

Cabinet

Background Papers

Date: **Thursday 29 April 2021**

Agenda - Part I

- 7. Reference from the Overview and Scrutiny Committee - Shared Services Scrutiny Review** (Pages 3 - 28)
- 8. Recommendations from the Traffic and Road Safety Advisory Panel**
 - 8(a) The Streetspace LTN six-month review (Pages 29 - 74)
 - 8(b) The Streetspace Cycle lane six-month review (Pages 75 - 100)
 - 8(c) The Streetspace School Streets six-month review (Pages 101 - 140)

Agenda - Part II

- KEY 16. Leisure Contract - Future Delivery Options** (Pages 141 - 146)
- Report of the Corporate Director, Community.

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Report for: Overview and Scrutiny Committee

Date of Meeting:	20 April 2021
Subject:	Shared Services Scrutiny Review Report
Responsible Officer:	Alex Dewsnap, Director of Strategy & Partnerships
Scrutiny Lead Member area:	Resources: Councillor Kantilal Rabadia Councillor Honey Jamie
Exempt:	No
Wards affected:	All
Enclosures:	Shared Services Scrutiny Review Report

Section 1 – Summary and Recommendations

This report presents the findings and recommendations from the Shared Services Scrutiny Review. The review started work in late 2019 but had to conclude early in March 2020, as the Covid-19 pandemic diverted resources and continues to stretch organisational capacity.

Recommendations:

The Overview and Scrutiny Committee is asked to:

- a) Consider and endorse the report from the Shared Services Scrutiny Review
- b) Forward the review's report and recommendations to Cabinet, for consideration and response.
- c) In line with Rule 25.1.1 of the Committee Procedure Rules in the Constitution, suspend Rule 36.5, to allow the Executive a longer timeframe within which to respond, in recognition of current stretch in organisational capacity. A revised deadline of September 2021 by which to respond is provided.

Section 2 – Report

The Overview and Scrutiny Committee commissioned a review of shared services in its work programme for 2019/20 and agreed the review's scope in September 2019 outlining the following aim and objectives for the review:

The purpose of this review is to better understand and influence how shared services can be part of the Council's future commissioning decisions, to deliver better outcomes for residents as well as making efficiencies for the Council.

The objectives of the review as set out in the scope are:

1. To understand what a shared service is and the protocol the Council follows to enter into a shared service; how this can be improved in terms of the criteria including financial, risk management, quality of service and efficiency.
2. To understand the history of Harrow's shared services and the lessons learnt, especially with regards to efficiency savings for the Council.
3. Use the intel and lessons learnt to guide future shared service ventures.
4. To research and understand best practice, lessons learnt on sharing services and how these can be adopted and implemented at Harrow Council.

The review group held a challenge panel in March 2020, shortly after which scrutiny work was paused for a couple of months in light of the Covid-19 pandemic.

When scrutiny re-started, its priorities and work programme was refreshed to reflect the new and emerging priorities for Harrow. It is against this backdrop that this report is delayed and incomplete as council resources and capacity continue to be diverted to respond to the pandemic and mitigating its adverse impact. It is important to note that although the report is published in April 2021, the review work concluded in March 2020 and conclusions/ recommendations are framed accordingly.

The review makes the following recommendations:

- Recommendation 1: that every decision that the council takes around future shared service arrangements should be supported by robust feasibility studies, options appraisals and business case, which have been considered by CSB and had the opportunity to be critically and constructively challenged by members.
- Recommendation 2: that the council develops a checklist of considerations that any future shared services agreement process must take account in order to be confident that the shared service is beneficial to Harrow Council and that any risks identified can be mitigated. This can build on the checklist suggested by the review group.
- Recommendation 3: that the outstanding information identified by the Review Group following the Challenge Panel is followed up by O&S as and when appropriate, and as scrutiny work programme and resources allow.

Ward Councillors' comments

Not applicable as report relates to all wards.

Financial Implications

There are no financial issues associated with this report.

Performance Issues

There are no performance issues associated with this report.

Environmental Impact

There is no environmental impact associated with this report.

Risk Management Implications

There are no risk management implications associated with this report.

Equalities implications / Public Sector Equality Duty

An Equalities Impact Assessment has not been undertaken for this report as it summarises the activities of scrutiny and does not propose any direct changes to service delivery.

Council Priorities

All – as shared service arrangements can be applied to most service areas of the council.

Section 3 - Statutory Officer Clearance

Not required for this report.

Mandatory Checks

Ward Councillors notified: No, as it impacts on all wards

Section 4 - Contact Details and Background Papers

Contact: Nahreen Matlib, Senior Policy Officer, 07874 891499,
nahreen.matlib@harrow.gov.uk

Background Papers: None

April 2021

Overview and Scrutiny Committee

Shared Services

Report from Scrutiny Review Group

Review Group Members

Councillor Kantilal Rabadia (Chair)

Councillor Honey Jamie

Councillor Richard Almond

Councillor Jeff Anderson

Councillor Maxine Henson

Councillor Kairul Marikar

Councillor Anjana Patel

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11 March 2020 – first draft

13 July 2020 – second draft

1 April 2021 – final draft for publication

Report produced by the Policy Team – for further information, contact the Policy Team at corporate.policy@harrow.gov.uk

RECOMMENDATIONS

Our recommendations, as contained in the body of our report, are summarised below:

RECOMMENDATION 1: that every decision that the council takes around future shared service arrangements should be supported by robust feasibility studies, options appraisals and business case, which have been considered by CSB and had the opportunity to be critically and constructively challenged by members.

RECOMMENDATION 2: that the council develops a checklist of considerations that any future shared services agreement process must take account in order to be confident that the shared service is beneficial to Harrow Council and that any risks identified can be mitigated. This can build on the checklist suggested by the review group.

RECOMMENDATION 3: that the outstanding information identified by the Review Group following the Challenge Panel is followed up by O&S as and when appropriate, and as scrutiny work programme and resources allow.

BACKGROUND

The economic climate and growing pressures on public services have had a marked impact on attitudes to service transformation. CIPFA reports that 63% of senior local government executives now strongly agree the front-line will suffer if authorities do not radically change how they structure and deliver their core functions. This is manifest in figures collated by the LGA, which shows local government is leading the public sector in implementing shared services. At least 98% of councils across the country currently share services with other councils, amounting to savings of £657m across 486 shared services to date (April 2018). As well as sharing with other local authorities, there are examples of councils sharing with other public sector agencies, private sector bodies and with community and voluntary sector organisations. These arrangements can bring financial benefits to councils through the reduction of duplication and improve customer services. There are also risks associated with entering a shared service and this type of service model is not suitable for specific needs at specific times.

Harrow Council already shares some services. HB Public Law was established in 2012 on the merging of Harrow and Barnet's legal teams, which has allowed both councils to enjoy improved services at a reduced cost. It has since expanded and is now one of the leading public sector legal practices in the UK providing legal expertise to local authorities, schools, academies, housing organisations and others in the public and not-for-profit sectors. Harrow had also partnered with Buckingham County Council to deliver HR shared services, although this partnership has now been dissolved. Conversely, Harrow has also been through a disaggregation of shared services, for example with public health (formerly shared with LB Barnet) and procurement (formerly shared with LB Brent).

OUR APPROACH

The Overview and Scrutiny Committee commissioned a review of shared services in its work programme for 2019/20 and agreed this review's scope in September 2019 outlining the following aim and objectives for the scrutiny review:

The purpose of this review is to better understand and influence how shared services can be part of the Council's future commissioning decisions, to deliver better outcomes for residents as well as making efficiencies for the Council.

The objectives of the review as set out in the scope are:

1. To understand what a shared service is and the protocol the Council follows to enter into a shared service; how this can be improved in terms of the criteria including financial, risk management, quality of service and efficiency.
2. To understand the history of Harrow's shared services and the lessons learnt, especially with regards to efficiency savings for the Council.
3. Use the intel and lessons learnt to guide future shared service ventures.
4. To research and understand best practice, lessons learnt on sharing services and how these can be adopted and implemented at Harrow Council.

For our review we started by carrying out desktop research and a literature review of the relevant background documents which was pulled together into a briefing paper and used to inform our discussions. We subsequently held a challenge panel with Charlie Stewart, the council's Corporate Director of Resources and Alex Dewsnap, the council's Director of Strategy and Partnerships, to further investigate generic issues around shared services as well as explore the detail within each Harrow shared service case study.

Just after we held our challenge panel and before we had completed our work, the Covid-19 pandemic rocked the world and has had a devastating effect on many individuals, families and communities across the world. It has also significantly impacted upon public services, not least local councils who have supported communities and the vulnerable to deal with unprecedented times and challenges.

Because of the council's response to the emergency, scrutiny was halted from late March 2020 and when re-established, its priorities and work programme was refreshed to reflect the new and emerging priorities for Harrow. It is against this backdrop that this report is delayed and, we recognise, incomplete as council resources and capacity continue to be diverted to respond to the pandemic and mitigating its adverse impact. It is important to note that although the report is published in April 2021, the review work concluded in March 2020 and conclusions/recommendations are framed accordingly.

However, we are keen that the work that has gone into this review to date is not wasted and offers value to the organisation going forward. To this end, we present a report with findings to date, flagging up further enquiries that O&S may wish to pick up at a later date. The report also includes recommendations that should inform decisions around any future shared services arrangements for the organisation. We have provided the start of a 'checklist' of considerations for the organisation to take into account if thinking to embark on new shared services.

WHAT THE INTELLIGENCE IS TELLING US

For ease of reading, we outline our findings by review objective.

Objective 1 – To understand what a shared service is and the protocol the Council follows to enter into a shared service; how this can be improved in terms of the criteria including financial, risk management, quality of service and efficiency.

What is a Shared Service?

A Shared Service is essentially the distribution of services across local authorities. Initially, the practice of shared services was limited to IT functions, finance and legal services. It has now spread to even more frontline and visible services.

The Local Government Association's recent 2018 data shows that councils were involved in 559 partnerships, saving an estimated £971million. This is a significant rise compared to the first year of the survey in 2011, where around 219 councils were involved in 143 partnerships saving around an estimated £157million. The main reason given for their increased use was that they are considered to cost-effective.

LGA research shows local government is leading the public sector in implementing shared services. At least 98% of councils across the country currently share services with other councils, amounting to savings of £657m across 486 shared services to date (April 2018). As well as sharing with other local authorities, there are examples of councils sharing with other public sector agencies, private sector bodies and with community and voluntary sector organisations. These arrangements can bring financial benefits to councils through the reduction of duplication, and improve customer services.

The National Oversight and Audit Commission (NOAC's) first report on best practice in Shared Services in Ireland describes five types of shared services have developed:

- **Transactional shared services** - Streamlines repetitive back office transactions.
- **ICT enablers shared service projects** - Common ICT systems developed to allow local authorities to optimise support of best practice technology enablers
- **Collaborative shared services** - Requires cooperation in illustrating the local government's ability to share approaches and benefits from best practice
- **Policy implementation shared services**
- **Changing direction shared services** - Shared services that did not proceed according to proposals in their business cases.

Shared services should be viewed as form of service delivery. Shared services and outsourcing are on a continuum and different parts of the model. Outsourcing is backed up by contractual arrangements. Both are delivery arrangements but the backbone is how well the partners work together to provide a service. It is a partnership and relationship as one party is giving another the role of providing the services that the other has the responsibility or duty to do so. Shared services is another model of delivery, as it is backed by a 'gentleman's agreement' to share people, resources and services – not a contractual agreement. When two authorities are involved, usually one of the authorities would take responsibility to lead and employ the staff etc.

Another model which should be considered as an alternative to shared services and outsourcing is contractual or arms-length models. For arms-length, there is someone who knows how to run a company and has the ability to make an income and innovate (market, package, and profit). This recognises that architects of services are not necessarily the right people to run the operations.

Advantages & Disadvantages of Shared Services

Below is given some of the advantages and disadvantages of shared services. Some of these will be elaborated in the real Harrow case studies that follow under our exploration of Objective 2.

Advantages of shared services

- Cost effectiveness – therefore it is a popular option for councils
- Staff opportunities – recruitment of more experienced staff, creation of new roles. Merging also creates opportunities that are attractive to those who are keen on a broader challenge or more unique opportunities such as working in rural and urban areas.
- Innovation – ability to redesign services with more experienced staff, as well as creating new services and programmes for the workplace.

Disadvantages of shared services

- Lack of sufficient evidence of cost-effectiveness – The University of Oxford has refuted the long standing belief that shared services reduce costs.
- Geographical challenges – staff having to work further away. Though, travelling to different locations can help reinforce work culture and can have a positive effect on staff morale.
- Strain on staff – leaders and chief executives who lead two bodies could find the responsibility challenging, which may put a strain on staff.
- Lack of evidence of improved services – integration of two councils even in a modest way may prove to be a challenge. Councillors are keen to please their own constituency and efficiency rather than taking care in the success of a neighbouring authority. This may prove to be an obstacle in improving services.

In discussions with officers, we were assured that cost-effectiveness alone cannot be the reason for entering shared services arrangements. Deleting posts at management level takes out the strategic direction that would have been to that organisation. Furthermore, merging posts across two organisations can make it difficult to drive forward the strategies for both organisations. Getting rid of the ability to think strategically and drive forward the organisation is a particular loss for areas such as HR and IT. Having compatible political desire and general views on how to take organisation forward works best in management layers. By way of example, the shared HR service with Bucks became a transactional relationship, at the expense of lost strategic drive. Therefore, cost effectiveness should not be a key driver in deciding upon a shared services model.

Mass makes a difference - where smaller councils do not have the size/mass to have specialist expertise or functions, sharing services can mean that resources across organisations can be pooled and two councils can share a specialist resource e.g. employment lawyer. This may be one reason why Bucks came to Harrow for legal

services. Bringing in expertise where it does not currently exist is definitely an advantage of the model.

Outsourcing the organisation's problems elsewhere is advised against. It is better to resolve issues first and then outsource. There are a wide range of management techniques and transformational techniques available to improve a service.

There is a need for a robust shared understanding from the outset of the shared services arrangement. This includes understanding the real pros/cons of the model before entering into arrangements.

At Harrow, proposals to enter a shared service are developed and presented to the Corporate Strategic Board (CSB) a number of times, before a report is prepared and presented to Cabinet for approval. Proposals are backed by feasibility studies, options appraisals and business cases.

Objective 2 – To understand the history of Harrow's shared services and the lessons learnt, especially with regards to efficiency savings for the Council.

To better understand the history of Harrow's shared services arrangements we selected a number of case studies to investigate:

- HB Law
- HR Service
- Procurement
- Trading Standards
- Special Needs Transport

These case studies are outlined as the information provided to us in autumn 2019 in compiling our desktop research.

Shared Service	HB Law
Duration of agreement (and if still ongoing)	Harrow and Barnet 1 September 2012 – 31 August 2022 (was extended)
Aims & objectives of agreement	Aim: To facilitate development of resilient and cost-effective legal practice, to provide improved support to both councils at a reduced cost. The transfer of staff from Barnet Council Legal Services to provide more efficient combined services to both councils. In turn, reduce overall cost of legal services (including use of external lawyers) Objectives: <ul style="list-style-type: none">• To reduce reliance on outsourcing work to external suppliers, maximise utilisation of staff and address issues demand, staff availability, workload peaks, service delivery, pressure on budgets, greater complexity of work• Offer staff improved career opportunities• Avoid duplication• Greater range and depth of services, with less need for onward referral• Increase viability of employing specialists, reducing cost of external services• Faster and more flexible reactions to Council's demands• Access other potential income streams to offset the cost base• Establish new ways of working to establish the potential of the model

Set-up costs	<p>The set-up costs include the transfer of data, people and archives and setting up operations in Harrow. Integration and training costs are also included. Barnet's share of these costs is £200,289, subject to confirmation of the Capita initial costs. These would be paid in equal instalments over 5 years.</p> <p>Barnet: £200,239</p> <p>Hounslow: £338,757</p> <p>Bucks: £349,969</p>
Anticipated savings/actual savings	Anticipated: April 2012 forecast: 36% over the 5 years, projected to save £300,000 by 2013/14.
Outcome (its success, pros & cons, lessons learnt)	<p>Benefits:</p> <ul style="list-style-type: none"> • Unified practice – training and mergence would ensure a cohesive and effective unit. • Staff and union representatives from Harrow and Barnet were briefed on the proposal and initial staff views were positive. • Minimising environmental impact by implementing agile working practices, increasing video conferencing and reducing the need to travel between Harrow and Barnet. • Knowledgeable and motivated staff • Innovation – exploit technology to enable efficiencies in practices <p>Reduce costs by delivering services in-house where appropriate e.g. in-house advocacy and training</p> <ul style="list-style-type: none"> • The HB merge was not perceived as the end goal, further growth and expansion would be pursued (Cabinet Report 2015) <p>Initial concerns (risk management):</p> <ul style="list-style-type: none"> • Channelling of new work through the new practice • Staff support and buy in for the new practice • IT and data transfer issues as files are moved to Harrow <p>Lessons learnt:</p> <ul style="list-style-type: none"> • It was important to have due regard for promoting equality of opportunity, and fostering good relations between Harrow's existing and merged employees. It was also important to consider an appropriate employment model which minimised management, pay and reporting complications. • Other lessons learnt included improving coherence and conversation: for example clarifying and agreeing overheads which Barnet would pay, set up costs, pension liabilities and number of chargeable legal hours.

Observations

The model of the HB Law service is an agreement that each council buys a certain number of hours of specific specialist legal work from the shared service. The final bill depends on the rigours of the demand, which may vary during the year. In expanding to cover other local authorities HB Law would need to ensure equity with existing shared services partners, so that is included in the shared services agreement. There is a different set of rules of procurement if a council goes out to procurement or if they enter into a shared services arrangement with another local authority.

Bucks may have withdrawn from the Harrow arrangement for Legal services because when it becomes an unitary authority in April 2020 it will have the critical mass within the districts it now oversees to run the specialist legal aspects it needs as singular services.

HB Law has been a beneficial venture for Harrow in terms of income and also critical mass. However the downside is cultural in that managers go to Legal colleagues impromptu because they are on site. This may also be exacerbated by a HR service that has not been functioning to optimal levels. Set procedures for people to follow about who is the most appropriate to go to is one area that is being improved, standardised and made easier to use. We were told that the organisation should be able to demonstrate in a year's time how a better functioning HR service has relieved some demands on legal advice.

When we probed about the lessons learnt from the HB Law experience, officers suggested that hidden costs and management costs are often in this - Legal staff are all Harrow employees. Also reiterated was that it is a two-way relationship - Harrow has the benefit of being the provider, whilst the other authorities have the demand that they need to have management and governance to oversee the relationship.

Shared Service	HR Service
Duration of agreement (and if still ongoing)	Harrow and Buckinghamshire County Councils 1 August 2016 (OD Service) & 1 April 2017 (Rest of HR Service) - 01 October 2019 (intended to end 26 July 2020, but BCC gave notice period on 1 October 2018)
Aims & objectives of agreement	<p>Aim: To enable the councils to run with more efficiency, deliver long-term savings and benefits to both councils. Transfer of Harrow staff to be incorporated with Bucks HR provision. The creation of a shared HR service will support the Council in meeting MTFS savings targets.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • Improve budgetary pressures, capacity and expertise • Pool skills and resources, optimise use of IT systems • Develop a business case which proposes co-location of teams to promote an efficient service and drive out inefficiencies. • Establishing a good working relationship with teams that have a direct impact on the HR Shared Service, with a view to creating a one-team perception for customers, minimise need to reduce front-line service to residents. • Ensure affected staff are kept well-informed, engaged and reassured. • Improve career opportunities for colleagues. • Bucks to strengthen commercial function, enhancing customer experience, income generation and commercial growth. Longer term – maximise return on commercial work, enable better use of technology and self-service opportunities
Set-up costs	<p>The upfront costs for phase 1: £10,962.17.</p> <p>According to the charging provisions, Harrow's HR contributions were:</p> <p>Year 1 (1 August 2016 – 31 March 2017): £254,346 (the OD Service)</p> <p>Year 2 (1 April 2017 – 31 March 2018): £691,494 (full HR and OD Service)</p> <p>Year 3 (1 April 2018 – 31 March 2019): £605,616</p> <p>Year 4 (1 April 2019 – 30 September 2019): £302,808</p> <p>NB: The HR Service and Payroll have SLAs with local schools. As part of the arrangements of the Shared Service the baseline position of the 2016/17 year was taken as the level of income that the Shared Services needed to maintain from Harrow Schools. Within the Inter Authority Agreement any potential drop in income from Harrow schools was to be fully at BCC risk, and therefore the service level that Harrow Council received was not to be impacted by this loss of income. Conversely, a rise in income was to be split as per the agreement on a 36:64 Harrow:BCC split.</p>
Anticipated savings/actual savings	<p>Total anticipated savings: £250,000 (2016/17: £140,000, 2018/19 - £110,000) (Cabinet Report 18 February 2016)</p> <p>The cost schedule as indicated above was predicated on this savings schedule being delivered.</p>
Outcome (its success, pros & cons, lessons learnt)	<p>Benefits:</p> <ul style="list-style-type: none"> • Suitable alternative to outsourcing to an external provider. (Project Minerva (Cabinet report, 15 January 2014) suggested that outsourcing would not generate the savings needed for both councils – shared services would). • Implementing a shared service managed by Bucks was considered the best option to deliver savings and align with meeting objectives. • The proposed shared service would facilitate delivery of MTFS savings targets for 2017/18 and 2018/19. <p>Lessons learnt:</p> <ul style="list-style-type: none"> • In transferring the strategic HR function, then although a shared service, the Council was reliant on a wholly different organisation to give such advice to senior stakeholders. With the HR Service coming back, a key lesson is to consider whether in any future shared service model the Council can clearly split the strategic from operational/transactional roles.

- Staff engagement is essential to have full buy-in to any new endeavour. This was made more difficult after the first full year as BCC had a different pay policy and therefore the 2% NJC pay award was not awarded to those staff that were still on Harrow Terms and Conditions, i.e all the HR staff that TUPE'd across to BCC from Harrow.
- Cannot ignore LGPS implications of entering and exiting a shared service. If staff move their pension rights, there is a transfer between schemes based on the GAD standard valuation. With regards to staff transfers, Harrow must 'top up' the fund if the liabilities exceed the assets. For the HR shared service, the potential impact to the pension fund was £100k (approx.). Therefore, when entering into and ending a shared service, it is important to consider all of this as a bearing to part of any deal or financial consideration.
- Institute for Government Report: "What has worked and what needs reform?" Government should not outsource services that are integral to its own purpose without oversight. Since HR is an integral strategic function, it should be kept in-house and free from a shared service agreement. It would otherwise be unable to maintain stability in its core function. Outsource for the right reasons, e.g. Expertise, economies of scale or new technologies that allow for better/cheaper delivery of services rather than where there is little reason to think it will work, or where the focus is on unrealistic cost savings.

Observations

The HR shared service arrangement with Bucks was based on a memorandum of understanding and there were self-imposed conditions in the agreement. The arrangement meant that Harrow did not need to go through the procurement regulations of procuring a service provider. In the Bucks HR service, Harrow was looking for a cost reduction and that did reduce costs through achieving savings. However, this is to be juxtaposed against the HR service not delivering the council's needs, so there needs to be questions raised about value achieved. A £426k re-investment in HR was agreed in the council budget for 2020/21. We heard that the value of the service was not priced properly in the first agreement with Bucks. The shared services arrangement with Bucks saw them leading HR and Harrow leading Legal services.

One point of learning around shared services that the HR case study highlighted to us was that when one side feels the other is getting a much better deal, it can lead to problems. Also the arrangement felt as if Harrow had outsourced HR to Bucks and that Harrow no longer retained any control over the strategic aspects of the service. The arrangement did not see any IT integration undertaken, so in effect the strategic ambition was very low. All it saw was a transfer of staff. Furthermore it was suggested that Bucks may have found Harrow 'noisy' especially with regard to industrial relations and that Bucks staff were not accustomed to the level of scrutiny on decisions that Harrow's trade unions gave them. Political control and politics of officers and trade unions are all in the mix when it comes to running a shared service between two authorities.

With regard to savings, all the savings as part of the MTFs were achieved. However it was not economically viable to run the service on this and therefore not good value for Bucks – this may be one reason why Bucks exited the agreement. Harrow lost strategic focus at its expense.

With regard to monitoring, performance management and identifying improvements, there were quarterly meetings with the relevant portfolio holders in Harrow and Bucks with the senior officers responsible, to monitor performance. It helped that the portfolio holders

also had Legal services within their remit so the whole Bucks/Harrow arrangement could be considered in the round.

Shared Service	Procurement
Duration of agreement (and if still ongoing)	Harrow and Brent 01 September 2016 – 31 March 2018
Aims & objectives of agreement	Aim: Develop a resilient and cost-effective procurement and commercialisation service which can provide improved support to Harrow Council and Brent Council, at a reduced cost. To permit the delivery of savings in the procurement budget for both councils. Objectives: <ul style="list-style-type: none"> • Improve budgetary pressures, capacity, expertise for both councils • Pooling knowledge, skills and resources • Improve career opportunities of staff • Identify collaborative procurement opportunities and implementing best practice systems and processes
Set-up costs	No upfront cost apart from officer time. LBH contribution into the Shared Service budget year 1: £586,644. The aspiration for the Procurement Shared Service was to be able to provide Commercialisation and Procurement services to the founding partners at no cost within 5 years.
Anticipated savings/actual savings	2016/17: £108,000 2017/18: £182,000 2018/19: £180,000 Revenue and Capital Outturn 2018/19: Within the resources directorate, saving reference RES15 for £0.151m for restructure of commercial, contracts and procurement function. The saving was unachieved due to the ending of the procurement shared service with Brent. However the budget has been realigned across the division to mitigate this. (Cabinet Report 20 June 2019)
Outcome (its success, pros & cons, lessons learnt)	Benefits: <ul style="list-style-type: none"> • To provide a platform to undertake work for other agencies and greater influence to deliver collective aspirations with regard to Small and Medium Size Enterprises (SME) engagement, apprenticeships and social value • Allowed the Council to avoid making 54% budget cuts, and instead retain a well-functioning workforce • Harrow-led shared service would reassure both councils that critical activities would not fail as there would still be resilience in the new structure (clear two stages – 1) Brent delegated their procurement functions to Harrow supported by an Inter Authority Agreement, 2) created a shared service new target operating model) • Shared service more appropriate option than joint working, which would not have improved resilience • Collectively become a significant customer for a number of areas of major spend. The aggregated spend on specific categories give way to opportunities to deliver savings, value for money and social value for the councils by increasing attractiveness to third parties. Initial concerns/ lessons learnt: <ul style="list-style-type: none"> • Potential political issues about governance and control of the shared service, opposition from staff. (Cabinet Report 2016) • Shared service relationships are inherently fragile and it is only possible to mitigate (not eliminate) risks associated with entering into a Shared Service. However, the work prior to agreeing a shared service across both organisations has to focus on bringing the hearts and minds of officers on the ground with us and not just the leadership.

Observations

Officers told us that there was a memorandum of understanding between Brent and Harrow. Some economies of scale were sought by building up a mass of skills, capability and expertise, to apply pressure on suppliers. The arrangement operated for 18 months but was not necessarily well functioning. Essentially, Harrow was running Brent's procurement service from Harrow, but without integrating any systems. A key lesson learnt from this experience rested on how invested both parties are in making the arrangement work - culturally are both local authorities up for going on the same journey to improve contracts and regulations etc? From the Harrow perspective, most of the anticipated savings were achieved however the risk that was not understood was what happens if one authority's words or intentions are not met by their actions.

We noted that in the 2015 commercialisation paper, procurement was identified as a real opportunity, however we were told that Harrow did not do any joint procurement exercises with Brent as a consequence but rather Harrow advised Brent on its procurements. There were opportunities to share skills and expertise, rather than achieve economies of scale.

Shared Service	Trading Standards
Duration of agreement (and if still ongoing)	Harrow and Brent 1 April 2015 (partnering since 1970s) – ongoing
Aims & objectives of agreement	<p>Aim: To continue to promote and maintain an equitable trading environment for consumers and businesses, creating a fair and level marketplace, in which consumers can transact, (and businesses can trade), with confidence. The arrangement to continue being led by Brent Council. The combined service is of a significant size and so must serve its purpose and meet both boroughs' needs. New delegations are needed to support new initiatives into the arrangement.</p> <p>Objectives:</p> <ul style="list-style-type: none"> For the service to continue to effectively respond to consumer complaints, give advice and information to residents and business owners, ensure consumers are more empowered to resolve their disputes and businesses are confident to invest and trade. Agree delegations for further elements of the service, including the Illegal Money Lending project (for which there are no costs as it is a BIS-funded scheme) and the charging for the Primary Authority Partnership. Delegate authority to the Corporate Director Environment and Enterprise in alignment with Brent Council's Strategic Director of Environment and Neighbourhood Services and in consultation with the Portfolio Holder for Community Safety and Environment. This will conclude the year-on-year changes to the SLA to reflect the council's operational needs and to do so, it is necessary to delegate. Introduce a charge base regulatory advice service for businesses – up to seven hours free advice, after which an economic rate would be charged. Brent proposes PAP scheme in Brent to reduce regulatory burden on businesses and reflect consistency with approaches between local enforcement agencies. Harrow would be able to determine number of hours free service and the charge, after delegation to Brent and inclusion to SLA. Proposed changes to improve illegal money lending and business regulatory advice aspects of service and to contribute to improving community safety.
Set-up costs	<p>Cabinet report 15 January 2014: The current cost of the service is £625k The MTFS reductions mean that the net budget available is £485k in 2013/14. The 2014/15 available budget and service level is to be discussed as part of the SLA.</p> <p>No additional costs for Illegal Money Lending project and charging for regulatory advice.</p>

	2018/19 budget: £380k.
Anticipated savings/actual savings	Current income target £20k (approx.) – to charge for business advice
Outcome (its success, pros & cons, lessons learnt)	<p>Benefits:</p> <ul style="list-style-type: none"> • A dedicated team who work well delivering days of action and other joint work. • There is a consistent approach across the two boroughs. • Reduced overheads and support costs, as there isn't a need to employ a dedicated Chief Trading Standards Officer, or put facilities in place (e.g. TS lab). • Brent Trading Standards recognised as some of the best in London. • In 2013/14 additional income and further efficiencies have resulted in £190k reductions to Harrow residents without affecting the quality of service. • The Trading Standards team cost each resident 78p for the year across both boroughs, which is below the national average of £1.69 as reported by the Trading Standards Institute in 2017. • The Service continues to respond to consumer complaints, gives advice and information to residents and business owners, to ensure consumers are more empowered to resolve their disputes and businesses are confident to invest and trade. <p>Lessons Learnt:</p> <ul style="list-style-type: none"> • The day-to-day business can be improved as sometimes the Trading Standards actions in Borough not always clear. • A much reduced service due to year-on-year cuts / savings. • Due to limited staff resources and depending on national priorities, new work plan would be reactive, rather than proactive, thus allowing the Trading Standards Team to mainly focus on statutory responsibilities/to balance statutory functions. Any service requests which fall outside of this scope would need to be risk assessed before further investigation is commissioned.

