
**REPORT FOR: TRAFFIC & ROAD
SAFETY ADVISORY
PANEL**

Date of Meeting:	23 October 2019
Subject:	Harrow View / Headstone Drive / Headstone Road junction improvement (Goodwill to All) - progress update
Key Decision:	No
Responsible Officer:	Paul Walker – Corporate Director, Community
Portfolio Holder:	Councillor Varsha Parmar - Portfolio Holder for Environment
Exempt:	No
Decision subject to Call-in:	Yes (following consideration by the Portfolio Holder)
Wards affected:	Headstone South, Marlborough
Enclosures:	Appendix A - Details of the proposals Appendix B - Technical Assessment of impact of right turn bans Appendix C - Consultation Leaflet Appendix D - Comments received during informal consultation

Appendix E - Information Leaflet

Section 1 – Summary and Recommendations

This report provides information about the junction improvement scheme, gives details about the informal consultation and recommends that the scheme progress to the statutory consultation stage.

Recommendations:

The Panel is requested to recommend to the Portfolio Holder for Environment, that:

1. The comments received during the informal consultation exercise are noted.
2. The transport interventions proposed to mitigate the impact of the proposed right turn restrictions at the junction are noted.
3. The elements of the scheme introducing traffic and parking restrictions, as shown in **Appendix A**, are taken forward to statutory consultation.
4. Officers be authorised to implement the scheme subject to further reports being provided on the outcomes of the statutory consultation and subject to receiving approval of the Portfolio Holder for Environment.

Reason:

To recommend to the Panel that the junction improvement scheme detailed in the report is implemented in accordance with the terms of the latest section 106 legal agreement dated 9th December 2015 and related to planning permission reference P/2165/15 made with the developer in order to mitigate the transport impact of the development of the Kodak site.

Section 2 – Report

Introduction

- 2.1 Harrow View / Headstone Road / Headstone Drive junction also known as the Goodwill to All junction is a four arm traffic light controlled junction located close to the old Kodak site. The junction currently has no controlled pedestrian crossing stages and operates during weekdays at or near capacity in the morning and afternoon peak times causing congestion in the area.

- 2.2 There is an existing right turn ban from Harrow View (southern arm) into Headstone Drive (eastern arm) which has been in place for a lengthy period of time. There are three bus routes which travel through the junction (H9, H10 and H14) and some bus stops located close to the junction on all four arms.
- 2.3 The Kodak development involves the construction of a large number of new homes, a new school, retail facilities and a Health Centre and is the largest development currently approved in Wealdstone. As a consequence of a transport assessment a substantial sum of money was secured through a section 106 legal agreement with the developers of the site, Persimmon Homes, in order to fund necessary interventions to mitigate the impact of the development on the public highway.
- 2.4 The construction of the housing stock is continuing on two sites one to the west of Harrow View, on the former Zoom Leisure site, and the other to the east on the Kodak site. The funds secured through the section 106 legal agreement are being released in stages as different phases of the development are taken forward.
- 2.5 A specific element of the developer contributions was allocated to improve the Harrow View / Headstone Road / Headstone Drive signalised junction in order to provide an all red pedestrian phase to assist pedestrians crossing the junction and to encourage modal shift through increased walking, cycling and the use of public transport facilities in the area.
- 2.6 A sum of £50,000 for scheme development and £831,800.00 for construction was secured with the developer for the implementation of a comprehensive junction refurbishment including new traffic signal equipment and all associated amendments to the carriageway, footways and other highway elements. These changes were considered necessary in order to mitigate the impact of the Kodak Development and the expected increase in vehicular and pedestrian movement.

Junction design options

- 2.7 Eight different design options were developed for consideration by the Council's transport consultant and were reported to this Panel in June 2018. The operational effectiveness of the options is determined by the degree of saturation assessed during the modelling of the options. The maximum capacity of a junction is 100% and it is established best practice that junctions are designed to operate at up to 85% capacity to allow some reserve capacity for variations in traffic conditions. The options are listed in the table below and the future impact column provides an average capacity rating across all the traffic lanes at the junction based on the modelling so that the impact between all of the different options can be compared.

