

**LONDON BOROUGH OF CAMDEN
CULTURE AND ENVIRONMENT DIRECTORATE
ENVIRONMENT AND TRANSPORT DIVISION**

MATTERS FOR DECISIONS BY THE ASSISTANT DIRECTOR OF CULTURE AND ENVIRONMENT (ENVIRONMENT AND TRANSPORT)

NON KEY DECISION – 25 September 2012

REPORT TITLE	RECOMMENDATION	WARD/S	APPROVED BY
Proposed Bloomsbury 20mph area	<p>That the Assistant Director of Environment and Transport approves the implementation of a 20 mph area which includes the following measures:</p> <ul style="list-style-type: none"> • The implementation of a raised junction at Cartwright Gardens and Leigh Street. • The implementation of a raised crossing with footway buildouts on Millman Street, outside St George the Martyr CofE Primary School. This would require 4 Resident parking spaces to be relocated to the opposite side of the street. • The implementation of a raised crossing on Great Ormond Street, at its junction with Millman Street. • The relocation of 1 Resident parking bay on Rugby Street to Millman Street. Introduction of carriageway cycle parking on Rugby Street. 	Kings Cross, Bloomsbury, Holborn & Covent Garden	<i>Sam Monck</i>

PROPOSED BLOOMSBURY 20MPH AREA

NON KEY DECISION OF THE ASSISTANT DIRECTOR OF ENVIRONMENT AND TRANSPORT

SUMMARY OF REPORT:

This report provides details of the consultation exercise undertaken for a proposed 20mph speed limit in the Bloomsbury area, with associated measures. It seeks approval to implement the proposals outlined in Section 4 of this report.

AFFECTED WARDS: Kings Cross, Bloomsbury, Holborn & Covent Garden

RECOMMENDATIONS:

Approval is sought from the Assistant Director of Environment and Transport to carry out the following works subject to compliance with statutory procedures and detail design:

The implementation of a 20 mph area with the following physical traffic calming measures:

- a raised junction at Cartwright Gardens and Leigh Street.
- a raised crossing with footway buildouts on Millman Street, outside St George the Martyr Primary School. This would require 4 Resident parking spaces to be relocated to the opposite side of the street.
- a raised entry treatment on Great Ormond Street, at its junction with Millman Street.
- Relocation of 1 Resident parking bay on Rugby Street to Millman Street, and replace with a carriageway cycle parking facility.

These recommendations are based on accident analysis, traffic surveys and the responses received from the consultation exercise.

1.0 BACKGROUND

- 1.1 The Bloomsbury area covered in this proposal is bounded by Euston Road, Grays Inn Road, Theobalds Road and Upper Woburn Place / Southampton Road, and is indicated by red outline on the map below.



- 1.2 This area experiences high levels of pedestrians and cyclists from residents, commuters and tourists.
- 1.3 The feasibility study was carried out using collision data for the 36 months prior to August 2011. This recorded 90 personal injury collisions within the area, including 1 pedestrian fatality, 14 serious and 75 slight. The 90 collisions caused 93 casualties, 29 were pedestrians (2 were children), 33 were cyclists (1 was a child), and 14 were powered two wheelers. A full casualty plot is included in Appendix A.
- 1.4 Since the feasibility study updates have shown that a further 15 Personal Injury collisions have been reported between August 2011 and February 2012. These caused 15 casualties, 7 of which were pedestrians, 6 of which were cyclists, and 2 were powered two wheelers.
- 1.5 To improve road safety in the area, a 20 mph limit in conjunction with other traffic calming measures were considered to encourage slower traffic speeds. Camden has implemented a large programme of 20 mph zones and limits and these have been successful at reducing casualties. It is considered that lower speed limits can also encourage walking and cycling and creates a more pleasant street environment.
- 1.6 Traffic counts were carried out over 7 days, in March 2012, on all roads which had more than 110 metres to a give-way or a sharp bend, as these are considered existing traffic calming features that would keep speeds low. A summary of the results can be found in Appendix B. The traffic speeds recorded were fairly low, with

only 3 streets recording 85th percentile speeds of between 25.2 – 27.7mph. The average 85th percentile speed recorded was 22.5mph.

