

	<h2>Chipping Barnet Area Committee</h2> <h3>17 July 2017</h3>
<p style="text-align: right;"><b>Title</b></p>	<p><b>Review of Experimental banned turns at junction of High Street with Wood Street, EN5.</b></p>
<p style="text-align: right;"><b>Report of</b></p>	<p>Commissioning Director for Environment</p>
<p style="text-align: right;"><b>Wards</b></p>	<p>High Barnet, Underhill</p>
<p style="text-align: right;"><b>Status</b></p>	<p>Public</p>
<p style="text-align: right;"><b>Urgent</b></p>	<p>No</p>
<p style="text-align: right;"><b>Key</b></p>	<p>No</p>
<p style="text-align: right;"><b>Enclosures</b></p>	<p>Appendix A – Bus journey time graphs                  Appendix B – Summary of traffic count data                  Appendix C – Summary of comments                  Appendix D - Drawing CHB-CAP-0000-CHB-DR-Z-101 REVC</p>
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<h2>Summary</h2>
<p>A six month trial restriction of turns at the junction of A1000 High Street with Wood Street was in place between November 2016 and May 2017.</p> <p>This was to assess whether a permanent scheme with increased pedestrian space and environmental enhancements might be introduced making use of the space currently used for these turns.</p> <p>This report sets out the data gathered and asks the Chipping Barnet Area Committee to decide whether to proceed with a public consultation on a permanent scheme proposal or to proceed with detailed design of a more limited proposal, or to proceed with neither.</p>

<h2>Recommendations</h2>
<p><b>1. That the Chipping Barnet Area Committee decide whether:</b></p> <p><b>(a) To instruct the Commissioning Director for Environment to proceed with a resident/trader consultation for a permanent scheme based on the “final</b></p>

layout” shown on drawing CHB-CAP-0000-CHB-DR-Z-101 REVC with the consultation addressing both the concept in the light of resident experience of the experiment and the detail of the landscaping for such a scheme; or  
(b) To instruct the Commissioning Director for Environment to proceed with the detailed design of a proposal to widen the footway on the south side of Wood Street from the college to the former Crown and Anchor public house; or  
(c) To proceed with neither (a) nor (b).

2. If the Committee decides to proceed with (a) above, that the Chipping Barnet Area Committee agrees that the extent of the public consultation will be agreed in discussion with Ward Councillors for High Barnet and Underhill Wards.

## 1. WHY THIS REPORT IS NEEDED

- 1.1 The Chipping Barnet Town Centre Strategy sets out an objective of progressing improvements to the Wood Street/High Street junction and the setting of St John the Baptist Church and its relationship with the new Barnet and Southgate College building and public space fronting Wood Street.
- 1.2 A contribution for Public Realm Improvements towards Public Realm footway and junction improvements to the Wood Street – High Street junction only has been secured as part of a S106 agreement in relation to the development of the Barnet College facilities. The college has also expressed concerns about pedestrian safety in the area. A high number of pedestrian injury accidents are occurring at the junction, making up a very high proportion of the personal injury accident occurring here.
- 1.3 Enhancing this area has been a longstanding desire of the Chipping Barnet Town Team.
- 1.4 Consequently, in addition to the S106 funding from the borough’s Local Implementation Plan allocations in recent years has been identified for development and potential implementation of a proposal.
- 1.5 Previous work had identified that a closure of the left turn slip road from Wood Street into High Street and the right turn gap from High Street into Wood Street might allow the pedestrian space to be increased and the environment enhanced to make the area more attractive and less traffic dominated, without a fundamental change to the traffic signal operation of the junction.
- 1.6 An experimental closure was introduced on 6 November 2016 to assess whether traffic could divert successfully before introducing a permanent change. Drawing CHB-CAP-0000-CHB-DR-Z-101 REVC shows the experimental and potential permanent arrangement.
- 1.7 Results of surveys undertaken and resident observations received over the six month experiment are identified in appendices. The experiment was suspended in May 2016, having been in place for six months, pending this

report to the Committee to consider whether to proceed with developing the “final layout” proposal outlined on drawing CHB-CAP-0000-CHB-DR-Z-101 REVC, or consider alternatives.

