

<b>Meeting:</b>	Traffic and Road Safety Advisory Panel
<b>Date</b>	30 November 2005
<b>Subject:</b>	<b>Kenton Park Road Experimental Road closure Review</b>
<b>Responsible Officer:</b>	Steve Swain, Interim Head of Public Realm Infrastructure, Urban Living
<b>Contact Officer:</b>	Mohsen Nekouzad, Principal Engineer, Traffic Management (East Area)
<b>Portfolio Holder:</b>	Councillor Phillip O'Dell, Environment and Transport
<b>Key Decision:</b>	No
<b>Status:</b>	Part I

## **Section 1: Summary**

### **Decision Required**

<p><b>Recommendations (for decision by the Environment and Transport Portfolio Holder)</b></p> <p><b>(a) Officers be authorised to take all necessary steps to make the experimental road closure of Kenton Park Road at its junction with Kenton Lane and associated double yellow line waiting restrictions permanent pending the outcome of the proposed road widening scheme and a further review of the road closure be carried out after the implementation of the road widening scheme and the reinstatement of the right turn from Kenton Road into Kenton Lane;</b></p> <p><b>(b) Subject to funding officers be authorised to investigate and consult the frontages on traffic calming in Kingshill Avenue (north of Alicia Avenue), Alicia Avenue, Elmsleigh Avenue, Alicia Gardens, Brampton Grove and Prestwood Avenue including the review of the existing St</b></p>
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**Leonards Avenue traffic calming scheme and advertise the scheme by publishing the statutory notice subject to the results of the proposed consultation;**

- (c) The Kenton Road widening scheme and the reinstatement of the right turn into Kenton Lane, be progressed to implementation subject to TfL approval, consultation and funding, including securing Brent Council's share of the cost;**
- (d) Officers take all necessary steps to introduce yellow line waiting restrictions in accordance with the details shown at Appendix N;**
- (e) The objections to the road closure becoming permanent be set aside for reasons given in the report and the head petitioners and objectors be informed accordingly.**

### **Reason for report**

To seek approval to make the road closure and associated double yellow line waiting restrictions permanent. Additionally, to obtain approval to proceed with the measures proposed to alleviate the impact of the scheme including the road widening option subject to funding.

### **Benefits**

- responding to customers
- improving residential amenity
- improving road safety

### **Cost of Proposals**

The estimated cost of the road widening scheme is in the region of £450,000 for which there is no budget provision. The scheme does not fit into any Transport for London (TfL) category under their funding regime. In view of this and bearing in mind the possible road safety disbenefits (increasing conflict), TfL are unlikely to support a bid for funding.

Brent Council's Lead Member for Environment and Planning has agreed to explore funding streams as well as agreeing to share the cost of the detail design of the scheme estimated at £8,000.

Capital bid to for funding Harrow's share of the scheme in 2006-07 and 2007-08 has been submitted to Harrow but the outcome is not yet known.

The estimated cost of making the closure permanent is in the region of £4,000 which can be funded from this year's traffic management budget.

The estimated cost of removal of the scheme would also be in the region of £4,000 and this too can be funded from this year's traffic management budget.

The estimated cost of traffic calming in Kingshill Avenue Area would be in the region of £130,000 for which there is no budget provision. Council funding would therefore be required if the scheme is agreed. A capital bid for funding the scheme in 2006-07 and 2007-08 has been submitted but the outcome is not yet known.

## **Risks**

- If the closure is made permanent it would make the displaced traffic into surrounding roads a permanent feature.
- Making the closure permanent would be unpopular with the residents who have been affected by displaced traffic.
- Brent Council have not formally agreed to share the cost of the road widening and the reinstatement of the right turn.
- The implementation cost of road widening may exceed the estimate due to cost overruns associated with relocating the below ground services.
- Levels of displaced traffic in surrounding roads may not reduce appreciably after road widening and lifting of the banned turn unless the road closure is removed at the same time.
- Road widening costs versus benefits may not be seen as value for money.
- Removal of the closure would be unpopular with the residents of the estate who benefit from reduced traffic.
- Traffic calming is not universally popular and has disadvantages as well as benefits.

