

CABINET

5 SEPTEMBER 2023

SAFER HEALTHIER STREETS PROGRAMME – RED ROUTES AND MOVING TRAFFIC ENFORCEMENT

Portfolio Holder: Councillor Simon Curry, Portfolio Holder for Climate Change and Strategic Regeneration

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Summary

As part of the renewed emphasis on quality of life and place shaping in local neighbourhoods, Medway Council is focused on building a better-connected transport network to ensure everyone can get to where they need to go reliably and safely. The Council is doing this by investing in its Safer Healthier Streets programme.

Two key initiatives in the programme, Red Routes (replacement of double yellow lines with red lines in five key locations) and Moving Traffic Enforcement (enforcement of eight existing moving traffic restrictions), will enable residents, visitors, and businesses to move around Medway's network safely and with the benefit of improved journey times. The initiatives will reduce congestion across the road network by allowing more efficient traffic flows.

This report provides Cabinet with the details of the Red Routes initiative including the results of the recent informal public consultation and proposed next steps.

It also provides an update on the Moving Traffic Enforcement initiative and outlines the proposed enforcement plan.

The report seeks approval to:

- progress a formal statutory consultation based on changes made to the design to alleviate any concerns, and where appropriate, for Red Routes to be implemented.
- implement the enforcement of the Moving Traffic Offences.

1. Recommendations

1.1 The Cabinet is asked to:

1.2 Note the results of the consultation as set out in the report and Appendix A.

1.3 Agree to progressing the following red routes location, with additional design changes as outlined below and in paragraph 4.7 of this report, to statutory consultation and subject to the statutory process delegate authority to the Director of Place, in consultation with the Portfolio Holder for Climate Change and Strategic Regeneration to proceed with necessary infrastructure work and implementation:

- Corporation Street between The Esplanade continuing onto Star Hill with additional loading bay at the rear of 147-149 Corporation Street
- Star Hill between Corporation Street and New Road/City Way with outside additional loading bay outside 33-39 Star Hill
- Best Street between Union Street and Railway Street
- The Brook between The Brook Theatre, Whiffens Avenue, and the junction of New Road (including Union Street)
- A2 Rainham High Street between Maidstone Road and High Dewar Road with additional loading bays Outside Nationwide Building Society, Outside the Lukehurst furniture shop and between 46-47 High Street

1.4 Agree to progressing the moving traffic enforcement to the 8 locations outlined below and in paragraph 4.9 of this report and where and subject to the statutory process delegate authority to the Director of Place, in consultation with the Portfolio Holder for Climate Change and Strategic Regeneration to proceed with necessary infrastructure work and implementation.

- Gillingham High Street
- Rochester High Street
- Rock Avenue junction with A2, Rainham
- A2 Watling Street, Gillingham, at the junctions with Ash Tree Lane and Canterbury Street
- A2 High Street, Rainham
- Gibraltar Hill junction with A230 Maidstone Road
- Cuxton Road, High Street junction with Gun Lane, Strood
- Whittaker Street/High Street, Chatham

2. Suggested reasons for decisions

2.1 The Red Route initiative, within the Safer Healthier Programme, meet several key strategic polices and action plans set out by the Council. The implementation of the recommendations enables effective enforcement of indiscriminate parking which will help to reduce congestion and delays on essential bus routes, and improve road safety and air quality.

2.2 Moving Traffic Enforcement initiative, within the Safer Healthier Programme, meet several key strategic polices and action plans set out by the Council. The implementation of the recommendations will create a more reliable and safer road network.

3. Budget and policy framework

3.1 The introduction of Red Routes and Moving Traffic Enforcement will help the Council manage the road network, improving safety and traffic flow at specific locations during key parts of the day. The core objectives of the initiatives are to:

- Reduce congestion, making journeys more reliable
- Prevent illegal and unsafe parking and driving
- Decrease idling and slow-moving traffic, a key contributor to poor air quality
- Reduce delays on essential services such as public transport and blue light services.

3.2 Red Routes and Moving Traffic Enforcement will support the Council priorities and contribute to key priorities in the Medway Council Strategy 2023 to 2024 including:

- Tackling congestion hotspots through transport and public realm improvements will enable residents, visitors, and businesses to move around Medway easily.
- Making Medway a place that residents and businesses are proud of. Maintaining a clean and green environment, enabling residents, visitors, and businesses to move around Medway easily by tackling congestion hotspots will enhance the public realm and street scene.

