

NON-KEY EXECUTIVE OFFICER REPORT TEMPLATE

LONDON BOROUGH OF CAMDEN	WARDS: Bloomsbury
REPORT TITLE Covid-19 Safe Travel in Camden Schemes: Huntley Street	
REPORT OF Strategic Lead Transport Planning	
FOR SUBMISSION TO Director of Environment and Sustainability	DATE 09 November 2020
SUMMARY OF REPORT This report seeks a decision from the Director of Environment and Sustainability under delegated authority of the Cabinet Member for a Sustainable Camden on whether to implement a new cycle facility along identified sections of Huntley Street. The proposals aim to increase permeability for an anticipated increase in cycling movements, as a result of the COVID-19 pandemic. The proposals meet the objectives of Our Camden Plan by encouraging people to travel more by bike. Local Government Act 1972 – Access to Information The following documents have been used in the preparation of this report: COVID-19 response: enabling safe travel in Camden (SC/2020/74) Traffic Management Act 2004: network management in response to COVID-19 Contact Officer: Kevin Stears, Major Projects Programme Manager, 5th Floor, 5 Pancras Square, London, N1C 4AG 020 7974 8904, Kevin.stears@Camden.gov.uk	
RECOMMENDATIONS That the Director of Environment and Sustainability, having considered the objectives set out in the Report 'COVID-19 response: enabling safe travel in Camden', and this report and its appendices including in particular the Equalities Impact Assessment at Appendix C, approves the proposals as described in section 2 of this report.	

Signed:



Sam Margolis, Strategic Lead Transport Planning

Date: 09/11/2020

1. CONTEXT AND BACKGROUND

- 1.1 This report follows on from the Report of the Executive Director Supporting Communities, entitled COVID-19 response: enabling safe travel in Camden ([SC/2020/74](#)), which was approved on 13/05/20 by the Cabinet Member for a Sustainable Camden; and is submitted to the Director of Environment and Sustainability for consideration, pursuant to Recommendation 6 and paragraph 1.20(i) of that Report in particular.
- 1.2 This report sets out the rationale behind the temporary northbound contraflow cycle route on the section of Huntley Street between Torrington Place and Chenies Street. The proposed intervention will introduce a new cycle facility for people cycling to comply with the UK Government's COVID-19 social to facilitate and encourage cycling.

Background

- 1.3 According to the UK Government COVID-19 Recovery Strategy, the need for social distancing is likely to extend until beyond the end of 2020 and government advice is to avoid public transport and instead walk or cycle wherever possible.
- 1.4 It is important that people travelling by either walking or bike are able to do so as safely and as comfortably as possible. Reallocating road space to people walking and cycling will encourage active travel and enable social distancing.
- 1.5 There is a need to improve cycle permeability on all possible streets in the London Borough of Camden and avoid one-way systems, which increase journey time, to enable people to make convenient and safe local journeys by bike. This proposal would be an immediate solution as a COVID-19 response to improve permeability for cyclists.

2. PROPOSALS AND REASONS

- 2.1 Huntley Street is a one-way road, with low traffic volumes. The northern section of Huntley Street, between Grafton Way and University Street, serves as a northbound route, whilst the southern section, between University Street and Chenies Street, serves southbound traffic.
- 2.2 Initially the entire southern section, between University Street and Chenies Street, was considered for intervention. However, the section between Torrington Place and University Street is the narrowest section of the corridor. The University College Hospital Macmillan Cancer Centre, is also located on this section of Huntley Street, and is a key destination in the area, with a large number of visitors and pick-up and drop-offs using Patient Transport Service (PTS) ambulances, which are wider than a standard car, reducing the effective width of the carriageway. During site visits the level of parking along this section was observed to be high, with a number of vehicles illegally parked on single yellow lines and it is unlikely that this will improve under the

proposed scheme. Following a design review, comments from the Camden Environmental services team and the findings of the Stage 1/2 Road Safety Audit, officers decided to exclude the section of Huntley Street between University Street and Torrington Place from the scheme, as it and it was considered too narrow and as a result unsafe for cyclists.

