



Highways Committee

27th July 2010

Report from the Head of Transportation

For Action

Wards Affected:
Tokyngton & Wembley Central

Harrow Road Corridor Scheme

Forward Plan Ref: E&C/10-11/07

1.0 Summary

- 1.1 This report informs members of a recent consultation on a proposed Corridor Scheme for Harrow Road between Clifton Avenue and Monks Park. The scheme included a proposal to close Berkhamsted Avenue to vehicular traffic at its junction with Harrow Road.
- 1.2 The report advises the Committee of a petition received objecting to the element of the scheme that comprises the closure of Berkhamsted Avenue.
- 1.3 The report outlines the reasons for the scheme, the results of the consultation and the details of the petition. The report recommends that, aside from the closure of Berkhamsted Avenue, the scheme is progressed to the next stage and that officers undertake further engagement with the local community in order to determine an appropriate way forward on that element.

2.0 Recommendations

- 2.1 That Committee notes the contents of the petition and the issues raised during the consultation.
- 2.2 That Committee agrees to progress the implementation of all elements of the scheme except for the closure of Berkhamsted Avenue.
- 2.3 That Committee instructs officers not to progress the closure of Berkhamsted Avenue but to engage further with the local community, on alternative options to address the accident issues at the Berkhamsted Avenue junction, and to present a report on the results of that engagement to a subsequent meeting of the Committee for a decision.

2.4 That Committee authorises the Head of Transportation, in regards to all other elements of the project other than the closure of Berkhamsted Avenue, to proceed with any necessary statutory consultation, to consider any objections or representations and either to refer objections back to this Committee where he thinks appropriate or to implement the order if there are no objections, or he considers the objections or representations are groundless or insignificant.

3.0 Detail

3.1 As a result of the high level of recorded personal injury accidents along Harrow Road between the North Circular Road and Wembley Hill Road (62 in the 3 years to March 2007) a study was undertaken within the 2007/2008 financial year to identify measures that could be implemented to address them.

3.2 Due to the scale of the works that were identified as a result of the study, the study area was subsequently divided into two sections, with the section between Clifton Avenue and Monks Park being prioritised for attention during the 2010/2011 financial year.

3.3 Local consultation was undertaken during April 2010 in accordance with the Transportation Unit's consultation policy, which was approved by Highways Committee on the 15th April 2003. The emergency services, Ward Councillor's residents, businesses and residents groups were engaged with as part of the consultation. A copy of the consultation document is attached as Appendix "A". The consultation document outlines all of the measures proposed as part of this scheme.

3.4 The Metropolitan Police's official response to the consultation was in support of the proposals. No questionnaires or comments were received from the fire or ambulance services.

3.5 Elsley County Primary School is located on at the bottom of Tokyngton Avenue and has entrances off of both Tokyngton Avenue and Berkhamsted Avenue. A consultation questionnaire was not received back from the school within the consultation period. However an email was received from the Head Teacher on 19th May 2010 objecting to the closure of Berkhamsted Avenue.

3.6 The response rate to the consultation was 15.4% (111 responses) with 55% supporting the proposals, 37.8% opposing them and 7.2% expressing no opinion.

3.7 However, almost all of the negative comments that were received during the consultation period, including those from roads other than Berkhamsted Avenue, were related to the proposed closure of Berkhamsted Avenue at its junction with Harrow Road.

3.8 The table below shows the consultation responses from residents of Berkhamsted Avenue and the responses received from other residents in the area. The table illustrates overall support for the scheme but significant opposition from the residents of Berkhamsted Avenue.

	Yes		No		No Opinion	
	No.	%	No.	%	No.	%
Berkhamsted Ave	7	22.6	22	71.0	2	6.4
All other roads	54	67.5	20	25.0	6	7.5

- 3.9 A full summary of the concerns expressed in response to the consultation, and officers' response to them, is attached at Appendix "B".
- 3.10 Additionally a petition, containing 88 verified signatures, was received by the Council in July 2010 and is reported here in accordance with standing orders.
- 3.11 The petition reads:

"We the undersigned petition the council to stop the closure of Berkhamsted Avenue and instruct the council to find alternative solutions that will not impede or hinder the residents living of Berkhamsted Avenue and surrounding streets and to arrange a consultation with an appropriate open day for all residents who will be affected to see the proposals first".

