

Officer Delegated Decision Report 19 August 2019

Report title: A2217 Collision Reduction Programme - Belinda Road

Wards: Coldharbour

Portfolio: Cllr Claire Holland, Deputy Leader for Environment and Clean Air

Report Authorised by: Andrew Burton, Assistant Director Highways, Capital Programmes and Sustainability

Contact for enquiries: Jay Ward, Environment Project Manager, jward1@lambeth.gov.uk

Report summary

This report sets out the proposal to build a new raised junction on the A2217 Coldharbour Lane between Loughborough Park and Belinda Road as part of the Council's Collision Reduction Programme. The vertical traffic calming intervention will address the collision record by reducing vehicle speeds at this location which has recorded a significant number of collisions over the past 36 months and maximum speeds of up to 57mph. The new scheme will include minor carriageway widening to facilitate a new length of northbound cycle track to make safer conditions for cyclists approaching Loughborough Junction.

Finance summary

The cost of the measures proposed in this report is estimated to be £77,000. The funding for this will be met by the TfL Local Improvement Plan (LIP) 2019/20. There is available budget on the project of £102,700, which is sufficient for this scheme.

Recommendations

1. To issue scheme approval for the construction of a raised table between Loughborough Park and Belinda Road as detailed in Section 2, at a cost of £77,000.
2. That, subject to the above approval, to agree to the scheme implementation under sections 6, 124 and Schedule 1 and Part IV of Schedule 9 of the Road Traffic Regulation Act 1984, and section 90A – L of the Highways Act 1980, subject to no material objections resulting from the statutory consultation process, but that any objections that are received are considered by the Assistant Director of Highways, Capital Programmes and Sustainability before a decision is reached.

1. Context

1.1. Every Highway Authority has a duty to deliver measures to reduce collisions and promote road safety. The borough's Local Implementation Plan, approved in June 2019, sets the following objectives:

- a) By 2022 – reduce the number of people who are killed or seriously injured by 50% against 2005-09 levels
- b) By 2030 - reduce the number of people who are killed or seriously injured by 55% against 2010-14 levels
- c) By 2041 – eliminate all deaths and serious injuries from London's streets

- 1.2. The Council’s Road Danger Reduction Manager reviews reports provided by the police following collisions in which people were injured. Where a potential cluster or pattern in terms of location, vehicle-type, or manoeuvre is identified, a preliminary collision investigation study is carried out. The annual review of collisions reported between January 2014 and December 2016, identified the A2217 Coldharbour Lane as likely to benefit from collision-reduction measures (CRM).
- 1.3. A number of road safety “hot-spots” were identified through detailed analysis undertaken as part of the Collision Study of the A2217 corridor. One of the hot-spots, between Loughborough Park Road and Belinda Road recorded a significant number of collisions over the last 36 months. Given the percentage of collisions involving vulnerable road users i.e. pedestrians, cyclists and powered two wheelers (P2W), within the section of Coldharbour Lane there is a clear need to improve this area of the road network.

2. Proposal and Reasons

- 2.1 The proposal is part of a set of four measures that have been developed to address the poor collision record along the A2217 corridor. The area being addressed as part of this proposal has been subject to 18 collisions in the last 36 months. This is an increase since the previously analysed data up to December 2016. See Table 2.1 below. The Business Case Data Table for this scheme is presented in Appendix A.

Table 2.1 36 month Collision Data (Dec 2016 & May 2018)

Junction 1	36 Month to Dec 2016	36 Month to May 2018
Total No. of Collisions	12	18
Severity	1 Serious, 11 Minor	1 Serious, 17 Minor
Trend/ Patterns	4 pedal cycles / vehicle 6 pedestrian / vehicle 2 P2W / vehicle (1 Serious) 1 Right Turn (1x pedal cycle/vehicle) 2 Left Turn (2x pedal cycle / vehicle; 1x pedestrian/ vehicle)	5 pedal cycle / vehicle 7 pedestrian / vehicle (1 Serious) 2 P2W / vehicle 1 Right Turn (1x pedal cycle/vehicle) 1 Left Turn (1x pedestrian/ vehicle)

Data Analysis

- 2.2 Existing 2017 traffic data revealed 85 percentile vehicle speeds of 22.6mph 30 metres south of Belinda Road. However maximum speeds of up to 56.8mph at this location were also captured during the inter-peak period (13:00-14:00hrs) indicating that this section of Coldharbour Lane would benefit from additional traffic calming to slow traffic in this exact location, as well as further downstream, physically enforcing driver adherence to the Borough wide 20mph speed limit.
- 2.3 Site observations have revealed a significant pedestrian movement on Coldharbour Lane between the new Tesco Express and the cash point on the opposite side of the road; a result of the store opening. A new pedestrian desire line is evident as a conscious decision is being made to cross Coldharbour Lane at a location between two existing controlled crossing points, Loughborough junction and Belinda Road Zebra crossing.