3.3 The initiatives will also contribute to key objectives in the Local Transport Plan including:

- More efficient management of the highway network and car parks, together with highway improvements that focus on congestion and air quality hotspots, thereby improving the reliability and environmental impact of the transport network.
- Improve travel safety by road safety interventions, incorporating highway schemes, education, publicity, promotion and enforcement, safer routes to school projects and public safety initiatives.

3.4 They will support the Medway Air Quality Action Plan by reducing slow-moving, stop/start and idling traffic, a key contributor to poor air quality.

- Slow-moving vehicles during congestion periods give rise to a high proportion of emissions relative to moving traffic. Congestion is a

known issue in the Medway AQMAs. Consequently, measures to reduce traffic queues are likely to reduce emissions.

4. Background

- 4.1 As Medway's population has grown, the road network has become increasingly congested with traffic.
- 4.2 Traffic network modelling predicts that vehicle demand will increase 27 per cent by 2026 in Medway and average journey times during the morning peak hour are likely to increase by around 7-8 per cent for the modelled urban network.
- 4.3 With this in mind, and with the intention to future-proof the authority's roads, the Council proposed the introduction of a network of Red Routes and Moving Traffic Enforcement to reduce congestion and improve traffic flow.

Red Routes

- 4.4 Red Routes are identified by double red lines painted along the kerb and clear road signage. The red lines indicate motorists can't stop, load or park along these roads. Motorists can still park and load in formal bays.
- 4.5 Red Routes were first introduced in 1991 across London to help reduce congestion and ensure critical deliveries and journeys could be made safely to keep the city moving.
- 4.6 The Department for Transport under the Traffic Management Act 2004 approved the use of Red Route restrictions outside London. Red Routes have since been used by many Local Authorities outside of the capital to reduce congestion and encourage the smooth flow of traffic.
- 4.7 The first phase of the programme proposes introducing Red Routes in five locations where existing no stopping restrictions already exist. This means we are replacing current double yellow lines with double red lines. The five locations are:
 - Corporation Street between The Esplanade continuing onto Star Hill
 - Star Hill between Corporation Street and New Road/City Way
 - Best Street between Union Street and Railway Street
 - The Brook between The Brook Theatre, Whiffens Avenue, and the junction of New Road (including Union Street)
 - A2 Rainham High Street between Maidstone Road and High Dewar Road.
- 4.8 The community were invited to provide their feedback on the five routes during a public consultation period between 5 July and 30 July 2023.

Moving Traffic Enforcement

- 4.9 At Cabinet on 18 October 2022, the recommendation to submit an application for the powers to undertake enforcement of moving traffic was approved at the following locations:

Location	Restriction	Objective
Gillingham High Street	No motor vehicles restriction (multiple access points).	Improve pedestrian safety (risk reduction)
Rochester High Street	No motor vehicles restriction on Saturdays	Improve pedestrian safety (risk reduction)
Rock Avenue junction with A2, Rainham	Yellow box restrictions	Tackle network congestion
A2 Watling Street, Gillingham, at the junctions with Ash Tree Lane and Canterbury Street	Yellow box restrictions	Tackle network congestion
A2 High Street, Rainham	Right turn ban to Orchard Street	Tackle network congestion
Gibraltar Hill junction with A230 Maidstone Road	Yellow box restriction	Tackle network congestion
Cuxton Road, High Street junction with Gun Lane, Strood	Yellow box and other access restrictions	Tackle network congestion
Whittaker Street/High Street, Chatham	Pedestrian zone/no entry restrictions	Improve pedestrian safety (risk reduction)

4.10 Application for the powers to enforce Moving Traffic Enforcement was made by Medway Council and accepted by DfT. On 27 June 2023 this was laid before the Parliamentary, Business and Legislation (PBL) Committee and approved. These powers for Medway came into force on 22 July 2023.

Enforcement

4.11 It is proposed the Red Routes and Moving Traffic Enforcement initiatives are enforced using Automatic Number Plate Recognition (ANPR) cameras with supporting signage. The use of ANPR enforcement featured in all consultation materials and survey.