## **Implications if recommendations rejected**

The road closure will be removed at the end of the extended experimental period on 2 June 2006.

## **Section 2: Report**

### **2.1 Brief History**

- 2.1.1 Following the Traffic and Road Safety Advisory Panel recommendation of 22 September 2004, the Portfolio Holder for Environment and Transport decision (PHD 043/04) agreed the following:

- That (1) officers be authorised to continue investigating the feasibility of widening Kenton Road and reinstating the (currently banned) right turn into Kenton Lane, whilst retaining two straight ahead lanes (option 3 of the officer report);
- (2) a barrier be installed within the next 3 months under an experimental order under section 9 of the Road Traffic Regulation Act 1984, for a temporary period of one year at the junction of Kenton Lane and Kenton Park Road with appropriate monitoring and consultation to be carried out by the Council during this period;
- (3) both cyclists and the emergency services be made exempt from the restrictions imposed by the above barrier;
- (4) the results of the monitoring and consultation be submitted to the Traffic and Road Safety Advisory Panel at the end of the experimental period to facilitate a decision on the future of the barrier; and
- (5) the head petitioners be informed accordingly.
- 2.1.2 Following concerns expressed by the emergency services, the Portfolio Holder for Environment and Transport also agreed the implementation of double yellow line waiting restrictions as shown at Appendix A.
- 2.1.3 A barrier was installed in Kenton Park Road at its junction with Kenton Lane on 2 December 2004 with associated double yellow line waiting restrictions on experimental basis in accordance with the above.
- 2.1.4 The experimental traffic order has been extended to run for the maximum of 18 months permissible and it will expire on 2 June 2006. Unless a decision is made to take steps to make it permanent, it will be removed on that date.
- 2.1.5 Four petitions have been received. One in favour of the scheme from some residents of Kenton Park Road, Kenton Park Avenue, Kenton Park Crescent and Kenton Park Close. The petition contains 171 signatures representing 135 households out of 196.
- 2.1.6 Another petition against the road closure is from some residents of Kenton Lane and Alicia Avenue. It contains 60 signatures representing 52 households. The petitioners request that the road closure be removed. The petitioners complain that traffic, congestion and pollution has increased in Kenton Lane and Alicia Avenue. This viewpoint is not supported by the after surveys carried out (see 2.2.10 & 2.2.11). It is therefore recommended that the objection be set aside.

- 2.1.7 The third petition containing 825 signatures representing 571 households is from the immediate area as well as roads further afield complaining about the increase in through traffic and requesting the lifting of the right turn ban from Kenton Road into Kenton Lane. This is addressed in paragraphs under 2.2.
- 2.1.8 The fourth petition containing 51 signatures representing 46 households is from some residents of St Leonards Avenue, Kingshill Avenue, St Marys View and Addiscombe Close requesting the restoration of the right turn from Kenton Road into Kenton Lane. The petitioners complaints are also addressed in 2.2.
- 2.1.9 An extract from each petition is shown at Appendix B. The full petitions have been placed in the Members Library.