Proposed Measures

See Appendix B Drawing No. LBL/A221-CHBR/BEL/01

- 2.4 In considering the data analysed, it is proposed to construct a new raised junction between Loughborough Park and Belinda Road. This includes localised carriageway widening to facilitate a new length of northbound mandatory cycle track, creating safer conditions for cyclists approaching Loughborough Junction by increasing the carriageway exclusively available for them. The cycle lane will also improve cycle connectivity between several wider Liveable Neighbourhood cycling routes.
- 2.5 The proposal to provide a raised junction on Coldharbour Lane at Belinda Road will physically reduce vehicle speeds at this section and provide informal crossing points to enhance pedestrian safety.
- 2.6 The waiting and loading restrictions will be adjusted around the revised kerblines to suit the new raised table carriageway gradients and maintain protection from vehicle parking.
- 2.7 A further change to the waiting restrictions is proposed outside nos 241 to 245 Coldharbour Lane, converting 24 metres of single yellow line "No Waiting Mon-Sat 7am-7pm" restrictions to a double yellow line "No Waiting or Loading at Anytime" restrictions to enable the creation of the cycle track on the northern carriageway.
- 2.8 There are no signal changes as part of these proposed measures therefore a neutral impact to bus journey time is assured.

Rate of Return

- 2.9 Good road safety interventions should be cost-effective, delivering a greater benefit than their cost. To determine this, the First Year Rate of return is calculated which considers the number of collisions estimated to be addressed by the measures per annum, factored by the Department of Transport's statistical forecast value for preventing a collision. This is then divided by the cost to deliver the scheme. The first year rate of return forecast for these measures are set out in Table 2.2 below: The FYRR for each location is tabulated below.

Table 2.2 Proposed Measures First Year Rate of Return (40% Collision Reduction)

Location	Estimated Build Cost (£)	Annual Collisions Saved (40%)	FYRR
Belinda Road	50,000	2.4	434%

3. Finance

Expenditure

- 3.1 The cost of the measure proposed in this report is estimated to be £77,000. A summary of forecast costs is detailed below in Table 3.1. The funding for the proposal will be met by the TfL Local Improvement Plan (LIP) 2019/20 budget.

Table 3.1 Project Cost Breakdown

Scheme component	Total (£)
Construction of proposed measures	50,000
Design fees	10,000
Planning and legal fees	5,000
Project Management	2,000
Staff Costs	5,000
Construction phase contingency @10%	5,000
Total	77,000

Budget

- 3.2 The total LIP Collision reduction programme budget paying for this scheme in 2019/20 is £842,774, of which £102,700 is still available for works on Coldharbour Lane.

Revenue Implications

- 3.3 It is not expected that this expenditure will lead to material increased revenue costs. The raised table will be maintained throughout its lifespan under the Council's general Highways Maintenance budget, similar to other vertical traffic calming in the borough.

4 Legal and Democracy

- 4.1 The proposed measures form part of the Council's obligations to promote road safety in accordance with the Road Traffic Act 1988 Section 39 (2) (a)
- 4.2 The Council's powers to implement the measures proposed in this report are principally set out in the Highways Act 1980 (HA80) and Road Traffic Regulation Act 1984 (RTRA).
- 4.3 In making such Orders, the Council must follow the statutory consultation procedures set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (the 1996 Regulations). The said Regulations, prescribe inter alia, specific publication, consultation and notification requirements that must be strictly observed. It is incumbent on the Council to take account of any representations made during the consultation stage and any material objections received to the making of the Order, must be reported back to the decision maker before the Order is made.
- 4.4 By virtue of section 122 of the RTRA, the Council must exercise its powers under the RTRA 1984 so as 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. These powers must be exercised so far as practicable having regard to the following matters:-
- a) the desirability of securing and maintaining reasonable access to premises.
 - b) the effect on the amenities of any locality affected including the regulation and restriction of heavy commercial traffic to preserve or improve amenity.
 - c) the national air quality strategy.
 - d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.
 - e) any other matters appearing to the Council to be relevant.