4.12 Enforcement cameras are not surveillance cameras. They do not continuously record and only provide short clips into a secure review system when a contravention occurs, during the controlled times. Privacy Impact Assessments will be undertaken as part of the installation process to address any privacy risks.

5. Options

Red Routes

5.1 Option 1: Do nothing. Option 1 is to keep the existing yellow line restrictions and to not take forward the proposal any further. In choosing this option, the benefits of a Red Route will not be realised, including helping to manage the road network, improving safety and traffic flow at priority locations during key parts of the day. As part of the public consultation, the majority of respondents

reported experiencing congestion along the routes and more than a third of respondents reported experiencing dangerous or inconvenient parking.

- 5.2 Option 2: Implementation of consultation proposal. Option 2 is to take forward the proposed designs as per those shared during consultation. This would help meet the Council's policy to improve safety and reduce congestion across the road network by allowing more efficient traffic management, however some concerns were raised during the consultation about impacts to loading and unloading for businesses in some locations.
- 5.3 Option 3: Implementation of proposal with changes to the design. Option 3 is to take forward the scheme to replace the existing yellow line restrictions with red lines, however incorporating feedback from the consultation, rather than proceeding with the initial designs proposed. This includes creating an additional five formal loading bays. The changes can be identified in section 4, paragraphs 4.5-4.7 of this report.
- 5.4 The recommended option is option 3.

Moving Traffic Enforcement

- 5.5 Option 1: Do Nothing. Option 1 is to not undertake any enforcement of the existing restrictions. The existing restrictions such as banned turns and yellow box junctions are in place to help improve traffic flows, reduce congestion, and improve safety. Without enforcement these restrictions can have limited compliance and therefore reduce any benefit.
- 5.6 Option 2: Undertake enforcement. Option 2 is to undertake enforcement of Moving Traffic Restrictions that are currently in place. This includes the 8 locations as identified in paragraph 2.9 of this report. This help improve compliance and will help to improve traffic flow, safety and reduce congestion on the road network.
- 5.7 The recommended option is option 2.

6. Advice and analysis

Red Routes

- 6.1 A public consultation commenced on Wednesday 5 July 2023 and ended on Sunday 30 July 2023. The consultation programme has been outlined in section 6 of this report.
- 6.2 A total of 975 responses were submitted (with a total of over 4,000 comments) across the five Red Route proposals. A breakdown of all consultation responses can be found in Appendix A.
- 6.3 As part of the survey participants were asked to provide their home postcode. A one-kilometre radius has been used to determine respondents in close proximity to each proposed Red Route site.
- 6.4 The radius' developed can be viewed in Appendix B. An analysis of the

responses within the one-kilometre radius is below.

Site location	Yes		No		Don't know		Did not answer		Total
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	
Corporation Street	29	47%	33	53%	-	-	-	-	62
Star Hill	31	51%	29	48%	1	2%	-	-	61
Best Street	17	50%	16	47%	-	-	1	3%	34
The Brook	16	47%	15	44%	2	6%	1	3%	34
A2 Rainham High Street	70	34%	123	60%	9	5%	-	-	202

6.5 At each of the five locations, consultation feedback was analysed, and reviewed against the designs, with proposed amendments and mitigations identified.

Corporation Street between The Esplanade continuing onto Star Hill	
Consultation feedback	Design response
Concerns about deliveries to Foord House and Cloudsley House.	Sufficient delivery and drop-off space is available at the rear of the building.
Concerns about deliveries for businesses on Corporation Street.	Proposed change of design to include a loading bay during off peak times at the rear of 147-149 Corporation Street.
Pick-up and drop-off at Rochester Train Station car park.	Free 20-minute parking is available in the train station car park and should be used.

Star Hill between Corporation Street and New Road/City Way	
Consultation feedback	Design response
Concerns about deliveries for residential properties between 10 - 24 Star Hill.	Parking available within 50m on Orange Terrace, Victoria Street and Delce. Car park available behind 18 Star Hill.
Concerns about deliveries to Rochester Independent College.	Proposed change of design to include loading bay in the off peak outside 33-39 Star Hill.
Concerns about access to businesses on High Street.	No parking is being removed. Existing parking is available within the vicinity.

