

Report for:

**TRAFFIC & ROAD
SAFETY ADVISORY
PANEL**

Date of Meeting:

11th January 2021

Subject:

INFORMATION REPORT
Harrow Street Spaces Programme
2020/21

Key Decision:

No as advisory panel, but the subject matter is a key decision

Responsible Officer:

Paul Walker – Corporate Director,
Community

Portfolio Holder:

Varsha Parmar - Portfolio Holder for
Environment

Exempt:

No

**Decision subject to
Call-in:**

No

Wards affected:

All

Enclosures:

Appendix A – Review of low traffic
neighbourhoods
Appendix B – Review of school streets
Appendix C – Review of cycle
schemes
Appendix D – review of pedestrian
space measures

Section 1 – Summary and Recommendations

This report updates members on the delivery of the London Streetspace Programme (LSP) in Harrow as a response to the COVID-19 public health pandemic.

Recommendations:

None, the report is for information only.

Reason: (For recommendations)

None, the report is for information only.

Reason:

The Street Spaces schemes addresses the impact of the Covid 19 health crisis on travel and public transport and supports more active travel by walking and cycling and improving public health in line with current Department for Transport and Transport for London guidance.

Section 2 – Report

Introduction

- 2.1 The current Covid-19 health emergency has significantly affected the way we use public transport, and the ways in which we travel. The social distancing restrictions introduced by the Government to control the spread of the virus and rate of infection is having a severe impact on the use of public transport and on the way we travel.
- 2.2 The government issued statutory guidance under Section 18 of the Traffic Management Act 2004 to all highway authorities in England requiring local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling to encourage active travel and enable social distancing. In response to this the GLA / TfL developed the London Streetspace Programme which aimed to:
 - enable social distancing on street,
 - encourage Londoners to avoid unnecessary use of public transport,
 - focus on strategic movement to prioritise walking and cycling.
- 2.3 Harrow participated in the London Streetspace Programme (LSP) and subsequently made funding applications and secured funding in order to implement local proposals to support reallocating more road space on the road network to pedestrians and cyclists.

- 2.4 The public were encouraged to walk or cycle where previously they may have used the car and these improvements aimed to support those that are able to walk where distances are less than 2 km (a 10 minute walk) or cycle if the journey less than 5 km. Using active ways to travel is often cheaper and sometimes even quicker for the public and helps improve air quality avoiding using the car for short journeys.
- 2.5 These proposals address the immediate impact of the health crisis but can also allow the Council to make longer lasting changes in travel to improve the environment by tackling the causes of climate change and adapting our networks to changing travel patterns and to further increase the level of walking and cycling.
- 2.6 The evidence indicates that a third of people in Harrow do very little physical activity and two thirds are overweight and both these factors increase the risk of developing diseases such as diabetes and/or cancer. We are hoping that the changes being considered to the roads in Harrow will increase our levels of physical activity and help to improve our health and wellbeing. Harrow's Joint Strategic Needs Assessment highlights that the environment people live and work in significantly influences health inequalities and greater physical activity can have a positive impact on both physical and mental wellbeing.
- 2.7 The streetspace schemes developed have all been implemented and are now subject to monthly review. The reviews are an important part of helping us understand the impact of the schemes and include feedback from a wide variety of stakeholders including residents, businesses, ward councillors and the emergency services. An engagement portal on the commonplace platform allows residents to share their experiences of the schemes with us throughout the trial period.
- 2.8 The scheme reviews included in this report are for November 2020 and are the first opportunity to share the findings with the panel as detailed in the appendices.

Current Context

- 2.9 While this report provides details of the reviews undertaken in November there has been a number of things that have taken place during December which we felt it important to bring out in this report for TARSAP.
- 2.10 The low traffic neighbourhood (LTN) schemes have been a particular area of focus and a number of actions have been taken to address concerns raised during the review process. Three of the eleven closures have temporarily been removed as a consequence of road works on Parkside Way in November in order to reduce an excessive amount of congestion and delay on the main road network at that time.
- 2.11 Concerns were also raised about emergency services access and the Council has engaged extensively with the emergency services to review the

measures. At the time of writing this report a number of additional actions took place in December requiring additional amendments to the Headstone South LTN and Vaughan Road LTN closures by making adjustments to improve emergency services access. Amendments to the cycle scheme in honeypot Lane were also made to assist call outs from the Fire Station.