- 1.8 If the committee does not wish to proceed with the proposal, widening of the footway on the south side of Wood Street from the college to the former Crown and Anchor public house could still be considered, providing more space for pedestrians on this relatively narrow footway. The small refuge in the middle of the crossing on Wood Street would be removed, but this is not an ideal point for pedestrians to wait in any case. The overall crossing distance would be shortened.
- 1.9 Following meetings with Councillor Longstaff, Theresa Villiers MP and Transport for London, a traffic study has separately been undertaken of bus and other traffic movements in the area that considers improvements that might be made. This includes alternative arrangements for the High Street/Wood Street junction. These would involve fundamental changes to the method of control of the junction and would require more work to assess their feasibility if they are considered further.

#### **Video Surveys**

- 1.10 Visual observation on the day when the closures were first operational identified that some drivers made left or right turns despite the signs and barriers, either left from the right turn lane from Wood Street (which could put them in conflict with pedestrians using the pedestrian facility at the junction) or right into Wood Street, either by making the turn around the islands in front of the former Crown and Anchor public house (probably permitted by the traffic order in force) or, of more concern, by turning into the lane for traffic from Wood Street.
- 1.11 Initial observations on the day of introduction also indicated that vehicles were turning in the mouth of Fitzjohn Avenue and Park Road.
- 1.12 A Video Survey undertaken on Thursday 8 December 2016 at the junction itself showed that occasional infringement of the banned turns continued (although some turns will have been by emergency vehicles exempt from the restriction). A subsequent video survey on Thursday 16 March 2017 shows reduced infringements and, for the periods in the table below no instances of right turners using the lane for traffic from Wood Street.
- 1.13 The table below shows infringements of the banned turns occurring during three one hour periods identified from the December and March videos. Infringement of the yellow box at the junction is also identified for comparison (December only).

	Left turn infringement		Right turn infringement		Box junction
	Thursday 08/12/2016	Thursday 16/03/2017	Thursday 08/12/2016	Thursday 16/03/2017	Thursday 08/12/2016
0730-0830	2	1	0	1	49
1200-	0	1	5	1	13

1300					
1630-1730	5	2	2	1	17

- 1.14 Comparison with other banned turn sites in the borough suggests that the levels of infringement are within a typical range<sup>1</sup>, although camera enforcement is in place for most of the comparator sites. Infringement of the banned turns occurs less than infringement of the box junction observed at the junction.
- 1.15 The December video survey was focussed on the main junction but a camera facing southwards did not show obvious issues caused by traffic turning in the area to the south (e.g. at Park Road or Fitzjohn Avenue).
- 1.16 The March video surveys include coverage of the area around the Park Road and Fitzjohn Avenue junctions. These have not been fully reviewed owing to relatively recent receipt and the quantity of footage, but the portions viewed have shown no vehicles u-turning in this area or turning in the mouths of these junctions, although some vehicles may have used these roads as part of a diversion route or turned further along the road.
- 1.17 The December video survey has also been used to assess overall traffic levels at the junction for comparison with earlier surveys. This is referred to further in the Traffic Counts section below.

### **Bus journey data**

- 1.18 Comparisons of bus journey times have been carried out for periods before and after the introduction of the experimental closure. Comparison of the first two weeks of October 2016 with the first two weeks of December 2016 showed that journey times on weekdays were very similar before and after the introduction of the experimental closure. Additional delay was evident for some routes at weekends (notably southbound route 307 journeys from Wood Street into the High Street on Saturdays). However, it seems likely that this related to increased activity in the town centre in the run up to Christmas.
- 1.19 Additional comparisons were undertaken for two weeks in March which showed bus journey times similar to pre-trial conditions throughout the week and at weekends. Summary graphs for this assessment are included at appendix A. (The greater variability shown in the graphs at weekends will be because more data is available for weekdays – i.e. 10 weekdays included in the data compared with two Saturdays and two Sundays).