4.0 Discussion

- 4.1 The closure of Berkhamsted Avenue at its junction with Harrow Road was proposed as officers are of the view that this is the most effective way to prevent the types of the personal injury accidents (turning accidents) that are taking place at the junction from occurring.
- 4.2 Various other options were investigated. However officers are of the view that, overall, the closure of the junction would provide the greatest benefit to road safety and as such this proposal was taken forward to consultation.
- 4.3 The 2 main dis-benefits to closing Berkhamsted Avenue will be inconvenience for motorists and displacement of traffic onto surrounding roads however these are both seen to be relatively minor issues.
- 4.4 If the closure was implemented the longest detour to would increase motorists journeys by approximately 400 metres which at an average speed of 25mph, and assuming no delays, equals to an increased journey time of 35 seconds. This was considered an acceptable detour when compared to the road safety benefits gained.
- 4.5 Traffic flows on both Berkhamsted Avenue and Tring Avenue are generally light and it is officer's opinion that the estimated increase in traffic on Tring Avenue is acceptable when offset against the overall road safety benefits.
- 4.6 Speed surveys were carried out on Harrow Road during February 2010. Between Jesmond Avenue and Berkhamsted Avenue the 85th percentile speeds were recorded as 30.2mph for north-westbound traffic and 32mph for south-eastbound traffic. Between Bovingdon Avenue and Aldbury Avenue the 85th percentile speeds were found to be 28.2mph for north-westbound traffic and 30.6mph for south-eastbound traffic.

5.0 Conclusions

- 5.1 The results of the consultation illustrate overall support for the scheme with the exception of the proposed closure for Berkhamsted Road. The views expressed in the petition are consistent with the responses received from residents of Berkhamsted Avenue in their opposition to the closure.
- 5.2 In order to ensure maximum utilisation of the scheme budget and secure the road safety benefits flowing from the other elements of the scheme it is recommended that work on all elements of the scheme other than the closure of Berkhamsted Avenue should be progressed. This would not preclude any possible alternative solutions for the junction at Berkhamsted Avenue from being implemented at a later date.
- 5.3 As a response to the opposition to the road closure, as illustrated by the responses to the public consultation and petition, it is recommended that officers engage further with the local community on this element of the proposals. This engagement would cover discussion of a number of different options including the closure of the junction, one-way operation, a raised entry treatment and a “do nothing” option. This engagement would comprise meetings with ward members, residents representatives (including the lead petitioner) and the school. A public exhibition would be held as requested by the petitioners. Subsequent to that engagement a further report would be presented to this Committee for decision on a way forward.
- 5.4 It should be noted that it is still officer’s opinion that the closure of the junction will provide the biggest benefit to road safety.

6.0 Financial Implications

- 6.1 Officer time costs associated with the investigation and costs associated with the development and implementation of the scheme will be fully met via an allocation from Transport for London as part of the annual Local Implementation Plan process over the 2010/2011 and 2011/2012 financial years.

7.0 Legal Implications

- 7.1 A number of the elements of the scheme proposed for introduction at this time will require traffic and/or parking restrictions. These proposals would require the making of traffic regulation orders under the Road Traffic Regulations Act 1984, or a variation to existing orders. The procedures to be adopted for making the actual orders or varying existing orders are set out in the Local Authority Traffic Order (Procedures) (England & Wales) Regulation 1996
- 7.2 The Committee is requested to authorise the Head of Transportation to consider and reject objections or representations if he thinks appropriate prior to implementing the scheme following the statutory consultation process.

8.0 Diversity Implications

There are no significant diversity implications associated with the proposals that are the subject of this report. All public consultation material distributed as part of the scheme included a section written in the most common languages used in the borough with an explanation of how more information can be obtained.

The introduction of the scheme will provide a safer environment for all road users particularly the more vulnerable users like the disabled, elderly and children

9.0 Staffing/Accommodation Implications

None.

10.0 Environmental Implications

- 10.1 The implementation of the scheme will improve road safety and support sustainable forms of transport.