- 2.3 The section of Huntley Street between Torrington Place and Chenies Street is wider and does not suffer from the same parking demand as the section to the north and therefore is considered suitable for the proposed intervention based on the need to improve cycle permeability on all possible streets in the Borough. The section of Huntley Street between Torrington Place and Chenies Street is approximately 140 meters long and consists of a single southbound lane with dedicated parking bays and single yellow lines located on both sides of the carriageway, along the length of the street.
- 2.4 The London Borough of Camden are undertaking a separate stream of work looking to introduce double yellow line markings at junctions, to improve visibility and safety. In addition to the cycle facilities, these measures have been considered at all junction on the section of corridor from University Street to Chenies Street.
- 2.5 The following interventions, are proposed for the scheme
- A northbound contraflow cycle facility marked with signs and cycle logos will be introduced between Chenies Street and Torrington Place. The cycle logos will be located in the middle of the carriageway, so that they are clearly visible to oncoming southbound traffic.
 - Short sections of mandatory cycle lane marking will be introduced on the northbound approach Torrington Place and northbound exit from Chenies Street, to provide extra protection for cyclists.
 - At the junction of Chenies Street a residential bay will be removed from the western side of Huntley Street to also allow for a longer section of mandatory cycle lane.
 - Double yellow line markings, with double kerb blips will be introduced at the junctions with University Street, Capper Street, Chenies Mews, Torrington Place and Chenies Street where they are not currently marked, to prevent loading. This will increase visibility for pedestrians and vehicles and compliment the proposed mandatory cycle lanes. The introduction of double yellow lines markings at Chenies Street requires the relocation of one disabled bay, at the expense of a pay-by-phone bay, on Chenies Street, west of Huntley Street.
- 2.6 The total loss of parking as a result of the scheme is 1 pay-by-phone as a result of the double yellow lines scheme and 1 residential bay as a result of the cycle scheme.

2.7 It should be noted that the recommended northbound through route between Chenies Street and Torrington Place would continue to be the existing route via Ridgemount Gardens, as shown in Figure 1 below. The proposed route would increase permeability for residents and visitors on Huntley Street, providing them with a direct northbound access to Torrington Place.