Options	Detail	Future impact on capacity (2026)
With no changes	<ul style="list-style-type: none"> Existing layout with no controlled pedestrian crossing points 	AM – 101% PM – 101%
Option 1 Staggered crossings	<ul style="list-style-type: none"> Staggered signalised pedestrian crossings on all approaches, Dedicated left turn lane on Headstone Drive Ahead movements also permitted on all right turn lanes Headstone Gardens approach reduced from 3 lanes to 2. 	AM – 160% PM – 161%
Option 2A Straight across crossings	<ul style="list-style-type: none"> Straight across signalised pedestrian crossings on all approaches; Harrow View (N) ahead and right permitted from with two-lane exit; Harrow View (S) reduced to one lane for ahead and left movements, right turn remains restricted, Headstone Drive and Headstone Gardens approaches remain as existing. 	AM – 133% PM – 131%
Option 2B Mix stagger and straight across crossings	<ul style="list-style-type: none"> As Option 2A with staggered crossings on the Headstone Drive and Headstone Gardens approaches. 	AM – 124% PM – 119%
Option 3 Existing layout with straight across crossing	<ul style="list-style-type: none"> Existing junction layout with straight across signalised pedestrian crossings on all approaches, Tighten up junction layout by bringing kerb lines in to reduce amount of lost time between green phases. 	AM – 125% PM – 125%
Option 4A All right turn movements banned	<ul style="list-style-type: none"> Straight across signalised pedestrian crossings on all approaches; Right turns restricted from all approaches; 	AM – 97% PM – 92%

Options	Detail	Future impact on capacity (2026)
	<ul style="list-style-type: none"> Harrow View (S) Single lane approach and two-lane exit 	
Option 4B Headstone Drive right turn allowed but all other right turn movements banned.(except cyclists)	<ul style="list-style-type: none"> As Option 4A but with right turns permitted from Headstone Drive. 	AM – 110% PM – 112%
Option 5 Straight Across Crossings with Two-Lane exit	<ul style="list-style-type: none"> Straight across signalised pedestrian crossings on all approaches, Harrow View (N) Extended ahead and right turn flare on with a two-lane exit. 	AM – 118% PM – 121%
Option 6 Unconstrained junction layout	<ul style="list-style-type: none"> Three lanes on Harrow View (N) approach; Three lanes on Headstone Drive approach; Two lanes on Harrow View (S) approach; Four lanes on Headstone Gardens approach, two lane exits on all approaches. 	AM – 73% PM – 80%

2.8 All of these options were modelled by an independent transport consultant and assessed in consultation with the Council's transportation team. The modelling was also assessed by the traffic signal and network performance team in Transport for London (TfL) who have responsibility for traffic signals across London. It was necessary to satisfy TfL's Model Auditing Process (MAP) which validated all the options and assisted in determining the impacts of each option.

2.9 The modelling of the base model shows that if no changes are made to the junction it will reach maximum capacity by 2026. Option 6 demonstrates what would be required to achieve the desired operating capacity accommodating traffic increases and a controlled pedestrian phase, however, this is not physically achievable because there is insufficient space at the junction to accommodate the layout. Option 5 is also not deliverable because there is insufficient space. Option 4A, which bans all right turn movements, would operate just under maximum capacity whilst the remaining options would operate over maximum capacity.

- 2.10 The results of the modelling on the options have been shared with ward councillors and the Portfolio Holder at various meetings over the last 12 months or so.
- 2.11 After careful consideration **Option 4B** was selected as the preferred option. This is because it improves safety for pedestrians by providing signalised pedestrian crossings on all arms, retains the most significant right turn movement, whilst maximising capacity in order to accommodate the predicted increases in future traffic flow from national traffic growth forecasts and particularly from the extensive level of development in the area. This option retains the existing right turn from Headstone Drive north into Harrow View but restricts all other right turn movements (except for cyclists and buses).
- 2.12 The proposed junction layout can be seen in **Appendix A**.