- 1.7 Independently of the 20mph proposal, ward Councillors and St George the Martyr CofE Primary School (on Millman Street) requested improved pedestrian crossing facilities on Millman Street. Officers had several meetings with the school and ward Councillors; two of these were also attended by the Year 3 pupils. In response officers developed proposals to improve safety outside the school. These proposals were agreed by the school prior to public consultation.

2.0 PROPOSALS

- 2.1 A large number of streets in this Bloomsbury area already have traffic calming in the form of pedestrian crossings, or raised features such as entry treatments and raised junctions. Due to the extent of existing traffic calming and the low traffic speeds recorded on the majority of streets, the area was considered suitable for a minimal measures 20mph area approach using predominantly signs and road markings.

- 2.2 However two key locations were highlighted as needing additional measures:

- 1) **Cartwright Gardens at its junction with Leigh Street and Marchmont Street.** There have been 4 casualties at this junction. One casualty involved a cyclist, and two involved a pedestrian – one of which was serious. Pedestrians often need to cross the road diagonally here due to the absence of a footway alongside the gardens on Cartwright Gardens between Leigh Street and Hastings Street. A raised junction was therefore proposed at this location.
- 2) **Millman Street. The street does not currently have any traffic calming and** 85th percentile traffic speeds on Millman Street were recorded as 23-25.1mph, which was one of the higher levels recorded in the area. In addition, St George the Martyr C of E Primary School has previously requested improved crossing facilities outside their school.
- 3) The proposed raised crossing point on Millman Street creates space for an additional parking bay on Millman Street. This therefore presented an opportunity to free up kerb space close to Lambs Conduit Street on Rugby Street. Cycle parking in the Lambs Conduit Street area is already at capacity, with cyclists chaining their bicycles to guardrail and private property. It was considered this was a good opportunity to propose on street cycle parking at this location.

3.0 CONSULTATION

Consultation process

- 3.1 The consultation period was for one month and ended on 15 June 2012. Approximately 10,260 letters were distributed to residents and businesses within the consultation area. Responses were also sought from local groups, statutory groups, and ward Councillors. A leaflet with the proposals was also available to view online on the Council's website. Copies of the consultation letter and online consultation document can be found in Appendix C.

Consultation analysis

- 3.2 A total of 121 responses were received, which represents a return rate of 1.2%. This response rate is below the average response rate of 10% obtained for other consultation exercises in the borough. This is potentially due to the change in the consultation process whereby the leaflet showing the drawings of proposals are now no longer sent to all consultees
- 3.3 The consultation letter informed people of the proposed 20mph limit, as well as the additional measures on Cartwright Gardens, Millman Street and the cycle parking on Rugby Street. It was evident that there were significantly more comments received relating to the 20 mph proposals.
- 3.4 Tables 1, 2, 3 and 4 summarise the responses received:

Table 1: Summary of consultation responses in favour of 20mph speed limit.

Consultees	In favour of proposed 20mph speed limit?		
	Yes	No	No Response
Residents and Businesses	94	20	2
Statutory Groups	3	0	0
Local Groups and Councillors	2	0	0
	99 (81.8%)	20 (16.5%)	2 (1.7%)

Table 2: Summary of comments made in relation to the junction speed table at Cartwright Gardens / Leigh Street.

Consultees	In favour of proposed junction speed table at Cartwright Gardens / Leigh Street?		
	Yes	No	No Response
Residents and Businesses	10	8	98
	10 (8.6%)	8 (6.9%)	98 (84.5%)

Table 3: Summary of comments made in relation to the speed table on Millman Street.

Consultees	In favour of proposed speed table on Millman Street?		
	Yes	No	No Response
Residents and Businesses	10	7	99
	10 (8.6%)	7 (6.0%)	99 (85.3%)

Table 4: Summary of comments made in relation to the on street cycle parking in Rugby Street.

	In favour of proposed on-street cycle parking in Rugby Street		
	Yes	No	No Response
Residents and Businesses	8	6	102
	8 (6.9%)	6 (5.2%)	102 (87.9%)

Analysis of Results

- 3.5 Analysis of the results received from the consultation indicates that the majority of respondents supported the Council's proposal to implement a 20mph speed limit in the area. The results also indicated support for the additional measures proposed, despite the large number who did not comment on these measures.