Background Papers

File TP871 Harrow Road Corridor Scheme

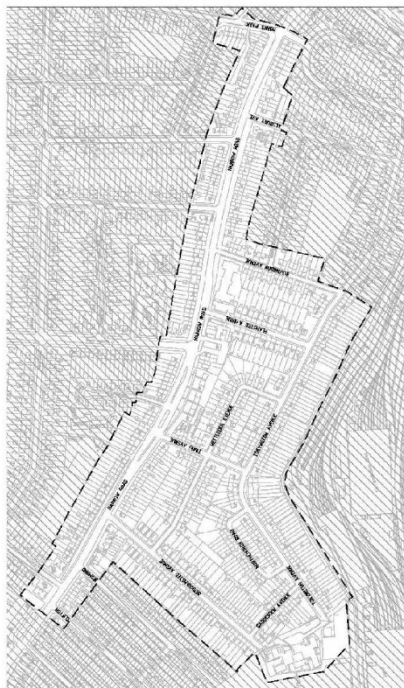
Contact Officers

Report author: Paul Smith, Policy and Design, Transportation Service Unit, 2nd Floor East, Brent House, 349-357 High Road, Wembley, Middlesex, HA9 6BZ.

**Tim Jackson – Head of Transportation
Directorate of Environment and Culture**

APPENDIX A – Consultation Document

We are consulting residents/businesses in this area



Your views are important to us

Only the questionnaire issued by the Council should be used to respond to this consultation and no photocopies or other material will be considered.

Your response is protected as required by the Data Protection Act and cannot be identified.

We are consulting all residents directly affected by the proposal (shown on the map above), Ward Councillor's, local residents groups, the emergency services and other statutory groups.

If you would like further information please contact:

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Tel: 020 8937 5143

Consultation Officer
Transportation Unit
London Borough of Brent
Tel: 020 8937 5127

Our ref: TP871 – PS April 2010



Public Consultation Harrow Road, Wembley – Corridor Scheme

What are the proposed improvements?

The proposed improvements are to:

- install raised entry treatments on Flamsted Avenue, Aldbury Avenue, Tring Avenue, Bovingdon Avenue, Clifton Avenue and Jesmond Avenue
- close the junction of Berkhamstead Avenue and Harrow Road to motor vehicles (pedal cycles will be allowed through), this is due to the high number of turning accidents at this junction
- install a cycle lane on the north-western side of Harrow Road, starting opposite Wyld Way and running up to Flamsted Avenue
- re-new the anti-skid surfacing on the approaches to two pedestrian crossings, one near to Monks Park and the other near to St Michael's Avenue
- lay new anti-skid surfacing on Harrow Road near to Aldbury Avenue
- enlarge the median strip near to St Michael's Avenue and introduce landscaping improvements including trees and grass
- modify the existing closure on Monks Park to allow pedal cycles to go through

Why are we proposing this scheme?

This scheme is the second phase of a 2 year programme to reduce the number of accidents on the length of Harrow Road between Wembley Hill Road and the North Circular Road. This stretch of Harrow Road has one of the worst accident records in the borough.

The first phase was carried out last year and focused on the area of Harrow Road between Wembley Hill Road and Jesmond Avenue. A number of improvements have been carried out including the installation of traffic signals at the junction of Harrow Road and Neeld Crescent.

As part of this phase we are looking at the stretch of Harrow Road between Berkhamstead Avenue and Monks Park. In the 3 year period between 1st September 2006 and 31st August 2009 there were 24 personal injury accidents on this stretch of Harrow Road.

The improvements outlined above are designed to reduce the types of accidents that have been occurring and also to improve facilities for vulnerable road users such as pedestrians and cyclists.

The closing date for this consultation is 26th April 2010

Returns received after this date will not be accepted.

How to respond to this consultation?

We would like to hear your views on the proposal. Please complete the enclosed questionnaire and return it in the freepost envelope provided – no stamp is required.