### **Traffic Counts**

- 1.20 Traffic counts in side roads have been undertaken to try to assess whether the experiment led to significant increased traffic on any minor roads compared to the levels before the experiment. Data collected in March 2012

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<sup>1</sup> Between 4 and 20 PCNs or warning notices per day have been issued recently at a number of banned turn sites with cameras (this excludes one site with exceptionally high levels of non-compliance). 2015 traffic surveys at another traffic signalled junction (with banned turns but without camera enforcement) identified up to 15 infringements in 16 hours for one movement at the junction.

has been compared with new data mainly collected in May 2017 shortly before the end of the trial.

- 1.21 Data is for a Tuesday or Thursday, normally considered to be 'neutral' (or typical) weekdays. Although Thursday is the historical "early closing day" for Chipping Barnet this is likely to have very little impact these days.
- 1.22 A range of events affecting traffic conditions during the trial (for example school holidays and severe weather conditions) and other work taking place in the area affected the opportunities available to collect data. The final counts were undertaken while other work was taking place on the High Street, but working restrictions were such that traffic flow should not have been significantly affected at least at peak times.
- 1.23 Additional count data undertaken in December 2016 is available for the one-way section of Union Street. Unfortunately pre-trial data for Stapylton Road or the two-way stretch of Union Street is not available to allow a direct comparison. Traffic Count summary information is included as Appendix B for morning and evening peak periods (0730-0930 and 1600-1800) and a period in the middle of the day (1200-1400). An aggregate figure (based on the total for these periods) is also included.
- 1.24 The counts show an increase in traffic in the one-way section of Union Street since the 2012 counts of 3%<sup>2</sup> (Dec 2017 count) and 6%-7% (May 2017 count).
- 1.25 Traffic in Salisbury Road at May 2017 was 14%-15% above the compared with the 2012 counts.
- 1.26 Traffic in Moxon Street had increased by 6%-7% travelling into Moxon Street but by 16%-37% travelling out. Traffic in Park Road had increased by 34% - 35% travelling into Park Road but decreased travelling out (5%-10% reduction in aggregate).
- 1.27 Increased traffic entering Park Road and exiting Moxon Street may indicate a level of traffic using this route as an alternative to making the left turn from Wood Street into High Street. However if this were the main reason then a correlation in terms of the time of day when increases were most pronounced might be expected and this is not obviously the case.
- 1.28 There is a pronounced difference between the traffic recorded on Thursday 4 May 2017 compared with that on Tuesday 9 May 2017 suggesting that differences in activity in Park Road, Victors Way and Moxon Street generally is a significant factor. It seems that traffic may have been using the Park Road and Moxon Street route as a consequence of the banned turns but, if this is the case, the effect and impact is masked by other variations in traffic levels.
- 1.29 Traffic count data for Fitzjohn Avenue is included in appendix B, but the levels of traffic recorded for the 'before' period are so low that it appears that these must have been affected by a specific events at that time affecting traffic

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<sup>2</sup> Percentage increases or decreases relate to the aggregated six hours except where otherwise identified.

conditions in the road, although there is no record of a temporary road closure having been in place at the time.

- 1.30 Traffic count data is also provided for Stapylton Road, but unfortunately no 'before' data is available for this location. As might be expected the data is a little higher than the total of that recorded on Salisbury Road and the one-way section of Union Street.
- 1.31 The December video surveys have been used to provide comparator traffic flows for the main junction. Traffic flows at the junction for most movements and overall had reduced (including movements unaffected by the banned turns).
- 1.32 In summary traffic flows at the main road junction appears to have reduced overall and traffic flows on minor roads in the area to have increased since the 2012 surveys, however it is not possible to ascribe this directly to the introduction of the trial since there is significant other variation evident between days during the trial and other changes more likely to be a result of more general changes in town-centre activity or travel patterns more generally.