Comments received

Comments from Metropolitan Police

- Police have no objections or observations at this stage.

Comments from Friends of Argyle Square

- We are delighted to hear of the proposal. It will make streets safer and more pleasant for everyone. However we feel it is important that road signage is kept to a reasonable level. As an example of 'overkill', the recently painted bicycle logos around Argyle Sq are excessively numerous and we certainly wouldn't want to see similar excesses of 20mph signage.

Comments from Marchmont Association

- The Marchmont Association welcomes the proposed introduction of a 20 mph speed limit throughout our area of benefit. We also welcome the proposed Cartwright Gardens/Leigh Street speed table for the reasons outlined in your consultation letter. Although we recognise that the speed table may help north-bound pedestrians who are currently forced to diagonally cross this junction to continue their journeys along the footway on the east side of the street, we remain concerned about the absence of a footway along the garden frontage of Cartwright Gardens, adjacent to the road leading from Marchmont Street to Euston Road, especially as we anticipate these gardens being opened to the general public in the near future. I appreciate that this is not a consideration for the consultation exercise in question, but it does

have a direct bearing on pedestrian safety and the proposed works to the junction. The feasibility of installing a footway has been demonstrated by the recent introduction of the Cycle hire station on the extended footway opposite the gardens. However, we appreciate that this build-out will need to be relocated if a footway is introduced on the west side of the street. In view of the current shortage of funds, the Council/TfL may want to consider introducing the above mentioned footway instead of building the speed table, as it may provide far greater benefits to pedestrians, whilst also slowing down traffic, as has happened in Marchmont Street since the footways were extended last year.

Comments from Camden Cycling Campaign

- We are very supportive of the proposal to apply a 20 mph limit in all of the streets bounded Euston Road, Woburn Place / Southampton Row, Theobalds Road and Grays Inn Road. It will be a useful complement to the new and much appreciated permeability scheme in the Argyle Area. In addition, the calming on Cartwright Gardens at the junction with Leigh Street should be of benefit for our N-S route. Guildford St is already heavily used by cyclists and we have for a long time hoped for a 20mph limit there. In addition it forms part of the 'SSL Relief Route' planned during the Route 0 CRIM. As part of the proposal from Simi Shah to carry out actions remaining from CRIM data sheets it would be worth while studying whether any further traffic calming measures may be appropriate.

Comments from Camden Parking Services

Our concerns are that the additional signage required for the 20mph zone could further add to the clutter which is already present in some streets off Euston Road. In many cases, this can be mitigated by combining the 20mph zone signs with the CPZ entry signs as happens elsewhere in the borough. However, there are still some locations where TfL's signs seem to crowd out everything else, such as Crestfield Street, and historically we have been constrained in what we can do about this. The risk to our operations is that drivers could successfully challenge a PCN on the basis that the signage at the entry point to the CPZ was obscured or impossible to comprehend amongst all the others. Would it be possible for you to liaise with TfL in reducing the amount of clutter in some places as this appears to be an opportunity to deal with this long-standing problem.

Officer's response to Statutory Consultees

The Friends of Argyle Square and Camden Parking Services both raised concerns about the additional signage that a 20mph area would cause. For a 20mph area to be enforceable the Department for Transport regulations state that 20mph repeater roundels, as either small signs on posts or painted onto the roads should be placed at regular intervals throughout the area. Therefore there will need to be some additional signs, however officers will aim to minimise the number of signs and their impact on the public realm and this historic conservation area. Officers will also work with TfL to minimise the impact of new signs at the boundary with the TLRN.

The Marchmont Association welcome the speed table at Cartwright Gardens / Leigh Street junction, however they also requested a footway alongside the gardens on Cartwright Gardens between Leigh Street and Hastings Street. Officers consider this proposal to be outside of the scope of this 20mph project, however this proposal will be added to the Council's list of requested schemes.