Impact of right turn restrictions (option 4B)

- 2.13 The issue of introducing right turn restrictions at the junction is of concern to some people locally and as a consequence the Council's transport consultant was commissioned to review the potential impact and to propose any necessary mitigation required. Their report can be seen in **Appendix B**.
- 2.14 A comprehensive programme of detailed traffic surveys were undertaken in the wider area surrounding the junction to establish existing traffic patterns including, automatic traffic counters, manual classified vehicle counts and origin and destination surveys. This included main routes where there was potential for journeys to take alternative routes.
- 2.15 The surveys established that the right turn from Harrow View (north) to Headstone Gardens comprised of mainly through traffic (65%) rather than local traffic. The impact of the restriction is that this traffic will divert onto alternative routes and less of this traffic would pass through the junction. For the right turn from Headstone Gardens into Harrow View (south) there is a higher proportion of local traffic than through traffic. There is therefore more potential for a localised impact on neighbourhoods surrounding the junction from this particular right turn restriction.
- 2.16 A direction signing strategy has been proposed to provide advance warning of the right turn restrictions so that forward destinations are signed along alternative routes and through traffic can avoid passing through the junction. In the case of traffic currently using Harrow View (north) to travel east towards North Harrow there are no local roads close to the junction that can be used as an alternative route and so the only alternative is to use a longer diversion via main routes to go towards the North Harrow area. The destination signing will facilitate this.

2.17 The traffic currently using Headstone Gardens to travel south to Harrow town centre can also use alternative main routes to travel towards Harrow town centre and the destination signing will facilitate this. However, local traffic currently using this route may choose alternative local roads in order to get to local destinations and it is accepted that local traffic management measures will be required to mitigate this particular impact.

Public consultation

2.18 The proposed changes to the junction advised at TARSAP in June 2018 were taken forward to informal public consultation during May to June 2019. Approximately 2,200 consultation leaflets were distributed to streets in a wide consultation area surrounding the junction and information about the proposal was placed on the Council's website. A press release issued by the Council publicised the consultation. Details of the consultation leaflet can be seen in **Appendix C** for reference.

2.19 The council received 479 responses to the informal consultation exercise. There were a number of common themes to the comments received in the responses which are summarised below as follows:

Analysis of Public consultation responses			
	Comment	No.	Officer response
1	Proposals will increase traffic flow on side residential streets that are unsuitable to take any additional flows and will increase congestion, pollution and journey time.	412	A review of existing traffic conditions in the area surrounding the junction will be carried out to identify and implement mitigating measures to reduce traffic and improve safety. Potential measures may include but not limited to new 20mph zones, one-way systems, road closures, improved advanced warning signage.
2	Request to implement other measures including roundabout, zebra crossing, bridge, additional ban turns, 20mph speed limits, low traffic neighbourhood, new trees etc.	46	Any residential neighbourhoods affected by the scheme will be considered for remedial measures and may new 20mph zones, parking controls, one-way systems, road closures, etc. Some of the suggested measures could be accommodated at the junction also where appropriate.
3	Fully supports the proposals	44	No comment

4	Supports pedestrian crossing but not the right turn bans	41	The proposed right turn ban will increase capacity which is required to provide a traffic light controlled pedestrian crossing without having an adverse impact on traffic queues and delay at the junction.
5	Support the cycle proposals but request more cycle measures to improve cycling in the area	13	Most of the suggested cycle measures can be accommodated within the existing junction design without affecting the overall design of the junction. Some of the measures are not feasible to implement due to site constraints.
6	Do nothing	7	This is not an option because additional traffic will be generated by the Kodak development and affect the junction. The proposals aim to provide a dedicated crossing facility for pedestrians accessing the area and maximise capacity for traffic and reduce congestion and delay at the junction as far as practicable. These proposals are also vital to improve safety of all road users.
7	Vehicles will make U turns or ignore new right turn bans and increase risk of accident	7	Right turn bans and U-turn ban at the junction will be adequately signed on the signal heads at the junction and on approaches so that drivers are fully aware of the restrictions. Adequate enforcement will be carried out to penalise any contraventions.
8	Objection to the scheme, but no reasons provided	6	No comment
9	Diversion routes for buses will be lost as a result of the new right turn bans	3	Buses will be exempt from turning right and the junction is designed to accommodate existing bus routes. This will be adequately signed on the signal heads at the junction.
10	Proposals will affect local businesses	2	Two loading bays are currently proposed to provide dedicated loading / unloading facilities for businesses and shoppers to the area. Businesses on the south side of the junction have their own access road leading to the rear of the shops which can be used for loading / unloading activities.

