



HIGHWAYS ADVISORY COMMITTEE

19 March 2013

REPORT

Subject Heading:

ORANGE TREE HILL AND NORTH ROAD, HAVERING-ATTE-BOWER CHANGES TO TRAFFIC CALMING
Outcome of public consultation

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

Clean, safe and green borough	<input checked="" type="checkbox"/>
Excellence in education and learning	<input type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

This report sets out the comments received in response to a public consultation for making changes to the pinch point traffic calming features on Orange Tree Hill and North Road to improve conditions and safety for bicycle users.

This scheme is within **Havering Park** ward.

RECOMMENDATIONS

1. That the Committee having considered the information set out in this report recommends to the Cabinet Member for Community Empowerment that the changes to the pinch points on Orange Tree Hill and North Road be approved for implementation as detailed in this report and shown on the following drawings;
 - QL040/17-101
 - QL040/17-102
 - QL040/17-103
 - QL040/17-104
 - QL040/17-105
 - QL040/17-106

2. That it be noted that the estimated cost of the scheme will be £15,000 which will be met from the 2013/14 Transport for London Local Implementation Plan allocation for the Collier Row Casualty-reduction Package.

REPORT DETAIL

1.0 Background

- 1.1 A casualty-reduction scheme for Orange Tree Hill and North Road was recommended for implementation by the Highways Advisory Committee in December 2010. The scheme included various elements including changes to and additional priority pinch points, relighting of sections of the route, signage de-clutter/ improvements and high grip surfacing.
- 1.2 The pinch points within the scheme (new and altered) were changed from their previous arrangement of being set symmetrically in the road with bypass areas for bicycle users to being set asymmetrically with the bypass areas removed to accommodate the changes.
- 1.3 The two streets involved carry agricultural vehicles which operate with wide and overhanging trailers. This means that a “usual” arrangement of pinch points on alternate side of the road was not possible; otherwise the vehicle/trailer combination would overhang the footways. The asymmetric layout was proposed to try and reduce the reported incidences of drivers being tempted to race oncoming traffic through the features, while accommodating agricultural vehicles.
- 1.4 The original scheme was installed in early 2003 and was based on a casualty study reviewing rates for the 4 years to 2000. In this period, there

were 54 injury collisions along North Road/ Orange Tree Hill and of these, 5 were fatalities and 11 involving serious injury.

- 1.5 The 2010 scheme was based on a review of the 4 years to December 2009 where 15 injury collisions were recorded and of these, 4 were serious. The current scheme was completed in early 2011. Until there are at least 3 years' of casualty data available, Staff would not recommend drawing any conclusions as to the efficacy of the scheme.
- 1.6 Following implementation, Streetcare started to receive several complaints from individual cycle users and club cyclists (including Hainault Roads Club) about the loss of the bypasses and poor driver behaviour when encountering cycle users going through the pinch points. One local cycle user provided video evidence of the behaviour of some drivers he had encountered.
- 1.7 The matter was also raised by local cycle users attending the Council's quarterly Cycle Liaison Group which include individuals and representatives of CTC and the London Cycling Campaign.
- 1.8 The matter was reported to the Highways Advisory Committee on 20th September 2011 (Schemes Applications, Item H2) where the Head of Streetcare was authorised to proceed with a review of the layout to assist cycle users passing the pinch points.
- 1.9 Drawings QL040/17/101 to 106 show a series of proposed adjustments which are a combination of allowing cyclists to use short sections of adjacent footways (conversion to shared-use cycle tracks) and reprovision of bypasses (within wide asymmetric islands or verge areas) where space allows.
- 1.10 It is not possible to reintroduce the bypasses at the smaller islands as they would effectively be removed. It is also not possible to bypass at all of the wider islands because of the cost to relocate electrical equipment.
- 1.11 Letters setting out the proposals were hand-delivered to 205 properties along the route on or just after 21st November 2012. In addition, ward councillors, HAC members, members of the Council's Cycle Liaison Group, the standard list of consultees (including the emergency services and London Buses), HABCOS and other people who had expressed an interest in the proposals were also sent copies of the consultation information.
- 1.12 In addition, at areas where shared-use cycle tracks are proposed, site notices were erected.
- 1.13 Members of the Council's Cycling Liaison Group were also consulted at one of its regular meetings and the scheme was broadly endorsed.
- 1.14 By the close of consultation on 11th January 2013, 10 written responses were received and are summarised in Appendix I.

2.0 Outcome of Public Consultation

2.1 The comments are generally around the following points;

- Concern about the impact of the current layout on cycle users and horse riders;
- Concern that the proposed layout will cause conflicts with pedestrians and could not be used by horse riders;
- Concern about the maintenance of the current and proposed layout;
- Request that the traffic calming is removed in favour of average speed cameras;
- Request that the original scheme is essentially reinstated.
- Comments about the layout of the pinch point island at Orange Tree Hill (near Uplands).