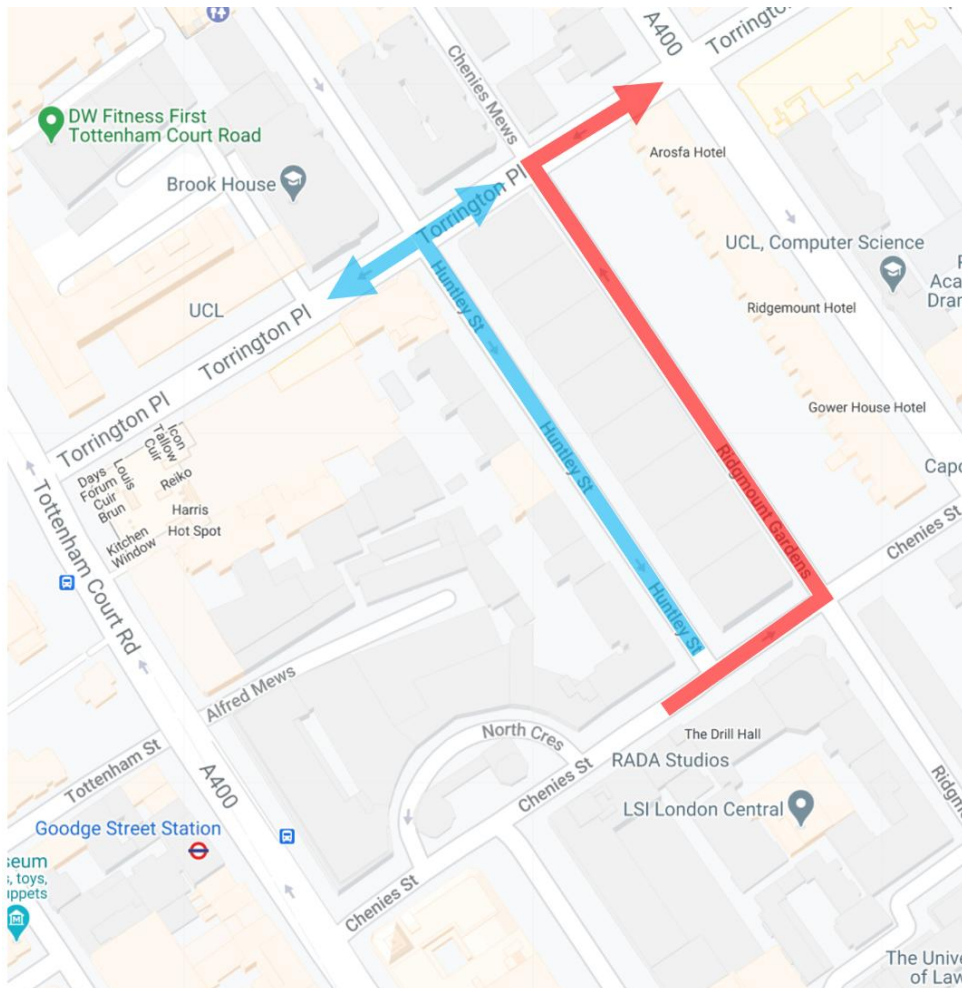


Figure 1: Existing route in red, with proposed cycle facility in blue.

2.8 A general arrangement drawing for the proposed scheme can be found in **Appendix A**.

2.9 According to section 7.3.5 of the Department of Transport Cycle Infrastructure Design Local Transport Note 1/20 (July 2020) standards, the minimum width for a contraflow cycle route, without a dedicated lane is 6.6m, on a low speed urban one-way road with parking either side. Therefore, this proposal will be feasible, given the minimum width of the carriageway, is approximately 7.8m, and the road is governed by Camden's borough wide 20mph limit.

2.10 Screenline surveys were undertaken in May 2019 on Huntley Street, south of the junction with University Street and this has been reviewed against the TfL (May 2019) "New Cycle Route Quality Criteria". The data indicates that a contraflow cycle route with signs and cycle logos can be introduced, instead

of a dedicated cycle lane, because of the low traffic flows on Huntley Street. The criteria related to traffic flows and how they fit with the proposal are reflected in Table 1.

Table 1 Fit with TfL (May 2019) New Cycle Route Quality Criteria¹

Criteria	Description	Fit with criteria
Criteria 1: The degree of separation for people cycling is appropriate for the total volume of two-way motorised traffic	The design of new cycle routes should only mix people cycling with motorised traffic where there are fewer than 500 motor vehicles per hour (vph – two-way) at peak times, and preferably fewer than 200vph	The screen line data shows that motorised vehicle numbers are below 50 vph
Criteria 6: Interaction between HGVs ² and people cycling in mixed traffic is minimised along a link	<p>Where people cycling are to be mixed with two-way motorised traffic flows of 200-500vph, the proportion of HGVs should be less than 5%³</p> <p>Where people cycling are to be mixed with two-way motorised traffic flows of less than 200vph, the proportion of HGVs, should be less than 10%³</p>	The screen line data provided shows that the proportion of HGVs is below the recommended 5% threshold

¹ Only the criteria related to traffic flows have been included in the table

² Heavy Goods Vehicle (HGV) – defined as lorries and trucks over 3.5 tonnes

³ Based on the peak hour HGV % as a proportion of the corresponding motor vehicle traffic flow, 7am to 7pm

- 2.11 The proposed interventions have been assessed against the same criteria used in the report COVID-19 response: enabling safe travel in Camden [SC/2020/74](#). The criteria and how they fit with the proposal are reflected in **Table 2:**

Table 2 Fit with criteria

Criteria	Notes
Pre-existing engagement/ requests from stakeholders	<p>Huntley Street received three responses on the Camden Commonplace website. The first two responses related to rat running and high-speed traffic on Huntley Street. The third response related to converting paid parking bays to residential parking. For the Commonplace comments refer to Appendix B.</p> <p>It should be noted that the community response is not specifically addressed as part of this temporary contraflow cycleway intervention. However, Automatic Traffic Counters (ATC) can be installed to monitor traffic speeds and volumes to determine if further interventions are required.</p>
Policy fit	<p>With the current government guidance on social distancing and limiting use on public transport, cycling and walking are anticipated to increase. This intervention helps promote safe cycling.</p>
Traffic flows, speeds & “rat-running”	<p>Huntley Street is not a street with historical high traffic flows, therefore interventions to address traffic flows are not considered necessary.</p> <p>It is recommended to install Automatic Traffic Counters (ATC) to monitor traffic volumes and speeds to determine if further traffic interventions are required.</p>