Camden Cycling Campaign commented that they were very supportive of the proposals and suggested further traffic calming measures may be appropriate, as indicated in the Route 0 CRIM, July 2008. The CRIM report identified that additional traffic calming may be beneficial on Guildford Street. Officers comment that this 20mph scheme is designed to be implemented with a minimal approach to traffic calming. This is considered feasible due to the large number of traffic calming features already existing in the area and the relatively low traffic speeds recorded. Guildford Street is also part of the Strategic Route Network and an Emergency Key Route, so vertical traffic calming may not be supported by the emergency services. Officers therefore don't feel it is appropriate at this stage to add further measures than those already consulted on. Officers anticipate that a revised 20mph speed limit will help cycle safety on this road, even without further traffic calming features.

Comments from Local Residents and Businesses in favour of 20mph

- We are in favour of the 20mph speed limit to make the area safer for pedestrians. Though increasingly the danger on the roads comes from cyclists travelling too fast and ignoring traffic regulations.
- 20mph would be an asset but enforcement a problem. There is a regular hazard of cyclist exceeding limit. 20mph accompanied by no overtaking would be a help.
- I think this speed reduction is a good idea, not just for safety reasons, but to augment measures which have already been taken to make the area a more pleasant pedestrian environment.
- I support any policy that reduces the dominance of the motor car over our environment and quality of life, especially in the city in the vicinity of university campus, children's hospitals and facilities like Coram Fields. It is often commented that Bloomsbury is like a village in the heart of London and I feel that it is an atmosphere worthy of protection. It will also add to road safety in a highly populated and busy area with many cyclists using the roads. Cities are for people not cars.

Officer's response to local residents and businesses in favour of 20mph

The majority of responses to the consultation were in favour of the proposed 20mph limit. Officers agree that the area is suitable for improved road safety measures due to its proximity to university campus's, hospitals and Coram Fields, plus attractors that generate a large volume of pedestrians and cyclists passing through. Many respondents indicated concern to the speed of cyclists using the streets in this area, and anti-social cycling behaviour.

Large numbers of cyclists use the quieter roads in this area to avoid the main roads such as Euston Road, Grays Inn Road and Southampton Row. This may be because these quieter roads feel safer, and are sometimes more direct. Camden encourages cyclists to use quieter roads where possible, and have recently improved cycle permeability in this area by permitting two-way cycling on many one-way streets and locating a number of Barclays Cycle Hire stations in the area. Officers consider that the majority of cyclists who use our streets do so with due care and attention, and that it is the minority who behave poorly.

Comments from local residents and businesses opposed to 20mph

- I am strongly against this proposal, as this means yet more signage, road paint and policing, and unnecessary expense. People already drive slowly in my area.
- We oppose the scheme. We have 5 children from 5-13 years old, and we are extremely sensitive to road safety around our home. The danger to them is not cars but cycles. There are few cars in this area, and because of the nature of the roads they seem to travel quite slowly anyway. In contrast there are now a lot of cyclists, and many travel faster than cars whilst taking very little notice of normal "road safety" conventions. Our children have had a number of near misses with cyclists, but none (so far) with cars. If you really want to promote further safety in this area, we suggest you seek to control cyclists rather than cars. The 20mph road markings will be more visual clutter in this part of the Bloomsbury Conservation Area and for no positive effect.
- I am not persuaded that the cost is worth the benefit. First it is doubtful whether one could in practise drive faster than 20mph within the zone. Second, if it is intended for cyclists I am frankly more in fear of being hit by a cyclist when crossing the road or on the pavement than I am a car. Third, if it were to slow traffic then there would be traffic build up within the zone. Greater congestion will raise the cost of deliveries to our businesses. Fourth, there are better things one could do with the money - a) ruthlessly remove street furniture and signage, b) re-surface the roads with low noise materials.
- Why is Camden spending money on this and not something more useful like helping young people find work?

Officer's response to local residents and businesses opposed to 20mph.

Again local people have commented on the perceived safety risk from bicycles rather than cars in the area. Officers comments mentioned above respond to this issue.

Respondents also felt that congestion would increase if the speed limit were to be reduced. Officers comment that the average 85th percentile speed recorded on the 30 streets surveyed in the area was 22.5mph, which is already very close to the proposed revised speed limit of 20mph. Studies undertaken in the borough indicate that 20mph areas with minimal traffic calming achieve a reduction in speeds of around 1 to 2 mph. Although Officers feel a 20mph limit would have a positive impact on road safety and street environment in the area, it is not considered that it would cause further congestion.