The Brook between The Brook Theatre, Whiffens Avenue, and the junction of New Road (including Union Street)	
Consultation feedback	Design response
Pick-up and drop-off at Chatham Train Station car park.	Outside the area of design and no changes are being made at Chatham Train station and existing drop off bay currently in place.
Garage business requires on-street parking.	Present restrictions do not allow this to occur. Providing this on the network would reduce network capacity and flow of traffic.
Drop-off and pick-up for the theatre including for blue badge holders.	Parking on Whiffens Avenue is unchanged. Blue Badge pick-up and drop-off is permitted on Red Routes.

Best Street between Union Street and Railway Street, Chatham	
Consultation feedback	Design response
Concerns about access to Royal Mail Sorting Office.	Royal Mail vehicles use dedicated private car park at rear of depot. Several public car parks are available opposite for customers.
Requests to prevent pavement parking due to safety concerns.	Pavement parking will be prevented where there are restrictions. Red line restrictions should increase compliance if introduced.

A2 Rainham High Street between Maidstone Road and High Dewar Road	
Consultation feedback	Design response
Concerns about loading for businesses.	Three additional loading bays are proposed: <ul style="list-style-type: none"> - Outside Nationwide Building Society - Outside the Lukehurst furniture store - Between 46-47 High Street

6.6 Feedback commonly received across all five sites included:

- Requests for clear and consistent signage.
- Concerns about Blue Badge holders picking-up and dropping-off near origin and destination.
- Concerns from residents who may need to hire a removal van outside their property.

6.7 Council response to feedback: in addition to site specific design amendments, programme-wide mitigations have been identified, including:

- 6.7.1 Signage will be clear and consistent across all sites, aligning with statutory guidance. Where relevant, signage decluttering could take place along these routes, with any old or redundant signage removed to reduce confusion.
- 6.7.2 Blue Badge holders will continue to be able to drop-off and pick-up passengers on Red Routes. Provided their badge is displayed clearly and they move off promptly.
- 6.7.3 Potential site-specific exemptions have been identified and these will be finalised following further engagement with the relevant organisations.

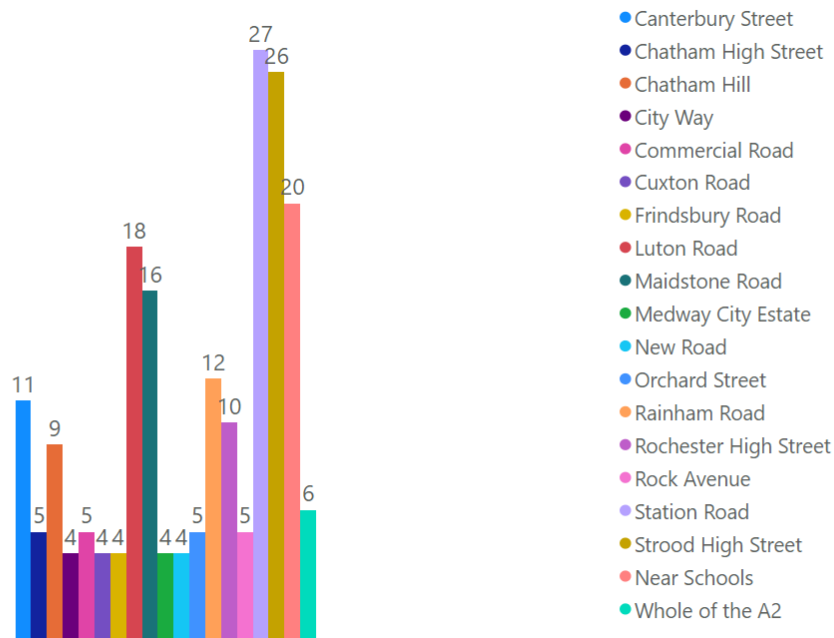
Further Analysis

- 6.8 As part of the survey, respondents were asked what sites they would like to comment on.
- 6.9 In total 289 people responded to all five sites, of these 166 people disagreed with all the proposals. There were three common reasons for disagreeing with the proposals, and these were:
 - Perception the proposals won't have an impact on traffic congestion.
 - Perception traffic congestion is caused by traffic volumes, roadworks, or traffic lights.
 - Perception the proposals are a revenue raising initiative.
- 6.10 A breakdown on the results of the 289 who responded to all five sites can be found in Appendix A.
- 6.11 The remaining participants responded to four or less proposals within the consultation. The table below shows the responses.