3.0 Staff Comments

3.1 The proposed changes to the existing layout are intended to reduce the risks and concerns expressed by cycle users, but it is recognised that this will not address the horse rider concern. There would be a risk with sections of shared-use cycle track, but it would be for the cycle user to consider the prevailing conditions and behave accordingly.

3.2 The issues of maintenance of the features existed with the original layout and will persist with the current layout. The movement of agricultural vehicles has to be maintained and the need to highlight the features (with bollards) will mean that they are knocked from time to time.

3.3 The main reason behind the original and continued need for traffic calming through the village is one of traffic flow. The route is classified (B175) and carries a great deal of through traffic between Essex and Romford (including the major routes thereafter). To reduce or remove through traffic, it would take substantial agreement between Havering, adjacent boroughs and Essex County Council to close or restrict various routes to through traffic in favour of forcing it to divert to routes with a higher classification such as A113, A112 and A128 (or further afield).

3.4 Until there is at least 3 years' casualty data available, Staff cannot recommend any major changes to the layout or a review, but would suggest that the matter could be revisited during 2014/15 where a funding bid could be made through the usual Local Implementation Plan process if deemed appropriate.

3.5 As set out in the report to the HAC regarding Safety Cameras in December 2012 (Item 6), TfL are maintaining an intervention rate for speed cameras as being locations where there is a casualty rate of 4 KSIs over 3 years, with 2

being speed related. Until there are 3 years' data available from the current scheme, it is doubtful that such an idea could be taken forward.

- 3.6 It is accepted that a system of average speed cameras has the potential to not only manage speed through the village, but to enable a complete removal of "clutter". However, to cover the entire village, 3 "cordon" sites would be required (North Road, Orange Tree Hill and Broxhill Road). Current estimates are for a budget of £100k per camera, per direction which would have to be funded by the borough (£600k). TfL would also seek an annual maintenance charge which has not yet been set. Average speed cameras have not been widely used as permanent arrangements in London and it is likely that application of such a system in Havering-atte-Bower would need a special agreement with TfL. At this stage, it is not considered possible to take the option further.
- 3.7 With the current issues, Staff recommend that the scheme be implemented as designed and a review to take place in 2014/15 to ascertain whether other works are required on a casualty-reduction basis.

IMPLICATIONS AND RISKS

Financial implications and risks:

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

The estimated cost of implementing the proposals as described above and shown on the attached drawings is £15,000. This cost can be met from the 2013/2014 LIP Allocation for the Collier Row Casualty-reduction package. Spend will need to complete by 31st March 2014 to maximise access to TfL grant funding.

The costs shown are an estimate of the full costs of the scheme, should it be implemented. A final decision would be made by the Lead Member – as regards actual implementation and scheme detail. Therefore, final costs are subject to change.

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

Legal implications and risks:

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

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

Human Resources implications and risks:

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

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. 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.

Shared pedestrian and cycle facilities are not always seen by some interest groups as desirable, but given the highway, land space available and it considered appropriate to allow cyclists to legally use off-carriageway sections.

BACKGROUND PAPERS

Project Scheme File Ref: QL040/17 Havering-atte-Bower Cycle Bypasses

SUMMARY OF CONSULTATION RESPONSES

Respondent/	Summary of Comments
Mr Ford London Buses (Operations)	Does not expect scheme to cause London Buses any issues.
Mr Tomlinson	The original pinch point scheme had provision for cyclists and horse riders to pass. When the current scheme was discussed [at a HABCOS meeting], an additional pinch point was put in but cycle access reduced. The pinch points should be left in their current position and returned to the original design which worked perfectly well.
Mr Loveard Townley Cottage	<p>Content with 4 of the pinch points but wishes to comment on two as follows;</p> <ul style="list-style-type: none"> • Oak Hill Road/ Home Farm [Drawing QL040/17-106]. For this to work, the verge will need to be strimmed back far more than it currently is as vegetation often protrudes over the footway. It is essential that the back edging kerb and area of tarmac be reinstated following connection of a feeder pillar. • Orange Tree Hill, by Uplands [Drawing QL040/17-101]. Following construction of the islands in 2010, the intended priorities were changed, leaving the wider island on the side where traffic has priority. Could funding be found to reduce this island and extend the narrow island and provide a cycle bypass on the wider side?
Mr Potter North Road	<p>The original [pre-2010] scheme failed to restrict the excessive speed of the majority of vehicles. It was unfit for purpose. No arrangements were made for cleaning the bypasses or signs. The aperture was not wide enough for agricultural vehicles.</p> <p>Suggests that vans and 4x4s run up the centre of the road at 45-50mph, straddling the line and bullying their way through. The approaches should be double white lines with metal studs.</p> <p>The revised arrangement brought chaos with construction with limited access. The pinch point at the end of Orange Tree Hill [QL040/17-101] was originally installed with uphill traffic giving way. The scheme was gilding the lily of a scheme which was not fit for purpose.</p> <p>The current suggesting is to allow cyclists and horse riders to use the footpath which is illegal and would impact on pedestrians, pensioners and mothers with push chairs who will be forced into the road.</p> <p>The speeding problem will only be solved with police using a radar</p>