A recent High Court judgment confirms that the Council must have proper regard to the matters set out in s 122(1) and (2) and specifically document its analysis of all relevant section 122 considerations when reaching any decision.

- 4.5 Sections 6, 45, Schedule 1 and Part IV of Schedule 9 of the RTRA, enable the Council to implement by Order (TMO) the waiting restrictions in those roads to which this reports refers. The same also provides the Council with the power to prohibit, restrict and otherwise regulate the use of a road or any part of the width of a road by all classes of traffic, or by any class or classes of traffic and to vary or revoke an existing TMO for the purpose. The exercise of this power requires the making of a Traffic Management Order. The requisite sign(s) or road marking(s) for this purposes is specified in the Traffic Signs Regulations and General Directions 2016 (TSRGD).
- 4.6 Section 6 of the RTRA provides that the Council may make a TMO for any of the following purposes (mentioned at paragraphs (a) to (g) of section 1(1) of the Act) namely:
- a) for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising, or
 - b) for preventing damage to the road or to any building on or near the road, or
 - c) for facilitating the passage on the road or any other road of any class of traffic (including pedestrians), or
 - d) for preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property, or
 - e) (without prejudice to the generality of paragraph (d) above) for preserving the character of the road in a case where it is specially suitable for use by persons on horseback or on foot, or
 - f) for preserving or improving the amenities of the area through which the road runs
 - g) for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality).
- 4.7 Once the abovementioned Order is made, the council is required as soon as practicable to install the necessary road markings in that location so as to adequately provide information as to the Order in place there.
- 4.8 The history and outcome of the non-statutory public consultation undertaken to date is detailed in Section 5 of this report. The following principles of consultation were set out in a recent High Court case: First, a consultation had to be at a time when proposals were still at a formative stage. Second, the proposer had to give accurate and sufficient reasons for any proposal to permit of intelligent consideration and meaningful response. Third, adequate time had to be given for consideration and response, and finally, the product of consultation had to be considered with a receptive mind and conscientiously taken into account in finalising any statutory proposals. The process of consultation had to be effective and looked at as a whole it had to be fair. Fairness might require consultation not only upon the preferred option, but also upon any discarded option(s). The proposals detailed in this report require the making of a TMO. The statutory procedure to be followed in this connection (detailed above) includes a consultation stage. The Council is obliged to take account of any representations made at that stage, and any material objections received will need to be reported back to the decision maker before an Order is made. All objections received must be properly considered by the decision maker in the light of administrative law principles, Human Rights law and the relevant statutory powers. The 1996 Regulations provides for the holding of a public inquiry in connection with a decision to approve, modify or abandon a TMO. The purpose of such an inquiry would be for the proposal to be examined and for the public to be given the opportunity to make their views known in a public forum. The Council is only obliged to hold a public inquiry if the proposal relates to the prohibition of loading and unloading of vehicles of any class in a road on any day of the week (i) at all times, (ii) before 0700, (iii) between 1000 and 1600

hours, or (iv) after 1900 hours and an objection has been made to the proposed order; or the order relates to the prohibition or restriction of passage of public service vehicles. In all other cases, the decision maker may determine at his discretion whether or not to hold a public inquiry before making an order.

- 4.9 Section 149 of the Equality Act 2010 sets out the new public sector equality duty replacing the previous duties in relation to race, sex and disability and extending the duty to all the protected characteristics i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment. The public sector equality duty requires public authorities to have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation
 - Advance equality of opportunity and
 - Foster good relations between those who share a protected characteristic and those who do not.
- 4.10 Part of the duty to have “due regard” where there is disproportionate impact will be to take steps to mitigate the impact and the Council must demonstrate that this has been done, and/or justify the decision, on the basis that it is a proportionate means of achieving a legitimate aim. Accordingly, there is an expectation that a decision maker will explore other means which have less of a disproportionate impact.
- 4.11 The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken – that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.
- 4.12 In addition to the above, Section 175A of the Highways Act 1980 extends a specific duty upon local authorities to have regard to the needs of disabled and blind in the execution of certain street works (namely the placing of lamp-posts, bollards, traffic signs, apparatus or other permanent obstructions) which may impede such persons.
- 4.13 The Council’s constitution delegates to Directors and Assistant Directors (Delivery) the authority to consider objections received from statutory consultation as part of the TMO making process, (subject to a formal report setting out the objections, with clear recommendations, being submitted for approval) and the power to make, amend or revoke traffic orders, following the consideration of such objections.
- 4.14 The Council’s Constitution requires that all key decisions, decisions which involve resources between the sums of £100,000 and £500,000, and important or sensitive issues, must be published on the website for five clear days before the decision is approved by the Director or Cabinet Member concerned. This report does not fall into any of these categories and will therefore not be published on Officer Decisions.