Site location	Yes		No		Don't know		Did not answer		Total
Corporation Street	77	41%	103	55%	4	2%	2	1%	186
Star Hill	81	45%	90	50%	6	3%	3	2%	180
Best Street	33	43.5%	39	51.5%	3	4%	1	1%	76
The Brook	49	40%	65	52%	9	7%	2	1%	125
A2 Rainham High Street	158	35%	274	60%	21	4%	2	1	455

- 6.12 Across all five sites, the majority of respondents reported experiencing congestion along the route, with the highest levels of congestion reported on the A2 Rainham High Street.
- 6.13 Across all five sites, more than a third of respondents reported experiencing dangerous or inconvenient parking, with the highest levels of dangerous or inconvenient parking reported on A2 Rainham High Street.

6.14 Respondents were asked to list additional locations where Red Routes could be considered in future phases. Station Road Rainham (27 mentions) and Strood High Street (26 mentions) were most commonly referenced as locations where the implementation of Red Routes could improve journeys.



6.15 A Diverse Impact Assessment has been undertaken to identify potential impacts of the schemes on residents, road users and the broader community and identified mitigations where needed.

6.16 During the consultation, participants raised concerns about Blue Badge holders being able to drop-off and pick-up. As mentioned above, Blue Badge holders will continue to be able to drop-off and pick-up passengers on Red Routes. Provided their badge is displayed clearly and they move off promptly.

6.17 Based on analysis and review of the consultation and DIA outcomes, design amendments have been identified at each of the following sites and for the borough-wide policy, which can mitigate concerns raised during the consultation process.

Moving Traffic Enforcement

6.18 The public consultation took place for six weeks in June and July and generated 239 responses. A summary of the findings is as follows:

- 82% of respondents felt it was important/very important for Medway Council to help improve safety on the roads in Medway
- 81% of respondents felt it was important/very important for Medway Council to help tackle congestion on the roads in Medway
- 56% of respondents agree with plans to apply moving traffic enforcement powers on the roads in Medway

- 78% of respondents agree with plans to enforce ‘no motor vehicles’ restrictions on Gillingham High Street to improve pedestrian safety
- 76% of respondents agree with plans to enforce the no ‘motor vehicles restriction’ on Rochester High Street on Saturdays to improve pedestrian safety
- 74% of respondents agree with plans to enforce the right turn ban to Orchard Street from the A2 High Street Rainham to tackle congestion on Medway’s roads
- 60% of respondents agree with plans to enforce the yellow box restriction at the junction of Rock Avenue and the A2 to tackle congestion on Medway’s roads
- 58% of respondents agree with plans to enforce the yellow box restriction at the A2 Watling Street, Gillingham at the junction with Ash Tree Lane and Canterbury Street to tackle congestion on Medway’s roads
- 57% of respondents agree plans to enter the yellow box restriction at the Gibraltar Hill junction with A230 Maidstone Road to tackle congestion on Medway’s roads
- 61% of respondents agree plans to enter the yellow box restriction at Cuxton Road, High Street junction with Gun Lane, Strood to tackle congestion on Medway’s roads
- 66% of respondents agree plans to enter the yellow box restriction at Whittaker Street/High Street, Chatham, including the junction with Brook to tackle congestion on Medway’s roads

7 Risk management

7.1 The table below identifies some potential risk with the programme and the actions to manage that risk.

Risk	Description	Action to avoid or mitigate risk	Risk rating
Procurement of ANPR cameras	The procurement of the ANPR camera’s following agreement to continue may delay the progress of the programme	Discussion are already being held with the procurement team to ensure all necessary process are put in place ready to action should they be required	BII
Objections to Statutory consultation	Within the next stage of consultation there maybe objections to the schemes.	By undertaking an informal consultation first, we have identified key concerns and through detailed design, provided amendments where possible.	BII

For risk rating, please refer to the following table:

Likelihood	Impact:
A Very likely B Likely C Unlikely D Rare	I Catastrophic II Major III Moderate IV Minor