#### **Comments from Ward Members and members of the public**

- 1.33 Although comments on the proposal have not been explicitly invited, the experimental period has nevertheless provided an opportunity for residents to express views regarding any issues experienced.
- 1.34 Councillors Prentice and Perry (High Barnet) have both advised that the closures have caused traffic congestion and inconvenience to local residents who have spoken to them, and advised of congestion and delays from their own experience. Councillor Roberts (Underhill) has advised that the closure of the left turn is a matter of concern for many local residents who cannot now access the High Street from Wood Street.
- 1.35 Enquiries and concerns from twelve members of the public have also been logged. These are summarised at appendix C. (Some early enquiries asking for information only may not be recorded).
- 1.36 Concerns raised include congestion, increased travel time from the west of the town for those who need to access the town centre by car, displacement of traffic into Union Street, Alston Road, Stapylton Road and The Avenue and consequent safety concerns.

#### **Road Safety**

- 1.37 Accident data about Personal Injury Accidents is not yet available for the experimental period.
- 1.38 There have been 7 Personal Injury Accidents (PIAs) at the junction in the most recent 3 years accident data available (to the end of October 2016), 2 classified as serious injury and 5 slight injury. 6 of the 7 resulted in a pedestrian casualty, including the 2 serious injury accidents.

- 1.39 The number of pedestrian accidents is five or six times the average level for Barnet or London as a whole and makes up a very high proportion of the personal injury accident occurring here. The total number of accidents is about average for a traffic signalled junction in Barnet, but above average for Outer London or London as a whole.
- 1.40 As highlighted by one comment from a member of the public the use of the narrow part of Union Street by larger vehicles and vehicles mounting the footway is a concern. However, while the left turn at the Church may be more suitable previous correspondence has highlighted that larger vehicles making this turn overhang the pedestrian area, as well.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 Following an experimental period when the left turn from Wood Street into High Street and the right turn between High Street and Wood Street were restricted to allow the arrangement to be assessed, the trial has now been suspended. Data related to the trial is included in this report. The impact of the trial has been of concern to ward members and the Committee is now asked to decide whether:
- a. To instruct the Commissioning Director for Environment to proceed with a resident/trader consultation for a permanent scheme based on the proposal shown on drawing CHB-CAP-0000-CHB-DR-Z-101 REVC; the consultation addressing both the concept in the light of resident experience of the experiment and the detail of the landscaping for such a scheme.
  - b. To instruct the Commissioning Director for Environment to proceed with the detailed design of a proposal to widen the footway on the south side of Wood Street from the college to the former Crown and Anchor public house; or
  - c. Neither
- 2.2 If option a were preferred there may be a range of views regarding an appropriate consultation area. The committee is asked to agree that the consultation area be agreed with ward members for High Barnet and Underhill Wards.
- 2.3 The option b would provide more space for pedestrians on what is a relatively narrow footway. It would require removal of the small refuge in the middle of the crossing on Wood Street but the overall crossing distance would be shortened for pedestrians. As the refuge is small it is not a good place for pedestrians to wait while crossing.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The options presented are proposals that could be implemented without a fundamental change in the method of control at the junction. Alternative options for the junction that may be considered in future would require more fundamental changes to the method of control and are not at a stage where they could proceed currently.

#### **4. POST DECISION IMPLEMENTATION**

- 4.1 If the Committee decide to proceed with the proposal as shown on drawing CHB-CAP-0000-CHB-DR-Z-101 REVC a consultation on a scheme would be planned and carried out prior to reporting back to the Chipping Barnet Area Committee. If the Committee chooses to proceed with the widening of the pavement detailed design for this work would be carried out and work would proceed authorised via officer delegated powers following consultation with ward members.