5 Consultation and co-production

- 5.1 A Stage 1 informal consultation has taken place with key stakeholders during 12 September to 1st October 2018 described below:
- 5.2 Network Rail: Due to its proximity to the Loughborough Junction rail bridge, Network Rail has been consulted regarding the proposal at raised table on Coldharbour Lane at the junction Belinda Road. There are no issues arising regarding this proposal.

- 5.3 London Buses have been consulted; the raised table on Coldharbour Lane at the junction Belinda Road being of sensitivity due to potential impact to bus drivers, passengers and the vehicle wear and tear. No issues have been received by London Buses.
- 5.4 The Emergency Services Police, Ambulance Service and Fire Brigade have been consulted and none of the parties have raised any concerns.
- 5.5 Local residents and businesses will be engaged as part of the statutory process.

6 Risk management

- 6.1 Table 6.1 explains how risk severity is calculated. Risks associated with the implementation and outcomes of the proposed scheme are outlined in table 6.2 below.

Table 6.1: Calculation of Risk Rating

		Impact			
		Minor (1)	Significant (2)	Serious (4)	Major (8)
Likelihood	Very likely (4)	4	8	16	32
	Likely (3)	3	6	12	24
	Unlikely (2)	2	4	8	16

Table 6.2 Risk Management

Risk	Likelihood	Impact	Score	Mitigation
The measures are unsupported by a stakeholder group – e.g. business or residents association	2	1	2	The proposal is justified by the number of (increasing) collisions it seeks to address. Review of recent live The Brixton Liveable Neighbourhood Map , indicates these proposals address user concerns on the area, raised outside of this project via the interactive map.
Costs are underestimated, and actual costs exceed budget. Quotations for build of schemes not yet received from Contractor.	2	2	4	Estimates have been factored to include LoHAC uplifts. A 10% contingency figure has also been accounted for in the project budget.
The funding for this project is allocated through the TfL LIPS programme and cannot be guaranteed to be carried over into the next Financial Year (2020/2021). Internal sign offs may delay the build phase past the end of the Financial Year 2018/19.	2	1	2	The project manager will deploy a robust project plan and controls to keep the construction phase to programme

7 Equalities Impact Assessment

- 7.1 The Project Manager has screened the scheme's likely effect on people who have one or more of the protected characteristics (race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment). The screening looked at how the scheme might:
- Eliminate unlawful discrimination, harassment and victimisation,
 - Advance equality of opportunity, and
 - Foster good relations between those who share a protected characteristic and those who do not
- 7.2 Only one of the protected characteristics, disability, was identified as being disproportionately affected by the scheme. Part of the duty to have "due regard" where there is disproportionate impact will be to take steps to mitigate the impact and the Council must demonstrate that this has been done, and/or justify the decision, on the basis that it is a proportionate means of achieving a legitimate aim. Accordingly, there is an expectation that a decision maker will explore other means which have less of a disproportionate impact.
- 7.3 By following best practice (e.g. LTN1/07, Manual for Streets 2), providing a raised table at the junction of Coldharbour Lane/ Belinda Road will raise the carriageway, making it flush with the footway. The vertical traffic calming measure will lead to potential reductions in road danger, thereby creating a more equitable street environment that a wider range of people can enjoy and provide a net benefit for pedestrians with restricted mobility.
- 7.4 However, the loss of a discernible difference in level between the footway and carriageway at the new raised table at the junction may mean that people with a visual impairment could suffer a disbenefit from the scheme. Whilst the RNIB have a standing objection to such a change, buff coloured tactile paving will be introduced to denote the informal crossing point on the raised table, ensuring the risk arising from this is mitigated to the degree recommended in the DfT's best practice manual, "Guidance on the Use of Tactile Paving Surfaces".
- 7.5 The ability for Blue Badge holders to park convenient to their chosen destination is not forecast to be materially affected by this scheme.