Some residents also objected to the scheme due to the extra signs and line markings that would be required. This issue is a concern for Officers, particularly as the area is in an important and historic conservation area. However additional signs will be required to enforce the 20mph limit and ensure that drivers are aware of the reduced speed limit. As highlighted previously, Officers will keep signs to a minimum and minimise their impact on the public realm.

Some respondents complained that the proposals are a waste of money and that the Council should be spending the money elsewhere. As the Highway Authority the Council has a statutory duty to improve road safety. This scheme has been identified to respond to road safety concerns in the area and studies have shown that 20mph speed limits do reduce traffic speeds and consequently improve road safety. The funding secured is solely ringfenced for highway improvements, so cannot be used for other non-highway issues as some respondents request.

Comments from local residents and businesses regarding the proposed speed tables at Cartwright Gardens / Leigh Street and Millman Street.

- Crossing at Cartwright Gardens / Leigh Street junction can be tricky, so traffic calming measures there are likely to be helpful.
- I approve of the proposed changes, particularly the attempt to make crossing Cartwright Gardens and Leigh Street less dangerous.
- Agree with 20mph, but not happy about spending money on unnecessary things like speed table in Cartwright Gardens/ Leigh Street.
- I strongly oppose the creation of a speed table at the junction of Leigh St / Cartwright Gardens, due to the extensive wear and tear it causes to cars passing over them.

Officer's response to local residents and businesses regarding the proposed speed table at Cartwright Gardens / Leigh Street and Millman Street.

The proposed speed tables at Cartwright Gardens / Leigh Street received positive comments from local people who acknowledged the benefits it could have for pedestrians crossing the street. The objections received were not regarding each site, but rather the principal of raised traffic calming, its cost and the damage to passing vehicles.

The speed table on Cartwright Gardens / Leigh Street was proposed to benefit pedestrians crossing at this location, slow traffic to the desired 20mph, and to respond to the four accidents, one of which was serious, that have occurred at this junction in the 36 months prior to August 2011. The speed table on Millman Street was proposed to slow traffic and assist crossing pedestrians, including school children of St George the Martyr School. Both additional measures support the speed limit reduction and have added road safety benefits for pedestrians. **Tables 2 and 3** show that the responses received from the consultation indicates support of these speed tables, despite the large number who did not comment on these measures explicitly. Officers therefore recommend that these additional measures be implemented.

Comments from local residents and businesses regarding the proposed cycle parking on Rugby Street.

- There is plenty of space on Lambs Conduit St for cycle racks without having to move a parking bay in Rugby Street.

- On Street cycle facility on Rugby Street is a bad idea. Location already congested with traffic and cyclists. Place it at other end of Rugby Street near Rugby Tavern.
- I support the 20mph limit, and the proposed cycle stands, we regularly have cycles chained to our private railing or local lamp stands - seems only sensible to have somewhere they can be locked securely without interfering with others property. However we object to a cycle hire station.

Officer's response to local residents and businesses regarding the proposed cycle parking on Rugby Street.

Some respondents commented that there are adequate cycle stands in Lambs Conduit Street already. Officers comment that this is not the case and that the existing facilities are at capacity. There is clearly a demand for additional cycle parking in the immediate area and the proposals seek to address this. By providing on-street cycle parking, this reduces the need to remove further footway for pedestrians. By moving a parking bay to a space created on Millman Street with the proposed speed table design, adequate space is freed up for carriageway cycle parking. One resident suggested that the cycle facility should be placed at the other end of Rugby Street by the Rugby Tavern, however Officers consider that this is too far from Lambs Conduit Street where cycle parking is in high demand.

Table 4 shows that the responses received from the consultation indicate support for this cycle facility, despite the large number who did not comment specifically on the measures. Officers therefore recommend that this additional measure be implemented.