- 2.12 The benefits of the LTNs to improve road safety and air quality are important but it is essential to address the negative aspects of the current schemes and how they affect local residents with additional delay and inconvenience. Some possible longer-term options to improve the schemes and address local concerns are currently being developed that will include options for virtual restrictions using CCTV automatic number plate recognition in order to minimise the use of physical obstructions and to provide access for residents living within the LTNs through the restrictions. And in January residents living within LTNs and school streets will be written to inviting them to give their views on the recent changes to schemes and on future proposals.
- 2.13 This public engagement will be essential to developing more suitable and acceptable schemes for the local community and assist in determining any next steps in the six-monthly review for the LTN schemes to be considered by the panel at a special meeting in March.
- 2.14 The future meetings of TARSAP currently arranged are on 2nd March and 23rd March 2021. The meeting on 2nd March is a planned meeting that will focus on reviewing and recommending work programmes for the 2021/22 financial year and the parking management programme in particular. The meeting on the 23rd March 2021 is a special meeting specifically to deal with the six-monthly review of the streetspace schemes and to determine the future of the schemes.
- 2.15 The methodology for undertaking the review of the streetspace schemes will be similar to the regular monthly reviews undertaken in terms of the technical analysis but will also include a detailed analysis of comments received during the statutory consultation period as well as specific engagement with ward councillors, emergency services and other key stakeholders. A summary of the review requirements is listed below:
- Technical analysis - include pedestrian / cycling / vehicle activity (measured by counts), Emergency services / TfL bus services / Schools comments during trials, Officer observations regarding operational performance, review of changes made to schemes.
 - Residents feedback – comments received during statutory consultation with analysis.
 - Engagement – meetings arranged with ward councillors, emergency services and key stakeholders on technical analysis and residents' feedback.
 - Options for consideration by the panel on the future of the schemes.

Options considered

- 2.16 Over many years the transport programmes in Harrow have used external funding from TfL to deliver the LIP. With the suspension by TfL of the annual LIP funding the only viable option realistically available to the Council to implement transport measures was to apply for funding from the London Streetspace Programme. The proposals were therefore developed and implemented in accordance with the TfL guidance.
- 2.17 TfL’s “Healthy streets for London” guidance is a key part of the Mayor’s Transport Strategy and highlights the following facts about travel and transport in the capital highlighting the potential for switchable trips.



London Streetspace Programme – Transport for London

- 2.18 Detailed guidance for the London Streetspace Programme was released to the London boroughs by TfL in mid May and can be found at <http://content.tfl.gov.uk/lsp-interim-borough-guidance-main-doc.pdf>
- 2.19 Proposals were submitted against defined programme types that included pedestrian space, low traffic neighbourhoods, strategic cycling and school streets. Following public consultation and decisions on which schemes can proceed to implementation a final allocation of £563,000.00 was allocated to Harrow to deliver schemes as shown in the table below.

Type of scheme	Schemes approved	Total allocated
Pedestrian Space Measures	9	£248,000
Low Traffic Neighbourhoods	4	£180,000
School Streets	4	£135,000
	17	£563,000

- 2.20 TfL subsequently took a London wide strategic approach to cycling schemes across London and did not support any schemes being promoted by London boroughs. Therefore, no schemes in Harrow were approved by TfL as a consequence.