11	Miscellaneous comments	20	These comments were not directly related to the scheme.
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2.20 It is noted that there were a considerable number of responses showing concerns that the proposals will increase traffic flow on residential side streets and that these streets are considered unsuitable to take any additional traffic. The detailed responses to the consultation can be seen in **Appendix D**.

Ward Councillors' comments

2.21 The ward Councillors, Portfolio Holder for Environment and the Leader of the Council met with officers in August 2019 to discuss the consultation responses received during the public consultation exercise. Councillors raised concerns regarding the number of negative responses received, particularly from local residents, concerned about the impact of the banned right turn movements.

2.22 Officers explained and clarified the outcome of an independent technical study commissioned to assess the impact of the right turn restrictions on the surrounding road network and the mitigations proposed as shown in **Appendix B**. Officers explained the impact of through traffic and local traffic and set out a signing strategy to divert through traffic along designated alternative main roads. For local traffic, it was anticipated that knowledge of the local area would result in drivers using alternate local roads to their destinations.

2.23 Officers recommended that in addition to the signing strategy proposed in the report that traffic management measures be introduced in the residential estates affected by the junction improvement in order to address these local concerns. It was clarified that sufficient funds would be available from the developer contribution to undertake this work.

2.24 The residential estates and areas considered most likely to be affected were identified as follows:

- Southwest of the junction including Pinner View, Brook Drive, Bolton Road, Hide Road, Longley Road and Cunningham Park
- Area south of Parkside Way between Kingsfield Avenue and Pinner View
- Southeast of the junction between Walton Drive and Walton Road including Harley Road and Harley Crescent
- Pinner Park Avenue between Harrow View and Headstone Lane and
- Priory Way, Manor Way and Southfield Park

- 2.25 Traffic management schemes in these locations could potentially include introducing 20mph zones, parking controls, one-way streets, local safety schemes or low traffic neighbourhoods. Officers would work closely with the local communities affected to develop suitable measures and any changes which require alterations to the public highway would be subject to public consultation exercises as necessary.
- 2.26 It was also agreed with councillors that the council would send out an information leaflet responding to residents' concerns raised during the public consultation exercise. It was also agreed that the consultation results should be considered by TARSAP. The leaflet sent out to residents can be seen in **Appendix E**.
- 2.27 The table below lists a range of possible interventions that could be considered by residents and the potential benefits.

Proposals	Potential Benefits
Traffic calming / management measures in the surrounding area to mitigate the impact of the proposed right turn banned movements at the junction.	Introduce measures to help traffic flow and congestion in side streets to mitigate impact of the proposed changes at the junction
Public realm improvements, such as repaving works outside the shopping parades, installing benches and trees.	Improve the aesthetics of the area
Erect new advance warning signs to advice motorists of the proposed banned movements at the junction and offer alternative routes.	Help to ease congestion at the junction by promoting alternative routes to avoid the junction thus reducing the potential for non through traffic using residential streets
Introduce 20 mph zones in surrounding residential streets	Reduce vehicle speeds to encourage walking and cycling and reduce injury accidents and dissuade rat running traffic through local streets
New loading facilities outside the shops	Improve facilities to support local shops
Install new bus shelters.	Improve facilities to encourage greater use of public transport
Resurface roads in the area	This will improve the aesthetics of the area

Plant more trees	Support the green agenda and provide cleaner air
New Controlled Parking Zones	Manage any displaced parking in the area
Improvements to cycling infrastructure and connectivity in the area	To encourage modal shift and greater uptake of cycling

Conclusion

- 2.28 It is recommended that the proposals outlined in this report are progressed to the statutory consultation stage and that the signing strategy as detailed in the technical report be taken forward should the scheme progress to implementation.
- 2.29 It is also recommended that traffic management proposals are developed for the surrounding residential neighbourhoods to mitigate against the potential impact of the junction improvement scheme. Further discussions with the Portfolio Holder and local councillors will be undertaken before any public consultation is undertaken.