4 NEXT STEPS

4.1 Based on the responses received to the proposals consulted, Officers recommend the following be implemented, subject to compliance with statutory procedures and detail design:

- 1 Introduce a 20mph speed limit on all roads bounded by Euston Road, Upper Woburn Place / Southampton Row, Theobalds Road, Grays Inn Road.
- 2 Construct a junction speed table at the junction of Cartwright Gardens / Leigh Street / Marchmont Street.
- 3 Construct a speed table with footway buildouts on Millman Street, outside St George the Martyr Primary School. This would require 4 Resident parking spaces to be relocated to the opposite side of the street.
- 4 Construct a raised entry treatment on Great Ormond Street, at its junction with Millman Street.
- 5 Relocate 1 Resident parking bay on Rugby Street to Millman Street, and replace with an on-street cycle parking facility near Lambs Conduit Street.

5 FINANCIAL IMPLICATIONS

- 5.1 The estimated costs of the scheme, excluding the proposals at Millman Street are £60,000. This will be funded by the cost centre CDCD7361YO. The Proposals for Millman Street are estimated to cost £40,000. This will be funded by the cost centre CDCD7357 with additional funding provided from the General School travel Budget.

6 COMMENTS OF THE DIRECTOR OF FINANCE

- 6.1 The estimated costs of this scheme are included in the 2012/13 capital programme.

7.0 COMMENTS OF THE HEAD OF LEGAL SERVICES

- 7.1 Comments have been incorporated into this report.

APPENDIX A



ACCIDENT STATISTICS

APPENDIX B

TRAFFIC COUNTS SUMMARY

BLOOMSBURY 20mph - south of Euston Rd

	Direction A Virtual Week		Direction B Virtual Week	
	Mean	85%ile	Mean	85%ile
1 o/s 42 Old Gloucester St	17.1	21.9		
2 o/s 1-28 Richbell, Boswell St	18.6	23.5		
3 o/s 12 Queens Sq	15.9	20.1		
4 o/s 41 Great Ormond St	16.2	22.1	15.8	21.9
5 o/s 14 Orde Hall Street	17.3	21.9		
6 o/s 48 Millman St	17.7	23	18.6	25.1
7 o/s Dickens House, 48 Doughty St	23.6	27.7	23.2	27.7
8 o/s 19 Mecklenburgh Sq	20.4	27.1	18.7	25.7
9 o/s Institute of Child Health, Guildford St	17.7	22.6	17.7	22.8
10 o/s 4 Lansdowne Terrace	17	20.6	17.7	21.5
11 o/s 12 Grenville Street	15.4	17.7		
12 o/s 16 Bernard St	17.7	22.1		
13 o/s 53 Coram St	18.5	23	16.4	19.7
14 o/s Dickens House, Herbrand St	19.8	23.7		
15 o/s 59 Marchmont St	16	20.8		
16 o/s 9 Tavistock Place	20.1	23.9	19	24.2
17 o/s 28 (Public House) Harrison St	18.1	24.6	14.7	20.1
18 o/s Mullettsfield, Cromer St	12.6	16.1	13.3	16.8
19 o/s 13 Argyle Sq	17	22.8		
20 o/s 43 Argyle Sq	13.5	19.2		
21 o/s 19 Argyle Street	15.3	19		
22 o/s 60-79 Tonbridge House, Tonbridge St – next to alleyway to Whidborne St	15.1	19.7	15.6	21.7
23 o/s 91 Judd St	22	27.1	22.3	26.8
24 o/s 12 Leigh St	14.9	19.7	18	23
25 o/s 9 Sandwich St	16.5	21.5	15.1	20.8
26 o/s 12 Thanet St	16.7	23	17.5	23.3
27 o/s Sinclair House, Hastings St – between Sandwich St and Hastings St	17.1	23	18.7	23.7
28 o/s Bidborough House, Bidborough Street – 60M east of Mabledon Place	17.4	23.3	20	25.1
29 o/s 43-60 Flaxman Court, Flaxman Terrace	17.4	22.8	15.9	21.9
30 o/s Canterbury Hall, 12-18 Cartwright Gardens	17.8	22.4	16.2	21.7

 Amber - speeds 23 - 24mph
 Red - speeds over 25mph

APPENDIX C

CONSULTATION DOCUMENTS