Pedestrian space measures (TfL)

- 2.21 A review of town centres, local high streets, shopping parades and transport hubs was undertaken to identify footway widths that are 3 metres or less in potentially high footfall areas where social distancing could become difficult. Schemes were identified on this basis.
- 2.22 Schemes introduced temporary measures to reallocate carriageway to pedestrians by suspending sections of parking and erecting barriers to extend pedestrian space.
- 2.23 These measures have been implemented in 9 locations in the borough and 3 of the schemes have subsequently been removed with 6 remaining in place. The list of schemes is shown in the table below:

Ref	Scheme	Budget
PS-01	Station Road, Harrow - Civic Centre, shops & Mosque	£30,000.00
PS-02	Harrow and Wealdstone Station	£20,000.00
PS-07	Streatfield Road, Queensbury – shops (removed)	£70,000.00
PS-08	Honeypot Lane, Canons Park – shops (removed)	£20,000.00
PS-09	Northolt Road, Northolt - shops	£20,000.00
PS-10	Kenton Road, Kenton – shops (removed)	£15,000.00
PS-11	Kenton Lane, Belmont - shops	£18,000.00
PS-12	High Road, Harrow Weald – shops / bus stop	£20,000.00
PS-13	Porlock Avenue, West Harrow – shops / school / bus stop	£35,000.00
	Total	£248,000

- 2.24 The latest review of the schemes can be seen in **Appendix D**.

Low traffic neighbourhoods (TfL)

- 2.25 These proposals were developed by identifying neighbourhoods with established problems with vehicular traffic cutting through estates and causing environmental and road safety problems for local residents. These are locations where there is a significant risk of traffic levels increasing and causing detrimental impacts on road safety and health. Creating reduced traffic levels is extremely important to making cycling and walking more pleasant, safer and attractive locally.
- 2.26 All the schemes introduced strategically placed modal filters within the residential estates to restrict vehicles which will permit pedestrians and cyclists only to pass through. This removed through traffic and reduced traffic volumes within the estates to a lower level by allowing local residents and visitors only.
- 2.27 These measures were introduced in 4 locations in the borough and the list of schemes is shown in the table below:

Ref	Scheme	Budget
LTN-02	Pinner View area, Headstone South	£100,000
LTN-03	Francis Road area, Greenhill	£20,000
LTN-04	Vaughan Road area, West Harrow	£40,000
LTN-06	Southfield Park area, North Harrow	£20,000
	Total	£180,000

2.28 The latest review of the schemes can be seen in **Appendix A**.

School streets (TfL)

2.29 The proposals for school streets measures were developed taking account of the severity of congestion and access problems at schools, impact on road safety, active travel and air pollution and also the receptiveness of the schools to work with the Council to implement and operate these types of schemes.

2.30 School streets are where the streets surrounding a school are restricted to traffic at opening and closing times except for local residents living in the street. They improve air quality, reduce congestion and improve safety and encourage more active travel. The restrictions would be implemented either by using temporary barriers to restrict access or CCTV cameras with automatic number plate recognition systems.

2.31 Three primary schools and one secondary school had schemes implemented as shown in the list below.

Ref	Scheme	Budget
SS-01	Grimsdyke School, Hatch End	£30,000
SS-02	Newton Farm School, Rayners Lane	£30,000
SS-03	Marlborough School, Wealdstone	£30,000
SS-04	Park High School, Stanmore, Middx.	£45,000
	Total	£135,000

2.32 The latest review of the schemes can be seen in **Appendix B**.

Emergency Active Travel Fund – Department for Transport

2.33 The Department for Transport provided Emergency Active Travel funding for temporary arrangements to encourage cycling and walking. The Council was allocated £100,000 under this fund which was used to implement three cycle routes.

Cycling (DfT)

2.34 The proposals implemented focussed on strategic cycling routes on busy important routes with wider roads or dual carriageways in order to connect with existing strategic cycle routes. The routes have multiple traffic lanes so that one lane can be dedicated to cyclists and the other to vehicles in each

direction and also provide a buffer zone to separate vehicles from cycles and keep cyclists safe.

- 2.35 The measures use temporary or low cost interventions that were introduced quickly. Mandatory cycle lane road markings were laid and traffic cones used to provide physical segregation. Some traffic and parking restrictions were introduced in parts of the cycle schemes to reduce speed limits for safety, to allow cyclists to use bus lanes.
- 2.36 These routes will be much more direct and convenient and re-allocate the road space to cyclists as required by the DfT. The locations are as follows:

Ref	Scheme	Budget
SC-01	Honeypot Lane, Queensbury	£33,000
SC-03	Sheepcote Road, Greenhill	£33,000
SC-09	Uxbridge Road, Harrow Weald	£34,000
	Total	£100,000

- 2.37 The latest review of the schemes can be seen in **Appendix C**.

Emergency services comments

- 2.38 The Metropolitan Police Service, London Fire Brigade and London Ambulance Service have been contacted to seek their views about the impact of streetspace schemes, and in particular the low traffic neighbourhood schemes, on their respective services as part of the design process. The local emergency services contacts are from the Metropolitan Police Harrow Acting Chief Inspector and Roads & Transport Policing Command based at Alperton, from the Fire Service Borough Commander and Station Commander based at Stanmore and Ambulance Service Station Support Manager based at Brent. Council Officers met with representatives from these three emergency services on Monday 21st December 2020, and the following sections highlights the feedback they gave, both from a general perspective and specifically about the impact of the schemes in Harrow on the operation of their services.

Fire Service

- 2.39 The Fire Service confirmed that they are meeting their statutory response requirements (6 minutes), and currently there are no significant issues with regards to LTN's in the borough affecting their service response. However, although their response times were all within their statutory targets, they did feedback that the LTNs did create some delays to their response times, albeit these delays did not at any time lead to a breach to their 6 minute target.
- 2.40 There were however some concerns raised about the northbound experimental cycle lane in Honeypot Lane which is close to the Fire Station. It was noted that the Fire Service has some concerns about this section of

Honeypot Lane because of congestion and the number of vehicles turning right at the Crowshott Avenue junction which impacted on their operations.

Metropolitan Police

- 2.41 No specific comments about the LTN schemes have been received from the Metropolitan Police but generic advice has been provided. The Police indicated that the LTN schemes in Harrow had not directly affected their ability to meet their statutory 15-minute response times and that they had not been delayed.

London Ambulance Service (LAS)

- 2.42 The LAS initially contacted the Council in July to indicate their general support for road layout changes to assist with Covid-19 recovery and promote active travel. In this letter, they requested all councils to engage with them at a local level on specific proposals to ensure any concerns they had on particular road layout changes could be addressed. In response, the Council shared details of Harrow's proposals with the local LAS contact. In the meeting on 21 December, the LAS confirmed that they had experienced some issues which meant they did not follow up on this initial communication from the Council.
- 2.43 The LAS confirmed that their reporting of any incidents has been low in recent months but has now improved due to a review of the crews operating processes. The LAS confirmed that the LTNs have not affected their statutory (7 minute) response times. As such, there had not been any adverse impacts on the safety of residents in Harrow as a result of the LTNs. They did, however, share that their crews had experienced some isolated problems with the fixed closures. This is because crews attend incidents from wherever resources are available so not all the crews have local knowledge of the area. Their use of satnav systems is limited by their available technology which to date has not been able to be updated for these changes to the road network.
- 2.44 As a result, they expressed a preference for virtual enforcement of LTNs via Automatic Number Plate Recognition (ANRP) cameras rather than fixed planters in situ. This is a London-wide position for the LAS. The use of cameras would allow emergency services vehicles to pass unhindered while stopping other, non-emergency through traffic. This has worked well in other parts of London.
- 2.45 Following the feedback from the three emergency services the following conclusions can be drawn:
- Response times for the three emergency services have not been adversely impacted by the Harrow Street Space Scheme;
 - That specific feedback from the LAS at the meeting on 21st December 2020 on the increasing pressure on the service from winter pressures

and the second wave of the Covid pandemic, coupled with their preference for cameras more so than fixed planters in situ, suggests the Council can be supportive to their service during this period of increased pressure by improving emergency vehicle access through the LTNs; and

- That the current operation of the cycle lane on Honeypot Lane is causing some delays to fire engines coming from Stanmore Fire Station and although not causing targets to be missed, making changes would support an improvement in response times for the Fire Service.

Monthly reviews

2.46 At the special meeting of TARSAP on 10th August it was recommended and subsequently agreed by the Deputy Leader on the 19th August that a review of the schemes would be conducted on a monthly basis and a detailed review after the initial six month period of operation of the schemes in order to consider the future of the schemes.

2.47 The recommendations stated that:

- the Corporate Director of Community, following consultation with the Portfolio Holder for Environment, be delegated authority to undertake a regular review of the schemes and provide a monthly update to members of the Traffic and Road Safety Advisory Panel and Ward Councillors and determined whether any amendments were required for schemes, including ending any experimental scheme.
- a report be submitted to the Traffic and Road Safety Advisory Panel following the initial 6 months of operation of schemes, to feed back the results of consultation and the equality impact assessments and to consider whether schemes should be ended, extended up to a maximum of 18 months or made permanent.

2.48 The most up to date reviews undertaken in November for the streetspace schemes are included as appendices with this report. There is one review report for each scheme type as follows:

Appendix A – Review of low traffic neighbourhoods

Appendix B – Review of school streets

Appendix C – Review of cycle schemes

Appendix D – Review of pedestrian space measures

2.49 As previously approved the monthly review recommendations will be considered by the Portfolio Holder – Environment and Corporate Director – Community and the future of the schemes decided.

2.50 A detailed six monthly review report with recommendations on the streetspace schemes will be prepared and presented to the planned special TARSAP meeting on 23rd March 2021.

Staffing/workforce

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

Ward Councillors' comments

- 2.52 Ward councillors' comments have not been sought for this report because all members are receiving a regular update on progress with the programme.

Performance Issues

- 2.53 The implementation of schemes in the programme will be monitored for traffic levels of different travel modes, operational performance of the road network and public opinion.

Environmental Implications

- 2.54 There are environmental and health benefits from delivering the street space programme. The main benefits are in improving air quality and public health.
- 2.55 Key air quality benefits identified were from reducing car travel, encouraging greener vehicles and reducing congestion.
- 2.56 Key population and human health benefits identified were from reducing casualties, encouraging active travel, health walks and as a result of improving air quality. The benefits associated with increased active travel and health walks are reduced diabetes and obesity levels.

Data Protection Implications

- 2.57 There are no data protection implications

Risk Management Implications

- 2.58 A design risk assessment has been undertaken during scheme development under the Construction (Design & Management) Regulations in order to manage any potential health and safety risks.
- 2.59 The delivery of each scheme in the programme has been subject to separate risk assessments.

Procurement Implications

- 2.60 Where needed, consultants and contractors have been procured to investigate, develop and deliver some proposals. This is business as usual. The work has been procured in line with the Public Contracts Regulations 2015 and the Council's Contract Procedure Rules.

Legal implications

- 2.61 The Traffic Management Act 2004 places an obligation on authorities to ensure the expeditious movement of traffic on their road network. Authorities are required to make arrangements as they consider appropriate for planning and carrying out the action to be taken in performing the duty.
- 2.62 The Statutory guidance -Traffic Management Act 2004: network management in response to COVID-19 is an additional statutory guidance issued by the Secretary of State for Transport. It sets out high-level principles to help local authorities to manage their roads and what actions they should take.
- 2.63 Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing.
- 2.64 Measures should be taken as swiftly as possible, but not at the expense of consulting local communities.
- 2.65 The traffic and parking restrictions in the schemes have been given effect by the making of experimental traffic management orders. The first 6 months of operation are a formal statutory consultation. Any representations and comments made during the statutory consultation will be reported to the March meeting of TARSAP for consideration and a review of the future of the schemes.

Financial Implications

- 2.66 TfL have confirmed funding for the London Streetspace programme up to a maximum of £563,000.
- 2.67 The emergency active travel fund of £100,000 provided by DfT is split into £25,000 capital and £75,000 revenue due to the temporary / experimental nature of the measures involved.

Equalities Implications / Public Sector Equality Duty

- 2.68 The measures proposed in the programme accord with the Council's Transport Local Implementation Plan 3 (LIP). The LIP underwent an Equalities Impact Assessment and had due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it as required under section 149 of the Equality Act 2010.
- 2.69 All schemes have been subject to an equality risk assessment TfL have highlighted the need to assess these impacts on all protected characteristics and expect these impacts to be generally positive.

2.70 It is considered that the proposed programme will have positive benefits for the groups in the table below:

Protected characteristic	Benefit
Sex	<p>Parents with young children will generally benefit most from schemes that prioritise walking and cycling because improved road layouts and public realm provide improved safety, security and convenience and improved access to the town centre and facilities. Mothers are more likely to have full time care of young children and are therefore more likely to be positively impacted by these proposals.</p>
Disability	<p>People with physical and visual impairment generally benefit most from schemes that prioritise walking because improved road layouts and public realm provide ease of access with fewer obstructions, improved safety, security and convenience to access the town centre and facilities.</p> <p>The wider benefits of active travel and more healthy lifestyles can reduce or prevent the affects of health conditions that affect mobility such as diabetes or heart disease and these proposals could in the long term reduce people developing disabilities.</p>
Age	<p>Young children and elderly people generally benefit most from schemes that prioritise walking and cycling because improved road layouts and public realm provide improved safety, security and convenience and improved access to the town centre and facilities. A reduction in the influx of traffic into an area will reduce particulate emissions and air pollution, to which children are particularly sensitive.</p> <p>Older children may benefit from enhanced cycling schemes as they provide a safer means of cycling to school and other activities.</p> <p>A number of the schemes are targeted around school areas and form part of wider school travel planning, which should see longer term health impacts for children and young people.</p>

Council Priorities

2.71 The proposed programme detailed in the report supports the Harrow Ambition Plan and will contribute to achieving the administration's priorities:

Corporate priority	Impact
Building homes and infrastructure	Measures to control the level of traffic will reduce pollution from vehicle emissions and encourage a greater uptake of walking and cycling with wider public health benefits.
Improving the environment and addressing climate change	Measures to control the level of traffic will also benefit more vulnerable residents in residential estates by reducing air pollution and improving road safety and accessibility.
Addressing health and social care inequality	An improvement in public health will reduce pressure on health services particularly during the current health crisis.
Tackling poverty and inequality	Measures to support social distancing will help to reduce fear of the risk of infection and encourage more people to shop locally and thereby support the local economy.
Thriving economy	

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 21 December 2020

Statutory Officer: Jimmy Walsh

Signed on behalf of the Monitoring Officer

Date: 04 January 2021

Section 3 - Procurement Officer Clearance

Statutory Officer: Nimesh Mehta

Signed by the Head of Procurement

Date: 29 December 2020

Section 3 – Corporate Director Clearance

Statutory Officer: Paul Walker

Signed by the Corporate Director - Community

Date: 06 January 2021

Mandatory Checks

Ward Councillors notified: **NO, as the report is for information only**

EqIA carried out: YES

EqIA cleared by: Dave Corby, Community - Equality Task Group (DETG) Chair

Section 4 - Contact Details and Background Papers

Contact:

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Background Papers:

TfL Streetspace for London guidance - <http://content.tfl.gov.uk/lsp-interim-borough-guidance-main-doc.pdf>

TfL Healthy Streets for London - <http://content.tfl.gov.uk/healthy-streets-for-london.pdf>

Transport Local Implementation Plan 3 –

<https://www.harrow.gov.uk/downloads/file/26428/harrow-transport-local-implementation-plan>

Walking, Cycling & Sustainable Transport Strategy -
<https://www.harrow.gov.uk/downloads/file/26432/harrow-walking-cycling-and-sustainable-transport-strategy>

**Call-In Waived by the
Chair of Overview and
Scrutiny Committee**

NOT APPLICABLE