Observations

We understand that the statutory responsibilities of Trading Standards is minimal, and in the current public sector climate that may explain why services are diminishing – the scope and amount of work can be reduced whilst maintaining statutory duties.

Shared Service	Special Needs Transport
Duration of agreement (and if still ongoing)	<p>Harrow and Brent</p> <p>1 September 2016 – 31 July 2019 (Extended by another 3 years to July 2022).</p>
Aims & objectives of agreement	<p>Aim: To merge Harrow and Brent's SEN transport services to provide high quality service in accordance with the service standards, and commitment to people including staff and users, while delivering long-term savings and benefits to all parties. Harrow Council to deliver the necessary procurement of special needs transport, labour supply and taxi contracts to meet the shared service needs.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • Implement the service within the core budget agreed by SNT advisory board • Achieve solutions for the benefit of users and achieve best value, equally for each party • All parties being equal stakeholders • Balance demand and budget to address the increase of pupils requiring transport assistance from the service. • Address financial pressures due to need for new routes and larger vehicle sizes. • Develop consistency around drivers and escorts via training and improve vehicle standards. • Improve efficiency to address increase in user demand.

Set-up costs	<p>Mob iSOFT licence extension to cover Brent operations: £16,000</p> <p>Training for Brent staff: £2,000</p> <p>Total set up costs: £18,000</p>
Anticipated savings/actual savings	<p>Cabinet report 21 April 2016:</p> <p>Combined anticipated savings: £1.17m over 3 years</p> <p>Harrow's anticipated savings: £571k.</p> <p>MTFS 2016/17 People Directorate savings: £514k over 2 years (ref PC33).</p> <p>Actual savings:</p> <p>2017/18: £309,765</p> <p>2018/19: £270,492</p>
Outcome (its success, pros & cons, lessons learnt)	<p>Benefits:</p> <ul style="list-style-type: none"> • Combined database of clients made it possible to set up route share between both boroughs and generate income/savings as a result. • The larger merged office staff team is better resourced to handle the shift work required to adequately manage the service. • The main qualitative service improvement is that prior to the joint service neither council had a Quality Assurance function. The shared service has created such a function and that did not cost Harrow any more money as the merger created the capacity to make this happen. • Harrow has benefitted from a management fee income and a parking space rental income. • The shared arrangements provided greater economic buying power and this has benefitted both councils. Agency drivers and passenger assistants - Harrow receives these at rates lower than the Pertemps contract. The service was given approval to use this external provider. • Encourage greater efficiencies in operational front line staffing (drivers and escorts), shared policies from cross working with seconded staff, systems and processes (use of single routing and scheduling IT system). • Better use of Harrow's physical premises assets to reduce operational cost of shared service. Harrow is able to provide shared parking, office facilities at the Central Depot. • Helping to alleviate budget pressure of £1m. • Alleviated strain on financial challenges faced while instead of looking to budget cuts, the arrangement still strived to protect vulnerable residents and was a suitable solution. <p>Drawbacks:</p> <ul style="list-style-type: none"> • Increased number of clients has meant an increase in the number of incidents and issues to deal with, making the service more complex. • Brent Council has a higher number of complex needs clients, adding to the workload of the service. • The initial secondment arrangement where Brent staff transferred to Harrow offices was a major challenge and took a long time to bed in. • The unification of policies and processes of both Boroughs was a significant challenge. • The geographical distance of Brent clients from the Harrow office and depot added to the overall operational costs as vehicles and drivers had to do extra miles. This is a key consideration in any future merger considerations. <p>Lessons learnt:</p> <ul style="list-style-type: none"> • While increasing client base, take care to ensure service quality does not weaken. • When transferring staff, ensure well-integrated workforce via strong communication and engagement. • Operating two vehicle fleets has been possible as the vehicles are parked at close proximity to the workshop and morning dispatch staff. It would not be efficient for the fleet to be operated from a remote site which would require a separate management set up, workshop and dispatch staff.

Observations

Given that there is a SNT review ongoing at the moment, addressing demand and supply rather than the shared service with Brent, we decided to wait for the outcomes of committee discussion on this report to inform our conclusions about the shared service. The first phase of this review has reported and was due to be presented to P&F on 26 March. However, given the Covid-19 pandemic, this meeting was cancelled.

Objective 3 – Use the intel and lessons learnt to guide future shared service ventures.

In the background research for the review, the following emerged as some lessons from shared services in other local authorities to take into consideration when starting to explore possible shared service ventures:

- Recognise politics: Political drive to implement shared arrangements is essential to overcome issues such as individual councils appearing to lose their political sovereignty. It is an advantage when both councils have the same political party in power, however there are examples of successful shared services run by councils of different political persuasions.
- Have an 'exit strategy' as part of the formal agreement between partners. For example, although North and North East Lincolnshire have a shared procurement arrangement, each continues to employ half of the staff making it easy for them to revert to their previous separate teams if things did not work out.
- The process takes time. The development of shared services can take three years to work through the legal and financial implications of the establishment of a jointly owned shared service company. They are not an overnight solution to service delivery.
- Visiting other sites to discuss their experience and to understand the problems other councils have had is valuable.

Looking specifically at the shared services experiences in Harrow, as outlined in the previous section, the following lessons can be drawn upon by the organisation:

- In a world trying to make significant savings, often we overestimate the savings and underestimate the impact on governance, cultural fit, organisational design etc. In Harrow's HR experience, the integration did not work. Liquidity in the system is important – there needs to be something in it for everyone and when this falls apart so does the relationship.
- There needs to be a level of sophistication in developing a checklist of things to consider before the organisation enters into any future shared services relationships. The planning cycle is for a 3-year MTFS but every time funding reductions are delivered by central government the funding model needs to change quicker than the shared service agreements can allow. For example, the Bucks agreement was a 5-year deal struck in 2017 however it is difficult to foretell the funding window for 2022.
- Shared services work for some at certain times. All types of organisations have learnt from the model of choice a while ago and since had a lot of learning about what works and what does not. Officers gave the advice to not go into shared service agreements with the primary reason of making money or achieving savings.

- The HB Law case study demonstrates a success and providing quality of legal advice, that would not have been available had it been kept as a single service. HB Law has helped build capacity and professional skills which should be placed above cost savings.
- Knowing your exit strategy is important.
- The procurement shared service has brought about professionalisation of the service but highlighted the importance of bringing like-minded councils together – with similarity and continuity of aim.
- HR case study - do not outsource strategy. Operational facets of a service are better to relinquish to another council, rather than strategy.
- Broader learning shows that there is increased savviness of local authorities which has been a good by-product of outsourcing. Councils have learnt about different models through trial and error, and are still learning by error. Comparing and contrasting with the private sector is good but needs to recognise that they are not the same sector and come with different perspectives.

Developing a checklist of considerations

In taking learning from this review forward, we believe that all future decisions around shared service arrangements should be supported by a robust business case. This business case, in its development, should take account of the following factors relating to sharing services with another organisation:

- Financial
- Quality of service
- Risk management
- Efficiency
- Workforce
- Organisational strategic direction
- Cultural

A protocol/checklist for any future shared services agreement process should be developed by the council and outline what needs to be considered in the organisation to be confident that the shared service is beneficial to Harrow Council and that any risks identified can be mitigated. We provide in the table below, drawing on what we have learnt from this review, a suggested checklist that could be built upon by the organisation to support this goal.

Financial <ul style="list-style-type: none"> Knowing all costs at the outset so there are no surprises or 'hidden costs' - what is and is not included in the costs? Will it generate income and allow commercial growth, if expanded to other organisations? This should recognise that the architects of services are not always the best to run operations. 	Quality of service <ul style="list-style-type: none"> Will it improve the customer journey/experience? Does it harness the benefits of best practice?
Risk management <ul style="list-style-type: none"> Who is leading the shared service and is there a mutual understanding of roles and responsibilities? The fragility of shared services arrangements when treading the uncharted waters considered – mitigation not elimination of risks is more likely. Need leadership to change hearts and minds of all involved. Are robust exit strategies in place? 	Efficiency <ul style="list-style-type: none"> Will it lead to reduction in duplication of processes? Economies of scale. Will it enable innovation? Enabling service re-design to suit the changing needs of customers and organisational direction of travel. Opportunities to explore further collaboration further down the line.
Workforce <ul style="list-style-type: none"> Allows building up of critical mass of specialist expertise and/or functions. Bring in expertise where it currently does not exist. Readiness to share people, resources and services. Staff opportunities for development. Engagement with staff, politicians and trade unions. Factor in capacity in the short-term, especially at senior level, to deliver change required to adopt the shared service. 	Organisational strategic direction <ul style="list-style-type: none"> Allows maintenance of control over the strategic direction of the organisation – retain the ability, capacity and resource for strategic thinking to drive the organisation forward so that strategic focus and ambition is not lost. Is the new arrangement greater or less responsiveness to organisation's needs? Does it offer enhanced organisational resilience and future proof against changing government and local policy? Does it enable strategic growth for example in adoption of technology?
Culture <ul style="list-style-type: none"> Politics and direction of the organisations involved – how well will the partners work together to provide a coherent service? Mechanisms for governance and control. Culturally are both organisations signed up this journey both in terms of human investment as well as financial investment? Can both organisations back up their words with actions? Are the equalities and diversity responsibilities of the organisations as employers, community leaders and service providers aligned and compatible? 	

RECOMMENDATION 1: that every decision that the council takes around future shared service arrangements should be supported by robust feasibility studies, options appraisals and business case, which have been considered by CSB and had the opportunity to be critically and constructively challenged by members.

RECOMMENDATION 2: that the council develops a checklist of considerations that any future shared services agreement process must take account in order to be

confident that the shared service is beneficial to Harrow Council and that any risks identified can be mitigated. This can build on the checklist suggested by the review group.

Objective 4 – To research and understand best practice, lessons learnt on sharing services and how these can be adopted and implemented at Harrow Council.

Best practice and lessons learnt on sharing services and how these can be adopted and implemented at Harrow Council

When thinking about sharing services, the Local Government Association (LGA) recommends that councils consider what benefits sharing will bring to the service, and if sharing is the best way to achieve those benefits. According to recent University of Oxford research, shared costs do not always reduce costs or improve performance. There is little evidence on whether the arrangement's intention (i.e. cost savings) was achieved without adverse impact on service quality. In the current financial climate, the primary rationale for sharing in many cases is the opportunity to achieve economies of scale. There are differing views on whether such benefits are achievable. Some commentators disagree that sharing services to increase the volume of activity will bring economies of scale. They argue that a common result of higher-volume processing is an increase in the number of errors which then create additional work in resolving them. Other approaches to process improvement argue that economies can better be achieved by improving the flow of work rather than increasing the quantity of it. For example, eradicating unproductive activities in the processing of revenues and benefits claims will lead to shorter processing times and enable additional work to be taken on without additional cost. In a number of cases, the move to shared services has occurred in tandem with efforts to re-engineer business processes and transform service delivery.

While the move to shared services presents an opportunity to redesign services and implement new, more cost-effective ways of working, there may be some work that councils need to do ahead of the change, for example to align policies or work practices, or to move to common IT platforms. Councils also need to consider whether there are any existing contracts relating to a service that would prevent them from moving to a shared service arrangement until a specific date.

Some of the most commonly cited barriers to sharing are cultural or behavioural. These can include political concerns over losing sovereignty and control over council services. Many of these cultural issues depend on the maturity of the partnership. They can be overcome where there is strong and effective leadership which builds political support across the organisations and attention to cultural change to bring staff on board.

In 2008 the Office of Government Commerce published lessons learned from more than 20 Gateway Reviews of shared services programmes and projects. These offer some useful advice around establishing shared services:

1. Develop a sound business case to support the decision and keep this under regular review.
2. Develop a realistic benefits realisation plan with unequivocal buy-in from the stakeholders.

3. Ensure the organisation has the capacity, capability and resources to deliver the shared services solution. Timescales also need to be realistic.
4. Ensure stakeholder buy-in is obtained from the outset and sustained throughout the development and implementation of the shared services solution.
5. Develop service level agreements which are practical and realistic.
6. Develop sound migration and transition plans – including data migration and cleansing.
7. Anticipate and manage staff sensitivities through effective communication.
8. Develop a contingency plan as part of the wider risk management strategy.

Support from the LGA

Each council will need to decide its own strategy, direction and destination for shared services and management. These will not be the same. To be a provider or commissioner of services, to adopt incremental or transformational change, to share a wide range of services or a few – are all valid approaches. The LGA has produced an interactive map detailing shared services examples from councils across England. It indicates who is sharing what and the savings and benefits achieved or expected. The LGA has also launched a shared services match making service to provide assistance to support councils who wish to share services and / or management teams with other councils. This would be a good first port of call to connect Harrow with other councils wishing to start a new shared service and / or assist in enlarging existing arrangements. The offer includes access to funding for a dedicated shared service expert and / or paid for external mediation advice and support.

LGA research in 2017/18 found:

- Number of councils engaging in shared services is on the rise.
- In 2017, 486 partnerships had £657m estimated savings, a large increase from 2011, during which 143 agreements led to £157m savings.
- In 2018, councils involved in 599 partnerships, with £971m anticipated savings.
- From 2007 to 2010 there were only 74 arrangements, but from 2015 to 2018 there were 182 arrangements.
- Agreements vary from region to region in the UK. In 2018, the largest number of partnerships involved councils in Southeast England (117), followed by the East Midlands (85). By comparison, just 19 were reported in North East England. Also, in large urban areas they are uncommon.
- Partnering appears to be uncommon in Scotland and Wales. In Scotland, sharing usually focuses on individual services, including cooperation between councils, private firms and other public sector bodies and third sector organisations.

Some of the lessons learned are listed as:

- Retaining sovereignty of each council – keep politics to a minimum. Shared management must support both sets of staff, with a reflection of a shared approach and culture.
- Working with elected members – need to acknowledge that each council may differ in the way they do things.
- Developing new style of leadership – Chief execs encouraged to adopt shared leadership style. An adaptive style, which may be challenging when recruiting staff from councils that have little engagement in partnership function.

- Barriers to sharing include lack of willingness, fear of losing control over services, concern about reduced accountability to service users and taxpayers, lack of trust, staff impact, service quality.
- To support the sharing, ensure: good working relations between leaders/senior managers, trust extends to wider council and staff through informal briefings to create shared understanding, take managed risks, compromise
- Right partners: party politics/ organisational politics need to be overcome, otherwise choose participant council carefully.

Outsourcing

Outsourcing in the public sector has evolved steadily during the past 30 years under governments of all political colours. In 2017, government spent £292bn (equivalent to more than one third of total public expenditure) on procuring goods, works and services from external suppliers – up from £112bn in 1987.

Outsourcing of public services by local and central government has delivered mixed results with the public sector no longer likely to save as much money from using private contractors as in previous decades.

An in depth study by the Institute for Government compared savings and improvements in quality across a range of services during the past 30 years. Each service is awarded a light – green, amber or red – depending on how successful outsourcing has been. While only one, probation, is judged an outright failure, the report warns that others have not always been as successful as first envisaged. This includes the collapse in 2018 of Carillion, which led to some construction contracts involving local authorities being terminated.

Outsourcing has generally worked best in support services that are relatively simple to contract for and deliver, such as waste collection, cleaning, and catering. Among the reasons it may fail are unrealistic pricing, unrealistic transfer of risk to contractors and weak management of contracts by councils or government departments. The report also warns of the danger of local and central government becoming too dependent on large suppliers or contractors where there is lack of competition from the private sector.

The success or failure of a service depends on management, funding, staff and other factors – regardless of whether a service is outsourced. But government departments and local authorities should understand where outsourcing works, what benefits it can deliver, and why different outsourcing projects succeed or fail.

OUTSTANDING ENQUIRIES

Questions that remain following our Challenge Panel

As noted previously, due to the Covid-19 pandemic and the need to halt scrutiny and re-assess priorities, the work of this review remains incomplete. Detailed below are the question areas to which we would have further probed in a subsequent challenge panel session:

For all case studies:

- Memorandum of Understanding (MoU) or background document that underlies each arrangement – to help determine whether the arrangement is a shared service.
- Final savings achieved – to assess against the anticipated savings given to us in the members' briefing paper. Did they achieve overall budget savings or surplus? How is this reflected in the MTFS?
- Who carries the TUPE burden for all employees of the shared service
- Mechanisms for exiting arrangements

For HB Law specifically:

- Is HB Law a legal entity and a registered company in its own right? Examining the MoU that other councils enter into will identify whether it is a shared service or more a client/provider relationship.
- Savings/profits achieved since inception of arrangements.
- The exact process for the operation of the Legal shared service set up:
 - how authorities get billed and the role of HB Public Law in this
 - income from sold services to other entities - how much does this generate and how is this income shared or utilised?

For Procurement specifically:

- Financial outcome of closing the arrangements with Brent and how this was reflected in the MTFS.

For Trading Standards specifically:

- Income targets against the cost of the service and how this is reflected in the MTFS

We flag these up as a request that the Overview and Scrutiny Committee picks them up as and when it sees fit in the remainder of its work programme.

RECOMMENDATION 3: that the outstanding information identified by the Review Group following the Challenge Panel is followed up by O&S as and when appropriate, and as scrutiny work programme and resources allow.



Report for:	TRAFFIC & ROAD SAFETY ADVISORY PANEL
Date of Meeting:	22 April 2021
Subject:	Low Traffic Neighbourhood Schemes
Key Decision:	Yes, recommendations will be referred to Cabinet for decision.
Responsible Officer:	Paul Walker – Corporate Director, Community
Portfolio Holder:	Varsha Parmar - Portfolio Holder for Environment
Exempt:	No
Decision subject to Call-in:	No, but cabinet decision will be subject to call in
Wards affected:	Greenhill, Headstone North, Headstone South, West Harrow
Enclosures:	Appendix 1 Pedestrian / cycling / vehicle activity Appendix 2 Queue length surveys Appendix 3a Headstone South LTN Summer 2020 leaflet to residents Appendix 3b Headstone South LTN Summer 2020 Leaflet correction Appendix 4 Letter to Southfield Park Residents Appendix 5 Commonplace engagement results Appendix 6 Headstone South LTN consultation document Appendix 7 Francis Road area LTN consultation document Appendix 8 Vaughan Road area LTN consultation document

Section 1 – Summary and Recommendations

This report details the six-month review of the four low traffic neighbourhood schemes introduced as a part of the Harrow Streetspace Programme in October 2020 and to consider the future of the schemes.

Recommendations

1. That the panel consider the information provided in this report and make a recommendation to Cabinet to remove these schemes with immediate effect.
2. That the panel recommend to the Corporate Director - Community following consultation with the Portfolio Holder for Environment
 - a. to work towards introducing speed reductions in roads and streets with identified road safety issues where budget and enforcement constraints allow.
 - b. a review of the Francis Road width restriction

Reason: (For recommendations)

The four schemes were implemented in October 2020 on an experimental basis for 6-months in neighbourhoods with longstanding and ongoing concerns around safety, speeding and high levels of traffic and pollution to test the effects of Low Traffic Neighbourhoods (LTNs) in the four areas.

The details in this report highlight that while the residential roads within the LTN have benefitted from reduced levels of traffic, speeding and vehicle damage, surrounding roads have experienced an increase in levels of traffic, longer journey times and waiting times at junctions, and increased vehicle emissions thereby reducing air quality.

With the need for social distancing to continue for the longer-term, alongside the return of schools and easing of lockdown restrictions it is expected that levels of car usage will remain high, if not increase, in the short term, thereby putting further strain on the highways and junctions, and further impacting air quality for those residing on these already busy roads.

The engagement and consultation over the experimental six-month period highlighted that a strong majority do not agree with the LTNs, do not feel that they are working, and do not agree with the proposal to retain the LTNs using ANPR and virtual permits.

The original Transport for London (TfL) funding for the schemes has been exhausted and any new scheme would require new funding. In respect of the considered option of using of Automatic Number Plate Recognition (ANPR)

cameras there would be a capital purchase cost of £172,000, in addition to this would be the full year operational costs of £93,500. There is no funding for this option in the Parking Services budget.

There remains support from residents to retain the 20MPH speed limit introduced as part of the LTNs and the need to ensure the Francis Road width restriction meets the requirements of reducing large vehicular traffic and through traffic.

Section 2 – Report

Introduction

- 2.1 The purpose of this report is to give an update to TARSAP on the progress of the Low Traffic Neighbourhood Scheme (LTNs).
- 2.2 On 9 May 2020 the Secretary of State for Transport issued statutory guidance to Councils to implement emergency schemes with unprecedented pace to reallocate road space to people walking and cycling to encourage active travel and enable social distancing.
- 2.3 The LTNs are nationally funded experimental schemes which were planned for a term of up to 18 months.
- 2.4 The schemes were fully funded by central Government through Transport for London (TfL).
- 2.5 The LIP programme, the council's main source of road safety funding, was suspended in May 2020/21 and 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 in accordance with the TfL guidance and focussed on areas where residents had previously raised concerns through petitions and reports agreed at TARSAP.
- 2.6 The method for implementing these schemes was using an experimental traffic order to introduce the restrictions and to operate the schemes as a trial for 6 months. There is no statutory consultation required in advance of introducing the measures with this method and the first 6 months of operation would be the statutory consultation period when representations can be made by the public.
- 2.7 A commitment was made by Cabinet that the schemes would be kept under ongoing review and a report brought back to TARSAP 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 with or without modification.

- 2.8 Detailed plans of the low traffic neighbourhoods, cycle lanes and school streets schemes were made available on the Commonplace Harrow Streetspace portal at the end of June 2020, which were reviewed and considered before implementation.
- 2.9 The Council began the process of the implementation of the experimental LTN schemes on 19 August 2020. These schemes include:
- LTN-02 Headstone South, Pinner View area
 - LTN-03 Francis Road, Greenhill
 - LTN-04 Vaughan Road area, West Harrow
 - LTN-06 Southfield Park area, North Harrow
- 2.10 The schemes have been reviewed monthly and reported regularly to the Council's Traffic and Road Safety Advisory Panel (TARSAP).
- 2.11 At the meeting on the 11 January 2021, TARSAP recommended that a full consultation exercise on LTNs should be undertaken as part of the six-month review process – the consultation ran between 25 February and 23 March 2021 for three of the four schemes:
- LTN-02 Headstone South, Pinner View area
 - LTN-03 Francis Road, Greenhill
 - LTN-04 Vaughan Road area, West Harrow.
- 2.12 This included the opportunity to review each scheme after 6 months to see how it is performing and whether any further decisions are needed such as:
- To make the scheme permanent
 - To extend the scheme by another six months
 - To amend the schemes and extend for a further six months
 - To cancel the experimental scheme.
- 2.13 A decision was made by the Corporate Director for Community, in consultation with the portfolio holder for Environment and the Leader of the Council not to go ahead at this stage with the LTN-06 Southfield Park area consultation due to the complexities of the scheme and the unintended impact of the closure on Manor Way and Priory Way.
- 2.14 This report sets out the findings from officers and feedback from the local community and stakeholders, including the Emergency Services, following the first 6 months of operation.

Background

- 2.15 The Harrow Streetspace programme took forward the government directive via Transport for London (TfL) to take immediate action to create space for people to socially distance and encourage walking and cycling while public transport was at reduced capacity.

- 2.16 In preparation for Harrow and London coming out of lockdown and with reduced journeys on public transport due to Covid-19, it was important that we made changes to support active travel and local journeys on foot or by bike and address the increased car usage on the borough road network.
- 2.17 By helping more people to walk and cycle rather than drive short journeys, the temporary schemes were also aimed at supporting our longer-term climate and health objectives of reducing air pollution and levels of obesity and diabetes, while also tackling congestion, speeding, and improving overall road safety.
- 2.18 The LTNs were implemented in four neighbourhoods with longstanding and ongoing concerns around safety, speeding and high levels of traffic and pollution:
- LTN-02 Headstone South, Pinner View area
 - LTN-03 Francis Road, Greenhill
 - LTN-04 Vaughan Road area, West Harrow
 - LTN-06 Southfield Park area, North Harrow
- 2.19 The schemes were funded by central government, administered by Transport for London using TfL design methodology – in the case of the LTN's using planters to prevent vehicular traffic using the estate as a cut-through, thereby creating a safer and more pleasant environment for pedestrians, cyclists and residents.

Methodology

- 2.20 At the special meeting of TARSAP on 10 August it was also recommended and then agreed by the Deputy Leader on the 19 August on behalf of the Leader to carry out monthly reviews to understand the impact of the schemes and to adjust as needed. The monthly reviews included:
- Pedestrian / cycling / vehicle activity (measured by counts)
 - Gathered feedback from the local community including:
 - The Emergency services
 - Bus services (TfL)
 - Residents, businesses, schools, health centres and places of worship
 - Ward Councillors
 - Officer observations about operational performance
 - Suggested scheme changes and or improvements
- 2.21 The monthly reports were reviewed by the Environment Portfolio Holder and Corporate Director for Community.

Monitoring pedestrian, cycling and vehicle activity

- 2.22 The impact of the LTNs on the levels of walking, cycling and vehicles were monitored throughout the six-month trial period using both CCTV footage and an Automatic Traffic Counter.
- 2.23 Counts took place during the week and at the weekends between 7am and 7pm.
- 2.24 In October 2020, the first month of operation, the LTNs had the largest impact on modal shift, with weekdays seeing the highest increases in pedestrians and cyclists. The October surveys were undertaken under tier 2 restrictions with only a moderate impact on travel.
- 2.25 However, the monitoring of activity in October found that LTN-06 Southfield Park area in North Harrow was having an adverse impact on the two parallel narrow residential roads, Priory and Manor Way.
- 2.26 While levels of traffic reduced on Southfield Park to 28% of what they had been (expected to be journeys by residents living on the street) Priory Way and Manor Way saw traffic rise by 24% and 88% during the week. The weekends also saw an increase, but not at the same levels as weekdays.
- 2.27 In subsequent months the changes to the schemes and more severe government restrictions and seasonal changes limited the impact of Southfield Park LTN on Manor and Priory Way and any further beneficial impacts for the remainder of the schemes.
- 2.28 Monitoring of the openings giving Emergency Service vehicles access have been monitored.
- 2.29 See Appendix 1 for the measurements.

Queue length surveys

- 2.30 It was expected that main roads would see increased traffic following the introduction of the LTNs as vehicles moved from the residential roads onto the main network.
- 2.31 Several junctions (see Appendix 2) saw an increase in queuing between October and December both in the week and at the weekend.
- 2.32 The amends to the LTNs in December and January did not mitigate those increases, which indicate a preference for travel by car rather than other modes under any circumstances.

- 2.33 The subsequent reduced queue lengths recorded from January could be attributable to the impact of the third lockdown on vehicular traffic which includes the closure of schools.

LTN Schemes

- 2.34 Detailed plans for the four LTNs were developed as part of the wider engagement that took place in June 2020 and made available on the Commonplace Harrow Streetspace portal from the end of June. This was advertised through the MyHarrow e-newsletter.
- 2.35 Following this the plans were revised and reviewed by Traffic and Road Safety Advisory Panel (TARSAP) in August 2020.

LTN-02 Headstone South, Pinner View area

- 2.36 The plans for the Headstone South Low Traffic Neighbourhood were shared with homes in the affected area in September 2020 (Appendices 3 a and b) asking residents to share their feedback on the Commonplace portal. The scheme was implemented using an experimental traffic regulation order (ETRO) on 9 October 2020 for a six-month trial period.
- 2.37 The revised scheme used planters to close roads at:
- Victor Road (by Harrow View)
 - Pinner View (near Bolton Road)
 - Kingsfield Avenue (by Pinner View)
 - Pinner View (by Cunningham Park)
 - Beresford Road (by Cunningham Park)
 - Canterbury Road (by Station Road)
 - Cumberland Road (by Station Road)
- 2.38 In November 2020, the scheme was amended to address concerns around traffic caused by roadworks - this included moving the planters on Kingsfield Avenue (by Pinner View) and Pinner View (near Bolton Road).
- 2.39 In late-December 2020, following feedback from the Emergency Services, emergency vehicles were given access through a 3m wide opening in the Pinner View road closure at the junction with Cunningham Park.
- 2.40 In late-January, again following feedback from the Emergency Services, the three remaining road closures at Canterbury Road, Gloucester Road and Beresford Road were amended to allow a five-metre gap for access for the emergency services to pass through unrestricted. Signage was enhanced to make it clear the opening is for emergency access only.
- 2.41 The wider (5m) gap was required because these locations are at junctions. The closure on Victor Road remained in place because feedback from Emergency Services was that it had minimal impact.