If you require this document in larger print please telephone
0208 937 5143 or 5127



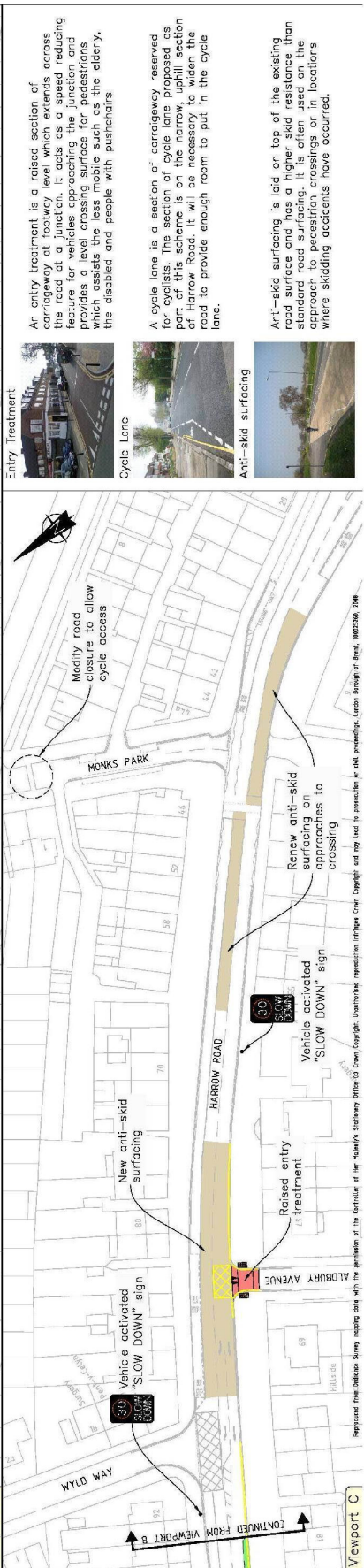
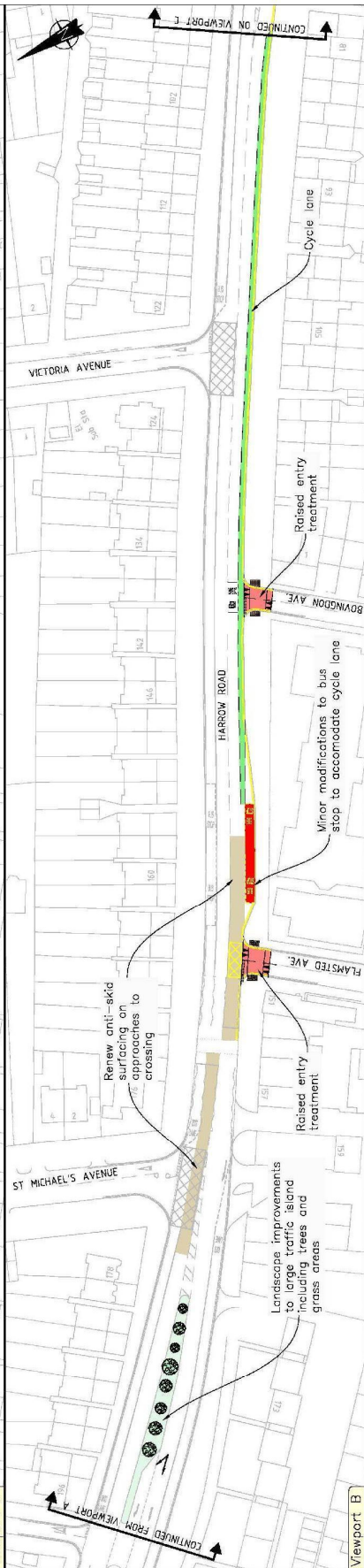
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APPENDIX B – Full summary of the issues of the concerns expressed in response to the consultation and officers' response to them

The roads that would be directly affected by the closure of Berkhamsted Avenue at its junction with Harrow Road would be Berkhamsted Avenue, Tring Avenue, Gaddesden Avenue and Nettleden Avenue. Also, some of the residents on Harrow Road park their vehicles on Berkhamsted Avenue so are also affected. A breakdown of the negative comments received is below:

Berkhamsted Avenue

“Disagree with closing Berkhamsted Avenue...”

“...as it will cause inconvenience for residents” (5 comments)

It is accepted that closing the junction will cause some inconvenience for residents of Berkhamsted Avenue. The worst inconvenience will be to motorists travelling south-east on Harrow Road wanting to enter Berkhamsted Avenue. If the closure was implemented, to enter Berkhamsted Avenue the quickest route will be to turn into Tring Avenue and then Nettleden Avenue which leads to Berkhamsted Avenue. This route adds an additional 392 metres to the journey over turning directly into Berkhamsted Avenue from Harrow Road which at an average speed of 25mph, and assuming no delays, equals an additional 35 seconds.