8 Community safety

- 8.1 The balance of supporting growth and aspiration for more walking and cycling, while focusing on reducing casualties, are central to the Mayor's Safe Streets for London plan. The number of casualties must be reduced, while recognising that London's population is growing, the economy is changing and people are changing their travel choices.
- 8.2 More people may be encouraged to walk and cycle if they perceive these ways of travelling to be safe, bringing environmental and health benefits. Road safety interventions can unite communities by making roads more like places and less like routes, and promote social inclusion.
- 8.3 The measure proposed in this report provide physical traffic calming that will enforce the borough-wide 20mph speed limit. A person is five times less likely to be fatally injured if hit at 20mph than at 30mph. (MTS 2018)

- 8.4 The Department for Transport's publication LTN 1/04 - Policy, Planning and Design for Walking evidences how a highway network that is in good condition encourages people to walk and cycle. The improved natural surveillance that this provides a neighbourhood is to the benefit of community safety. Children, older people, and disabled people particularly benefit from a safer street environment.

9 Organisational implications

Environmental

- 9.1 These proposals complement the Mayor's Transport and Environment Strategies by improving the public realm and encourage more walking and cycling. Modal shift to walking and cycling will improve local air quality and contributes towards a reduction of the borough's carbon emissions.
- 9.2 The measures protect existing green infrastructure, supporting the Lambeth 2017-2022 Air Quality Action Plan (AQAP- Action Point 32).
- 9.3 Contractors are required to carry out works in adherence to Lambeth Council's Sustainable Construction Policy.

Staffing and accommodation

- 9.4 A staffing resource amounting to 0.1FTE has been allocated in the Service Plan to deliver this project; this resource is already in post.
- 9.5 The proposed suppliers are committed to ensuring all employed staff and contractors, are paid the London Living Wage

Procurement

- 9.6 The Council's LoHAC framework contractor will be called upon to build the scheme.

Health

- 9.7 The proposal will lead to an increased sense of personal safety for pedestrians and cyclists. Associated personal health benefits can be expected from safer, well managed roads that encourage a modal shift to more sustainable and healthier modes of travel, i.e. walking and cycling.

10 Timetable for implementation

Action	Date	Status
Concept design completed	June 2019	Complete
ODDR approved	July 2019	In Progress
Detailed design phase	Aug 2019	
Statutory Consultation	Sep 2019	
Traffic order in force	Oct 2019	
Construction planning	Oct 2019	
Construction delivered	Nov 2019	

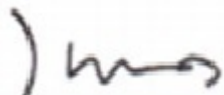
Audit Trail				
Consultation				
Name/Position	Lambeth directorate / department or partner	Date Sent	Date Received	Comments in paragraph:
Cllr Claire Holland	Deputy Leader, Environment and Clean Air			
Cllr Emma Nye	Ward Councillor			
Cllr Scarlett O'Hara	Ward Councillor			
Cllr Donatus Anyanwu	Ward Councillor			
Andrew Burton, Assistant Director for Highways and Capital Projects	Environment & Streetscene, Resident Services	14.08.19	19.08.19	cleared
Andrew Round, Sustainability & Road Safety Manager	Resident Services	18.07.19	18.07.19	
Transport & Public Realm Strategy Manager,	Development, Planning & Housing	16.07.19	19.07.19	
Andrew Ramsden, Assistant Director of Finance	Corporate Resources	09.07.19	15.07.19	
Jean-Marc Moorcambe, Senior Prosecution Lawyer	Corporate Resources	03.07.19	04.07.19	
Maria Burton, Senior Democratic Services Officer	Corporate Resources	01.07.19	09.07.19	4

Report History	
Original discussion with Cabinet Member	23.05.2019
Report deadline	N/A
Date final report sent	N/A
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	No
Date first appeared on forward plan	N/A
Key decision reasons	N/A
Background information	Mayor's Transport Strategy MARCH 2018 TfL Healthy Streets for London Safe Streets for London The Road Safety Action Plan for London 2020 LCDS Chapter 4 Cycle Lanes and Tracks
Appendices	Appendix A Business Case Data Table Appendix B Drawing No. LBL/A221-CHBR/BEL/01

APPROVAL BY OFFICER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal and Democratic Services and taken account of their advice and comments in completing the report for approval:

Signature:



Date: 20 September 2019

Post: Jay Ward, Environment Project Manager

I approve the above recommendations:

Signature:



Date: 19 August 2019

Post: Andrew Burton, Assistant Director Highways, Capital Programmes and Sustainability

Any declarations of interest (or exemptions granted): n/a

Any conflicts of interest: n/a

Any dispensations: n/a