	<p>gun or a Gatso camera with fines and licence points.</p> <p>Resident suggests that the timing for the notice at Christmas and New Year was an attempt to slip it under the radar. The scheme is not fit for purpose in calming the traffic. Resident has lived in the village since 1947 and knows about the increase in volume, speed and size of traffic and sat nav has contributed.</p>
<p>Mr Heap Broxhill Road</p>	<p>As with many in the village, resident is concerned about loss of satisfactory escape lanes for cyclists and most particularly horses. Can appreciate what has been done for the scheme, but does not see that making cyclists use the pavement is prudent. More importantly, with no north-south bridleway, the proposals do not take account horse riders as they are not practical and user cannot cope with overhanging vegetation and would have to carry on using the centre of the road.</p> <p>Considers that the chicanes by the village green in the heart of the conservation area was inappropriate in the first place. Resident appreciates safety worries, but they are an eyesore. They contradict the Council's own Conservation Area Character Appraisal recommendations which were to reduce the signage and clutter around the village green.</p> <p>Resident's first wish is for the chicanes to be removed and replaced with average speed cameras which would be the right solution and visually acceptable. Resident understands there are moves afoot to allow receipts from such to be kept locally and so it would be better to save costs now and use them for average speed cameras.</p> <p>If speed cameras are not possible, then the chicanes should be narrowed to leave a much larger gap for cyclists and horses.</p> <p>In Orange Tree Hill, the first pinch point has the vehicular opening on the wrong side and should be corrected.</p>
<p>Ms Gates HABCOS</p>	<p>Writing on behalf of the Havering-atte-Bower Conservation Society.</p> <p>The proposals have been discussed at a HABCOS meeting and AGM. Appreciates the council were trying to make changes to the pinch points to give a bypass for cycles and possibly horse riders, there are still some reservations.</p> <p>The reason for requesting the changes is because cyclists and horse riders are "challenged" by car drivers, even when cars should give way and giving concerns about potential accidents. Although the proposals would give an alternative, it would put pedestrians at risk. Some areas of Orange Tree Hill and North Road have very narrow pavements and the proposals could move accident potential from the road to the pavements, especially where vegetation is over growing.</p>

	<p>Although there has been no loss of life since the pinch points have been put in place, they have been the cause of many accidents and incidents between road users. Rather than spend money on a system that is not particularly successful or desired, would it not be better to spend money on a system which would work better.</p> <p>HABCOS is constantly being asked by residents about average speed cameras. Would this not be a better way of calming traffic? From a conservation point of view, the current system is unsightly and doesn't compliment the conservation area or enhance the beauty of the village in any way.</p>
Mr Hardcastle	<p>Over the last 3 years considers that the route has become very dangerous for cyclists. The first scheme was OK as it allowed for cyclists to pass the narrowing without danger from cars, but then the cycle lane was taken away.</p> <p>User has sent several videos showing how the layout is dangerous, but it has not been taken seriously. Liberty cottages is a disaster as cars do not stop coming up the hill and play chicken with cyclists.</p> <p>Why haven't speed humps been used instead of making people try to beat each other through the gap? Does not believe that people actually wanted cycle lanes to be shut off.</p> <p>Comments on how the original layout was OK for cyclists and supplies video footage.</p>
Mr Dimond	<p>Resident considers that the pinch points should be replaced as they were before and as a resident and cyclist cannot understand why they were altered in the first place.</p>
Dr Miller Sims Close	<p>Requests copies of proposals and recommends a number of organisations to consult [which Staff have].</p> <p>Resident's experience is that 1 in 3 drivers will give way where the cyclist has right of way. This has led to many dangerous occurrences particularly where fast traffic travelling down North Road fails to give way. Vehicles tend to give way where other vehicles are following cyclists, but sometimes people try and overtake.</p> <p>The pinch point at the bottom of North Road does not allow cyclists enough visibility to see oncoming traffic.</p>
Mr Gwinn JP North Road	<p>The intended changes of sharing a narrow pavement puts cyclists and pedestrians at risk, especially as this pavement is used to take children to Dame Tipping School in North Road. Additionally for much of the year the hedgerows are overgrown resulting in further</p>

width restrictions on pavement access.

The pinch points are dangerous for horses, riders and vehicles to use. Horses cannot use pavements due to lack of headroom and it is inappropriate to share the pavement with pedestrians and cyclists. Currently horses frequently cause congestion at the pinch points and hold up the traffic and consequently drivers become impatient and try and overtake when it is not safe to do so.

The pinch points are not maintained and are not fit for purpose. Many uprights have no lights, are dirty and broken. Many fell into disrepair after a few weeks following installation. Agricultural vehicles have broken drain covers. The pinch point in Orange Tree Hill is arranged on the wrong side.

The solution is average speed cameras set at 30mph at the beginning and end of the village which would solve all of the difficulties and not need continual maintenance.