## **2.2 Options considered**

- 2.2.1 An investigation has been carried out by consultants to assess the feasibility of widening Kenton Road to provide a dedicated right turning lane in addition to two straight ahead lanes (see Appendix C). This would effectively return the movements to the previous arrangement. The scheme would retain the improved traffic flow on Kenton Road that has been achieved by Brent's scheme.
- 2.2.2 In summary, the investigation showed it is feasible to widen Kenton Road within existing highway boundaries. Transport for London approval would be required for the signal layout and operation. This cannot be obtained without further detail design which is now being undertaken.
- 2.2.3 The feasibility study shows that providing a right turn indicative green arrow requires an additional stage in the method of control. If the time allocated to this movement is taken out of the eastbound green time, the queues are expected to increase by a quarter. Taking time away from all arms in equal measure to allocate to right turn green arrow would result in unacceptable queues on all arms. Both scenarios would be unworkable and would result in further diversion of traffic into nearby residential roads and they are not recommended.
- 2.2.4 Thus, if a dedicated right turn lane is provided, its method of operation would have to be the same as the arrangement which was in place before the banned turn was introduced. This means that the right turn would only be possible when there are gaps in the opposing straight ahead traffic during Kenton Road green stage. Before the right turn ban was introduced, Brent Council carried out a traffic survey which shows that about 50 to 60 vehicles per hour managed to make the right turn manoeuvre. Therefore, the benefits of road widening would be limited as a dedicated right turn lane is also expected to yield similar results.

- 2.2.5 The proposal is unlikely to be sufficient to tempt drivers away from Charlton Road or St Leonards Avenue in significant numbers. Similarly, it would not be attractive enough to deter drivers from using Kenton Park Road and Kenton Park Avenue if the road closure is removed.
- 2.2.6 The scope for road widening is also limited. The outcome would be sub-standard traffic lanes which would result in slower speeds culminating in fewer cars going through the junction. Thus, there would be a deterioration in traffic flow compared with the existing.
- 2.2.7 Lifting the right turn ban could also have an adverse affect on road safety. In the three year study period before the introduction of the banned turn, there were no reported personal injury accidents involving the right turn into Kenton Lane (three years is the nationally recognised period for assessing accident risk for design purposes). This is unusual for right turn movements at a busy traffic light controlled crossroads. The removal of the banned turn could therefore increase conflict which may lead to accidents.
- 2.2.8 Before the implementation of the road closure, traffic surveys were carried out in a number of surrounding roads. The roads included are Kenton Road, Kenton Lane, Charlton Road, St Leonards Avenue, Kingshill Avenue, Brampton Grove, Alicia Avenue, Elmsleigh Avenue, Alicia Gardens, Alicia Avenue, Becmead Avenue, Hunters Grove, Westfield Drive and Streatfield Road. After surveys were carried out in June this year in order to assess the level and possible effects of transference of traffic.
- 2.2.9 The analysis of the results shows a significant increase in traffic in a number of roads in the area. Traffic volume in St Leonards Avenue and Kingshill Avenue has increased by about 2200 (55%) vehicles per day in both directions from around 4000 to 6200 per day. Some of this additional traffic uses the St Leonards Avenue, Kingshill Avenue, Brampton Grove route. Traffic volume in the latter has increased by 15% from about 3000 vehicles to 3500 vehicles per day. In Charlton Road, daily two way traffic volume has increased by around 1200 (10%) vehicles.
- 2.2.10 Streatfield Road's traffic has increased by 839 vehicles (under 5%). Kenton Road and Kenton Lane traffic volumes have reduced by about 6% each. This decrease is likely to be influenced by seasonal changes. The "after" surveys were carried out at the end of June when traffic levels are slightly lower than October when the "before" surveys were carried out.
- 2.2.11 Elsewhere the changes in traffic volumes have been more modest. Traffic volume in Alicia Avenue has reduced by about 6% (235 vehicles) and Hunters Grove traffic has increased by 4.2% (74 vehicles). There has

been no appreciable change in traffic volumes in the other roads surveyed.

2.2.12 Before and after queue length surveys carried out in Kenton Lane and Kenton Road show that there is no discernible change in traffic queues in either road.

2.2.13 Before the implementation of the road closure Kenton Park Road's two way traffic volume was 4500 vehicles per day. The surveys show that about 75% of this traffic has diverted to St Leonards Avenue, Kingshill Avenue and Charlton Road. All these roads were already used by through traffic, but the Kenton Park Road closure has exacerbated the situation. The increase in traffic volume in these roads is not desirable and is likely to have an adverse affect on road safety and residential amenity. Charlton Road is already traffic calmed and together with a number of other roads in the area is on this year's 20 mph Zones programme for implementation. Its introduction would improve safety further and would somewhat counteract the increased risk of accidents resulting from the displaced traffic.