8. Consultation

- 8.1 The Red Routes programme underwent informal public consultation from Wednesday 5 July 2023 to Sunday 30 July 2023.
- 8.2 Residents and businesses within an agreed distribution area were hand-delivered leaflets detailing information on what a Red Route is, the benefits and how it is enforced. A QR code to the website was provided where more information was detailed, as well as the link to the survey.
- 8.3 A widespread social media campaign, across Facebook, LinkedIn took place during the consultation period to encourage the community to participate. Post included links to the website and survey. Direct outreach via email and Medway's bulletin *Medway Matters* targeted key stakeholders and established subscription lists, outlining details of the programme and where they could submit feedback.
- 8.4 As a support measure, posters encouraging community members to participate in the survey were created. Each poster included a brief description of the programme, details of the consultation process and a QR code directing people to the survey. Three posters were designed, one for each project area. The posters were distributed across Medway notice boards and Community Hubs.
- 8.5 On 19 July 2023 Council representatives visited businesses located along Rainham High Street to discuss loading and access requirements. and discuss possible concerns. A total of 41 businesses were canvassed in-person. Closed businesses, or those unable to talk, were called or emailed in the days following.
- 8.6 Should recommendations for Red Routes be taken forward, a 21-day statutory process will be required at each site.

9. Climate change implications

- 9.1 The Red Routes and Moving Traffic initiative will contribute to Medway Council achieving its Climate Change Action Plan. This initiative will help to reduce congestion and improve the flow of travel. This will help to reduce emission and improve air quality.

10. Financial implications

- 10.1 There are several implementation costs associated with the introduction of five Red Routes. This includes the design, undertaking engagement and

consultation, associated advertisement costs, a statutory consultation, CCTV infrastructure (ANPR Cameras), carriageway changes and new signage.

- 10.2 The total implementation cost is approximately £805K. A breakdown of these costs has been set out below:
- £475K for the purchase of ANPR cameras
 - £95K for Design, stakeholder engagement, Consultation, and statutory traffic management orders.
 - £90K for data collection and monitoring including traffic, pedestrian and air quality
 - £100K for infrastructure improvements of signage and markings
 - £45K for Engagement and Communications on the implementation enforcement programme.
- 10.3 The introduction of an increase in ANPR enforcement will necessitate a new back-office exemptions team to be considered in the interim for implementation at the end of 2023/24. This team will process the issuing of exemptions and undertake camera evidence reviews for enforcement.
- 10.4 Any funds from enforcement can only be used for certain purposes, such as Highways improvements.
- 10.5 There are several implementation costs associated with the introduction of the Moving Traffic Enforcement across 8 sites. This includes the design, undertaking engagement and consultation, associated advertisement costs, a statutory consultation, CCTV infrastructure (ANPR Cameras), carriageway changes and new signage.
- 10.6 The total implementation cost is approximately £695K. A breakdown of these costs has been set out below:
- £530K for the purchase of ANPR cameras and infrastructure improvements
 - £95K for statutory traffic management orders and maintenance.
 - £70K for design and Engagement and Communications on the implementation enforcement programme.
- 10.7 The introduction of an increase in ANPR enforcement will necessitate a new back-office exemptions team to be considered in the interim for implementation at the end of 2023/24. This team will process the issuing of exemptions and undertake camera evidence reviews for enforcement.
- 10.8 In line with legislation any surpluses from enforcement of the scheme will be reinvested into Medway's transport network. This includes programmes, such as road and highway improvements, environmental projects or investment into sustainable transport.
- 10.9 The implementation costs referred to at paragraphs 10.2 and 10.6 are part of the approved capital budget for the Safer Healthier Streets programme of £2.019million.

10.10 The revenue cost associated with the back-office exemptions team are funded within the existing revenue budget.

11. Legal implications

11.1 The making of any Traffic Management Order is authorised by the Road Traffic Regulation Act 1984 as amended, which includes a general power to take into account anything that a local authority might consider relevant.

11.2 In processing permanent traffic orders in due course the provisions of The Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996, as amended, will need to be followed.

11.3 In making a traffic order a local authority also follows the provisions of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, as amended. Failure to follow all requirements in making a traffic order would expose the Council to risk.

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Appendices

Appendix A – Consultation results
Appendix B – One-kilometre radius maps
Appendix C – Diversity Impact Assessment
Appendix D – Consultation leaflet

Background papers

None