Staffing / workforce

- 2.30 The delivery of the scheme will be undertaken by existing staff resources within the Traffic, Highways & Asset Management team supported by technical consultants as required.

Performance Issues

- 2.31 The implementation of traffic management will support the wider aims, objectives and targets in the current Transport Local Implementation Plan 3 (LIP3) and help to deliver Harrow's corporate priorities and in particular building a better Harrow.

Environmental Issues

- 2.32 The current LIP3 has undergone a Strategic Environmental Assessment (SEA) which has indicated that there are environmental benefits from delivering the proposed programme of investment.
- 2.33 Key population and human health benefits include reducing reliance on travel by car, reducing casualties, reducing congestion, encouraging active travel and improving air quality.

Risk Management Implications

- 2.34 Risk included on Directorate risk register? No

- 2.35 The delivery of each scheme in the programme of investment will be subject to separate risk assessments.
- 2.36 There is a requirement to undertake a design risk assessment during scheme development under the Construction (Design & Management) Regulations in order to manage any potential health and safety risks.

Legal implications

- 2.37 The junction improvement scheme highlighted in this report will require the introduction of traffic and parking restrictions that require a legal process to be undertaken before they can be physically implemented.
- 2.38 Subject to statutory consultation requirements, the Council has powers to introduce restrictions on turning movements and parking controls under the Road Traffic Regulation Act 1984, The Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 and The Traffic Signs Regulations and General Directions 2016.

Financial Implications

- 2.39 There is a contribution of £831,800.00 agreed in the current section 106 legal agreement with the developer Persimmon Homes for construction of the junction improvement. This sum is to be paid to the council within four weeks of the council serving a highways works notice.
- 2.40 The funds will be utilised to implement junction improvement and all associated works in the surrounding area to satisfy the requirements of the Transport Assessment and the section 106 legal agreement.

Equalities Implications / Public Sector Equality Duty

- 2.41 The LIP3 sets out the relevant transport policies and objectives of the Council and was subject to an Equalities Impact Assessment which identified that there was no negative impact on any of the protected groups. The transport mitigations in the report accord with the principles of the Council’s LIP. Typical benefits are as follows:

Protected characteristic	Benefit
Gender	Mothers with young children and elderly people would benefit from changes to the junction as it would be easier to cross the junction to access shops, local amenities and public transport.

Disability	<p>The retention of double yellow lines at junctions in conjunction with level crossing points and controlled crossing points will make it safer and easier to cross the road.</p> <p>Parking bays directly outside homes, shops and other local amenities will make access easier, particularly by blue badge holders for long periods of the day.</p>
Age	<p>Reducing traffic congestion, and encouraging walking can help reduce the influx of traffic into an area, and therefore reduce particulates and air pollution, to which children and the elderly are particularly sensitive.</p>

Council Priorities

2.42 The following table show the key inputs from the strategy that will support the Council priorities.

Council Priorities	Impact
Building a Better Harrow	The scheme will improve the highway network and support regeneration and growth as a part of the Kodak development
Supporting Those Most in Need	The scheme will improve the highway network and support regeneration and associated affordable housing as a part of the Kodak development
Protecting Vital Public Services	The scheme will improve the highway network and support regeneration and associated community amenities and a school as a part of the Kodak development
Delivering a Strong local Economy for All	The scheme will improve the highway network and support regeneration and associated commercial development
Modernising Harrow Council	The scheme will use the last traffic signal technology to operate efficiently and effectively.

Section 3 - Statutory Officer Clearance

Name: Jessie Man	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 09/10/19		

Name: Patrick Kelly	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 09/10/19		

Name: Paul Walker	<input checked="" type="checkbox"/>	Corporate Director, Community
Date: 08/10/19		

Ward Councillors notified:	YES
EqIA carried out:	NO
EqIA cleared by:	An EqIA has been undertaken for the Transport Local implementation Plan of which this project is a part. A separate EqIA is therefore not necessary

Section 4 - Contact Details and Background Papers

Contact:

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Background Papers:

Previous reports to TARSAP
Technical Reports