2.2.14 St Leonards Avenue and a short section of Kingshill Avenue south of Alicia Avenue is already traffic calmed. It is recommended that a traffic calming scheme be considered for the remainder of Kingshill Avenue and Brampton Grove as well as Prestwood Avenue. There have been 2 reported personal injury accidents in the last three years (to March 2005) in Kingshill Avenue where there is no traffic calming. Elmsleigh Avenue and Alicia Gardens are parallel routes and they should be included in the scheme to prevent traffic diverting into these roads. Requests and a petition for traffic calming have been received in the recent past from Alicia Avenue in addition to the petition against the road closure (see 2.1.6). It has not been affected by the road closure, but it suffers from high through traffic volumes and a rising accident rate. It is therefore recommended that this road also be included in the scheme. Traffic calming may deter some through traffic and it would make these roads safer, thereby mitigating the effects of the increased traffic. Any proposal for further traffic calming in this area should be subject to consultation.

## **2.3 Consultation**

2.3.1 Public consultation was carried out in December 2004 in a wide area shown at Appendix D. The consultation document is shown at Appendix E. An explanation about the experimental road closure was provided in the document and recipients were asked to comment or object if they wished. A total of 2600 leaflets were delivered and 103 replies have been received. This represents a response rate of 4%. Most of the properties consulted were fairly remote from the closure and this may have been the

reason for the low response rate. The wider the consultation area, the lower the likely response rate will be.

- 2.3.2 Among the responses there are 64 (62%) objections to the scheme. Only one is from the estate directly affected. Twenty-five respondents are in favour, nineteen of them from the roads within the estate. There are 47 requests for lifting the right turn ban. A table summarising the results is shown at Appendix F. The summary of the grounds of objection where applicable is included at Appendix G together with officers comments. The responses have been placed in the Members Library.
- 2.3.3 Additionally, 4 e-mails and 5 letters of objection have been received. The grounds of objection and officers' comments are also included at Appendix G.
- 2.3.4 Further consultation with the residents of the estate directly affected (in the area shown at Appendix H) was carried out over 3 weeks in August 2005. The consultation document is shown at Appendix I. A total of 196 leaflets have been delivered and 112 questionnaires have been returned. This represents a 57% response rate. Out of these 85 (76%) are in favour of the road closure becoming permanent and 21 (19%) are against. The table at Appendix J shows the summary of the results. The responses have been placed in the Members Library.
- 2.3.5 Following concerns expressed about the timing of the second consultation by ward councillors, Portfolio Holder for Environment and Transport and one of the head petitioners from Kenton Park Road it was decided to distribute a newsletter in the wider area shown at Appendix D. The newsletter shown at Appendix K was delivered in October 2005 and included a reply form and a postage paid envelope. The newsletter provided an update on the consultation and investigations carried out so far together with the date of the review. The recipients were also invited to make further comment or representation for consideration along with all others received to date when the road closure is reviewed. Approximately 2600 newsletters were delivered with a request to return the reply forms within three weeks.
- 2.3.6 A total of 305 replies have been received. The response rate is just under 12%. Among these there are 176 (58%) objections to the road closure and 89 (29%) in favour with 40 (13%) not expressing a view. A table summarising the responses is shown at Appendix K. The summary of comments is shown at Appendix M. The grounds of objections are mainly displaced traffic chiefly in St Leonards Avenue, Kingshill Avenue and Charlton Road, congestion in Kenton Road and Kenton Lane, inconvenience and longer journeys, all of which are similar to those already noted and addressed at Appendix G. The responses have been placed in the Members Library.



- 2.3.7 In view of the displaced traffic and the concerns expressed by the objectors it is recommended that a further review of the road closure be carried out after the implementation of the proposed Kenton Road widening scheme and the restoration of the right turn from Kenton Road into Kenton Lane.
- 2.3.8 Consultation documents and the newsletter were also sent to Kenton East and West ward councillors. One member has responded in favour of the closure becoming permanent. The member is also in favour of widening Kenton Road to accommodate a right turn lane.
- 2.3.9 A member level meeting has taken place with Brent Council regarding the proposed widening of Kenton Road. Brent's Lead Member for Environment and Planning agreed to explore possible funding opportunities including Transport for London (TfL) but reserved Brent's position on funding a 50% share of the costs (£225,000) from Brent's funds. The Brent member agreed to share the cost of the detail design of the Kenton Road widening scheme estimated at £8,000.
- 2.3.10 The emergency services have also been consulted and are in favour of the road widening scheme and have not raised objection to the road closure becoming permanent.

## **2.4 Financial Implications**

- 2.4.1 The estimated cost of the Kenton Road widening scheme is in the region of £450,000. Transport for London is responsible for all traffic signal operations in London. Its consent to any such proposals is required. This has not yet been sought as TfL only considers schemes where detail design has been finalised.
- 2.4.2 There is no budget provision for the road widening proposals. The scheme does not fit into any TfL category under their funding regime. In view of this and bearing in mind the possible road safety disbenefits (increasing conflict), TfL is unlikely to support a bid for funding.
- 2.4.3 Council funding would therefore be required. Whilst the member level meeting with Brent has produced encouraging results, there is no official offer from Brent Council to share the costs of the road widening scheme at this stage. Capital bids to cover Harrow's share of implementation costs in 2006-07 (£125,000) and 2007-08 (£100,000) have been submitted to Harrow but the outcome is not yet known. Therefore, implementation would depend on funding being agreed.

- 2.4.4 The estimated cost of the detail design of the road widening scheme is £8,000. Brent has agreed to pay £4,000 towards this and the remainder will be funded from this year's traffic management budget.
- 2.4.5 The estimated cost of making the closure permanent is in the region of £4,000 which can be funded from this year's traffic management budget.
- 2.4.6 The estimated cost of removal of the scheme would also be in the region of £4,000 and this too can be funded from this year's traffic management budget.
- 2.4.7 The estimated cost of traffic calming in Kingshill Avenue Area would be in the region of £130,000 for which there is no budget provision. Council funding would therefore be required if the scheme is agreed. A capital bid for funding the scheme in 2006-07 and 2007-08 has been submitted but the outcome is not yet known.

## **2.5 Legal Implications**

- 2.5.1 The experimental road closure and associated double yellow line waiting restrictions can be made permanent under the Road Traffic Regulation Act 1984.
- 2.5.2 Traffic calming (road humps/speed cushions) can be implemented under The Highways (Road Humps) Regulations 1996.

## **2.6 Equalities Impact**

- 2.6.1 Not applicable.

## **2.7 Section 17 Crime and Disorder Act 1998 Considerations**

- 2.7.1 The proposals have neutral impact on crime and disorder.

## **Section 3: Supporting Information/ Background Documents**

Appendices:

- Appendix A: Plan of road closure
- Appendix B: Petitions
- Appendix C: Proposed Kenton Road widening layout
- Appendix D: First consultation area and newsletter distribution area
- Appendix E: First consultation document
- Appendix F: Summary of the result of first consultation
- Appendix G: Summary of comments/objections and officers' response
- Appendix H: Second consultation area
- Appendix I: Second consultation document

Appendix J: Summary of the result of second consultation  
Appendix K: Newsletter  
Appendix L: Summary of the newsletter replies  
Appendix M: Summary of newsletter comments/objections  
Appendix N: Proposed yellow line waiting restrictions

#### Background documents

Previous reports, petitions, deputation, road widening feasibility report, consultations, newsletter