#### **5. IMPLICATIONS OF DECISION**

##### **5.1 Corporate Priorities and Performance**

- 5.1.1 The Corporate Plan includes delivery objectives of “a clean and attractive environment, with well-maintained roads and pavements, flowing traffic” and “a responsible approach to regeneration, with thousands of new homes built” by helping residents and particularly school children to feel confident moving around their local area on foot, and contribute to reduced congestion.
- 5.1.2 The options identified would provide for improved movement for pedestrians in particular and an improved environment at this busy junction, and the report considers other traffic management impacts.

##### **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

- 5.2.1 A £100,000 provision to develop and implement (or partially implement) improvements at the junction of High Street and Wood Street has been made in the 2017/18 LIP funded work programme to deliver this scheme. Funding from previous contributions made as part of the development of the Barnet College site may also be available for this work, enabling the programmed LIP funding to be utilised on other schemes.
- 5.2.2 The total available funding would be sufficient to cover the consultation proposed at (a) but a future funding applications for 2018/19 LIP funding may be required to complete works due to the scale and likely timeframe. The work proposed at (b) should be fully deliverable from the available funding.

##### **5.3 Social Value**

- 5.3.1 The Public Services (Social Value) Act 2012 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. This decision does not relate to commissioning services.

##### **5.4 Legal and Constitutional References**

- 5.4.1 The Highways Act 1980 provides general and specific powers for the highway

authority to make changes or improvements to the highway.

5.4.2 The Council has the necessary legal powers to introduce traffic orders to put the proposal into effect under the Road Traffic Regulation Act 1984.

5.4.3 The Traffic Management Act 2004 places obligations on traffic 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.

5.4.4 The Council's Constitution, in section 15 headed "Responsibility for Functions" (Annex A) states that Area Committees discharge any functions, within the budget and policy framework of the theme committees that they agree are more properly delegated to a more local level. These include local highways and safety schemes.

## 5.5 Risk Management

5.5.1 No specific risks have been identified in relation to this decision.

## 5.6 Equalities and Diversity

5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
- advance equality of opportunity between people from different groups
- foster good relations between people from different groups

5.6.2 The broad purpose of this duty is to integrate considerations of equality into day business and keep them under review in decision making, the design of policies and the delivery of services

5.6.3 The proposals for this location, if introduced, would provide benefits to pedestrians in terms of providing additional space in the vicinity of this busy junction so reducing vulnerability to passing traffic, and more opportunity to wait and pause when negotiating the junction. Owing to the proximity of the college young people are likely to benefit particularly as are more vulnerable pedestrians including older people, disabled people and children and their carers.

5.6.4 Impacts of traffic diverting would affect all groups to a similar degree.

5.6.5 Neither the introduction or non-introduction of the measures is considered to compromise the Council in meeting its Equalities Duty.

## 5.7 Consultation and Engagement

5.7.1 A trial of banned turns at the junction of the A1000 High Street and Wood Street is the subject of this report, and views of members of the public have been collated where provided. If the Committee wishes to proceed with the proposal outlined on drawing CHB-CAP-0000-CHB-DR-Z-101 REVC further consultation with residents/traders would follow to allow fuller expression of

views in the light of resident experience of the trial and the detail of the landscaping for such a scheme, as well as undertaking any statutory consultation required.

5.7.2 If the Committee wish to proceed with a more limited proposal to widen the pavement, then public consultation is not planned unless elements of the proposal emerge that would require statutory consultation.

## 5.8 **Insight**

5.8.1 The report considers technical survey data available in relation to the proposal.

## 6. **BACKGROUND PAPERS**

6.1 The Chipping Barnet Town Centre Strategy was adopted by the Council at the Cabinet meeting of 24 June 2013 (item 9):

<http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=120&MID=7462>

and is also available here:

<https://www.barnet.gov.uk/citizen-home/planning-conservation-and-building-control/town-centre-frameworks/chipping-barnet-town-centre-strategy.html>

6.2 The Environment Committee on 15 March 2017 approved the LIP funded work programme for 2017/18 (item 12). Work on the proposal for this junction is referred to in Appendix 1 of that report:

<http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=695&Mid=8593&Ver=4>