LTN-03 Francis Road, Greenhill

- 2.42 The Francis Road LTN was implemented using an experimental traffic regulation order (ETRO) on 25 September 2020 for a six-month trial period.
- 2.43 The scheme used planters to close Francis Road near the existing width restriction to vehicular traffic, preventing the area being used as a short cut for through traffic. The scheme also introduced a 20 mile per hour speed limit within the wider neighbourhood/ residential estate.
- 2.44 No changes were made to the scheme during the six-month trial period – feedback from Emergency Services was that this closure had minimal impact on services and response time.

LTN-04 Vaughan Road area, West Harrow

- 2.45 The Vaughan Road LTN was implemented using an experimental traffic regulation order (ETRO) on 25 September 2020 for a six-month trial period.
- 2.46 The scheme used planters to close Vaughan Road (by the Gardens) and Blenheim Road (by Bladon Gardens) to vehicular traffic, preventing the area being used as a short cut for through traffic.
- 2.47 In December 2020, following feedback from the Emergency Services, Emergency vehicles were given access through a 3m wide opening on Vaughan and Blenheim Roads.

LTN-06 Southfield Park area, North Harrow

- 2.48 In November 2020, the scheme was amended to address concerns around traffic caused by roadworks and the impact of through traffic on Priory Way and Manor Way, both of which are narrow residential roads, unsuitable for the large volumes of traffic due to the closure on Southfield Park. The changes to the LTN included moving the planters on Southfield Park and covering the road signs.
- 2.49 Due to the complexities of this scheme and the unintended impact on surrounding streets, specifically Manor Way and Priory Way, a decision was taken by the Corporate Director for Community, in consultation with the portfolio holder for Environment and the Leader of the Council, to suspend the operation of the Southfield Park LTN while new proposals were considered to mitigate traffic pressures on the local area (see Appendix 4 for the letter to residents in the Southfield Park area).
- 2.50 Appendix 1 outlines the measurements recorded at Southfield Park LTN.

Engagement with key stakeholders

- 2.51 The Council engaged with key stakeholders, including the emergency services, residents and businesses as well as ward Councillors throughout the six-month trial period.

Emergency services feedback

2.52 The Council have continued to engage with the Emergency services throughout the process, which led to the following actions:

- **23 December 2020:** Emergency services were given access to the LTNs by creating openings (3m wide) in road closures on Pinner View at the junction with Cunningham Park (Headstone South LTN) and Vaughan and Blenheim Road in the Vaughan Road LTN.
- **27 January 2021:** The three remaining road closures in the Headstone South LTN at Canterbury Road, Gloucester Road and Beresford Road were amended to allow a five-metre gap for access for the emergency services to pass through unrestricted. The Council also enhanced the signage to make it clear the opening is for emergency access only.

2.53 At the most recent meeting with the Emergency Services, on 17 March 2021, it was confirmed that the emergency services continued to meet their statutory response requirements. It was recognised that the action taken to amend the schemes (listed above) had improved access and that there are no significant issues concerning the LTNs within the borough.

2.54 These changes materially affected the schemes in respect of the control of traffic anticipated in the LTN areas.

TfL bus services comments

2.55 Transport for London were contacted for their feedback on the impact of LTNs on bus services in Harrow due to their role in commissioning and operation of bus services in London.

2.56 TfL noted that traffic in Harrow has, in general, remained lower than pre-pandemic levels and their bus operators have not experienced any negative impacts on bus journey times in the area.

Ward Councillors

2.57 Ward Councillors for the four LTNs have been engaged with throughout the process.

2.58 Ward Councillors shared feedback with officers about the LTNs from their constituents during the experimental six-month trial period.

2.59 Ward Councillors supported the amendments made to the schemes during the six-month experimental trial period to ease traffic congestion due to road works and to ease the impact on Manor and Priory Way following the

implementation of LTN-06 Southfield Park area LTN and to give emergency service vehicles access to LTN-02 Headstone South, Pinner View area and LTN-04 Vaughan Road area, West Harrow.

- 2.60 Ward Councillors also supported the decision to suspend consultation with residents about LTN-06 Southfield Park area, North Harrow while new proposals were considered to mitigate traffic pressures on the local area, specifically the unintended impact on Manor Way and Priory Way.

Commonplace engagement

- 2.61 The Council set up a public engagement portal on Commonplace in October 2020 to give the local community a platform to share their views and experiences of all the Streetspace scheme trials, including the LTNs.
- 2.62 More than 6,750 comments about the four LTNs were received on Commonplace between October 2020 and 15 February 2021, when feedback on LTNs closed prior to the consultation launching on 25 February 2021.
- 2.63 Feedback received throughout the trial period reflects a sustained unpopularity amongst the community towards LTNs. With a proportion of residents clearly supporting the measures and the benefits for public health, active travel, and road safety for children.
- 2.64 The LTNs were considered more positive by cyclists although they represent a smaller proportion of the responses received (12%). The largest groups of responses were from residents (56%) and motorists (22%) and a larger proportion of these groups expressed more negative sentiments.
- 2.65 Common themes included:

PROS	CONS
A noticeable reduction in the number of speeding motor vehicles within the LTN	Impact on Emergency service access times
Reduced concerns about road safety	Longer local car journey times
A noticeable reduction in traffic noise within the LTN	Impacts on boundary and nearby main roads: specifically, on increasing congestion and reducing air quality
More pleasant to live and be out and about on local streets	The potential effect on access for people with disabilities (i.e., people for whom a car is a mobility aid), including their carers
Increase in local journeys by foot or on bike	
Improvement in air quality because of reduced emissions	Increased congestion in the initial weeks on the local road as traffic built up

- 2.66 The decision to make changes to two of the LTNs schemes in December and January to give Emergency Services access received some support but also criticism of the decision.
- 2.67 In early-March, Commonplace informed officers that the platform had found unusual activity/excessive posting on the LTN engagement. The checks indicated around 24% of responses (1,617 of 6,778) appeared to be from a small number of individuals, however due to the level of response from the community and the analysis of the comments, this did not impact on the overall results and analysis set out above.
- 2.68 See Appendix 5 for results

LTN Public consultation

- 2.69 At the meeting on 11 January 2021, it was recommended by TARSAP to carry out a full consultation exercise on LTNs. That consultation ran between 25 February and 23 March 2021 for:

LTN-02 Headstone South, Pinner View area
LTN-03 Francis Road, Greenhill
LTN-04 Vaughan Road area, West Harrow

- 2.70 The consultation proposed:
- To remove the physical planters and replace them with a virtual scheme, controlled by Automatic Number Plate Recognition (ANPR) cameras
 - To give all residents and businesses within the LTN unrestricted access through free virtual permits
 - That all homes would remain accessible to non-permit holders through entry points within the neighbourhood.
- 2.71 The proposal aimed to address many of the concerns and issues raised throughout the six-month trial period.
- 2.72 See Appendix 6 to 8 for the LTN consultation leaflets.
- 2.73 The LTN consultations received 5,260 responses from people and organisations – 5,209 online and 51 hard copies requested through Access Harrow.
- 2.74 Of the responses, many respondents reflected their dissatisfaction of the proposal to keep LTNs in a new format (managed through ANPR cameras and free virtual permits) – this was reflected from residents and business within the LTN areas as well as from wider feedback.
- 2.75 The LTN-02 Headstone South area consultation received the most consultation responses (3,189) of these 82% disagreed or strongly disagreed with the proposal. When officers looked at responses from people stating they lived, worked or managed a business within the LTN this response stayed level at 80% disagreeing or strongly disagreeing.

- 2.76 The LTN-03 Francis Road area consultation received 729 responses – of these 82% disagreed or strongly disagreed with the proposals for the LTNs, this reduced slightly to 77% when looking at responses from inside the LTN.
- 2.77 The LTN-04 Vaughan Road area consultation received 1,422 responses – of these 72.6% disagreed or strongly disagreed with the proposal, this reduced to 65% when reviewing responses from inside the LTN.
- 2.78 The responses clearly show that the LTNs do not have overall support locally – however the response from within the Vaughan Road area was more positive with 35% agreeing/strongly agreeing compared to 20% and 23% in Headstone South and the Francis Road areas.
- 2.79 Common themes included:

PROS	CONS
Support ANPR cameras	Don't support ANPR/ LTNs – remove the closures
Measures have worked, keep the closures in place	Closures cause more congestion/traffic on main roads
Support 20 mph zone and / or traffic calming, speed cameras, chicanes or one-way streets instead	Increased pollution and journey times

- 2.80 While there was a strong majority not in favour of the LTNs there was clear strong support for the 20MPH speed limits that were introduced as part of the LTNs to remain – support was highest to retain this measure in Vaughan Road and Francis Road areas (78 and 73%). The support was lower amongst responses for the Headstone South area, at 59% - responses from within the LTN had similar support at 53% in favour of keeping the revised speed limit.
- 2.81 Some responses requested speed cameras be installed to manage speeding traffic.
- 2.82 Harrow's LTNs do not meet the criteria of the London-wide policy for the installation of speed cameras as agreed by the Metropolitan Police Service (MPS) and City of London. This policy sets the criteria for installing speed cameras – to address the safety issues on roads with the worst safety records with a pattern of serious or fatal speed-related collisions has been identified – and not to address instances of speeding or following isolated incidents.
- 2.83 Police officers are responsible for the on-street enforcement of speed limits and community days are run by the MPS.
- 2.84 The consultation feedback had good representation from residents and businesses within the LTNs – 67% respondents identified as living, working or running a business, school, health centre or place of worship within the LTN. Headstone South had the largest response from people living, working or

running a business from in the LTN at 77%, followed by Vaughan Road area at 56% and Francis Road area at 47%.

- 2.85 As with the Commonplace portal, the consultation did see a few individuals trying to respond multiple times. This was found through commonalities in the responses and email addresses used. These responses accounted for 9% of the responses – however this did not impact on the overall results or analysis.
- 2.86 A summary of the LTNs consultations can be seen in Appendix 9.

Staffing/workforce

- 2.82 The development and monitoring of road traffic calming schemes will be undertaken by existing staff resources within the Traffic, Highways & Asset Management team and Parking & Network Management team.

Environmental implications

- 2.83 Benefits identified were achieved by reducing car travel, reducing congestion, reducing casualties and encouraging active travel.
- 2.84 Without the LTN restrictions, the original issues of high volumes of traffic and speeding will return to the residential streets.
- 2.85 Due to continuation of social distancing and reduced capacity on public transport, alongside the easing of restrictions and the return of schools, it is expected that traffic will at-least return to pre-pandemic levels or increase on these residential roads and on the surrounding main roads. This is expected to be an issue across the borough/London/country with a negative impact on air quality.
- 2.86 The continuation of the 20MPH speed limit could help to address issues of speeding vehicles and risk of collisions/injury thereby going some way to mitigating the return of increased traffic to the neighbourhoods.
- 2.87 The 20MPH speed limit is not enforceable by the council and these roads are not eligible under current legislation for speed cameras.

Data Protection Implications

There are no data protection implications.

Risk Management Implications

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.

The delivery of each scheme in the programme has been subject to separate risk assessments.

Procurement Implications

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

1. 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. 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. Local authorities in areas with high levels of public transport are required to take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing.
3. 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.
4. The Council has the following options in relation to experimental traffic regulation orders:
 - a. Make the order permanent
 - b. Modify the order
 - c. Extend the order for a maximum period of 18 months from the start of the order, with or without modification
 - d. End the order and remove the scheme.
5. When making decisions, the Council must take account of statutory guidance. TfL has published interim guidance in relation to experimental traffic regulation orders to deliver Streetspace schemes. This states the following:

- a. Schemes should be given time to bed in, generally for at least a three-month period, noting seasonal trends and Covid related restrictions, which can make comparisons challenging.
 - b. If, after a monitoring period, the data indicates that the scheme is at risk of not meeting the core objectives or of causing negative impacts e.g. Regarding accessibility, the local authority could consider what changes are needed.
6. When making decisions, the Council must take account of all relevant information, including consultation results, statutory guidance, internal policies, consultation results and equality impact. It must weigh this information up in a fair way and come to a reasoned decision. When considering consultation results, the Council should consider the detail of the results as well as the numbers of respondents expressing support or otherwise for a proposal. When making decisions to change existing arrangements, it is not uncommon for the majority of respondents to be against the proposal. The Council must take these views into account, but must also weigh this against other information, such as environmental impact, financial implications and the legislative framework.

Financial Implications

TfL awarded funding of £180,000 in 2020/21 to introduce the four low traffic neighbourhoods.

Should the schemes be implemented using ANPR cameras there would be a capital purchase cost of £172,000, in addition to this would be the full year operational costs of £93,500. If a decision was made to use ANPR cameras, these costs would need to be met within Parking Services budget.

It is estimated that it would cost £25,000 to remove the planters and signage currently in place. This cost would be met from the Highways Maintenance revenue budget.

Equalities Implications / Public Sector Equality Duty

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.

TfL have highlighted the need to assess the impacts of schemes on all protected characteristics and the schemes have been subject to a separate EqIA.

The schemes, as proposed, have the following positive and negative impacts for the groups in the table below:

Protected characteristic	Impact
Sex Pregnancy or maternity	<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. 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> <p>Minor negative impacts have been highlighted on car journeys with increased journey times to local destinations such as schools and medical centres and on surrounding main routes.</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 effects 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> <p>Minor negative impacts have been highlighted on car journeys with increased journey times to local destinations such as medical centres and on surrounding main routes. This could also affect residents more dependent on travel by car or taxi or that receive care from carers visiting by car.</p> <p>The amendments made to the schemes to allow emergency vehicles access has reduced the negative impact of increased response times.</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>The schemes form part of wider school travel planning objectives, which should see longer term health impacts for</p>

	children and young people.
Religion or belief	<p>Residents will generally benefit most from schemes that prioritise walking and cycling because improved road layouts and public realm provide improved safety, security and convenience.</p> <p>Minor negative impacts have been highlighted on car journeys with increased journey times to local destinations such as religious venues and faith schools.</p>

Council Priorities

The introduction of the LTN scheme supported the Harrow Ambition Plan and contributed to achieving the administration's priorities.

The proposed schemes will have the following impact on Council priorities:

Corporate priority	Impact
Building homes and infrastructure	Measures to control the level of traffic on local residential roads will reduce pollution from vehicle emissions and encourage a greater uptake of walking and cycling with wider public health benefits. However, the schemes have the potential to increase traffic on main and surrounding roads as least over the short term to medium term whilst residents continue to rely on cars as a preferred or necessary mode of transport.
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. However, if the traffic is re-located to surrounding roads, there is a risk of increasing air pollution in these areas. The Council's overall aim should be to reduce reliance on cars as a primary mode of transport where appropriate, however it is likely that this change will take time to embed and some residents, due to disability or other circumstances, may remain reliant on their cars.
Addressing health and social care inequality	An increase in traffic may negatively impact parents with children and young people, and residents who are vulnerable/ have physical or visual impairments, who

	<p>would traditionally have benefited from the improved safety due to the reduction in traffic into the neighbourhood.</p> <p>Maintaining the 20MPH speed limit/ introducing road safety measures will benefit parents with children and young people, and residents who are more vulnerable/ have physical or visual impairments living in the residential estates.</p> <p>Traffic calming measures will help address some of the issues of speeding and contribute to improving road safety, reducing collisions and injury.</p>
Tackling poverty and inequality	Retaining road safety measures may help encourage people to continue to walk and cycle in their area thereby improving public health and reducing pressure on health services particularly during the current health crisis.
Thriving economy	More walking journeys can encourage people to shop locally and thereby support the local economy.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 13 April 2021

Statutory Officer: Hugh Peart

Monitoring Officer

Date: 15 April 2021

Section 3 - Procurement Officer Clearance

Statutory Officer: Nimesh Mehta

Signed by the Head of Procurement

Date: 13 April 2021

Section 3 – Corporate Director Clearance

Statutory Officer: Paul Walker

Corporate Director - Community

Date: 15 April 2021

Mandatory Checks

Ward Councillors notified: **YES**

EqlA carried out: YES

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

Section 4 - Contact Details and Background Papers

Contact:

David Eaglesham – Head of Traffic, Highways & Asset Management

E- mail David.Eaglesham@harrow.gov.uk

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**

NO

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Appendix 1

Pedestrian / cycling / vehicle activity (measured by counts)

The dates for data collection are as follows:

CCTV counts

- June 18th and 20th
- October 15th and 17th
- November 12th and 14th
- December 10th & 12th
- January 21st & 23rd
- February 18th & 20th

Automatic traffic counters

- July 3rd – 9th
- October 12th – 18th
- November 7th – 13th
- December 7th – 13th
- January 18th – 24th
- February 15th – 21st

The surveys were undertaken at the following locations as follows:

- Victor Road by Harrow View (LTN-02)
- Kingsfield Avenue / Pinner View (LTN-02)
- Pinner View by Canterbury Road (LTN-02)
- Pinner View by Bolton Road (LTN-02)
- Gloucester Road by Station Road (LTN-02)
- Canterbury Road by Durham Road (LTN-02)
- Francis Road by Elmgrove Crescent (LTN-03)
- Vaughan Road by Bouverie Road (LTN-04)
- Blenheim Road by Bladon Gardens (LTN-04)
- Southfield Park by Pinner Road (LTN-06)

The table below gives details of all the pedestrian, cycle and vehicle counts undertaken at the points of closure.

Weekday 7am - 7pm

Site location	LTN-02 Pinner View area			LTN-03 Francis Road area			LTN-04 Vaughan Road area			LTN-06 Southfield Park		
User type	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles
July	1975	356	6728	346	64	1113	1497	316	2547	480	52	2799
October	3482	464	N/A	611	108	N/A	3536	338	N/A	956	72	N/A
November	4056	323	N/A	695	68	N/A	3451	229	N/A	1135	70	N/A
December	3058	173	1903	572	60	N/A	2557	156	N/A	934	37	2133
January	3212	147	1914	425	64	N/A	2236	145	160	469	34	1724
February	3659	231	2277	462	29	N/A	2277	258	207	564	36	1957

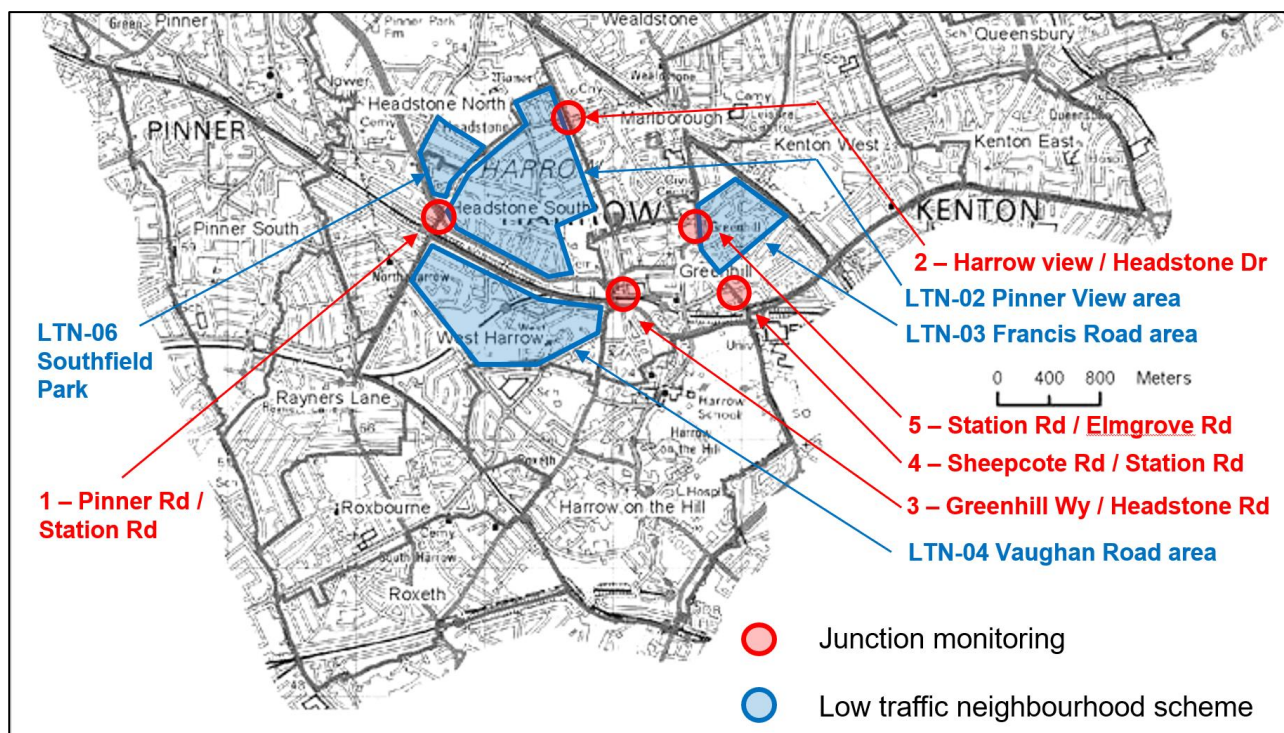
Weekend 7am - 7pm

Site location	LTN-02 Pinner View area			LTN-03 Francis Road area			LTN-04 Vaughan Road area			LTN-06 Southfield Park		
User type	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles
July	2361	988	6274	293	120	972	1814	768	2297	529	164	2400
October	2526	564	N/A	343	80	N/A	1859	334	N/A	450	88	N/A
November	1729	96	N/A	216	20	N/A	1237	82	N/A	343	11	N/A
December	2593	218	1603	308	47	N/A	1968	155	N/A	464	31	1936
January	3297	315	1793	424	60	N/A	2226	193	105	535	44	1764
February	3656	486	2494	456	80	N/A	2436	420	153	614	72	1452

Appendix 2

Queue length surveys

The plan below shows junctions on the main road network near the low traffic neighbourhoods that are being monitored to assess any potential impact. Queue length surveys have been undertaken in order to assess any changes in congestion and delay.



The dates for data collection are as follows:

- | | |
|---|--|
| Survey dates: | Survey locations: |
| <ul style="list-style-type: none"> July 23rd and 25th and August 13th and 15th October 15th and 17th November 12th and 14th December 10th & 12th January 16th & 21st February 13th & 18th | <ul style="list-style-type: none"> A404 Pinner Road / Station Road Headstone Drive / Harrow View / Headstone Gardens Greenhill Way / Headstone Road A409 Sheepcote Road / Station Road A409 Station Road / Elmgrove Road / Hinds Road |

The table below gives details of the surveys. The figures show maximum queue lengths for all vehicles at all arms of the junction.

AM (7am – 9am) Inter-peak (12 noon – 2pm) PM (3pm – 7pm)		Weekday			Weekend		
Junction	Month	AM	Inter peak	PM	AM	Inter peak	PM
1 - A404 Pinner Road / Station Road	July	84	120	45	66	148	116
	October	178	163	198	84	198	181

	November	195	163	145	58	158	150
	December	219	179	211	88	182	166
	January	80	75	93	47	70	96
	February	73	107	132	50	97	97
2 - Headstone Drive / Harrow View / Headstone Gardens	July	97	132	175	99	129	152
	October	202	162	200	127	172	165
	November	174	114	186	59	123	133
	December	208	154	160	88	167	160
	January	89	96	129	52	88	90
	February	102	115	177	51	104	117
3 - Greenhill Way / Headstone Road	August	87	100	139	60	120	113
	October	99	108	126	85	107	129
	November	125	105	140	87	160	160
	December	115	112	128	89	129	132
	January	81	79	108	50	84	91
	February	84	89	123	56	115	108
4 - A409 Sheepcote Road / Station Road	July	43	56	69	29	57	53
	October	69	57	68	42	70	71
	November	61	54	63	25	56	56
	December	64	68	75	43	61	67
	January	42	55	55	22	42	50
	February	35	53	64	26	51	55
5 - A409 Station Road / Elmgrove Road / Hinderdes Road	July	96	93	126	63	98	111
	October	105	76	120	73	95	95
	November	141	105	129	58	113	105
	December	157	115	153	72	112	110
	January	79	92	103	45	83	85
	February	78	92	107	44	103	95

HARROW STREET SPACES PROGRAMME



Low Traffic Neighbourhood HEADSTONE SOUTH

Last year residents in Pinner View petitioned the Council to consider the area for a Low Traffic Neighbourhood scheme due to concerns over an increase in speeding and levels of road traffic.

Our Traffic & Road Safety Advisory Panel (TARSAP) approved a study, and a public engagement exercise in March sought ideas for the scheme.

With limited public transport capacity, we are seeing car use return to pre-Covid levels as people go back to work and school. We realise many people who want to walk or cycle more are put off by traffic. We're pleased to say we've secured funding from TfL that enables us to bring forward proposals to implement a Low Traffic Neighbourhood in Headstone

South. This will make it easier for people to choose to walk or cycle, improving our borough's health and environment.

The proposals

The new proposal is to make your area a Low Traffic Neighbourhood, including introducing a 20mph speed limit, making it safer for walking and cycling, and reducing traffic and pollution. The scheme would be trialled for 6 months before a decision is taken on whether to extend it, make it permanent or remove the temporary measure. The proposed scheme is based on feedback from our engagement exercise, which TARSAP reviewed this summer and recommended. This leaflet is to tell you more and let you have a say on the proposals.



OVERVIEW OF THE CHANGES PROPOSED

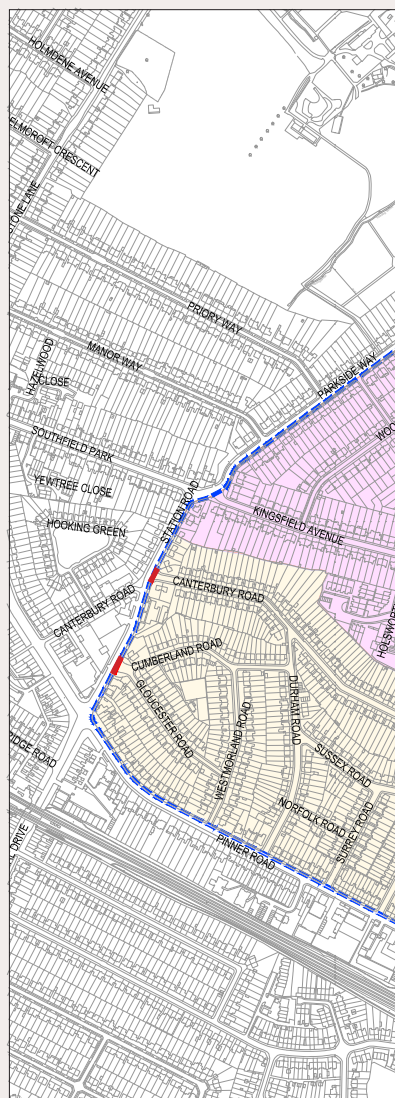
Following feedback from residents and ward councillors about the scheme publicised in June 2020, the revised scheme includes some changes to the positions of closures.

In the proposed scheme road closures would be implemented at:

- Victor Road (by Harrow View)
- Pinner View (near Bolton Road)
- Kingsfield Avenue (by Pinner View)
- Pinner View (by Cunningham Park)
- Beresford Road (by Cunningham Park)
- Canterbury Road (by Station Road)
- Cumberland Road (by Station Road)

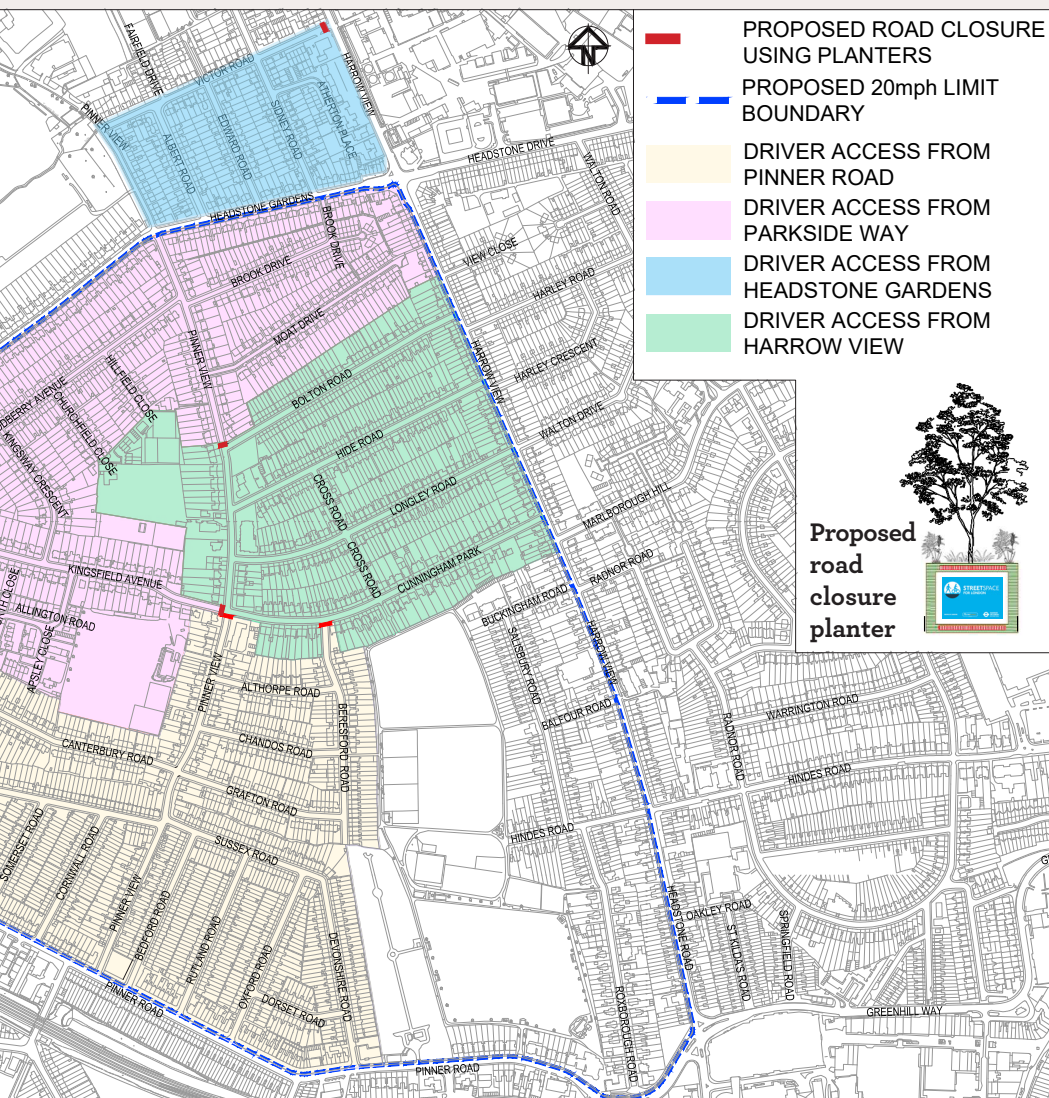
The scheme would do the following:

- Introduce road closures in the named roads to prevent the area being used as a short cut for through traffic not living in the area.
- Introduce a 20mph speed limit within the blue zone indicated on the map.
- Be implemented experimentally for a period of 6 months allowing residents to comment on how the scheme is working.
- Reduce traffic volumes and vehicle speed across the neighbourhood to deliver improved air quality, and improved safety for pedestrians and cyclists.