- 2.12 The scheme will be implemented under Section 9 of the Road Traffic Regulation Act 1984 using an Experimental Traffic Order (ETO).
- 2.13 Following implementation, monitoring will be carried out which will include an assessment of the passing manoeuvres between northbound cyclists and southbound vehicles. Furthermore, Automatic Traffic Counters (ATC) can be installed to monitor traffic volumes and speeds to determine if further interventions are required.

- 2.14 All the properties within the red area shown below will receive information about the scheme prior to implementation. The information will contain why these changes are being made and will include details of how they can give feedback during the Experimental Traffic Order (ETO) period.



Figure 2: Notification/letter drop area – all properties within red area

3. OPTIONS APPRAISAL

- 3.1 Considering the proposals and reasons for the Huntley Street scheme, there are only two options available:
- Option 1 - Approve the proposal outlined in Section 2
 - Option 2 - Do Nothing
- 3.2 By doing nothing, the Council will not meet policies outlined in Camden's Transport Strategy, Our Camden Plan or the Department for Transport's Traffic Management Duty guidance (23 May 2020), to increase permeability for cyclists.
- 3.3 The recommendation is to implement Option 1 as set out in Section 2 of this report.

4. WHAT ARE THE KEY IMPACTS/RISKS? HOW WILL THEY BE ADDRESSED?

4.1 For Huntley Street, the key impacts/risks and how they will be addressed are as follows:

- Mixing cyclists with oncoming motorised traffic poses a risk to cyclists. Therefore, the cycle logos will be located in the middle of the carriageway, so that they are clearly visible to oncoming traffic. Moreover, it is proposed to introduce short sections of mandatory cycle lane on the approach to Torrington Place and exit from Chenies Street.

4.2 A Stage 1/2 Road Safety Audit (RSA) was commissioned and completed by an independent industry accredited road safety professional. The RSA included a review of the entire corridor from University Street to Chenies Street. The key concern raised in the RSA related to the level of compliance of the existing waiting restrictions, which was a key consideration in the decision to exclude the section between University Street and Torrington Place from the intervention, as it is the narrowest part of the section originally chosen for intervention and was therefore considered unsafe for cyclists.

4.3 A Stage 3 Road Safety Audit will be commissioned after scheme implementation to review its safety from the perspective of an independent industry accredited road safety professional.

4.4 The proposal has been subject to an Equalities Impact Assessment (refer to **Appendix C**). It is not considered that the proposed changes will discriminate unlawfully against protected groups. Suspending parking bays may cause inconvenience to protected groups that are more heavily reliant on passenger transport by taxi or private car to access commercial activities.

5. LINKS TO THE CAMDEN PLAN

5.1 The proposal meets the objectives of [Our Camden Plan](#) by making it easier for people to travel more by bike.

6. CONSULTATION/ENGAGEMENT

6.1 Officers gathered the views of the public using the [Common Place web tool](#). Huntley Street has received three responses on the Camden Commonplace site (refer to **Appendix B**). The first two responses related to rat running and high-speed traffic on Huntley Street. The third response related to paid parking bays and noise congestion, due to non-residents parking on the street overnight.

6.2 Officers have engaged with key services within the Council, statutory consultees, the Cabinet Member for a Sustainable Camden and Ward

councillors. The comments received and the related responses are outlined below:

Camden Environmental services highlighted that Refuse Collection Vehicles (RCVs) pass through the street daily and raised concerns regarding the safety of cyclists and of RCVs' operatives, due to limited space available for passing movement. Following the comments, it was decided to exclude the section between University Street and Torrington Place from the intervention, as it is the narrowest part of the section originally chosen for intervention and it was considered unsafe for cyclists.

- Camden Placeshaping raised a concern regarding the limited available space for pedestrians on the footway outside the Marlborough Arms, due to tables and chairs placed there. Officers responded that the proposal is meant to improve cycling permeability and not pedestrian experience.
- