

Notice of Non-key Executive Decision

Subject Heading:	SOUTH STREET / EASTERN ROAD TRAFFIC SIGNALS – CYCLE CROSSING FACILITIES (REFERENCE QR032)
Cabinet Member:	Councillor Osman Dervish
SLT Lead:	Barry Francis - Director of Neighbourhoods
Report Author and contact details:	Velup Siva Senior Engineer velup.siva@havering.gov.uk
Policy context:	Havering Local Development Framework (2008) Havering Local Implementation Plan 2018/19 Delivery Plan
Financial summary:	The estimated cost of £0.200m for implementation will be met by S106 Contribution for Old Church Hospital (C29390).
Relevant OSC:	Environment
Is this decision exempt from being called-in?	Yes – Non Key

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

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

Non-key Executive Decision

Part A – Report seeking decision

DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION

Following a recommendation of the Highways Advisory Committee on 16th November 2021 on the proposals seeking approval to informally consult in Havana Close and South Street / Eastern Road Traffic Signal Junction. This Executive Decision seeks approval Decision seeks approval to proceed to informal consultation of the following cycle crossing facilities as detailed below and shown on the attached drawing No BRJ10378-0100-000-PO GA. And as detailed below:

(a) Havana Close

The proposal is to introduce a 1.5m wide advisory contra flow cycle lane which will provide a safer link to South Street from Exchange Street. The proposals also include traffic island to assist cycle lane.

(b) South Street

The proposal is to provide a segregated cycle facility which will enable cyclists to travel south east along South Street.

(c) Eastern Road

The proposal is to provide a segregated two-way cycle facility along Eastern Road which will link to cycle Route 12.

(d) South Street / Eastern Road Traffic Signal Junction

The traffic signals are to be re-designed to cater cycle crossing facilities.

That the results of informal consultation will be reported back to the Highways Advisory Committee (HAC) in a future report seeking a recommendation on the implementation of the scheme.

It is noted that the design, consultation and implementation costs of the scheme will be met through S106 Contribution (C29390) which is likely to be in the region of £0.20m.

AUTHORITY UNDER WHICH DECISION IS MADE

Council's Constitution:

Part 3, Section 2.5, paragraph (s) To consider recommendations of the Highways Advisory Committee relating to highways and traffic schemes and to make decisions relating to them.

Part 3, Section 2.6, paragraph (y) Portfolios to be assigned to individual Cabinet Members - Highways & Traffic Schemes.

STATEMENT OF THE REASONS FOR THE DECISION

At its meeting on 16th November 2021 the Highways Advisory Committee ("HAC") considered a report on proposals to informally consult in Havana Close and South Street / Eastern Road Traffic Signal Junction.

High levels of transport use such as Havering, the Mayor's Transport Strategy (MTS) sets out objectives including healthy streets and provision of a good transport experience as key parts of the MTS policy framework. The projects that support the MTS and shape London's social and economic development to encourage active travel and make provisions for both walking and cycling.

Non-key Executive Decision

The council recognises there are additional measures that could be implemented to improve the transport connections in Havering to improve road safety to reduce casualties of all road users including cyclists on both TLRN and borough roads, especially along the cycle routes.

South Street / Eastern Road traffic signal re-design would provide safer crossing facilities, particularly for cyclists as east-west and north-south cycle routes pass through these traffic signals. At present, there are no controlled crossing facilities for cyclists at this junction. A feasibility study was undertaken to identify safety improvements including a contra flow cycle lane along Havana Close and South Street, two-way cycle lane along Eastern Road and cycle crossing facilities at the South Street / Eastern Road traffic signal Junction.

Havering is bidding for, and when funds are received, investing significant levels of its' LIP funds along with Section 106 funding on physical infrastructure measures to encourage modal shift. A substantial element of LIP and S106 funding are also spent on measures focused on securing behaviour change and presenting alternative travel choices for jour

This executive decision reflects the recommendations of the HAC and adopts the justification for the decision as set out in the report to HAC. The results of the informal consultation will be reported back to the Highways Advisory Committee (HAC) in a future report along with a recommended way forward.

1.0 Background

- 1.1 Romford is Havering's largest town and an important Metropolitan Centre in terms of its place within Greater London. The town's retail, leisure and commercial offer have catchments far beyond the Borough boundary into both Essex and East London and it has a growing population generated by significant residential development.
- 1.2 The maintenance and improvement of transport links to Romford is important for its growth. In terms of providing for motor traffic, there is little scope for the expansion of road capacity and so it is necessary to look out how the highway network may be used more efficiently to move people. Key to this will be giving people genuine alternatives to the private motor car for short trips of 2-3 miles (3.2 – 4.8km) or less which equates to a journey time of around 10-15 minutes, door to door.
- 1.3 The bicycle is one option as part of a package of transport modes which can provide for these journeys and so it is vital that people be empowered and enabled to cycle. For Romford (and indeed Havering more widely), cycling has a relatively small modal share, despite many journeys being potentially cycled. Many of the barriers faced in terms of experienced safety and accessibility are also common to those walking to and around the area.
- 1.4 In "The Mayor's Vision for Cycling in London" (2013), it is recognised that Outer London cycling has significant potential. This is especially the case for short journeys, to access railway stations, schools and local services and in achieving a shift away from motor cars; "In Outer London, distances may be too great for many to make the entire commute to central London by bike. So we will particularly target shorter journeys now made by car, and journeys to railway stations"
- 1.5 More people cycling will also benefit motorists – especially in Outer London – by taking cars off the roads. Like a car, a bike is personal, on-demand and door-to-door, so it has significant potential to attract drivers to whom public transport does not appeal or is not a viable option. TfL's London Travel Demand Survey supports this view, showing that car-drivers take public transport much less than other people, but cycle just as much as non-drivers do.

Non-key Executive Decision

- 1.6 Cycling on London's main roads has risen by 173 per cent since 2001. We intend to double cycling over the next 10 years. To support this growth, major investment is needed. Analysis shows that more than half of the potentially cycle trips in the Capital are in Outer London. These total around 2.4 million a day, most of which are made by car.
- 1.7 In Havering, London Cycle Network – Route 12 runs from Harold Park to the boundary with Barking and Dagenham and includes shared-use unsegregated cycle tracks on both sides of the A12 Colchester Road and on-carriageway advisory cycle lanes on Main Road and London Road. Through the Town Centre, the route is on-carriageway via Lodge Avenue, Carlton Road, Eastern Road (both sections), Exchange Street and St Andrew's Road. The section between Eastern Road and Exchange Street doesn't link up. St. Edwards Way is also signed as LCN12.
- 1.8 Romford to Rainham cycle route is generally on-carriageway and provided using signage with some access points for cycling through locations closed to through motor traffic. The route is not specifically signed "Romford to Rainham" as other local destinations are signed (such as Elm Park Station). Within 2 miles of Romford, the route follows Victoria Road, George Street, Brentwood Road, Douglas Road, Clydesdale Road, Park Lane and into Albany Road to continue south to Harrow Lodge Park. Where the route crosses from Victoria Road into George Street, cycles are exempt from a banned right turn. Heading into Romford from George Street, there are no facilities. To move between Park Lane and Albany Road, those cycling have to cross the A124 Hornchurch Road. This is assisted by the use of Advanced Stop Lines (ASLs).
- 1.9 Romford to Collier Row route is generally on-carriageway and provided using signage. Within 2 miles of Romford, the route starts at the junction of High Street and Angel Way and runs along Angel Way, through Trinity Methodist Church, into Linden Street (via the subway under the Ring Road – St Edward's Way) and then Como Street, Mawney Road, White Hart Lane and Collier Row Road. Where Mawney Road crosses the A12 Eastern Avenue (West) there are ASLs. The Mawney Road and White Hart Lane section of the route has advisory cycle lanes. Bedfords Park, Rise Park, Raphael Park & Cottons Park. Although not explicitly signed it is possible to cycle from Lower Bedfords Road to Carlton Road. The southern edge of Bedfords Park is just within 2 miles of Romford and it is possible to cross Lower Bedfords Road via Toucan crossing and cycle south through Rise Park to Rise Park Boulevard. It is then necessary to cross the A12 Eastern Avenue (East) via an uncontrolled 2-stage staggered crossing to access Park Boulevard. The route then goes through Raphael Park to Main Road and crosses into Cottons Park via another Toucan crossing. The route ends at Carlton Road near its junction with Eastern Road.
- 1.10 The Mayor's Vision Zero Strategy aims to eliminate deaths and serious injuries on London's road network including **Havering** 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 South Street / Eastern Road Cycle Crossing Facilities Scheme was developed to help to meet the above targets.

Non-key Executive Decision

Traffic Survey Results Summary

1.11 Traffic surveys showed that two-way traffic flows are up to 300 vehicles per hour during peak periods along South Street just south of Eastern Road. At the South Street / Eastern Road traffic signal junction, only two movements are possible. One is northbound straight ahead movement along South Street and other is left turning movement from Eastern Road to South Street.

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

Location	85 th Speed (mph)		Highest Speed (mph)	
	Northbound	Southbound	Northbound	Southbound
South Street between Western Road and Eastern Road	17	N/A	30	N/A
South Street between Railway bridge and Victoria Road	19	18	30	30

The 85th percentile traffic speed (the speed at which 85% of vehicles are travelling at or below) along South Street exceeds the 20mph posted speed limit. Officers consider these speeds to be excessive and a contributory factor in collisions and risk exposure.

1.13 The modal split of the vehicles using the South Street / Eastern Road Traffic Signal Junction is as follows:

Cars	1.6%
Pedal Cycles	6.0%
Motor Cycles	4.7%
Buses/Coaches	83.4%
Light Goods Vehicle	3.3%
Medium/Heavy Goods	1.0%

It can be seen from the modal split that the second mode of travel through this junction is pedal cyclists.

Injury Collision Data

1.14 In the five-year period to 31st May 2021, **six** personal injury collisions (PICs) were recorded in the study area. Of these six PICs, three (50%) were serious; four (67%) involved pedestrians; three (50%) involved buses, one (17%) involved motorcyclists and two (33%) occurred during the hours of darkness.

Details of PICs are as follows:

Location	Fatal	Serious	Slight	Total PIAs
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Non-key Executive Decision

South Street / Eastern Road Traffic Signals Junction	0	1 (1-Ped)	1 (1-Ped)	2
South Street north of Havana Close	0	0	1	1
Havana Close / Exchange Street Junction	0	1	0	1
South Street by the Railway bridge	0	1 (1-Ped)	0	1
Eastern Road / Chandlers Way Junction	0	0	1 (1-Ped)	1
Total	0	3	3	6

Proposals

1.15 The following cycle crossing facilities were proposed in the area to assist cyclists and to minimise collisions.

(a) Havana Close

The proposal is to introduce a 1.5m wide advisory contra flow cycle lane which will provide a safer link to South Street from Exchange Street. The proposals also include traffic island to assist cycle lane.

(b) South Street

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And

(c) Eastern Road

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2.0 Conclusion

2.1 Romford has had low mode share for cycling for many years because it has been seen as a marginal activity, rather than a distinct form of transport.

2.2 In order to make real and sustained transformational change, there is a need to address this issue at all levels and to produce a vision and plan which will need regular review and refinement. There will be a need to make decisions on how highway space is allocated and prioritised, especially when providing protection on the primary and secondary street network. There also needs to be decisions taken to remove through traffic on local streets which are currently being used as a de facto part of the secondary network, but without carrying bus traffic.

Non-key Executive Decision

2.3 As stated in paragraphs 3.7, 3.8 and 3.9, the section between Eastern Road and Exchange Street doesn't link up. This scheme provides safer cycle crossing facilities through South Street / Eastern Road Traffic Signals Junction, South Street and Havana Close to connect east – west route and north – south route. On-street cycle parking facilities are available in the vicinity of Romford Station. While cycling is being considered as a transport issue, there are links to other areas with air quality and public health being key. It is therefore considered that the provision safer cycle crossing facilities provided by this scheme would attract more cycling short trips by Havering Residents into Romford Town Centre and Romford Station.

OTHER OPTIONS CONSIDERED AND REJECTED

No other options were considered.

PRE-DECISION CONSULTATION

Following on from an informal consultation undertaken in September 2021, the request to informally consult on the proposals to introduce cycle crossing facilities in Havana Close and South Street / Eastern Road Traffic Signal Junction was made to members at HAC on 16th November 2021 and it was recommended the results of the informal consultation would be reported back to a future HAC to discuss further recommendations.

NAME AND JOB TITLE OF STAFF MEMBER ADVISING THE DECISION-MAKER

Name: Diane Bourne

Designation: Interim Schemes Manager

Signature:



Date: 17/11/2021

Part B - Assessment of implications and risks

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 implement cycle facilities on highway maintainable at public expense is set out in Part V of the HA 1980. The Council also has a general power of highway improvement under Part V of the HA 1980 which includes the provision of, pillars, walls, barriers, rails, fences or posts for the use or protection of persons using a highway.

Before an Order is made, the Council should ensure that the statutory procedures set out in the Local Authorities Traffic Orders (Procedure)(England & Wales) Regulations 1996 (SI 1996/2489) are complied with.

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

Non-key Executive Decision

recommendation. The Council must be satisfied that any objections to the proposals were taken into account.

FINANCIAL IMPLICATIONS AND RISKS

The estimated cost of £0.200m for feasibility, consultation, detailed design and implementation will be met by S106 Contribution (C29390).

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 would then 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 Public Realm 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 Public Realm budget

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

The proposal can be delivered within the standard resourcing within Street Management, and has no specific impact on staffing/HR issues.

EQUALITIES AND SOCIAL INCLUSION 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.

Non-key Executive Decision

BACKGROUND PAPERS

Memo_03_LBH Scheme Information by Jacobs.

APPENDICES

APPENDIX 1 - BRJ10378-0100-000-PO GA Overall Plan by Jacobs.

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

Details of decision maker

Signed



Name: Councillor Dervish,

Cabinet Portfolio held: Cabinet Member for Environment

CMT Member title: Barry Francis – Director of Neighbourhoods

Head of Service title: Nicolina Cooper - Interim Assistant Director Public Realm

Other manager title:

Date:

Lodging this notice

The signed decision notice must be delivered to the proper officer, Debra Marlow, Principal Democratic Services Officer in Democratic Services, in the Town Hall.

For use by Committee Administration

This notice was lodged with me on _____

Signed _____

Non-key Executive Decision