**WHAT
WOULD
HAPPEN**

Harrow Street Spaces: Headstone South



Traffic signage would be put up to advise motorists on the network of the restrictions in force.

The road closures would be formed using planters to physically obstruct

motor vehicles from passing along the roads at the point of closure but gaps would be left so that cyclists can pass through.

Pedestrians would not be affected.



How would the scheme be implemented?

The road closures and the 20mph zone would be implemented via an Experimental Traffic Regulation Order for a trial period of 6 months during which local residents can provide feedback on how the scheme is working.

How long would be the measures be in operation for?

Experimental traffic orders can last for between 6 and 18 months. We will monitor traffic levels and collect traffic data during the trial to assess how the scheme is working and the impact of traffic on local roads.

After the 6-month trial period a report will be provided to the Council's Traffic & Road Safety Advisory Panel for them to consider whether to remove, extend to a maximum of 18 months or make the scheme permanent.

What happens next?

Please consider the information in this leaflet and give us your views at harrow.gov.uk/HeadstoneSouthLTN – follow the instructions to make your comments.

The public consultation will be open for a period of 2 weeks until **Friday 18 September 2020**.

The feedback from the consultation will be considered by the Portfolio Holder for Environment. If the scheme is approved for implementation the delivery programme would be as follows:

- **Experimental Traffic Regulation Order advertised on 24 September 2020.**
- **The traffic signage and planters would be installed and the road closures and 20mph speed restrictions would become operational on 8 October 2020.**

During the first 6 months of the scheme residents would be able to let us know how the scheme is working by visiting harrowstreetspaces.commonplace.is



HARROW STREET SPACES PROGRAMME

HEADSTONE SOUTH

We've noticed an error in the previous information leaflet we shared with you about a Low Traffic Neighbourhood scheme for Headstone South.

For clarification the proposed road closures would be implemented at:

- Victor Road (by Harrow View)
- Pinner View (near Bolton Road)
- Kingsfield Avenue (by Pinner View)
- Pinner View (by Cunningham Park)
- Beresford Road (by Cunningham Park)
- Canterbury Road (by Station Road)
- Cumberland Road (by Station Road)

To ensure everyone has the opportunity to comment on the proposals we've extended the consultation deadline and updated the information online. Please see reverse for details of how to comment on the proposals.

To recap

Last year residents in Pinner View petitioned the Council for a Low Traffic Neighbourhood scheme due to concerns over an increase in speeding and levels of road traffic. Our Traffic & Road Safety Advisory Panel (TARSAP) approved a study, and a public engagement exercise in March sought ideas for the scheme.

The new proposal is to make your area a Low Traffic Neighbourhood, including introducing a 20mph speed limit, making it safer for walking and cycling. The scheme would be trialed for 6 months before a decision is taken on whether to extend it, make it permanent or remove the temporary measure. The proposed scheme is based on feedback from our engagement exercise, which TARSAP reviewed this summer and recommended for implementation.



How would the scheme be implemented?

The road closures and the 20mph zone would be implemented via an Experimental Traffic Regulation Order for a trial period of 6 months during which local residents can provide feedback on how the scheme is working.

How long would be the measures be in operation for?

Experimental traffic orders can last for between 6 and 18 months. We will monitor traffic levels and collect traffic data during the trial to assess how the scheme is working and the impact of traffic on local roads.

After the 6-month trial period a report will be provided to the Council's Traffic & Road Safety Advisory Panel for them to consider whether to remove, extend to a maximum of 18 months or make the scheme permanent.

What happens next?

Please consider the information in this leaflet and give us your views at harrow.gov.uk/HeadstoneSouthLTN – follow the instructions to make your comments.

The public consultation will be open for a period of 2 weeks until **Friday 18 September 2020**.

The feedback from the consultation will be considered by the Portfolio Holder for Environment. If the scheme is approved for implementation the delivery programme would be as follows:

- Experimental Traffic Management Order advertised on **24 September 2020**.
- The traffic signage and planters would be installed and the road closures and 20mph speed restrictions would become operational in the **week commencing 21 September 2020**.

During the first 6 months of the scheme residents would be able to let us know how the scheme is working by visiting harrowstreetspaces.commonplace.is

**Southfield Park
Low Traffic Neighbourhood Scheme
Project Update**

24 February 2021

Dear Resident

Last year we wrote to you with our proposals to introduce a Low Traffic Neighbourhood (LTN) for Southfield Park. As we are starting the consultations on all the LTNs in Harrow, this letter is to update you on progress on the Southfield Park proposal.

We know that Southfield Park has suffered from vehicular traffic using the residential street as a cut-through, which has got significantly worse over the years, causing environmental and road safety problems for residents. There were also concerns in the wider area about the levels of road traffic and speeding.

Public engagement during Summer 2020 considered the introduction of an LTN to address these concerns and promote greater levels of walking and cycling.

The LTN was implemented using an experimental traffic regulation order (ETRO) on 25 September 2020 for a six-month trial period. The scheme used planters to close Southfield Park at the junction with Pinner Road to vehicular traffic, preventing the area being used as a short cut for through traffic.

The Council committed to engage with residents, ward councillors and key stakeholders including the emergency services throughout the trial period, carry out monthly reviews to understand the impact of the schemes and to make adjustments as required.

We have listened to your feedback about the Southfield Park LTN and in November 2020 altered the scheme by covering the road signs and removing the planters to address concerns raised around traffic caused by roadworks and the impact of through traffic on Priory Way and Manor Way.

We want any LTN to primarily benefit those residents living within the scheme. Due to the complexities of this particular scheme and the unintended impact on surrounding streets, specifically Manor Way and Priory Way, a decision has been taken by the Corporate Director for Community, in consultation with the portfolio holder for Environment and the Leader of the Council, to suspend the operation of the Southfield Park LTN. This means no fixed penalty notices will be issued for the scheme.

We recognise how important any changes to the road network are to you, that is why we will consider new proposals to mitigate traffic pressures on the local area. We will write to you again in late spring/early summer to update you on progress.

As you may be aware consultation results on the other LTNs in Harrow will be presented at a newly scheduled Traffic and Road Safety Advisory Panel (TARSAP) meeting on Thursday 22 April. The Southfield Park LTN scheme will not be considered at this meeting.

We believe that LTNs have a place in Harrow and we are committed to creating schemes that work for our residents. You can view the consultations for the other Harrow LTN schemes at www.harrow.gov.uk/ltn.

Thank you to everyone who has taken part in the engagement process so far.

Yours sincerely,



David Eaglesham
Head of Traffic, Highways & Asset Management

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Appendix 4.

LOW TRAFFIC NEIGHBOURHOODS – COMMONPLACE PORTAL SUMMARY

October 2020 to 31 March 2021

What is your connection with this scheme?

	Local resident living within scheme	Local business located within scheme	Motorist passing through	Cyclist passing through	Pedestrian passing through	Other
LTN-02 Pinner View area, Headstone South	1572	338	656	445	517	64
LTN-03 Francis Road area, Greenhill	253	12	65	30	34	18
LTN-04 Vaughan Road area, West Harrow	511	22	136	56	85	32
LTN-06 Southfield Park area, North Harrow	367	18	157	54	72	20
Grand Total	2834	415	1071	625	756	144

How do you feel about this scheme?

	mostly negative	negative	neutral	positive	mostly positive	Grand Total
LTN-02 Pinner View area, Headstone South	2785	37	11	18	280	3131
LTN-03 Francis Road area, Greenhill	292	10	1	4	25	332
LTN-04 Vaughan Road area, West Harrow	498	46	23	18	115	700
LTN-06 Southfield Park area, North Harrow	441	22	8	5	76	552
Grand Total	4264	132	46	46	520	5008

What do you think should happen to this scheme in the future?

	Don't know	Extend trial for up to 18 months	Make scheme permanent	Remove scheme	Review at end of 6 month trial	Grand Total
LTN-02 Pinner View area, Headstone South	2	32	244	2800	36	3114
LTN-03 Francis Road area, Greenhill	3	8	18	298	2	329
LTN-04 Vaughan Road area, West Harrow	3	32	99	532	32	698

LTN-06 Southfield Park area, North Harrow	1	7	77	454	9	548
Grand Total	9	79	438	4084	79	4689

HARROW STREETSPACE PROGRAMME



Low Traffic Neighbourhood HEADSTONE SOUTH

HAVE YOUR SAY ON THE FUTURE OF THE HEADSTONE SOUTH LOW TRAFFIC NEIGHBOURHOOD

The Covid-19 pandemic created new challenges in Harrow, including the need to socially distance. In May 2020 the Government issued guidance for local authorities to take immediate action to create space for people to socially distance and encourage walking and cycling while public transport was at reduced capacity.

In preparation for Harrow and London coming out of lockdown and with reduced journeys on public transport due to Covid-19, it was important that we made changes to support active travel and local journeys on foot or by bike and address the increased car usage on the borough road network.

By helping more people to walk and cycle rather than drive short journeys, the temporary schemes were also aimed at supporting our longer-term climate and health objectives of reducing air pollution and levels of obesity and diabetes, while also tackling congestion, speeding and improving overall road safety.

It is important that we work towards a greener environment. Without a reduction in motor traffic and a shift toward more sustainable forms of transport, we will not meet our climate and healthy lifestyle goals for Harrow.

As the pandemic hit, the Headstone South Low Traffic Neighbourhood (LTN) was being developed to address residents' concerns about speeding and high levels of through traffic in and around Pinner View, creating quieter and safer spaces to walk and cycle.

The initial plans were developed and part of the wider engagement that took place in June 2020.

Following this the plans were revised and submitted to the Council's Traffic and Road Safety Advisory Panel (TARSAP) in August 2020. Residents were informed of the proposals and asked for their views in September 2020, via a leaflet delivered to homes within the LTN.

The scheme was implemented using an experimental traffic regulation order (ETRO) on 9 October 2020 for a six-month trial period. We have engaged with our residents, ward councillors and key stakeholders including the emergency services throughout the trial period.

The council committed to holding monthly reviews and a consultation as part of the six-month review process.

As we near the six-month review, we would like your views as to how we progress with the scheme.

Harrow Streetspace: Headstone South



This proposal for the future of the Headstone South LTN takes into consideration the feedback we have received during the trial period, which has included the following themes:

Pros

- A noticeable reduction in the number of speeding motor vehicles within the LTN
- Reduced concerns about road safety
- A noticeable reduction in traffic noise within the LTN
- More pleasant to live and be out and about on local streets
- Increase in local journeys by foot or on bike
- Improvement in air quality because of reduced emissions

Cons

- Impact on emergency service access times
- Longer local car journey times
- Impacts on boundary and nearby main roads: specifically, on increasing congestion and reducing air quality
- The potential effect on access for people with disabilities (i.e. people for whom a car is a mobility aid), including their carers
- Increased congestion in the initial weeks on the local road as traffic built up

The Headstone South scheme was altered in November by removing two sets of planters to address concerns raised around traffic caused by roadworks. In December and January all remaining planters were adjusted to give emergency services full and unrestricted access to the neighbourhood.

Our proposals for the next stage of the scheme seek to address many of the remaining concerns.

It is important that you share your views with us – all views submitted as part of this consultation will be taken into consideration and balanced against Harrow's Transport Local Implementation Plan, and the council's climate emergency and health equality priorities as set out in the Borough Plan.

OVERVIEW OF THE PROPOSAL: AMEND LTN

Feedback over the past few months has shown that the initial option for road closures using planters is not the right solution for Headstone South.

We propose that all physical planters are removed and replaced with a virtual scheme, controlled by using Automatic Number Plate Recognition (ANPR) cameras.

All residents and businesses within the LTN would receive a free virtual permit to gain unrestricted access.

All homes would remain fully accessible to vehicles whether driven by residents, businesses, deliveries or visitors to the area. Nothing being proposed would stop people driving to or from the area – it is the route that would change (see map).

The proposed scheme has been designed to allow residents to make their daily journeys, while reducing excess traffic on residential streets.

It is suggested that the presence of ANPR cameras will discourage traffic from outside the area using the residential streets as a short cut, without the need for a physical blockage.

How could the scheme work?

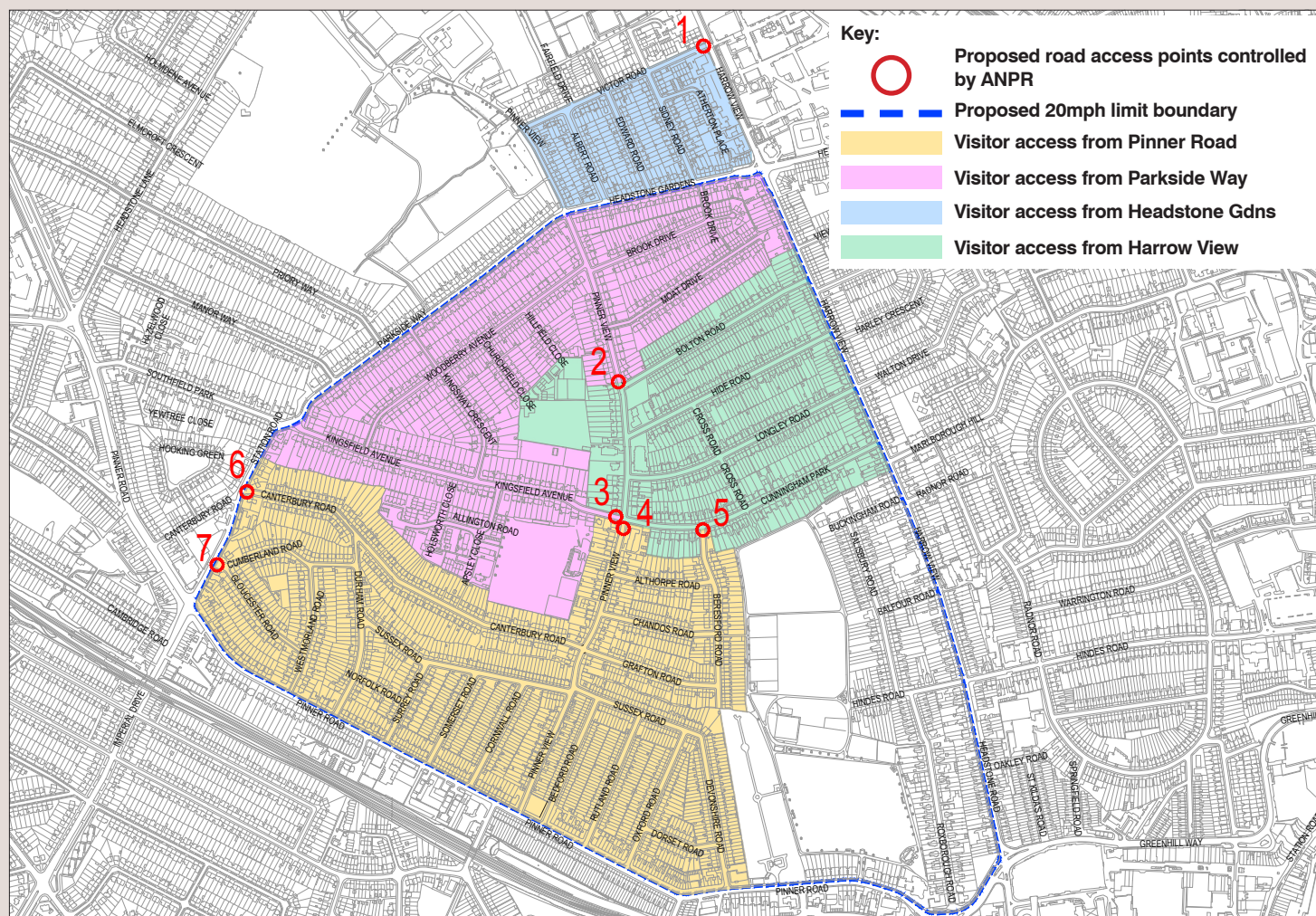
All planters would be removed and ANPR cameras and new signage used to manage the scheme. The permits for residents and businesses within the LTN will be virtual and will give the vehicle free access throughout the neighbourhood.



A virtual scheme using ANPR cameras would:

- Replace the planters (see map)
- Allow visitors/deliveries to access all households in the LTN using the roads highlighted in the map
- Enforce the restrictions for non-local motor traffic, along with signage, to prevent the roads being used as a cut-through
- Allow residents and businesses of the LTN to move freely within the zone by registering vehicles from the household/business for free virtual permits
- Reduce traffic on surrounding main roads by re-routing traffic from within the LTN away from critical points of the network
- Reduce traffic volumes across the neighbourhood to deliver improved air quality, and improved safety

Harrow Streetspace: Headstone South



Visitors can access the LTN through all roads except those controlled by ANPR

for pedestrians and encourage alternative modes of travel over time

- Residents and businesses would need to apply for a virtual permit online.

Accessing the LTN

If this proposal is agreed, residents and businesses within the LTN could apply online for a free virtual permit (see map), which would allow unrestricted access to the neighbourhood. Further information and guidance on applications would be made available online.

The following will have access:

- People walking, scooting, using wheelchairs, mobility scooters and cycles (including adapted cycles)
- Emergency services
- Council vehicles serving properties within the LTN for example waste trucks and Special Education Needs Transport
- Postal service vehicles serving post boxes within the LTN
- Statutory undertakers (such as water and gas companies) attending emergency works within the LTN

- Public transport and Hackney Carriages (Black taxi cabs) serving properties in the LTN.

All other visitors, carers, deliveries and local taxi firms would be able to access the LTN via any road except those controlled by ANPR. See map for details.

In the proposed scheme ANPR cameras would be used at the following locations:

1. Victor Road (by Harrow View)
2. Pinner View (near Bolton Road)
3. Kingsfield Avenue (by Pinner View)
4. Pinner View (by Cunningham Park)
5. Beresford Road (by Cunningham Park)
6. Canterbury Road (by Station Road)
7. Cumberland Road (by Station Road)

Enforcement

If approved, the proposed scheme would be phased in to allow transition from the current scheme before full enforcement would be in effect.

Once operational, the ANPR cameras would read number plates of vehicles driving through the LTN and

Harrow Streetspace: Headstone South



check them against our database of virtual permits. Those with a virtual permit would have unrestricted access to the neighbourhood at all times and would not be subject to FPNs. Motorists without a virtual permit could receive a Fixed Penalty Notice (FPN).

Hours of operation

Our proposal is for the LTN to operate Monday to Sunday, 24 hours a day. This would help to deliver consistent low traffic conditions for residents and businesses within the LTN, to encourage more walking, cycling and sustainable means of travel across the week.

You can share your views on the hours of operation in the consultation.

Reducing speed

We propose that we continue with the 20mph speed limit introduced as part of the trial LTN to further improve safety for local residents.

This could include traffic calming measures e.g. road humps or cushions – the blue dashed line on the map indicates the 20mph zone.

Monitoring

Traffic and local air quality at specific locations to the Headstone South LTN will be assessed and reported on.

The council's transport engineers will also closely monitor the scheme to evaluate its effectiveness.

What do you need to do now?

To fill in the questionnaire go to harrow.gov.uk/ltn

Request a paper copy of the consultation by calling 020 8863 5611 and follow the prompts for calls about LTNs.

All responses should be received no later than 21 March 2021.

Due to the large number of responses we expect to receive it is not feasible to reply to each individual separately.

Who else is being consulted?

We welcome views from all Harrow residents and stakeholders as part of this consultation.

We would especially like to hear from those living in the revised Headstone South LTN as it is their neighbourhood and those on surrounding roads who are also impacted.

We continue to engage with local ward councillors

and emergency services to help inform the decision-making process as well as local businesses, representative groups – disability, public transport operators, schools, places of worship, and health providers within the LTN are also included so we can hear their views.

What happens next?

All responses received during the consultation process will be analysed and recommendations presented in a consultation summary report.

The consultation results will form part of the formal review of the current LTNs to be presented at the special TARSAP meeting on Thursday 22 April 2021. TARSAP will make a recommendation to Cabinet on the next steps for the Headstone South LTN.

The recommendation will be to implement the proposal and amend the scheme or to remove LTNs completely, returning full access for all motor traffic including non-residential traffic. Residents will be written to following the meeting about the outcome and next steps.

For further information visit harrow.gov.uk/ltn

Thank you for taking part

HARROW STREETSPACE PROGRAMME



Low Traffic Neighbourhood FRANCIS ROAD

HAVE YOUR SAY ON THE FUTURE OF THE FRANCIS ROAD LOW TRAFFIC NEIGHBOURHOOD

The Covid-19 pandemic created new challenges in Harrow, including the need to socially distance. In May 2020 the Government issued guidance for local authorities to take immediate action to create space for people to socially distance and encourage walking and cycling while public transport was at reduced capacity.

In preparation for Harrow and London coming out of lockdown and with reduced journeys on public transport due to Covid-19, it was important that we made changes to support active travel and local journeys on foot or by bike and address the increased car usage on the borough road network.

By helping more people to walk and cycle rather than drive short journeys, the temporary schemes were also aimed at supporting our longer-term climate and health objectives of reducing air pollution and levels of obesity and diabetes, while also tackling congestion, speeding and improving overall road safety.

It is important that we work towards a greener environment. Without a reduction in motor traffic and a shift toward more sustainable forms of

transport, we will not meet our climate and healthy lifestyle goals for Harrow.

Prior to the pandemic, Francis Road had suffered from motorists using the residential street as a cut-through, causing environmental and road safety problems for residents. There were also concerns in the wider area about levels of traffic and speeding.

The initial plans for the Francis Road LTN were developed as part of the wider engagement that took place in June 2020. Following this the plans were revised and submitted to the Council's Traffic and Road Safety Advisory Panel (TARSAP) in August 2020.

The scheme was implemented using an experimental traffic regulation order (ETRO) on 25 September 2020 for a six-month trial period. We have engaged with our residents, ward councillors and key stakeholders including the emergency services throughout the trial period. The council committed to holding monthly reviews and a consultation as part of the six-month review process.

As we near the six-month review, we would like your views as to how we progress with the scheme.

Harrow Streetspace: Francis Road

This proposal for the future of the Francis Road LTN takes into consideration the feedback we have received during the trial period, which has included the following themes:

Pros

- A noticeable reduction in the number of speeding motor vehicles within the LTN
- Reduced concerns about road safety
- A noticeable reduction in traffic noise within the LTN
- More pleasant to live and be out and about on local streets
- Increase in local journeys by foot or on bike
- Improvement in air quality because of reduced emissions

Cons

- Impact on emergency service access times
- Longer local car journey times
- Impacts on boundary and nearby main roads: specifically, on increasing congestion and reducing air quality
- The potential effect on access for people with disabilities (i.e. people for whom a car is a mobility aid), including their carers
- Increased congestion in the initial weeks on the local road as traffic built up

■ **Emergency services have been engaged with the scheme and the proposed amendments reflect all feedback we received. Our proposals for the next stage of the scheme seek to address many of the remaining concerns.**

It is important that you share your views with us – all views submitted as part of this consultation will be taken into consideration and balanced against Harrow's Transport Local Implementation Plan, and the council's climate emergency and health equality priorities as set out in the Borough Plan.

OVERVIEW OF THE PROPOSAL: AMEND LTN

Feedback over the past few months has shown that the initial option for road closures using planters is not the right solution for Francis Road.

We propose that the physical planters are removed and replaced with a virtual scheme, controlled by using Automatic Number Plate Recognition (ANPR) cameras. All residents and businesses within the LTN would receive a free virtual permit to gain unrestricted access.

All homes would remain fully accessible to vehicles whether driven by residents, businesses, deliveries or visitors to the area. Nothing being proposed would stop people driving to or from the area – it is the route that would change (see map).

The proposed scheme has been designed to allow residents to make their daily journeys, while reducing excess traffic on residential streets.

It is suggested that the presence of ANPR cameras will discourage traffic from outside the area using the residential streets as a short cut, without the need for a physical blockage.

How could the scheme work?

The planters would be removed and ANPR cameras and new signage used to manage the scheme. The permits for residents and businesses within the LTN will be virtual and will give the vehicle free access throughout the neighbourhood.

A virtual scheme using ANPR cameras would:

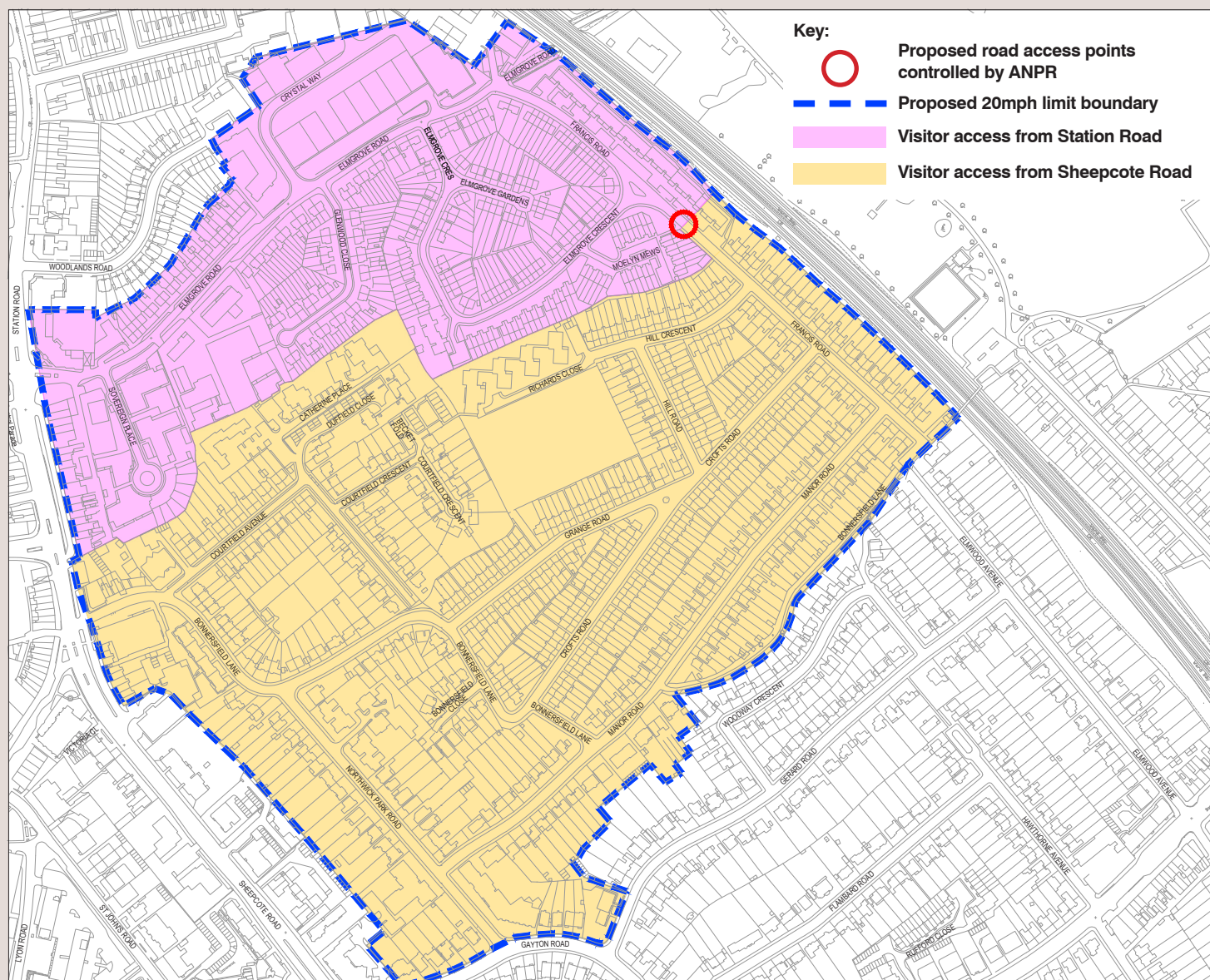
- Replace the planters (see map)
- Allow visitors/deliveries to access all households in the LTN using the roads highlighted in the map
- Enforce the restrictions for non-local motor traffic, along with signage, to prevent the roads being used as a cut-through
- Allow residents and businesses of the LTN to move freely within the zone by registering vehicles from the household/business for free virtual permits
- Reduce traffic on surrounding main roads by re-routing traffic from within the LTN away from critical points of the network
- Reduce traffic volumes across the neighbourhood to deliver improved air quality, and improved safety for pedestrians and encourage alternative modes of travel over time
- Residents and businesses would need to apply for a virtual permit online.



Accessing the LTN

If this proposal is agreed, residents and businesses within the LTN could apply online for a free virtual permit, which would allow unrestricted access to the neighbourhood (see map). Further information and guidance on applications would be made available online.

Harrow Streetspace: Francis Road



Visitors can access the LTN through all roads except those controlled by ANPR

The following will have access:

- People walking, scooting, using wheelchairs, mobility scooters and cycles (including adapted cycles)
- Emergency services
- Council vehicles serving properties within the LTN for example waste trucks and Special Education Needs Transport
- Postal service vehicles serving post boxes within the LTN
- Statutory undertakers (such as water and gas companies) attending emergency works within the LTN
- Public transport and Hackney Carriages (Black taxi cabs) serving properties within the LTN.

All other visitors, carers, deliveries and local taxi firms would be able to access the LTN via any road except those controlled by ANPR. See map for details.

In the proposed scheme, ANPR cameras would be used on Francis Road near the existing width restriction.

Enforcement

If approved, the proposed scheme would be phased in to allow transition from the current scheme before full enforcement would be in effect.

Once operational, the ANPR cameras would read number plates of vehicles driving through the LTN and check them against our database of virtual permits.

Motorists without a virtual permit could receive a Fixed Penalty Notice (FPN).

Hours of operation

Our proposal is for the LTN to operate Monday to Sunday, 24 hours a day.

Harrow Streetspace: Francis Road

This would help to deliver consistent low traffic conditions for residents and businesses within the LTN, to encourage more walking, cycling and sustainable means of travel across the week.

You can share your views on the hours of operation in the consultation.

Reducing speed

We propose that we continue with the 20mph speed limit introduced as part of the trial LTN to further

improve safety for local residents. This could include traffic calming measures e.g. road humps or cushions – the blue dashed line on the map indicates the 20mph zone.

Monitoring

Traffic and local air quality at specific locations to the Francis Road LTN will be assessed and reported on.

The council's transport engineers will also closely monitor the scheme to evaluate its effectiveness.

What do you need to do now?

To fill in the questionnaire go to harrow.gov.uk/ltn

Request a paper copy of the consultation by calling 020 8863 5611 and follow the prompts for calls about LTNs.

All responses should be received no later than 21 March 2021.

Due to the large number of responses we expect to receive it is not feasible to reply to each individual separately.

Who else is being consulted?

We welcome views from all Harrow residents and stakeholders as part of this consultation.

We would especially like to hear from those living in Francis Road LTN as it is their neighbourhood and those on surrounding roads who are also impacted.

We continue to engage with local ward councillors and emergency services to help inform the decision-making process as well as local businesses, representative groups – disability, public transport operators, schools, places of worship, and health

providers within the LTN are also included so we can hear their views.

What happens next?

All responses received during the consultation process will be analysed and recommendations presented in a consultation summary report.

The consultation results will form part of the formal review of the current LTNs to be presented at the special TARSAP meeting on **Thursday 22 April 2021**.

TARSAP will make a recommendation to Cabinet on the next steps for the Francis Road LTN.

The recommendation will be to implement the proposal and amend the scheme or to remove LTNs completely, returning full access for all motor traffic including non-residential traffic.

Residents will be written to following the meeting about the outcome and next steps.

The width restriction on Francis Road will be fully reinstated upon implementation or removal of the scheme and secured ensuring appropriate use and giving access to emergency services.

For further information visit harrow.gov.uk/ltn

Thank you for taking part

HARROW STREETSPACE PROGRAMME



Low Traffic Neighbourhood VAUGHAN ROAD

HAVE YOUR SAY ON THE FUTURE OF THE VAUGHAN ROAD LOW TRAFFIC NEIGHBOURHOOD

The Covid-19 pandemic created new challenges in Harrow, including the need to socially distance. In May 2020 the Government issued guidance for local authorities to take immediate action to create space for people to socially distance and encourage walking and cycling while public transport was at reduced capacity.

In preparation for Harrow and London coming out of lockdown and with reduced journeys on public transport due to Covid-19, it was important that we made changes to support active travel and local journeys on foot or by bike and address the increased car usage on the borough road network.

By helping more people to walk and cycle rather than drive short journeys, the temporary schemes were also aimed at supporting our longer-term climate and health objectives of reducing air pollution and levels of obesity and diabetes, while also tackling congestion, speeding and improving overall road safety.

It is important that we work towards a greener environment. Without a reduction in motor traffic and a shift toward more sustainable forms of transport, we will not meet our climate and healthy lifestyle goals for Harrow.

Prior to the pandemic, Vaughan Road area had suffered from motorists using the residential street as a cut-through, causing environmental and road safety problems for residents. There were also concerns in the wider area about levels of traffic and speeding.

The initial plans for the Vaughan Road LTN were developed as part of the wider engagement that took place in June 2020.

Following this the plans were revised and submitted to the Council's Traffic and Road Safety Advisory Panel (TARSAP) in August 2020.

The scheme was implemented using an experimental traffic regulation order (ETRO) on 25 September 2020 for a six-month trial period.

We have engaged with our residents, ward councillors and key stakeholders including the emergency services throughout the trial period. The council committed to holding monthly reviews and a consultation as part of the six-month review process.

As we near the six-month review, we would like your views as to how we progress with the scheme.

Harrow Streetspace: Vaughan Road



The proposal takes into consideration the feedback we have received during the trial period, which has included the following themes:

Pros

- A noticeable reduction in the number of speeding motor vehicles within the LTN
- Reduced concerns about road safety
- A noticeable reduction in traffic noise within the LTN
- More pleasant to live and be out and about on local streets
- Increase in local journeys by foot or on bike
- Improvement in air quality because of reduced emissions

Cons

- Impact on emergency service access times
- Longer local car journey times
- Impacts on boundary and nearby main roads: specifically, on increasing congestion and reducing air quality
- The potential effect on access for people with disabilities (i.e. people for whom a car is a mobility aid), including their carers
- Increased congestion in the initial weeks on the local road as traffic built up

The Vaughan Road LTN scheme was altered in December as planters were adjusted to give emergency services full and unrestricted access to the neighbourhood.

Our proposals for the next stage of the scheme seek to address many of the remaining concerns.

It is important that you share your views with us – all views submitted as part of this consultation will be taken into consideration and balanced against Harrow's Transport Local Implementation Plan, and the council's climate emergency and health equality priorities as set out in the Borough Plan.

OVERVIEW OF THE PROPOSAL: AMEND LTN

Feedback over the past few months has shown that the initial option for road closures using planters is not the right solution for Vaughan Road.

We propose that all physical planters are removed and replaced with a virtual scheme, controlled by using Automatic Number Plate Recognition (ANPR) cameras.

All residents and businesses within the LTN would receive a free virtual permit to gain unrestricted access.

All homes would remain fully accessible to vehicles whether driven by residents, businesses, deliveries or visitors to the area. Nothing being proposed would stop people driving to or from the area – it is the route that would change (see map).

The proposed scheme has been designed to allow residents to make their daily journeys, while reducing excess traffic on residential streets.

It is suggested that the presence of ANPR cameras will discourage traffic from outside the area using the residential streets as a short cut, without the need for a physical blockage.

How could the scheme work?

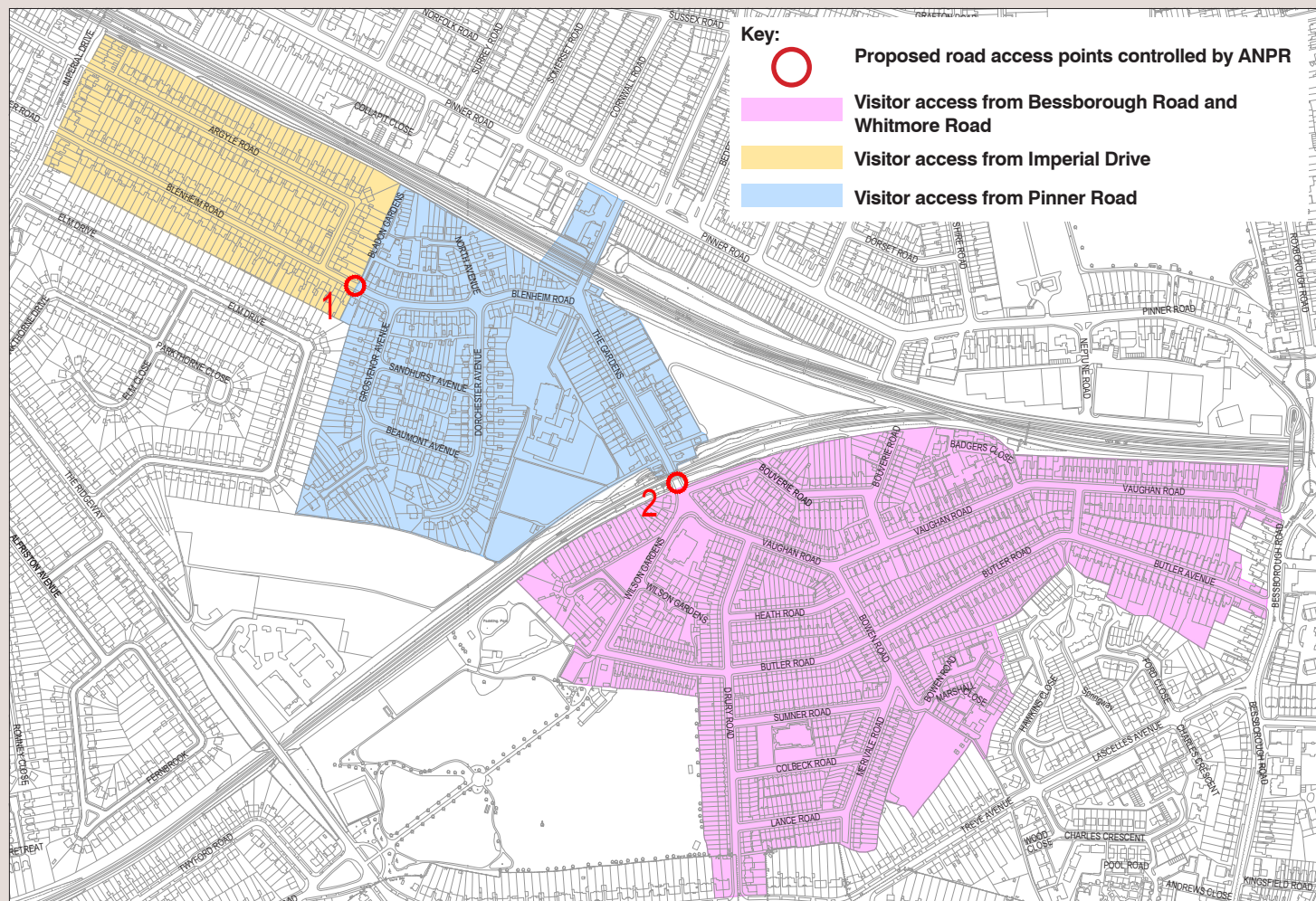
All planters would be removed and ANPR cameras and new signage used to manage the scheme. The permits for residents and businesses within the LTN will be virtual and will give the vehicle free access throughout the neighbourhood.



A virtual scheme using ANPR cameras would:

- Replace the planters (see map)
- Allow visitors/deliveries to access all households in the LTN using the roads highlighted in the map
- Enforce the restrictions for non-local motor traffic, along with signage, to prevent the roads being used as a cut-through
- Allow residents and businesses of the LTN to move freely within the zone by registering vehicles from the household/business for free virtual permits
- Reduce traffic on surrounding main roads by re-routing traffic from within the LTN away from critical points of the network

Harrow Streetspace: Vaughan Road



Visitors can access the LTN through all roads except those controlled by ANPR

- Reduce traffic volumes across the neighbourhood to deliver improved air quality, and improved safety for pedestrians and encourage alternative modes of travel over time
- Residents and businesses would need to apply for a virtual permit online.

Accessing the LTN

If this proposal is agreed, residents and businesses within the LTN could apply online for a free virtual permit (see map), which would allow unrestricted access to the neighbourhood.

Further information and guidance on applications would be made available online.

The following will have access:

- People walking, scooting, using wheelchairs, mobility scooters and cycles (including adapted cycles)
- Emergency services
- Council vehicles serving properties within the LTN for example waste trucks and Special Education Needs Transport

- Postal service vehicles serving post boxes within the LTN
- Statutory undertakers (such as water and gas companies) attending emergency works within the LTN
- Public transport and Hackney Carriages (Black taxi cabs) serving properties in the LTN.

All other visitors, carers, deliveries and local taxi firms would be able to access the LTN via any road except those controlled by ANPR. See map for details.

Enforcement

If approved, the proposed scheme would be phased in to allow transition from the current scheme before full enforcement would be in effect.

Once operational, the ANPR cameras would read number plates of vehicles driving through the LTN and check them against our database of virtual permits.

Motorists without a virtual permit could receive a Fixed Penalty Notice (FPN).

Harrow Streetspace: Vaughan Road



Hours of operation

Our proposal is for the LTN to operate Monday to Sunday, 24 hours a day.

This would help to deliver consistent low traffic conditions for residents and businesses within the LTN, to encourage more walking, cycling and sustainable means of travel across the week.

You can share your views on the hours of operation in the consultation.

Reducing speed

We propose that we continue with the 20mph speed

limit introduced as part of the trial LTN to further improve safety for local residents.

This could include traffic calming measures e.g. road humps or cushions – the blue dashed line on the map indicates the 20mph zone.

Monitoring

Traffic and local air quality at specific locations to the Vaughan Road LTN will be assessed and reported on.

The council's transport engineers will also closely monitor the scheme to evaluate its effectiveness.

What do you need to do now?

To fill in the questionnaire go to harrow.gov.uk/ltn

Request a paper copy of the consultation by calling 020 8863 5611 and follow the prompts for calls about LTNs.

All responses should be received no later than 21 March 2021.

Due to the large number of responses we expect to receive it is not feasible to reply to each individual separately.

Who else is being consulted?

We welcome views from all Harrow residents and stakeholders as part of this consultation.

We would especially like to hear from those living in Vaughan Road LTN as it is their neighbourhood and those on surrounding roads who are also impacted.

We continue to engage with local ward councillors and emergency services to help inform the decision-making process as well as local businesses, representative groups – disability, public transport

operators, schools, places of worship, and health providers within the LTN are also included so we can hear their views.

What happens next?

All responses received during the consultation process will be analysed and recommendations presented in a consultation summary report.

The consultation results will form part of the formal review of the current LTNs to be presented at the special TARSAP meeting on Thursday 22 April 2021.

The recommendation will be to implement the proposal and amend the scheme or to remove LTNs completely, returning full access for all motor traffic including non-residential traffic. TARSAP will make a recommendation to Cabinet on the next steps for the Vaughan Road LTN.

Residents will be written to following the meeting about the outcome and next steps.

The zebra crossing on Vaughan Road at the junction with the Gardens will be fully reinstated upon implementation or removal of the scheme.

For further information visit harrow.gov.uk/ltn

Thank you for taking part



Report for:	TRAFFIC & ROAD SAFETY ADVISORY PANEL
Date of Meeting:	22 April 2021
Subject:	Cycle Lane Schemes
Key Decision:	Yes, recommendations will be referred to Cabinet for decision
Responsible Officer:	Paul Walker – Corporate Director, Community
Portfolio Holder:	Varsha Parmar - Portfolio Holder for Environment
Exempt:	No
Decision subject to Call-in:	No, but any Cabinet decision will be subject to call in
Wards affected:	Greenhill, Harrow Weald, Queensbury
Enclosures:	Appendix 1 Monitoring pedestrian, cycling and vehicle activity Appendix 2 Cycling Schemes Public Consultation Feedback Appendix 3 SC-01 - Honeypot Lane, Queensbury Appendix 4 SC-03 - Sheepcote Road, Harrow Appendix 5 SC-09 - Uxbridge Road, Harrow Weald

Section 1 – Summary and Recommendations

This report details the six-month review of the three cycle lanes introduced as a part of the Harrow Streetspace Programme in October 2020 and to consider the future of the schemes.

Recommendations

1. That the panel consider the information provided in this report and make a recommendation to Cabinet remove these schemes with immediate effect
2. That the panel recommend to the Corporate Director of Community following consultation with the Portfolio Holder for Environment to work towards:
 - a review of the strategy with all stakeholders to create the infrastructure in Harrow that can be improved and expanded, including quiet ways, to create a seamless cycle link across the borough and report back to TARSAP in three months.
 - introducing speed reductions on Honeypot Lane and Uxbridge Road where budget and enforcement constraints allow.

Reason: (For recommendations)

The three schemes were implemented in October 2020 on an experimental basis for 6-months to test the effects of Strategic Cycle lanes in three areas.

The schemes were funded on the condition that we only used the Transport for London (TfL) design criteria, which wasn't Harrow specific and therefore didn't account for any local conditions.

Therefore, post implementation the schemes have clearly demonstrated that they aren't the option best suited to Harrow and that alternative designs for any future cycle scheme fully account for local conditions.

The TfL funding has been exhausted and therefore any new scheme would require new funding which is not currently available from within existing budgets.

With the need for social distancing to continue for the longer-term, alongside the return of schools and easing of lockdown restrictions it is expected that levels of car usage will remain high, if not increase, in the short term, thereby putting further strain on the highways and junctions.

The engagement and consultation over the experimental six-month period

have highlighted that a majority do not agree with the design of the cycle lanes and have clearly indicated that they are not working for all users.

There remains support from residents and Ward Councillors to retain the 30MPH speed limit introduced as part of the cycle lanes schemes on Honeyput Lane and Uxbridge Road.

Section 2 – Report

Introduction

- 2.1 The purpose of this report is to give an update to TARSAP on the progress of the experimental Strategic Cycling Schemes, which were planned for a term of up to 18 months.
- 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:
- i) enable social distancing on street,
 - ii) encourage Londoners to avoid unnecessary use of public transport,
 - iii) focus on strategic movement to prioritise walking and cycling.
- 2.3 Harrow participated in the London Streetspace Programme (LSP) promoted by Transport for London (TfL) and subsequently made funding applications and secured funding to implement local proposals to support reallocating more road space on the road network to pedestrians and cyclists. This included proposals for three strategic cycle lanes.
- 2.4 Detailed guidance for the London Streetspace Programme was released to the London boroughs by TfL in mid-May 2020 and can be found at <http://content.tfl.gov.uk/lsp-interim-borough-guidance-main-doc.pdf>
- 2.5 In preparation for Harrow and London coming out of lockdown and with reduced journeys on public transport due to Covid-19, it was important that we made changes to support active travel and local journeys on foot or by bike and address the increased car usage on the borough road network.
- 2.6 By helping more people to walk and cycle rather than drive short journeys, the temporary schemes were also aimed at supporting our longer-term climate and health objectives of reducing air pollution and levels of obesity and diabetes, while also tackling congestion, speeding, and improving overall road safety.
- 2.7 The Council began the process of implementation the experimental cycling schemes on 25 June 2020. These schemes include:

- SC-01 Honeypot Lane, Queensbury
- SC-03 Sheepcote Road, Greenhill
- SC-09 Uxbridge Road, Harrow Weald

2.8 The method for implementing these schemes was using an experimental traffic order to introduce the restrictions and to operate the schemes as a trial for 6 months. There is no statutory consultation required in advance of introducing the measures with this method and the first 6 months of operation would be the statutory consultation period when representations can be made by the public.

2.9 A commitment was made by Cabinet that the schemes would be kept under ongoing review and a report brought back to Traffic and Road Safety Advisory Panel (TARSAP) 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.

2.10 This included the opportunity to review each scheme after 6 months to see how it is performing and whether any further decisions are needed such as:

- To make the scheme permanent
- To extend the scheme by another six months
- To amend the schemes and extend for a further six months
- To cancel the experimental scheme.

2.11 This report sets out the findings from officers and feedback from the local community and stakeholders, including the Emergency Services, following the first 6 months of operation.

The schemes

2.12 The Harrow Streetspace programme took forward the government directive via Transport for London to deliver a range of active travel schemes including strategic cycling schemes.

2.13 The LIP programme, the council's main source of road safety funding, was suspended in May 2020/21 and 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 in accordance with the TFL guidance.

2.14 The schemes were fully funded by central Government through Transport for London (TfL).

2.15 The strategic cycle schemes have been implemented on an experimental basis in 3 locations in the borough:

- SC01 – Honeypot Lane, Queensbury on 10 July 2020
 - SC-03 – Sheepcote Road, Greenhill 17 July 2020
 - SC09 – Uxbridge Road, Harrow Weald on 24 July 2020
- 2.16 The schemes were placed on multi-lane major routes in the borough.
- 2.17 The schemes used TfL design methodology, and introduced dedicated nearside cycle lanes, with an offside vehicular traffic lane, to allow sufficient space and segregation between cyclists and vehicles.
- 2.18 As part of the schemes speed limits were reduced from 40mph to 30mph on Honeypot Lane and Uxbridge Road.
- 2.19 On Sheepcote Road the hours of the southbound bus lane between Gayton Road and Northwick Park Roundabout were extended to operate 'At Any Time'.
- 2.20 See Appendices 3 - 5 for maps of the cycle lanes.

Methodology

- 2.21 At the special meeting of TARSAP on 10 August it was recommended and then agreed by the Deputy Leader on the 19 August on behalf of the Leader, to carry out monthly reviews to understand the impact of the schemes and to adjust as needed.
- 2.22 The monthly reviews included:
- Pedestrian / cycling / vehicle activity (measured by counts)
 - Gathered feedback from the local community including:
 - The Emergency services
 - Bus services (TfL)
 - Residents, businesses, schools, health centres and places of worship
 - Ward Councillors
 - Officer observations about operational performance
 - Suggested scheme changes and or improvements.
- 2.23 The monthly reports were reviewed by the Environment Portfolio Holder and Corporate Director for Community.

Monitoring pedestrian, cycling and vehicle activity

- 2.24 The impact of the cycle schemes on the levels of walking, cycling and vehicles were monitored throughout the six-month trial period using both CCTV footage and an Automatic Traffic Counter (see Appendix 1 for details).
- 2.25 Counts took place during the week and at the weekends between 7am and 7pm.

- 2.26 In Harrow a low percentage of journeys are made by bike – cycling has the lowest travel mode share and has been highlighted in the Borough Transport Local Implementation Plan as a priority for interventions and improvements to increase levels of cycling.
- 2.27 The surveys demonstrate that cycling levels started at a low level and remained low. The surveys indicate that travel by motor vehicle is the dominant travel mode consistent with Harrow having a very high percentage/mode share of travel by car.
- 2.28 The levels of walking and cycling increased in November, January and February which are likely to be influenced by school closures, more people being at home and exercising locally/changing some of their behaviour for local journeys under the more severe government restrictions.
- 2.29 Onsite observations by officers during peak times on weekdays indicate that while cycle lanes have impacted on que lengths due to two lanes of traffic merging into one, vehicle journey times and levels of congestion have not been impacted, with levels of congestion remaining at pre pandemic levels.

Engagement with key stakeholders

- 2.30 The Council engaged with key stakeholders, including the emergency services, residents and businesses as well as ward councillors throughout the six-month trial period.

Transport Officer comments

- 2.31 There are concerns about the road safety of the schemes, where the design of the cycle lanes, as implemented in Harrow, has resulted in forcing two lanes of vehicular traffic to merge into a single outside lane.

Emergency services comments

- 2.32 The Council have continued to engage with the Emergency services throughout the process, no operational issues have been highlighted generally but some changes were made to the Honeypot Lane cycle lane due to the proximity of Stanmore Fire Station to the cycle lane, and impact on queuing traffic on emergency vehicles leaving and accessing the station:
- December 2020: changes were made to the Honeypot Lane cycle lane, removing the traffic cones on the northbound to section of the cycle lane between Crowshott Avenue and Whitchurch Lane to allow the cycle lane to be used by fire crews on emergency calls to bypass queuing traffic.
 - March 2021: To create gaps in the line of cones along the lane making room for cars to pull over and create space for emergency vehicles on call to pass.

Public transport services comments

- 2.33 Transport for London is responsible for the commissioning and operation of bus services in London, and they have been contacted to seek their views about the impact of the cycle schemes on bus services. No operational issues have been highlighted.

Cycle groups comments

- 2.34 The schemes are supported by local cyclists, the Bicycle User Group (BUG) at London North West University Hospital trust and the Harrow Cyclists group, represented on TARSAP, who agree with the introduction of the schemes.
- 2.35 In general cycle groups would like to see these proposals go further to improve connectivity with the wider cycle network and to improve cycle safety at main road junctions.
- 2.36 Amongst cyclists there is support for 2 of the 3 routes (Sheepcote Road & Uxbridge Rd).

Ward councillors

- 2.37 Ward councillors for the three cycle lanes have been engaged with throughout the process.
- 2.38 Queensbury ward councillors requested a residential service road on the western side of Honeypot Lane be subject to a 20mph speed limit and this proposal has been approved and is being taken forward to implementation on an experimental basis.
- 2.39 In addition to the overall feedback on the Uxbridge Road cycle lane and the engagement, Harrow Weald Ward councillors have requested the 30mph speed limit on Uxbridge Road, in view of the longstanding speeding issues on this road.

Commonplace engagement

- 2.40 The Council set up a public engagement portal on Commonplace in October 2020 to give the local community a platform to share their views and experiences of all the Streetspace scheme trials, including the cycle lanes. The engagement ran until 31 March 2021.
- 2.41 Over the lifetime of the engagement portal, the three cycle lanes received almost 2,400 comments on Commonplace.
- 2.42 Feedback reflects a sustained unpopularity amongst the community towards cycle lanes - with 90% of people responding saying they feel negatively or mostly negatively towards the cycle lanes and wanting them removed.
- 2.43 SC-01 Honeypot Lane, Queensbury cycle lane received the most responses with 927 people sharing how they felt towards the scheme. Of the responses 93% of people said they feel negative or mostly negative towards the scheme and 94% wanted the scheme removed now or at the end of the trial.

- 2.44 SC-03 Sheepcote Road, Greenhill cycle lane received 445 responses with 81% of people saying they felt negatively or mostly negative about the schemes and 83% wanted the scheme removing.
- 2.45 SC-09 Uxbridge Road, Harrow Weald cycle lane received 680 responses with 89% of people saying they felt negatively or mostly negative about the schemes, with 87% wanting the scheme removed.
- 2.46 The largest group of responses to the cycle lane Commonplace portal was from motorists (53%) - this group expressed more negative sentiments expressing the view that there is increased congestion and queuing at busy times. Residents living locally to the cycle lanes and businesses made up 25% of responses – this group was also generally negative for the same reasons as motorists.
- 2.47 The measures were considered more positive by cyclists although they represent a smaller proportion of the responses received (11%).

2.48 Common themes included:

PROS	CONS
<p>More cycle lanes can lead to more cyclists – reducing pollution and improving health</p> <p>Lanes make it safer to cycle due to the space given to cyclists/ separation from vehicles</p> <p>Support for speed reduction options for example the 20MPH limit on Honeypot Lane service road and 30MPH on Uxbridge Road in introduced as part of the scheme</p> <p>First steps to a borough wide cycle network</p>	<p>Increase traffic and pollution and delays to journey times</p> <p>Concerns around impact on traffic queues once lockdown restrictions are eased and more cars return to the road</p> <p>Delays for emergency vehicles and impact on bus services</p>

2.49 See Appendix 2 - Cycling Schemes Public Consultation Feedback

Staffing/workforce

- 2.50 The monitoring and implementation of speed reductions/development of a cycle strategy will be undertaken by existing staff resources within the Traffic, Highways & Asset Management team and Parking & Network Management team.

Environmental Implications

- 2.51 Benefits identified were achieved by encouraging active travel.
- 2.52 Due to continuation of social distancing and reduced capacity on public transport, alongside the easing of restrictions and the return of schools, it is expected that traffic will at-least return to pre-pandemic levels or increase. This is expected to be an issue across the borough/London/country with a negative impact on air quality.
- 2.53 The continuation of the 30MPH speed limit introduced as part of the scheme, could help to address issues of speeding vehicles and risk of collisions/injury, thereby going some way to mitigating the return of increased traffic to the road network.

Data Protection Implications

- 2.54 There are no data protection implications.

Risk Management Implications

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

Procurement Implications

- 2.57 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

- 2.58 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.
- 2.59 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. Local

authorities in areas with high levels of public transport are required to take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing.

2.60 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.

2.61 The Council has the following options in relation to experimental traffic regulation orders:

- a. Make the order permanent
- b. Modify the order
- c. Extend the order for a maximum period of 18 months from the start of the order, with or without modification
- d. End the order and remove the scheme

2.62 When making decisions, the Council must take account of statutory guidance. TfL has published interim guidance in relation to experimental traffic regulation orders to deliver Streetspace schemes. This states the following:

- e. Schemes should be given time to bed in, generally for at least a three-month period, noting seasonal trends and Covid related restrictions, which can make comparisons challenging.
- f. If, after a monitoring period, the data indicates that the scheme is at risk of not meeting the core objectives or of causing negative impacts e.g. regarding accessibility, the local authority could consider what changes are needed.

2.63 When making decisions, the Council must take account of all relevant information, including consultation results, statutory guidance, internal policies, consultation results and equality impact. It must weigh this information up in a fair way and come to a reasoned decision. When considering consultation results, the Council should consider the detail of the results as well as the numbers of respondents expressing support or otherwise for a proposal. When making decisions to change existing arrangements, it is not uncommon for the majority of respondents to be against the proposal. The Council must take these views into account, but must also weigh this against other information, such as environmental impact, financial implications and the legislative framework.

Financial Implications

2.64 TfL awarded funding of £100k in 2020/21 to introduce the three cycle lanes.

2.65 Should the cycle lanes be removed, there would be a one-off cost of reinstating the traffic lanes, which will need to be met from within Highways Maintenance revenue budget, It is estimated that it would cost approx. £50k to

reinstate the traffic lanes by removing cones / signing and burning off and repainting road markings.

Equalities Implications / Public Sector Equality Duty

2.66 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.

2.67 TfL have highlighted the need to assess the impacts of schemes on all protected characteristics and the schemes have been subject to a separate EqIA. The schemes do have positive benefits for the groups in the table below:

Protected characteristic	Impact
Age	<p>Young children and elderly people generally benefit most from schemes that prioritise cycling because improved road layouts and public realm provide improved safety, security and convenience and improved access to the town centre and facilities.</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>The schemes form part of wider school travel planning objectives, which should see longer term health impacts for children and young people.</p>
Pregnancy or maternity	<p>Parents with young children will generally benefit most from schemes that prioritise cycling because improved road layouts and public realm provide improved safety, security and convenience.</p> <p>Minor negative impacts have been highlighted on car journeys with increased journey times to local destinations such as schools and medical centres on main routes. This could also affect residents more dependent on travel by car or taxi or that receive care from carers visiting by car.</p>

Council Priorities

2.68 The proposed programme detailed in the report supports the Harrow Ambition Plan and contributes to achieving the administration's priorities. The proposed schemes will have the following impact on Council priorities:

Corporate priority	Impact
Building homes and infrastructure Improving the environment and addressing climate change	Measures to develop an integrated cycle network using quiet ways would encourage a greater uptake of cycling for leisure and commuting with wider public health benefits and improve air quality. Measures to introduce speed reductions will also benefit all motorists – by creating safer roads.
Addressing health and social care inequality Tackling poverty and inequality Thriving economy	An improvement in public health will reduce pressure on health services particularly during the current health crisis. Measures to support social distancing will help to reduce fear of the risk of infection and encourage more people to make local journeys by walking and cycling. A new cycle network using quiet ways will improve access to transport links, shopping centres and recreational activities. More cycling journeys can encourage people to shop locally and thereby support the local economy.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 13 April 2021

Statutory Officer: Hugh Peart

Monitoring Officer

Date: 15 April 2021

Section 3 - Procurement Officer Clearance

Statutory Officer: Nimesh Mehta

Signed by the Head of Procurement

Date: 13 April 2021

Section 3 – Corporate Director Clearance

Statutory Officer: Paul Walker

Corporate Director - Community

Date: 15 April 2021

Mandatory Checks

Ward Councillors notified: **YES**

EqlA carried out: YES

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

Section 4 - Contact Details and Background Papers

Contact:

David Eaglesham – Head of Traffic, Highways & Asset Management

E- mail David.Eaglesham@harrow.gov.uk

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

NO

Appendix 1

Monitoring pedestrian, cycling and vehicle activity

The dates for data collection are as follows:

- | | |
|--|---|
| <p><u>CCTV counts</u></p> <ul style="list-style-type: none"> • June 18th and 20th • September 10th and 12th • October 15th & 17th • November 12th & 14th • December 10th & 12th • January 1st & 23rd | <p><u>Automatic traffic counters</u></p> <ul style="list-style-type: none"> • June 2nd – 8th • September 9th – 15th • October 10th – 16th • November 7th – 13th • December 5th – 11th • January 18th – 24th |
|--|---|

The surveys were undertaken at the following locations as follows:

- Honeypot Lane by Crowshott Avenue (SC-01)
- Sheepcote Road by Nightingale Court (SC-03)
- Uxbridge Road west of roundabout with Courtenay Avenue (SC-09)

The table below gives details of all the pedestrian, cycle and vehicle counts undertaken. The schemes were implemented in July and so the counts in June were undertaken prior to implementation.

Weekday 7am - 7pm	SC-01 Honeypot Lane			SC-03 Sheepcote Road			SC-09 Uxbridge Road		
	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles
June	628	77	14717	598	65	12367	297	67	15984
September	1020	139	15481	1178	114	13818	325	94	17602
October	943	98	15417	1008	77	14052	331	61	17430
November	1158	110	14414	1075	96	13439	342	123	15394
December	971	77	14877	857	63	13832	226	62	17116
January	983	123	11111	565	57	11181	446	72	12775
February	1015	97	11964	645	84	12413	502	80	13984

Weekend 7am - 7pm	SC-01 Honeypot Lane			SC-03 Sheepcote Road			SC-09 Uxbridge Road		
	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles
June	792	245	13597	745	136	12325	431	348	16111
September	639	144	15162	689	102	12945	292	163	16959
October	709	117	14637	615	66	12851	342	101	17098
November	412	47	12407	332	40	10609	202	32	13205

December	709	70	14143	591	78	12797	207	88	16550
January	999	120	11539	592	85	10033	571	153	12035
February	1104	198	12402	667	111	10938	687	205	13684

Appendix 2

STRATEGIC CYCLE SCHEMES – COMMONPLACE PORTAL SUMMARY

What is your connection with this scheme?

	Cyclist using route	Motorist using route	Pedestrian using route	Local business located on route	Local resident living on route	Other
SC-01 - Honeypot Lane, Queensbury	111	596	96	24	286	30
SC-03 - Sheepcote Road, Harrow	62	200	53	9	105	16
SC-09 - Uxbridge Road, Harrow Weald	83	476	46	11	151	19
Grand Total	256	1272	195	44	542	65

How do you feel about this scheme?

All respondents	negative mostly	negative	neutral	positive	mostly positive	Grand Total
SC-01 - Honeypot Lane, Queensbury	794	63	4	15	51	927
SC-03 - Sheepcote Road, Harrow	257	20	6	15	44	342
SC-09 - Uxbridge Road, Harrow Weald	558	49	7	8	58	680
Grand Total	1609	132	17	38	153	1949

Cyclist using route	mostly negative	negative	neutral	positive	mostly positive	Grand Total
SC-01 - Honeypot Lane, Queensbury	61	5	3	12	30	111
SC-03 - Sheepcote Road, Harrow	18	2	2	11	29	62
SC-09 - Uxbridge Road, Harrow Weald	21	7	6	8	41	83
Grand Total	100	14	11	31	100	256

What do you think should happen to this scheme in the future?

	Don't know	Extend trial for up to 18 months	Make scheme permanent	Remove scheme	Review at end of 6 month trial	Grand Total
SC-01 - Honeypot Lane,	1	8	54	842	14	919

Queensbury						
SC-03 - Sheepcote Road, Harrow	0	8	52	273	6	339
SC-09 - Uxbridge Road, Harrow Weald	0	7	58	592	19	676
Grand Total	1	23	164	1707	39	1934

Let us know any other comments you have?

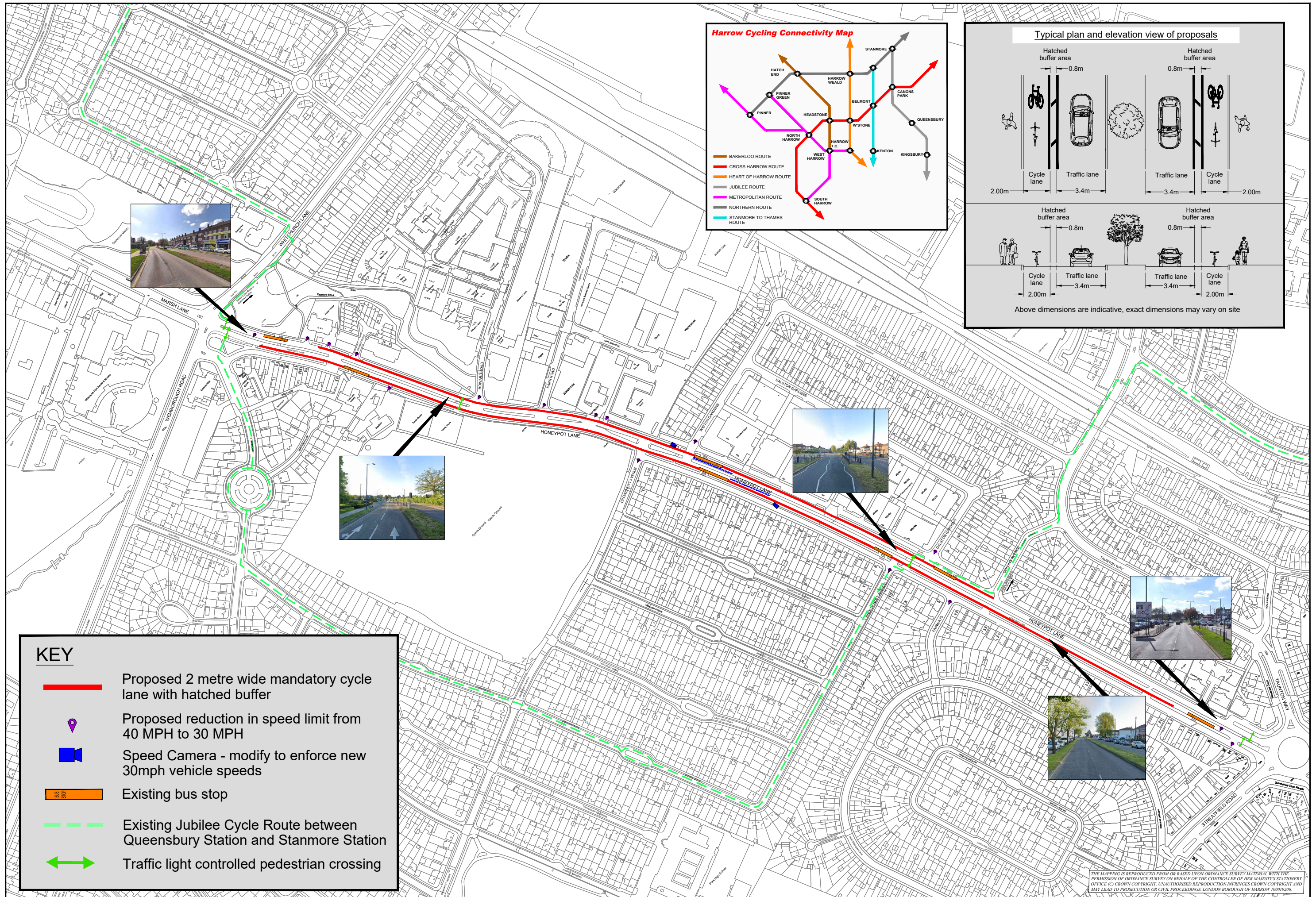
	SC-01 - Honeypot Lane, Queensbury General Comments Summarised	No.
1	The cycle lane on Honeypot Lane causes / will cause more traffic congestion	514
2	Not enough cyclists use the cycle lanes	497
3	The cycle lane on Honeypot Lane causes / will cause more pollution	180
4	Waste of council funds / resources/ road space / time	170
5	Increase response time for emergency services	100
6	Service Road is much safer for cyclists to use the road	64
7	Cycle lanes are inconsistent / broken / hazard for pedestrian / cyclist / vehicles.	64
8	Support the scheme	50
9	Dangerous at junctions where traffic has to turn left or right	46
10	Cyclists do not need to use the full lane / Cycle lanes are too wide	17
11	We were not properly consulted on this scheme	16
12	Cyclists are using / still prefer to use pavement	14
13	Support the 40mph speed limit reduction to 30mph	13
14	Suggest to convert cycle lanes to bus lanes to allow buses, motorbikes and cycles to use it.	11
15	Excessive debris in the newly created cycle lanes could be a safety hazard to the cyclists	8
16	Support the scheme. Proposals will improve long term health and environmental sustainability.	7
17	Buses are delayed	7
18	Cycle lanes are dangerous near the bus stops and side streets	7
19	Traffic cones left in driving lanes \ are eyesore	7
20	Extend the scheme to other areas	6
	provide dedicated cycle tracks on Northwick Park Roundabout	6
21	Support the scheme. Provide more segregation at junctions and bus stop for protection of cyclists	6
22	Vehicles are using side roads / residential street to bypass the congestion on Honeypot Lane	5
23	Cycle lanes discriminates against disabled people	4
	Miscellaneous comments	7

	SC-03 - Sheepcote Road, Harrow General Comments Summarised	No.
1	The cycle lane on Sheepcote Road causes / will cause more traffic congestion (on Northwick Park roundabout)	162
2	Not enough cyclists use the cycle lanes	112
3	The cycle lane on Sheepcote Road causes / will cause more pollution	69

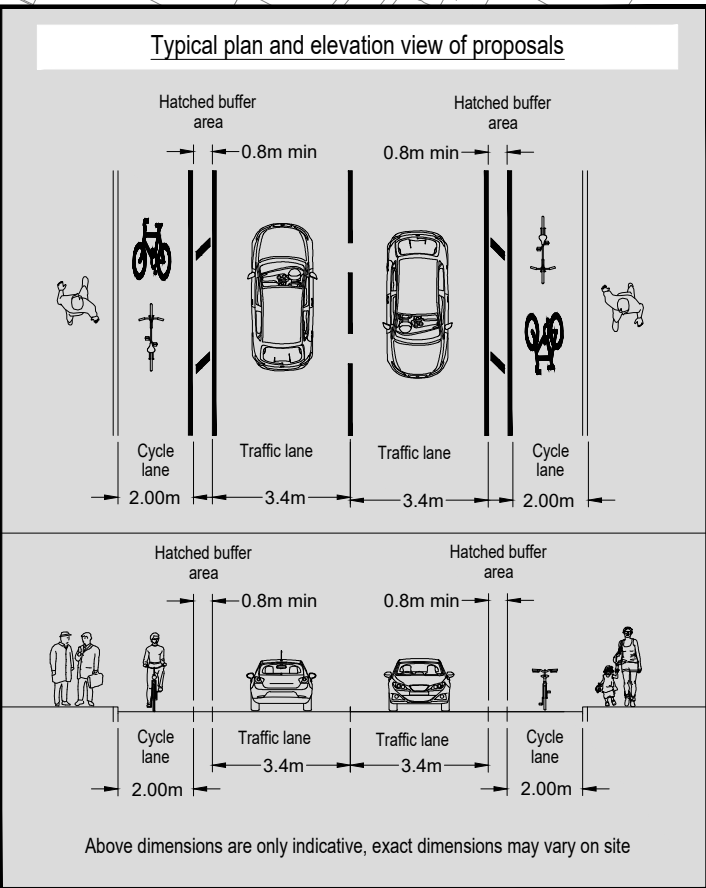
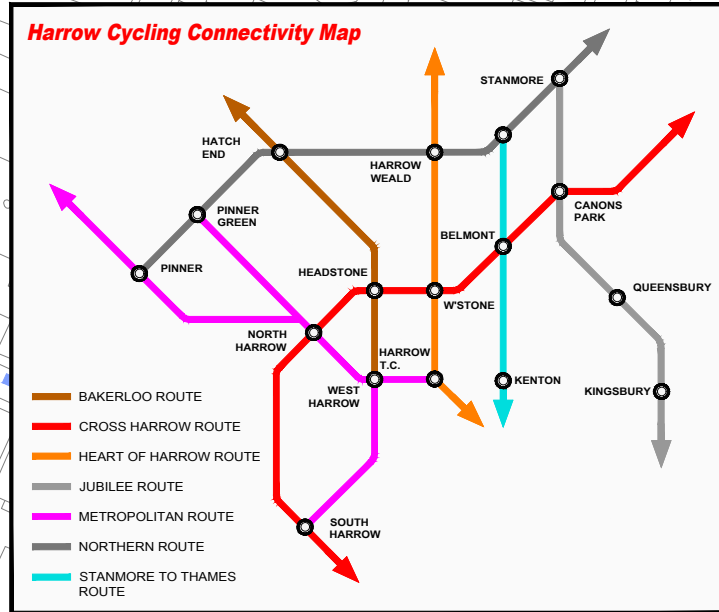
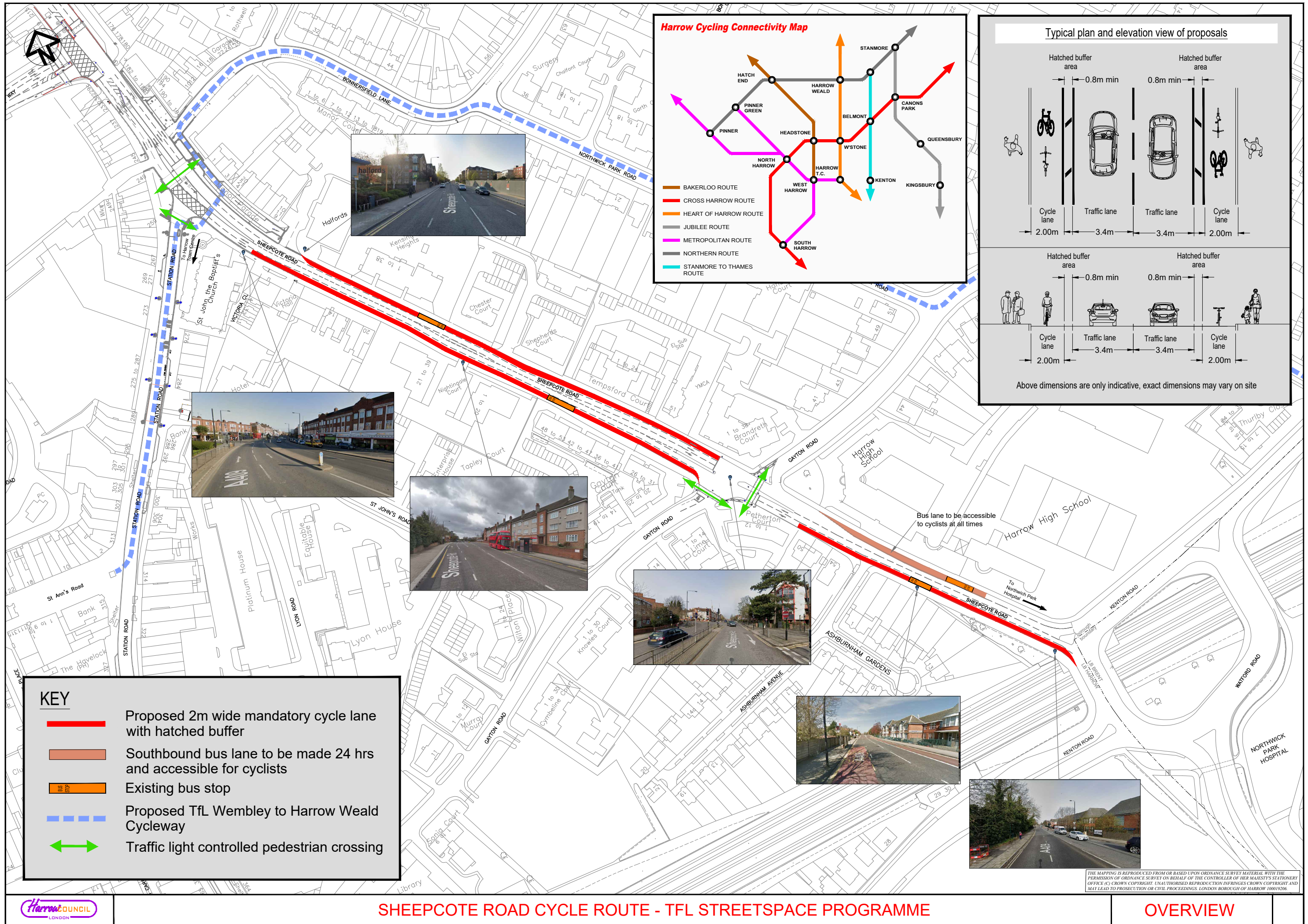
4	Support the proposals	40
5	Waste of council funds / resources/ road space / time	34
6	The cycle lanes has made Northwick Park Roundabout dangerous for all road users	21
7	Increase response time for emergency services	19
8	Northwick Park roundabout is not safe for cyclists / general traffic	16
9	extend the scheme further	14
10	Proposals do not provide any benefit	12
11	Cyclists are using / still prefer to use pavement	10
12	Cycle measures are not suitable for Sheepcote Road which is a main thoroughfare	8
13	The closure of Francis Road has caused extra traffic on Sheepcote Road	7
14	Cycle lanes are dangerous near the bus stops and side streets	6
15	Cyclists do not need to use the full lane / Cycle lanes are too wide	6
16	Cycle lanes are dangerous	5
17	Cycling is seasonal, not suitable in winter months	5
18	Suggest to convert cycle lanes to bus lanes to allow buses, motorbikes and cycles to use it.	4
19	Traffic is using Bonnersfield Lane as a through road to bypass congestion on sheepcote Road	4
20	We were not properly consulted on this scheme	4
	Miscellaneous comments	49

	SC-09 - Uxbridge Road, Harrow Weald General Comments Summarised	No.
1	Not enough cyclists use the cycle lanes	341
2	The cycle lane on Uxbridge Road causes / will cause more traffic congestion	300
3	The cycle lane on Uxbridge Road causes / will cause more pollution	136
4	Waste of council funds / resources/ road space / time	115
5	Support the scheme	49
6	Proposals are dangerous to drivers / pedestrians / cyclists	46
7	Cycle lanes are dangerous near the bus stops and side streets	24
8	The roundabout is often congested and dangerous for all road users	19
9	cycle lanes are safer with segregation	15
10	The cycle lanes are too wide	14
11	We were not properly consulted on this scheme	11
12	Traffic cones left in driving lanes \ are eyesore	9
13	Dangerous at junctions where traffic has to turn left or right	7
14	Support the 40mph speed limit reduction to 30mph	6
15	Cycling is seasonal, not suitable in winter months	6
16	Traffic is now using nearby residential streets to bypass congestion on Uxbridge Road	4
17	General traffic often exceeds the new 30mph speed limit	4
	Miscellaneous comments	40

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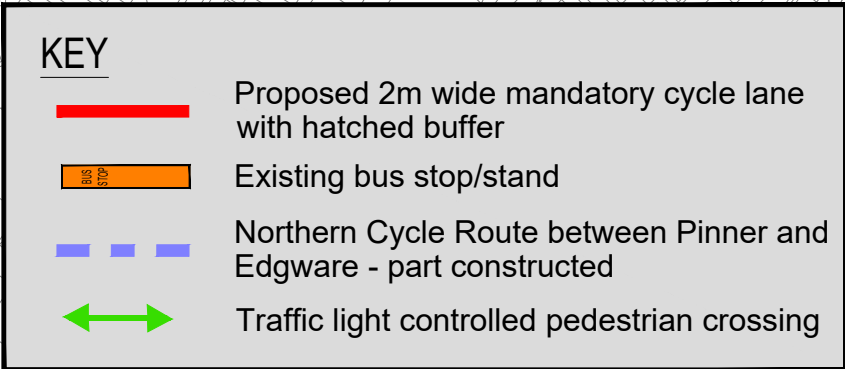
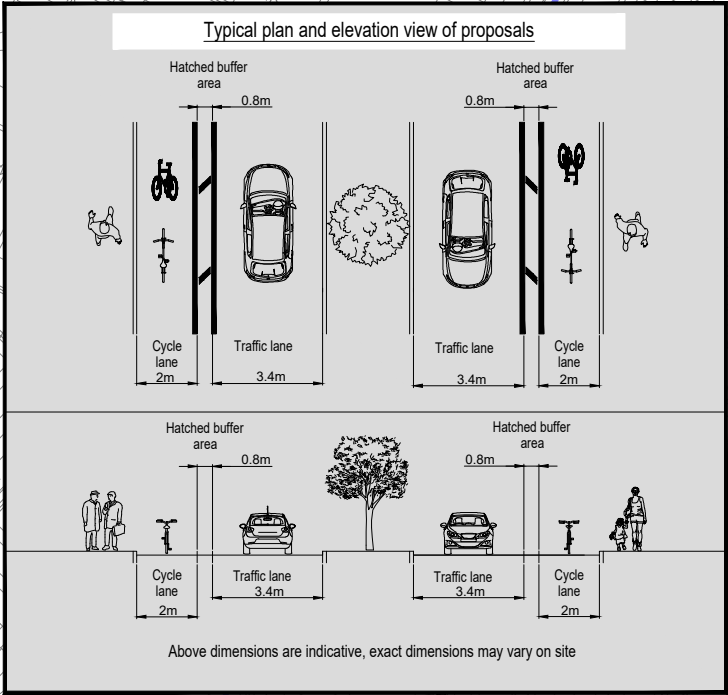
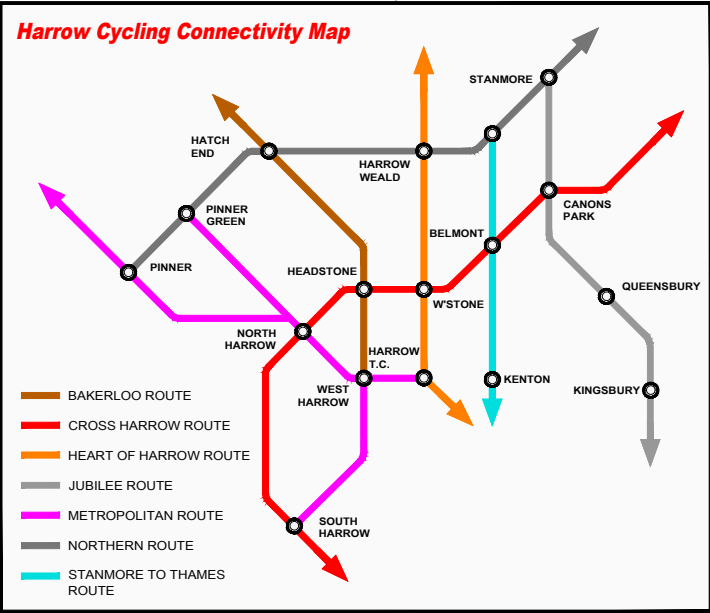
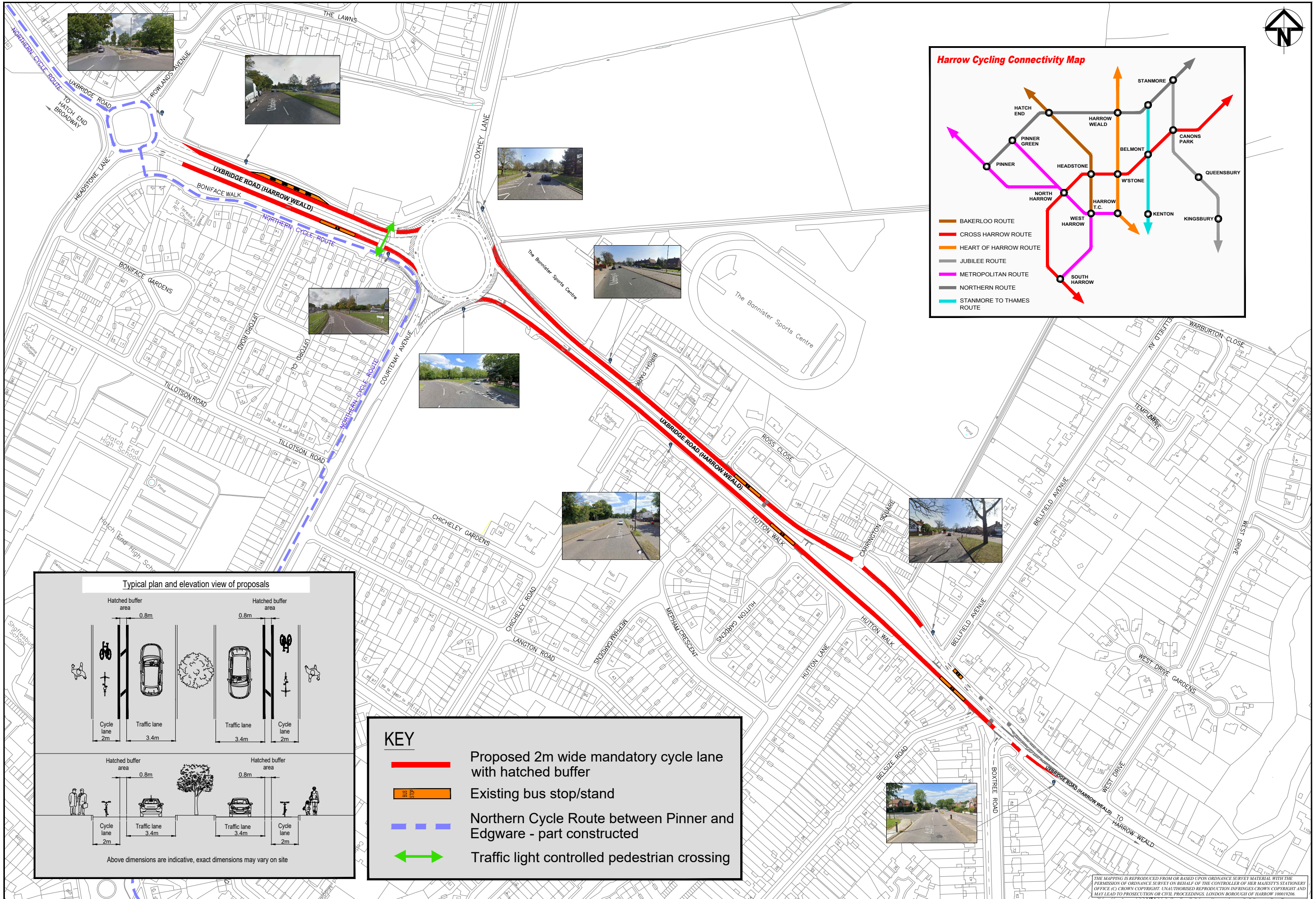


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Report for:	TRAFFIC & ROAD SAFETY ADVISORY PANEL
Date of Meeting:	22 nd April 2021
Subject:	School Street Schemes
Key Decision:	Yes, recommendations will be referred to Cabinet for decision
Responsible Officer:	Paul Walker – Corporate Director, Community
Portfolio Holder:	Varsha Parmar - Portfolio Holder for Environment
Exempt:	No
Decision subject to Call-in:	Yes, recommendations will be referred to Cabinet for decision
Wards affected:	Belmont , Hatch End, Marlborough, Rayners Lane
Enclosures:	Appendix A – Schemes leaflets Appendix B – Six-month review report

Section 1 – Summary and Recommendations

This report details the six-month review of the four school streets schemes introduced as a part of the Harrow Streetspace Programme in October 2020 and to consider the future of the schemes.

Recommendations:

The Panel is requested to recommend to Cabinet that:

1. That the experimental trials of the school streets schemes be continued until month 12 of the 18 months.
2. That a full report be brought to TARSAP on the progress of the experimental trials in order that the future of the schemes can be considered.

Reason: (For recommendations)

To continue to evaluate the performance of the school streets schemes over the 18-month experimental period.

Section 2 – Report

Introduction

- 2.1 The 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) promoted by Transport for London (TfL) 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. This included proposals for four school streets.

- 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 changes will also increase levels of physical activity and help to improve our health and wellbeing. 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. 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 school streets schemes implemented have been subject to a six month review which is presented in this report. The review is an important part of helping us understand the impact of the schemes and includes feedback from a wide variety of stakeholders including residents, schools, parents, ward councillors and the emergency services. An engagement portal on the commonplace platform was used to receive details of their experiences of the schemes throughout the trial period. The first six months of operation of the experimental traffic management order that gives effect to the restrictions in the schemes is also a statutory consultation period and details of representations received are also included in the review.

Options considered

- 2.8 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 in the first half of 2020/21 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.
- 2.9 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.



School streets schemes

- 2.10 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>
- 2.11 Proposals were submitted against the school streets programme and a final allocation of £135,000.00 was allocated to Harrow to deliver four school streets schemes.
- 2.12 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.
- 2.13 School streets operate on the principle that the streets surrounding a school are restricted to vehicular 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 are enforced by using either fixed or mobile CCTV cameras with automatic number plate recognition systems.
- 2.14 Three primary schools and one secondary school had schemes implemented as shown in the list below.

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

- 2.15 The schemes were implemented in October 2020 and **Appendix A** provides copies of the leaflets distributed to residents which also provide plans and details of the schemes.

Six monthly review

- 2.16 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 detailed review of the schemes would be undertaken after the initial six month period of operation and reported to TARSAP in order to consider the future of the schemes.
- 2.17 The six monthly review has been prepared can be seen in **Appendix B**.

Summary of the review and conclusions

- 2.18 To summarise the outcome of the six-month review the findings are as follows:
- The general feedback to the schemes from the wider community is more negative than positive.
 - There are no negative impacts on local bus services or the emergency services.
 - The schools are very positive about the schemes and would like to see them retained because of the benefits for the students.
 - The traffic surveys indicate that there have been increases in walking during the autumn term demonstrating that there is modal shift occurring in the way people travel to school.
- 2.19 The schools are key stakeholders and their comments are very important in determining the future of the schemes particularly as they are responsible for the health and wellbeing of young children and students in the local community who are vulnerable to the impacts of traffic congestion, road safety and air pollution. Whilst it is recognised that there is a more negative sentiment from the wider community to the schemes the main beneficiaries are the schools and their students and there are clearly positive impacts on them.
- 2.20 The main issues highlighted have been the displacement of drop off and pick up by parents in other areas close to the schools resulting in some localised traffic and parking problems. Further discussions with the school and school community to review their travel plans and consider further mitigations will be necessary. Additionally the comments about mobile CCTV enforcement not deterring some drivers from ignoring the restrictions are valid and consideration should be given to introducing fixed cameras at these sites.

- 2.21 It is therefore recommended that the scheme trials should be extended to 18 months to allow the schemes to continue to be evaluated and to address any issues that have been highlighted during the first 6 months of operation.

Staffing/workforce

- 2.22 The monitoring and enforcement of the schemes will be undertaken by existing staff resources within the Traffic, Highways & Asset Management team and Parking & Network Management team.

Ward Councillors' comments

- 2.23 Ward councillors' comments have not been sought for this report because all members are receiving a regular update on progress with the programme through a regular programme of reviews during the scheme trials.

Performance Issues

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

Environmental Implications

- 2.25 There are environmental and health benefits from delivering the school street schemes. The main benefits are in improving air quality, road safety and public health.
- 2.26 The benefits identified were achieved by reducing car travel, reducing congestion, reducing casualties, encouraging active travel and from reduced vehicle emissions.

Data Protection Implications

- 2.27 There are no data protection implications

Risk Management Implications

- 2.28 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.
- 2.29 The delivery of each scheme in the programme has been subject to separate risk assessments.

Procurement Implications

- 2.30 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

- 2.31 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.
- 2.32 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. Local authorities in areas with high levels of public transport are required to take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing.
- 2.33 The traffic and parking restrictions in the schemes have been given effect by the making of experimental traffic management orders in accordance with section 9 and 10 of the Road Traffic Regulations Act 1984. The first 6 months of operation is a period in which to consider any representations made about the introduction of the scheme. All the representations and comments made during this consultation period are set out at Appendix B for consideration and are taken in account as part of the review of the future of the schemes.

Financial Implications

- 2.34 TfL awarded funding of £135,000 in 2020/21 to introduce the four school street schemes.
- 2.35 The cost of monitoring and enforcement during the extension period will be met from existing budgets within the relevant service areas.

Equalities Implications / Public Sector Equality Duty

- 2.36 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.
- 2.37 TfL have highlighted the need to assess the impacts of schemes on all protected characteristics and the schemes have been subject to a separate EqIA. The schemes do have positive benefits for the groups in the table below:

Protected characteristic	Benefit
Sex	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. Mothers are more likely to have full time care of young children and are therefore more likely to be positively impacted by these proposals.
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>The schemes form part of wider school travel planning objectives , which should see longer term health impacts for children and young people.</p>

Council Priorities

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

Corporate priority	Impact
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<p>Building homes and infrastructure</p> <p>Improving the environment and addressing climate change</p>	<p>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.</p> <p>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.</p>
<p>Addressing health and social care inequality</p> <p>Tackling poverty and inequality</p> <p>Thriving economy</p>	<p>An improvement in public health will reduce pressure on health services particularly during the current health crisis.</p> <p>Measures to support social distancing will help to reduce fear of the risk of infection and encourage more people to make local journeys by walking and cycling .</p> <p>More walking journeys can encourage people to shop locally and thereby support the local economy.</p>

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 06/04/2021

Statutory Officer: Jimmy Walsh

Signed on behalf of the Monitoring Officer

Date: 09/04/2021

Section 3 - Procurement Officer Clearance

Statutory Officer: Nimesh Mehta

Signed by the Head of Procurement

Date: 09/04/2021

Section 3 – Corporate Director Clearance

Statutory Officer: Paul Walker

Signed by the Corporate Director - Community

Date:

Mandatory Checks

Ward Councillors notified: **YES**

EqlA carried out: **YES**

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

Section 4 - Contact Details and Background Papers

Contact:

David Eaglesham – Head of Traffic, Highways & Asset Management

E- mail David.Eaglesham@harrow.gov.uk

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	YES/ NO / NOT APPLICABLE*
<i>(for completion by Democratic Services staff only)</i>	<i>* Delete as appropriate If No, set out why the decision is urgent with reference to 4b - Rule 47 of the Constitution.</i>

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HARROW STREET SPACES PROGRAMME



School Streets Scheme GRIMSDYKE SCHOOL

The area around Grimsdyke School has suffered from traffic problems during school pick up and drop off, causing environmental and road safety problems for residents and pupils. Public engagement in the summer considered the introduction of a School Street Scheme to prohibit vehicles at these times to create a safer environment for all.

We realise many people who want to walk, cycle or scoot are put off by traffic. We've secured funding from TfL that enables us to implement a School Street around Grimsdyke School, making it easier for people to choose to walk, cycle or scoot, improving the borough's health and environment.

School Streets Scheme

The scheme will make your area part of a School Street, restricting vehicles dropping off or picking up pupils at certain times. Residents of the restricted area, blue badge holders and emergency vehicles can be exempt. For a full list of exemptions visit www.harrow.gov.uk/schoolstreets.

The scheme would be trialled for 6 months before a decision is taken on whether to extend it, make it permanent or remove the temporary measures. The scheme is based on feedback from the public engagement exercise, which our Traffic & Road Safety Advisory Panel reviewed and recommended.

This leaflet is to tell you more about the scheme and how you can let us know how it is working during the trial period.

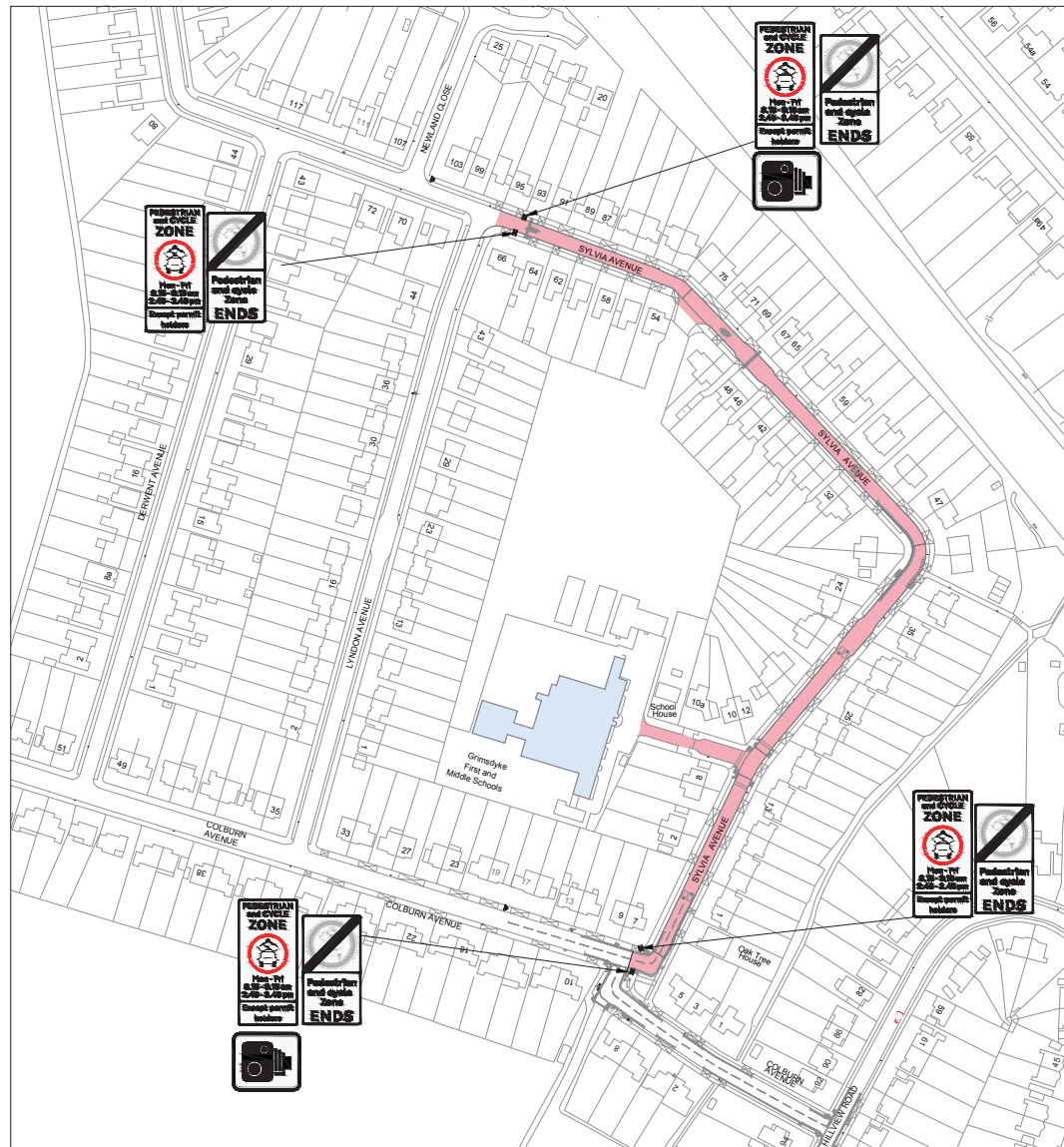
OVERVIEW OF THE CHANGES PROPOSED

The scheme will do the following:

- The restrictions would apply to Sylvia Avenue between Colburn Avenue and Lyndon Avenue, Monday – Friday, 8:15am – 9:15am and 2:45pm – 3:45pm to make the roads a pedestrian and cycling only zone around the school at start and finish times.
- Be implemented experimentally for a period of 6 months.
- Local residents living in the zone will be exempted from restrictions by applying for a permit for their vehicle.
- Residents can comment on the scheme during the experimental period.
- Reduce traffic volumes around the school to deliver improved air quality, and improved safety for pedestrians and cyclists.

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WHAT WILL HAPPEN?



Key

Proposed School Street

HOW WOULD RESIDENTS ACCESS THE STREET DURING THE PERIOD OF RESTRICTIONS?

The use of automatic number plate recognition systems via mobile CCTV cameras will monitor the passage of vehicles through the points of restriction at the operational times. A list of exempted vehicles issued with a permit will be allowed to pass through.

Residents will be contacted in writing about 2 weeks before the scheme goes live with details of how to apply for a permit to allow this exemption. Details of the vehicle will be required in a similar way to applying for a parking permit. No charge will be made for the issue of the permit during the trial.

Traffic signage will be put up on the surrounding roads to indicate that there is no way through for vehicular traffic at school opening and closing times.

Any vehicles not exempt that pass through the restriction will be issued with a penalty charge notice. Pedestrians and cyclists will not be affected.



How will the scheme be implemented?

The Grimsdyke School Street Scheme will be implemented via an Experimental Traffic Regulation Order for a trial period of 6 months during which local residents and the school community can provide feedback on how the scheme is working.

How long will the measures be in operation?

Experimental traffic orders can last for between 6 and 18 months. We will monitor traffic levels and collect traffic data during the trial to assess how the scheme is working and the impact of traffic on local roads.

After the 6-month trial period a report will be provided to the Council's Traffic & Road Safety Advisory Panel for them to consider whether to remove, extend to a maximum of 18 months or make the scheme permanent.

What happens next?

- The Experimental Traffic Regulation Order will be advertised on **17 September 2020**
- The traffic signing and CCTV cameras will be implemented and the scheme will become operational in the week commencing **28 September 2020**
- Another letter will be sent to residents regarding how to apply for a permit to be exempted from the restrictions about 2 weeks before the scheme goes live.

During the first 6 months of the scheme residents can make comments on the scheme by using the engagement portal at <https://harrowstreetspaces.commonplace.is/>

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HARROW STREET SPACES PROGRAMME



School Streets Scheme MARLBOROUGH SCHOOL

The area around Marlborough Primary School has suffered from traffic problems during school pick up and drop off, causing environmental and road safety problems for residents and pupils. Public engagement in the summer considered the introduction of a School Street Scheme to prohibit vehicles at these times to create a safer environment for all.

We realise many people who want to walk, cycle or scoot are put off by traffic. We've secured funding from TfL that enables us to implement a School Street around Marlborough Primary School, making it easier for people to choose to walk, cycle or scoot, improving the borough's health and environment.

School Streets Scheme

The scheme will make your area part of a School Street, restricting vehicles dropping off or picking up pupils at certain times. Residents of the restricted area, blue badge holders and emergency vehicles can be exempt. For a full list of exemptions visit www.harrow.gov.uk/schoolstreets.

The scheme would be trialled for 6 months before a decision is taken on whether to extend it, make it permanent or remove the temporary measures. The scheme is based on feedback from the public engagement exercise, which our Traffic & Road Safety Advisory Panel reviewed and recommended.

This leaflet is to tell you more about the scheme and how you can let us know how it is working during the trial period.

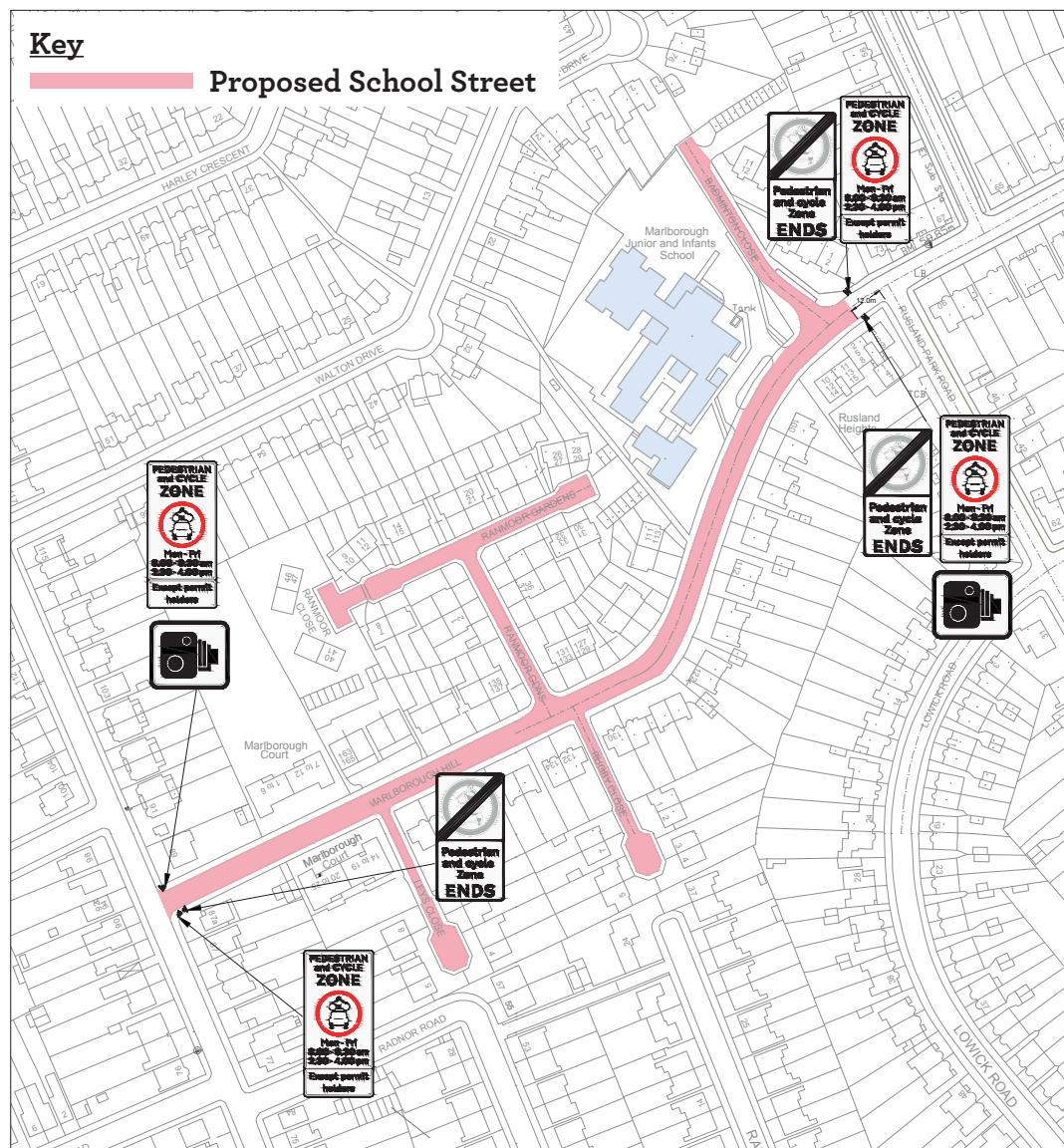
OVERVIEW OF THE CHANGES PROPOSED

The scheme will do the following:

- The restrictions will apply to Marlborough Hill between Harrow View and Rusland Park Road, Leys Close, Rugby Close, Ranmoor Gardens and Badminton Close, Monday – Friday, 8:00am – 9:30am and 2:30pm – 4:00pm to make the roads a pedestrian and cycling only zone around the school at start and finish times.
- Be implemented experimentally for a period of 6 months.
- Local residents living in the zone will be exempted from restrictions by applying for a permit for their vehicle.
- Residents can comment on the scheme during the experimental period.
- Reduce traffic volumes around the school to deliver improved air quality, and improved safety for pedestrians and cyclists.

WHAT WILL HAPPEN?

Traffic signage will be put up on the surrounding roads to indicate that there is no way through for vehicular traffic at school opening and closing times.



HOW WOULD RESIDENTS ACCESS THE STREET DURING THE PERIOD OF RESTRICTIONS?

The use of automatic number plate recognition systems via mobile CCTV cameras will monitor the passage of vehicles through the points of restriction at the operational times. A list of exempted vehicles issued with a permit will be allowed to pass through.

Residents will be contacted in writing about 2 weeks before the scheme goes live with details of how to apply for a permit to allow this exemption. Details of the vehicle will be required in a similar way to applying for a parking permit.

No charge will be made for the issue of the permit during the trial.

Any vehicles not exempt that pass through the restriction will be issued with a penalty charge notice.

Pedestrians and cyclists will not be affected.



How will the scheme be implemented?

The Marlborough Primary School Street Scheme will be implemented via an Experimental Traffic Regulation Order for a trial period of 6 months during which local residents and the school community can provide feedback on how the scheme is working.

How long will the measures be in operation?

Experimental traffic orders can last for between 6 and 18 months. We will monitor traffic levels and collect traffic data during the trial to assess how the scheme is working and the impact of traffic on local roads.

After the 6-month trial period a report will be provided to the Council's Traffic & Road Safety Advisory Panel for them to consider whether to remove, extend to a maximum of 18 months or make the scheme permanent.

What happens next?

- The Experimental Traffic Regulation Order will be advertised on **17 September 2020**
- The traffic signing and CCTV cameras will be implemented and the scheme will become operational in the week commencing **28 September 2020**
- Another letter will be sent to residents regarding how to apply for a permit to be exempted from the restrictions about 2 weeks before the scheme goes live.

During the first 6 months of the scheme residents can make comments on the scheme by using the engagement portal at <https://harrowstreetspaces.commonplace.is/>

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HARROW STREET SPACES PROGRAMME



School Streets Scheme NEWTON FARM SCHOOL

The area around Newton Farm Nursery, Infant and Junior School has suffered from traffic problems during school pick up and drop off, causing environmental and road safety problems for residents and pupils. Public engagement in the summer considered the introduction of a School Street Scheme to prohibit vehicles at these times to create a safer environment for all.

We realise many people who want to walk, cycle or scoot are put off by traffic. We've secured funding from TfL that enables us to implement a School Street around Newton Farm Nursery Infant and Junior School, making it easier for people to choose to walk, cycle or scoot, improving the borough's health and environment.

School Streets Scheme

The scheme will make your area part of a School Street, restricting vehicles dropping off or picking up pupils at certain times. Residents of the restricted area, blue badge holders and emergency vehicles can be exempt. For a full list of exemptions visit www.harrow.gov.uk/schoolstreets.

The scheme would be trialled for 6 months before a decision is taken on whether to extend it, make it permanent or remove the temporary measures. The scheme is based on feedback from the public engagement exercise, which our Traffic & Road Safety Advisory Panel (TARSAP) reviewed and recommended.

This leaflet is to tell you more about the scheme and how you can let us know how it is working during the trial period.

OVERVIEW OF THE CHANGES PROPOSED

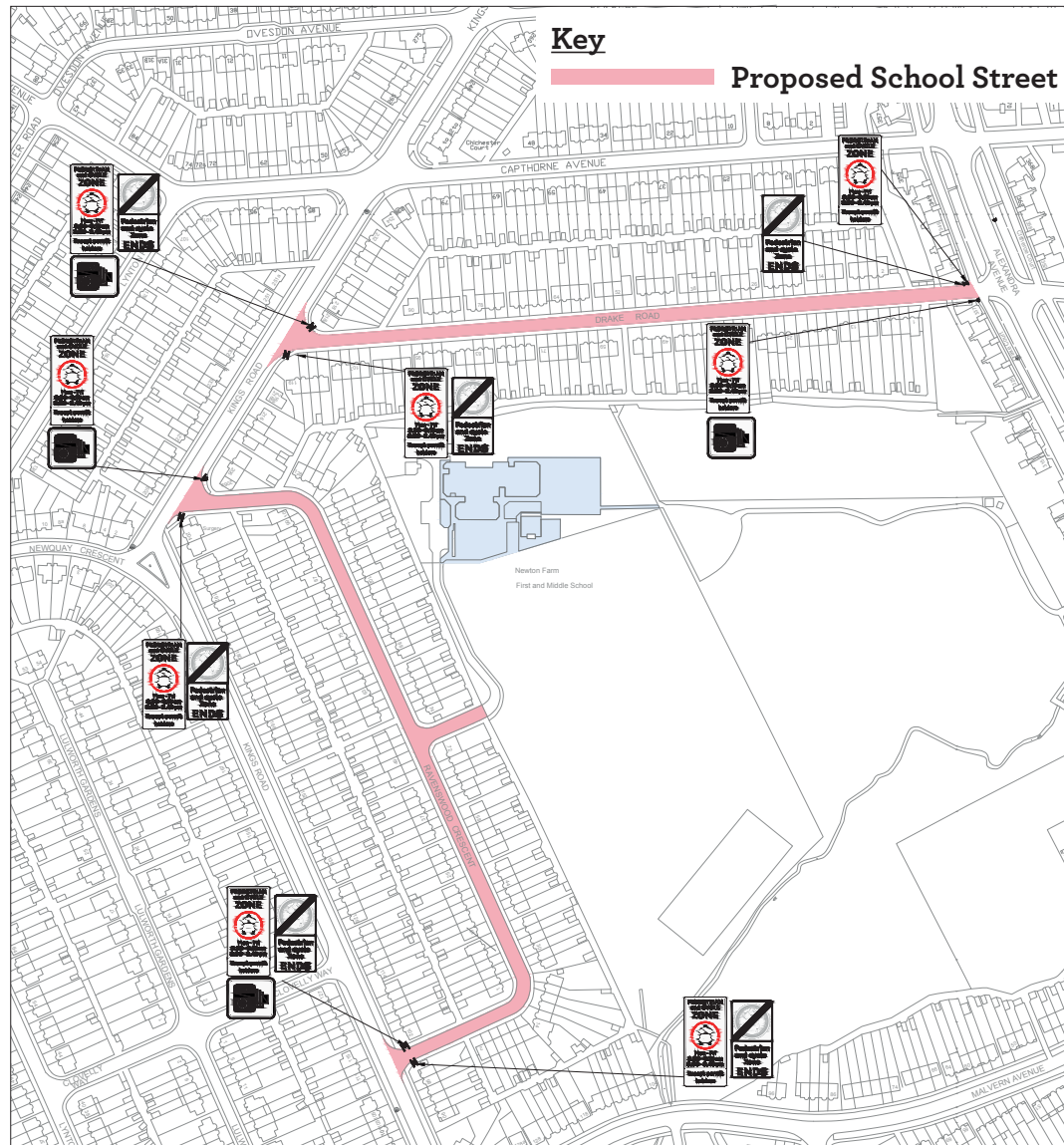
The scheme will do the following:

- The restrictions will apply to Drake Road and Ravenswood Crescent, Monday – Friday, 8:30am – 9:15 am and 3:00pm – 3:45pm to make the roads a pedestrian and cycling only zone around the school at start and finish times.
- Be implemented experimentally for a period of 6 months.
- Local residents living in the zone will be exempted from restrictions by applying for a permit for their vehicle.
- Residents can comment on the scheme during the experimental period.
- Reduce traffic volumes around the school to deliver improved air quality, and improved safety for pedestrians and cyclists.

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WHAT WILL HAPPEN?

Traffic signage will be put up on the surrounding roads to indicate that there is no way through for vehicular traffic at school opening and closing times.



HOW WOULD RESIDENTS ACCESS THE STREET DURING THE PERIOD OF RESTRICTIONS?

The use of automatic number plate recognition systems via mobile CCTV cameras will monitor the passage of vehicles through the points of restriction at the operational times. A list of exempted vehicles issued with a permit will be allowed to pass through.

Residents will be contacted in writing about 2 weeks before the scheme goes live with details of how to apply for a permit to allow this exemption. Details of the vehicle will be required in a similar way to applying for a parking permit. No charge will be made for the issue of the permit during the trial.

Any vehicles not exempt that pass through the restriction will be issued with a penalty charge notice. Pedestrians and cyclists will not be affected.



How will the scheme be implemented?

The Newton Farm School Street Scheme will be implemented via an Experimental Traffic Regulation Order for a trial period of 6 months during which local residents and the school community can provide feedback on how the scheme is working.

How long will the measures be in operation?

Experimental traffic orders can last for between 6 and 18 months. We will monitor traffic levels and collect traffic data during the trial to assess how the scheme is working and the impact of traffic on local roads.

After the 6-month trial period a report will be provided to the Council's Traffic & Road Safety Advisory Panel for them to consider whether to remove, extend to a maximum of 18 months or make the scheme permanent.

What happens next?

- The Experimental Traffic Regulation Order will be advertised on **17 September 2020**
- The traffic signing and CCTV cameras will be implemented and the scheme will become operational in the week commencing **28 September 2020**
- Another letter will be sent to residents regarding how to apply for a permit to be exempted from the restrictions about 2 weeks before the scheme goes live.

During the first 6 months of the scheme residents can make comments on the scheme by using the engagement portal at <https://harrowstreetspaces.commonplace.is/>

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HARROW STREET SPACES PROGRAMME



School Streets Scheme PARK HIGH SCHOOL

The area around Park High School has suffered from traffic problems during school pick up and drop off, causing environmental and road safety problems for residents and pupils. Public engagement in the summer considered the introduction of a School Street Scheme to prohibit vehicles at these times to create a safer environment for all.