“...as there are no/not many accidents at this junction” (3 comments)

There were 5 personal injury accidents at the junction of Berkhamsted Avenue in the 36 month period between 1/9/2006 and 31/8/2009 which is the highest number of accidents at one junction within the study area. There is very low traffic flow into and out Berkhamsted Avenue and for this number of personal injury accidents to have occurred in the study period it highlights the need for remedial action.

“...as the closure of the junction will not stop accidents” (3 comments)

Four of the five PIA's at the junction of Berkhamsted Avenue and Harrow Road involved turning vehicles, 2 turning into Berkhamsted Avenue and 2 turning out of Berkhamsted Avenue. The other PIA at the junction involved a 3 vehicle rear end shunt on Harrow Road most likely caused by a vehicle slowing or stopping to turn into Berkhamsted Avenue. Closing the junction to vehicular traffic will prevent all of these accidents from occurring.

“...as the money would be better spent elsewhere” (2 comments)

The funding for the scheme is being made available from Transport for London as part of the 2010/2011 LIP settlement and is specifically for a corridor scheme on this section of Harrow Road and cannot be diverted to other areas.

“...as it will increase congestion on surrounding roads, especially at school start and end times” (10 comments)

Traffic surveys were carried out in the area week commencing 22nd February 2010 by means of laying automated traffic counters which recorded traffic volumes and speeds for 24 hour periods for a 7 day period. The weekday averages during the AM and PM peak periods are shown on the table below along with the estimated AM and PM peak flows if Berkhamsted Avenue was closed (assuming all vehicles that would have used Berkhamsted Avenue use Tring Avenue).

	Weekday Average	
	AM Peak	PM Peak
Berkhamsted Ave Eastbound	34.75	32.75
Berkhamsted Ave Westbound	89.25	36.00
Tring Ave Northbound	69.40	48.60
Tring Ave Southbound	48.20	45.00
Tring Ave Northbound (ESTIMATED)	104.15	81.35
Tring Ave Southbound (ESTIMATED)	137.45	81.00

As can be seen from the above table the traffic flows on both Berkhamsted Avenue and Tring Avenue are fairly light and it is officers opinion that the estimated increase in traffic on Tring Avenue is acceptable when offset against the road safety benefits.

Tring Avenue

No negative comments were received from any resident of Tring Avenue

Gaddesden Avenue

“Disagree with closing Berkhamsted Avenue as it will increase congestion on surrounding roads, especially at school start and end times” (2 comments)

As discussed above the volume of traffic that will be displaced by the closure of Berkhamsted Avenue at its junction with Harrow Road will be relatively small and is seen to be acceptable when offset against the road safety benefits closing the junction will bring.

Nettleden Avenue

“Disagree with closing Berkhamsted Avenue as it will increase congestion on surrounding roads, especially at school start and end times” (2 comments)

As discussed above the volume of traffic that will be displaced by the closure of Berkhamsted Avenue at its junction with Harrow Road will be relatively small and is seen to be acceptable when offset against the road safety benefits closing the junction will bring.

Negative comments regarding the proposed road closure were received from 2 households on Harrow Road. Both responses mentioned the inconvenience for residents, 1 comment was received stating that the closure of the junction will not stop accidents and 1 comment were concerned about the potential increase in traffic congestion on roads surrounding Berkhamsted Avenue, especially at school start and end times.

One of the responses from Harrow Road included a letter outlining why they were against the closure of Berkhamsted Avenue. This letter was signed by 4 other households on Harrow Road, 1 of the households who signed the letter has also returned their questionnaire stating that they are in support of the scheme, the other households who signed the letter did not return their questionnaires.

Negative comments regarding the proposed road closure were received from 3 households on Tokyngton Avenue which is close to Berkhamsted Avenue but not directly affected. Two of the comments received were concerned about the potential increase in traffic congestion on roads surrounding Berkhamsted Avenue, especially at school start and end times, 1 comment was regarding the inconvenience for residents and 1 comment was received stating that the closure of the junction will not stop accidents.