injuries to slight injuries.

### **(d) AIR QUALITY / HEALTH / POLLUTION**

WHAT IMPACT DO SPECIFIC SCHEMES HAVE ON AIR QUALITY AND HEALTH?

The Transport for London research suggest:

(i) 20mph zones **do not increase air pollution**. Imperial College University's evaluation of 20mph zones in London suggested they had **no net negative impact on exhaust emissions** and resulted in clear benefits to driving style and associated particulate emissions.

(ii) Speed bumps generate small, local increase in emissions, but the health impacts are likely to be **negligible**. They dramatically reduce road danger and support the Health Street Approach. It is uncertain whether speed bumps have negative impacts on air quality over the whole area of a scheme. There is good evidence they are one of the best ways to reduce vehicle speeds and are expected to reduce collisions by around 44%. Speed tables should be considered as an alternative to speed bumps.

(iii) Protected cycle lanes tend not to prolong journey time and are **not expected to increase air pollution**.