We realise many people who want to walk, cycle or scoot are put off by traffic. We've secured funding from TfL that enables us to implement a School Street around Park High School, making it easier for people to choose to walk, cycle or scoot, improving the borough's health and environment.

School Streets Scheme

The scheme will make your area part of a School Street, restricting vehicles dropping off or picking up pupils at certain times. Residents of the restricted area, blue badge holders and emergency vehicles can be exempt. For a full list of exemptions visit www.harrow.gov.uk/schoolstreets.

The scheme would be trialled for 6 months before a decision is taken on whether to extend it, make it permanent or remove the temporary measures. The scheme is based on feedback from the public engagement exercise, which our Traffic & Road Safety Advisory Panel (TARSAP) reviewed and recommended.

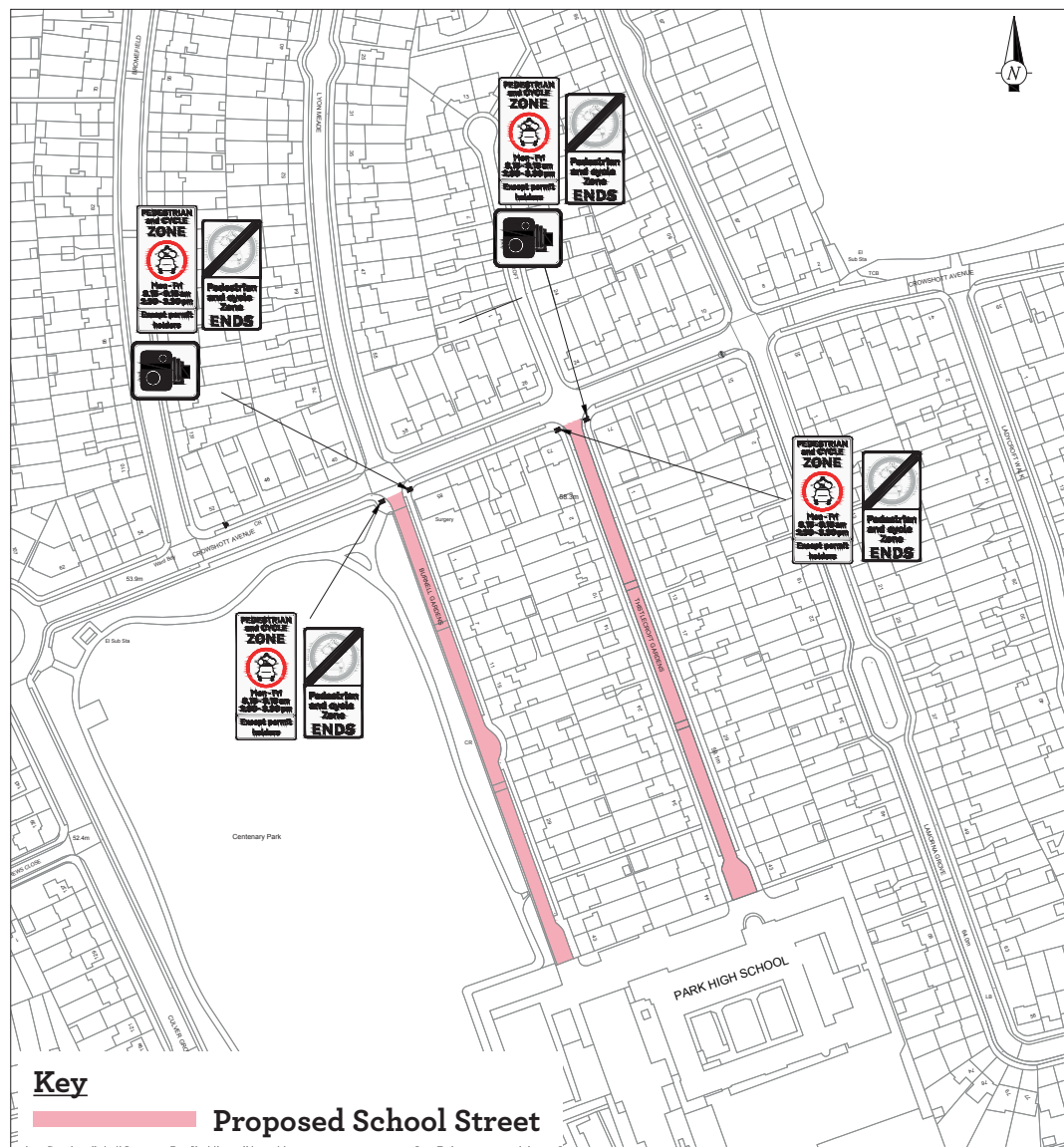
This leaflet is to tell you more about the scheme and how you can let us know how it is working during the trial period.

OVERVIEW OF THE CHANGES PROPOSED

The scheme will do the following:

- The restrictions will apply to Thistlecroft Gardens and Burnell Gardens Monday – Friday, 8:15am – 9:15am and 2:30pm – 3:30pm to make the roads a pedestrian and cycling only zone around the school at start and finish times.
- Be implemented experimentally for a period of 6 months.
- Local residents living in the zone will be exempted from restrictions by applying for a permit for their vehicle.
- Residents can comment on the scheme during the experimental period.
- Reduce traffic volumes around the school to deliver improved air quality, and improved safety for pedestrians and cyclists.

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WHAT WILL HAPPEN?

Traffic signage will be put up on the surrounding roads to indicate that there is no way through for vehicular traffic at school opening and closing times.

HOW WOULD RESIDENTS ACCESS THE STREET DURING THE PERIOD OF RESTRICTIONS?

The use of automatic number plate recognition systems via mobile CCTV cameras will monitor the passage of vehicles through the points of restriction at the operational times. A list of exempted vehicles issued with a permit will be allowed to pass through.

Residents will be contacted in writing about 2 weeks before the scheme goes live with details of how to apply for a permit to allow this exemption. Details of the vehicle will be required in a similar way to applying for a parking permit. No charge will be made for the issue of the permit during the trial.

Any vehicles not exempt that pass through the restriction will be issued with a penalty charge notice. Pedestrians and cyclists will not be affected.



How will the scheme be implemented?

The Park High School Street Scheme will be implemented via an Experimental Traffic Regulation Order for a trial period of 6 months during which local residents and the school community can provide feedback on how the scheme is working.

How long will the measures be in operation?

Experimental traffic orders can last for between 6 and 18 months. We will monitor traffic levels and collect traffic data during the trial to assess how the scheme is working and the impact of traffic on local roads.

After the 6-month trial period a report will be provided to the Council's Traffic & Road Safety Advisory Panel for them to consider whether to remove, extend to a maximum of 18 months or make the scheme permanent.

What happens next?

- The Experimental Traffic Regulation Order will be advertised on **17 September 2020**
- The traffic signing and CCTV cameras will be implemented and the scheme will become operational in the week commencing **28 September 2020**
- Another letter will be sent to residents regarding how to apply for a permit to be exempted from the restrictions about 2 weeks before the scheme goes live.

During the first 6 months of the scheme residents can make comments on the scheme by using the engagement portal at <https://harrowstreetspaces.commonplace.is/>

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APPENDIX B
School Streets Schemes
Six Month review October 2020 – March 2021

Introduction

We are making a real difference to our environment to encourage our residents to improve their health through active travel – all while reducing the chance of people catching Covid-19.

The Street spaces initiative will allow more space for people to safely walk or cycle in Harrow amid the coronavirus pandemic. Temporary cycle lanes and wider pavements and areas with reduced traffic flow are among the changes being made in many parts of the borough, thanks to Harrow Council working with TfL and Dft.

In May the Secretary of State for Transport issued statutory guidance under Section 18 of the Traffic Management Act 2004 to all highway authorities in England and the Secretary of State, Grant Shapps, describes the moment as:

“a once in a generation opportunity to deliver a lasting transformative change in how we make short journeys in our towns and cities. According to the National Travel Survey, in 2017-18 over 40% of urban journeys were under 2 miles – perfectly suited to walking and cycling.”

The guidance says that 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 due to the impact of social distancing on public transport capacity.

The Harrow Street Spaces programme took forward the government directive via Transport for London to deliver a range of active travel schemes including school streets schemes. These schemes are implemented on residential access roads to schools in order to create walking and cycling zones at the school opening and closing times in the week.

The schemes consist of restrictions on vehicular access at the morning and afternoon school drop off and pick up times. Exceptions are granted for vehicles belonging to residents and school staff in the zone. The school streets schemes have been implemented in 4 locations in the borough and the list of schemes is shown in the table below:

SS-01	Grimsdyke School, Hatch End
SS-02	Newton Farm School, Rayners Lane
SS-03	Marlborough School, Wealdstone
SS-04	Park High School, Stanmore, Middx.

Methodology

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 to test the need for the measures to address the health

crisis. The methodology to be used to assess the need for the schemes will take account of the following information:

- Pedestrian / cycling / vehicle activity (measured by counts)
- Emergency services comments
- Bus services comments (TfL)
- Officer observations regarding operational performance
- Residents feedback
- Schools feedback

All of these factors will be reviewed, and a course of action recommended in this report.

Current situation with the pandemic

The latest position with the rate of infection in Harrow is shown in the chart below.

Latest COVID-19 figures in Harrow Data range: 15th March to 21st March 2021	
Positive cases in the last week in Harrow	113
Percentage change in the past 7 days	-30%
PCR Testing rate per 100,000	517.3
PCR Test positivity rate	1.4
Incidence rate (all ages) in the last 7 days per 100,000	45
Incidence rate (aged 60 and over) in the last week per 100,000	22.4
Test and Trace cases (cumulative) % complete	87
Test and Trace contacts (cumulative) % complete	87

New cases of Covid 19 have decreased significantly from the peak in mid-January and are continuing to fall. The incidence rate shown in the table above is currently at 45 per 100,000. Deaths have increased since the new year but are also now decreasing. Vaccination rates are generally high in most groups.

The government restrictions have changed constantly since they were first introduced in late March 2020 in order to contain the spread of the virus and take account of the changing situation across the country. These changes have had variable impacts on the demand to travel by all modes of transport. The changes in London and the impacts are summarised below.

Date	Measures in London	Impact on travel
23/03/2020	National lockdown (1) - stay home, non-essential shops and schools closed	Very high
13/05/2020	Relaxation 1 - outdoor recreation permitted	High
01/06/2020	Relaxation 2 - be at home overnight / meet outside with 6 people	Medium
04/07/2020	Relaxation 3 – stay alert, hospitality opens / meet up to 30 people / Covid secure guidance	Low
14/09/2020	Rule of six indoors / outdoors introduced	Low
25/09/2020	10pm curfew on hospitality	Low
14/10/2020	3 tier system introduced, London tier 2	Medium

05/11/2020	National lockdown (2) - non-essential business closed / meet 1 person only outside, schools open	High
02/12/2020	lockdown ends, 3 tier system reinstated - stricter restrictions on hospitality	Medium
19/12/2020	tier 4 added - similar to lockdown 2 rules, includes London, due to concerns about new variant of virus	High
30/12/2020	tier 4 extended to 75% of country	High
06/01/2021	National lockdown (3) - stay home, non-essential shops and schools closed	Very high
08/03/2021	Schools and colleges reopen	Medium
29/03/2021	Stay at home rule ends, rule of six / 2 households can meet outdoors, outdoor sports facilities allowed	Medium

When considering the traffic data presented in this report it is necessary to consider the government restrictions in force at the time. The higher the impact of the restrictions then the lower the traffic flows. The restrictions shaded in the table are those that relate to when schools were open during the operation of the school streets schemes.

Pedestrian / cycling / vehicle activity (measured by counts)

Pedestrian and cycle activity counts and vehicle volume counts were regularly undertaken at the sites. The pedestrian and cycle counts are taken at a mid-point in the scheme and repeat counts are undertaken at the same points for consistency. Both a weekday and weekend day are surveyed between 7am and 7pm to cover the busy periods. Surveys are undertaken by recording CCTV footage during the period of observation and later analysed by the survey company at their premises. Automatic traffic counters have also been used at each site to monitor traffic flows over the period of a week and calculate the average volume of daily vehicular traffic flow. The dates for data collection are as follows:

<u>CCTV counts</u>	<u>Automatic traffic counters</u>
• August 19 th	• July 8 th – 14 th
• September 16 th	• September 16 th – 22 nd
• October 14 th	• October 12 th – 18 th
• November 11 th	• November 7 th – 13 th
• December 9 th	• December 6 th – 12 th
• January 20 th	• January 18 th – 24 th

The surveys were undertaken at the following locations as follows:

- Sylvia Avenue - east of Lyndon Avenue (SS-01)
- Sylvia avenue – north of Colburn Avenue (SS-01)
- Drake Road – east of Kings Road (SS-02)
- Drake Road – west of Alexandra Avenue (SS-02)
- Ravenswood Crescent – east of Kings Road (SS-02)
- Marlborough Hill – west of Badminton Close (SS-03)
- Marlborough Hill – east of Harrow View (SS-03)
- Burnell Gardens – south of Crowshott Avenue (SS-04)
- Thistlecroft Gardens – south of Crowshott Avenue (SS-04)

The table below gives details of the pedestrian, cycle and vehicle counts undertaken at the survey points.

Morning	SS-01 Grimsdyke School			SS-02 Newton Farm School			SS-03 Marlborough School			SS-04 Park High School		
	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles
July / August	12	5	125	35	1	161	175	11	306	11	0	74
September	874	3	159	398	15	254	1003	23	605	315	5	113
October	983	3	88	600	18	153	1087	13	365	48	2	77
November	1019	8	70	604	16	201	1113	12	258	297	7	68
December	961	8	71	584	10	195	994	10	337	192	3	78
January	143	3	76	88	2	95	205	3	256	33	0	56
February	11	2	31	21	1	66	98	3	230	10	0	37

Afternoon	SS-01 Grimsdyke School			SS-02 Newton Farm School			SS-03 Marlborough School			SS-04 Park High School		
	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles	Pedestrians	Cyclists	Vehicles
July / August	3	1	80	5	3	153	69	4	269	5	0	80
September	713	2	104	343	14	226	896	10	569	284	5	58
October	938	1	47	511	20	116	1060	6	299	32	4	49
November	963	3	65	531	11	171	1070	11	268	232	4	47
December	896	6	52	533	9	151	1063	7	283	161	6	43
January	196	2	34	87	1	80	181	3	250	21	2	55
February	30	1	39	24	1	75	89	0	220	3	0	27

The counts in July / August reflect conditions prior to the schools opening, in September the conditions when the schools opened without a school streets scheme and thereafter the conditions with a school streets scheme operating up to December. The figures in the table that are shaded represent when the schools were open in the autumn term.

The impact of the government restrictions on traffic levels were initially low in September with fewer restrictions in force, and became moderate in October under the three tier system and high during the second lockdown in November and then reduced to moderate again in December when the lockdown was eased.

The vehicle flows at all sites clearly show an increase in September when the schools opened with schemes in place and then a reduction from October when the school streets scheme were introduced. Significantly the volume of pedestrians has increased at primary school sites in conjunction with a reduction in vehicles since September. This is likely to be as a consequence of more local walking to school.

The impact on pedestrians has been less significant for the High school and it is likely that this is because a higher proportion of older students may already walk to school and there

is less modal shift. It should be noted that in October not many pedestrians were recorded for Park High School because the school was not open to students on that particular survey date.

The volume of cyclists has remained low at all sites despite the introduction of the school streets. This is probably due to the schemes only improving conditions in the immediate vicinity of the school rather than over the whole of the route being used by cyclists between home and school. It is important to improve the whole journey experience in order to achieve a significant uptake in cycling. The weather conditions during autumn were also not favourable for cycling with more wet weather.

During the third lockdown schools were closed and this is reflected in the January and February data. Survey data is not available for March when the schools opened again.

Emergency services comments

The Metropolitan Police, Fire & Rescue Service and Ambulance service have been contacted to seek their views about the impact of the school streets schemes on their respective services. No operational issues have been highlighted during the trials.

In general these schemes do not affect the ability of the emergency services to attend emergencies or incidents because they are exempt from the restrictions and there are no physical measures in the road that can affect them.

A meeting with the emergency was held on the 17th March and no issues were highlighted with these schemes.

TfL bus services comments

There are no regular bus services in close proximity to the school streets schemes directly affected by the restrictions.

Transport for London (TfL) are responsible for the commissioning and operation of bus services in London and they have been contacted about their views on the impact of the school streets schemes on local bus services. No operational issues have been highlighted by TfL.

Officer observations regarding operational performance

Officers have undertaken on-site observations periodically to check on the operation of the schemes.

There is generally good compliance by vehicles within the restricted areas. Fixed CCTV enforcement is in place at Park High school and Grimsdyke school. The other sites are being enforced by the deployment of CCTV camera cars. Currently enforcement is soft with only warning letters being issued to vehicles not complying with the restrictions. The introduction of hard enforcement with the issue of penalty charge notices will be considered at a later date.

The systems used to issue permits to residents and school staff that are exempt from the restrictions was deployed smoothly and there have been very few operational issues. The web portals used for processing applications are functioning well.

A review has been undertaken of any potential parking and traffic issues caused by displaced drop off and pick up of pupils / students on neighbouring roads surrounding the restricted streets. This is a known potential consequence of school street schemes. Some localised problems have been observed during the autumn term but there are not considered significant. These issues could be addressed through further interventions or may reduce over time as travel patterns change.

Public engagement

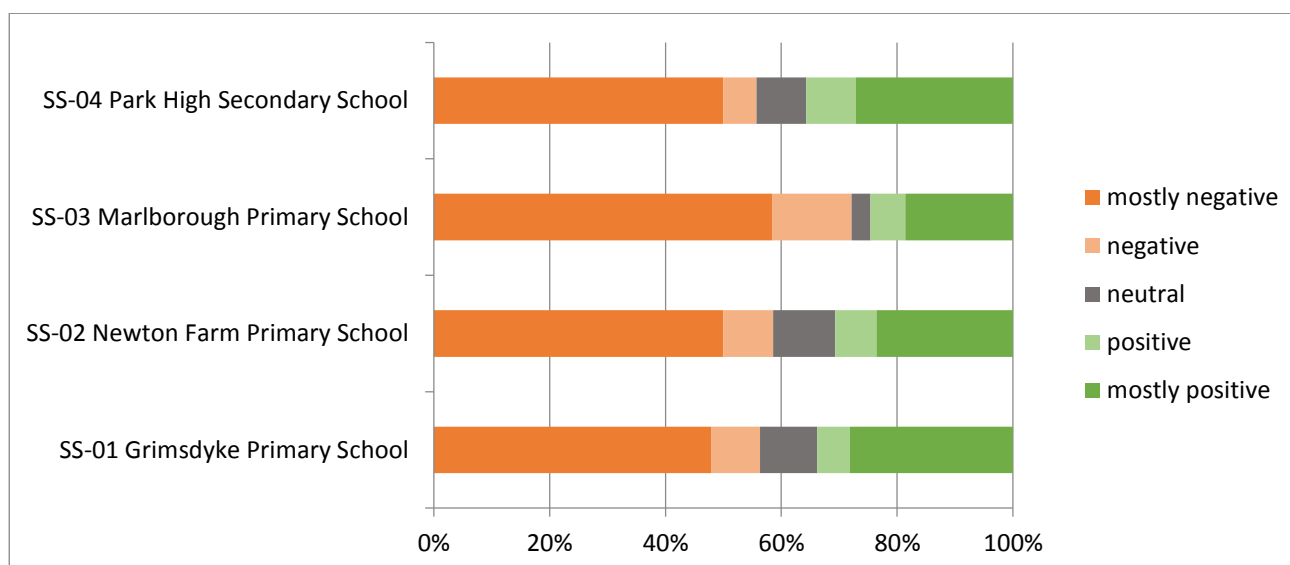
An engagement portal was setup at the beginning of October to facilitate the receipt of public comments for all of the on-going school street scheme trials. The engagement portal closed on 31st March. Reminder leaflets were been sent to premises in the vicinity of the schemes to ensure that all feedback is received. A summary of the results of the engagement are shown below.

What is your connection with this scheme?

	Resident living in scheme	Business located in scheme	School located in scheme	Pedestrian	Cyclist	Motorist	Student at school	Parent / guardian of student at school	Other
SS-01 Grimsdyke Primary School	39		1	14	3	13	5	10	7
SS-02 Newton Farm Primary School	73		13	13		18	14	61	7
SS-03 Marlborough Primary School	89	1	5	25	15	43	3	35	29
SS-04 Park High Secondary School	43		4	9	1	18	4	8	8
Grand Total	244	1	23	61	19	92	26	114	51

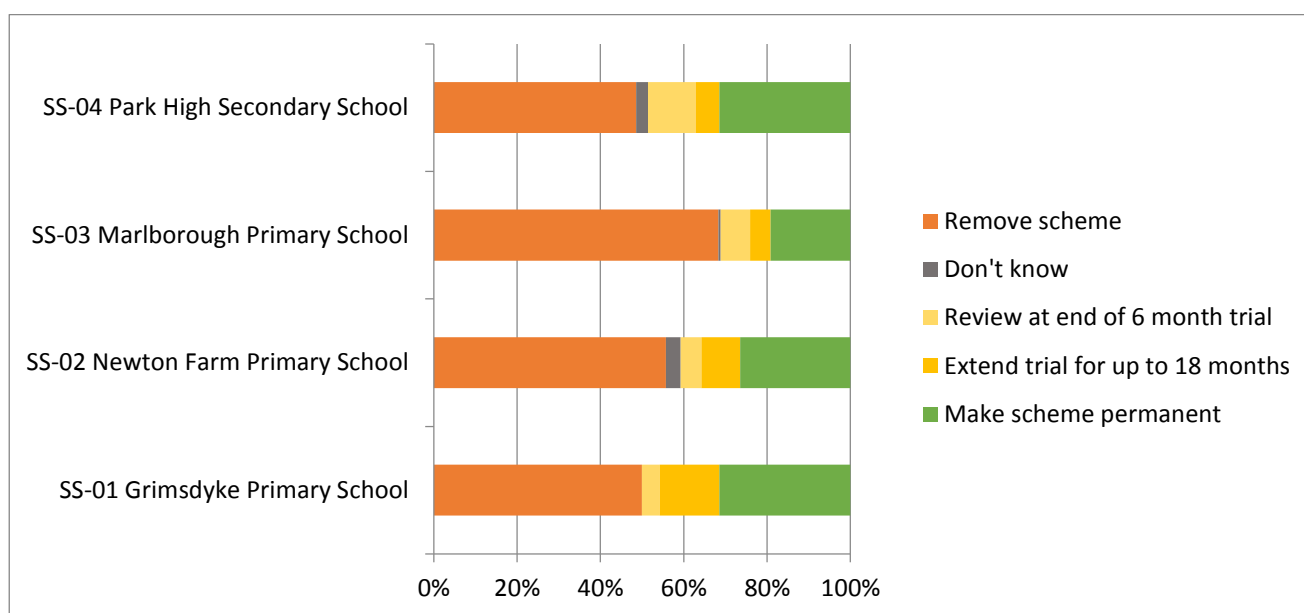
How do you feel about this scheme?

	mostly negative	negative	neutral	positive	mostly positive	Grand Total
SS-01 Grimsdyke Primary School	34	6	7	4	20	71
SS-02 Newton Farm Primary School	70	12	15	10	33	140
SS-03 Marlborough Primary School	107	25	6	11	34	183
SS-04 Park High Secondary School	35	4	6	6	19	70
Grand Total	246	47	34	31	106	464



What do you think should happen to this scheme in the future?

	Don't know	Extend trial for up to 18 months	Make scheme permanent	Remove scheme	Review at end of 6 month trial	Grand Total
SS-01 Grimsdyke Primary School	0	10	22	35	3	70
SS-02 Newton Farm Primary School	5	13	37	78	7	140
SS-03 Marlborough Primary School	1	9	35	125	13	183
SS-04 Park High Secondary School	2	4	22	34	8	70
Grand Total	8	36	116	272	31	463



Let us know any other comments you have?

	SS-01 Grimsdyke Primary School	No.
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	General Comments Summarised	
1	Traffic and parking issues moved to a different area/have knock on affect in other areas	30
2	Inconvenience to local residents	11
3	This is safer for children/School	9
4	Environmental benefits	5
5	Update car park in the park to accommodate more cars/free permits for parents	5
6	One way system needed	4
7	Need better parking regulations/enforcement	3
8	Exemptions for traders and delivery drivers	3
9	Poor signage	3
10	Poor communication	3
11	Road Safety issues on road and surrounding roads can be dangerous	3
12	Would not want to pay for permits in the future and always have exemption	2
	Miscellaneous	13

	SS-02 Newton Farm Primary School General Comments Summarised	No.
1	My journey to school takes longer/difficulty to pick/up drop of when using the car	18
2	Scheme is now safer for all road users	17
3	Caused traffic issues on surrounding roads	15
4	Issues for contractors, visitors, delivery drivers gaining access	13
5	Need fixed ANPR as parents know they will not get a ticket/better enforcement	11
6	No issues before	7
7	Inconsiderate parents block driveways	6
8	Has had little impact on traffic or issues around the area	5
9	Environmental benefits	5
10	Scheme is great and has encouraged more walking and cycling	4
11	Put in one-way system	3
12	Scheme inconsiderate to residents	3
13	Too much signage/poor signage	2
14	Poor communication	2
15	Would not want to see parking charges or permit charges	2
16	Health benefits	2
17	Not fair on those that have to drive	2
	Miscellaneous	12

	SS-03 Marlborough Primary School General Comments Summarised	No.
1	Increase in traffic on surrounding roads	47
2	Unfair/Inconvenience to residents/ parents	20
3	Access for deliveries/utilities/services/family	19
4	In favour	16
5	Environmental concerns on increased traffic regarding pollution/air quality/congestion	13
6	Road Safety Concerns	11
7	Waste of public funding	9
8	Placing of Signage/ location of signage/unclear	9
9	Traffic blocking drives	5
10	Inadequate consultation/ prior notification of scheme	5
11	Lack of enforcement from CCTV	5

12	Timing of Controlled hours too long	4
13	Extend trial period/zone	4
14	Parking on Boundary	3
15	No ANPR affecting quality of scheme	3
16	Access to through route	3
17	TMO – Publishing/wording	3
18	Do not support ANPR	1
19	Failure to adhere to Equalities legislation	1
20	Speeding	1
21	LTN related	1
	Miscellaneous	4

	SS-04 Park High Secondary School General Comments Summarised	No.
1	Congestion on surrounding roads	20
2	Has made a positive difference to the area/safer	16
3	Causing inconvenience to local residents or those with disabilities	13
4	Residents driveways have been blocked	7
5	Issues for contractors, visitors, delivery drivers gaining access	7
6	Better for Health	6
7	Do not want to see residents having to pay for permits in the future	3
8	Dis-benefit to environment	3
9	Better for the environment	2
10	Need better enforcement	2
	Miscellaneous	0

The engagement feedback indicates a continuing level of unpopularity amongst the community towards these schemes.

There are comments about increased inconvenience and difficulties for access by visitors during the restricted hours. The restrictions only apply on school days for a short duration in the morning and afternoon and the roads remain open to all traffic outside of the restricted hours and so it is possible for visits to be arranged at different times during the day. In general these comments are a reaction to changes that affect lifestyles that rely heavily on using the private car and it is expected that making changes to travel patterns is something that people will initially be resistant to and will happen over a longer period of time. This is the experience of other London boroughs that have introduced similar schemes. The initial reaction to the schemes is understandably more negative as a consequence.

The issue of displaced traffic and parking issues on surrounding roads around schools is highlighted in the comments and from officer observations and this will require further discussions with the school and school community to consider the best way to mitigate these issues. These schools have travel plans in place which support modal shift and a review and update of these plans taking account of the experience of the school streets schemes will be necessary.

Concerns over costs being levied for permits are unfounded as the Road Traffic Regulation Act does not permit charges to be made for this purpose.

Schools feedback

The Schools have been contacted to seek their views about the impact of the school streets schemes. Their feedback is overwhelmingly positive indicating that the schemes have been successful at improving road safety outside the schools and that more students are walking which is better for their health as well as the reduced pollution from vehicle emissions.

The main criticism concerned enforcement. At Newton Farm Primary School and Marlborough Primary School where there is a reliance on mobile CCTV enforcement there is more instances of non-compliance with the restrictions evident than the other sites where fixed cameras have been provided. These schools would like to see enforcement improved to reinforce compliance.

The general sentiment from the schools is that the schemes should be made permanent because it has made life for the students much safer and less stressful.

Summary and recommendations

To summarise the outcome of the six-month review the findings are as follows:

- The general feedback to the schemes from the wider community is more negative than positive.
- There are no negative impacts on local bus services or the emergency services.
- The schools are very positive about the schemes and would like to see them retained because of the benefits for the students.
- The traffic surveys indicate that there have been increases in walking during the autumn term demonstrating that there is modal shift occurring in the way people travel to school.

The schools are key stakeholders and their comments are very important in determining the future of the schemes particularly as they are responsible for the health and wellbeing of young children and students in the local community who are vulnerable to the impacts of traffic congestion, road safety and air pollution. Whilst it is recognised that there is a more negative sentiment from the wider community to the schemes the main beneficiaries are the schools and their students and there are clearly positive impacts on them.

The main issues highlighted have been the displacement of drop off and pick up by parents in other areas close to the schools resulting in some localised traffic and parking problems. Further discussions with the school and school community to review their travel plans and consider further mitigations will be necessary. Additionally the comments about mobile CCTV enforcement not deterring some drivers from ignoring the restrictions are valid and consideration should be given to introducing fixed cameras at these sites.

It is therefore recommended that the scheme trials should be extended to 18 months to allow the schemes to continue to be evaluated and to address any issues that have been highlighted during the first 6 months of operation.

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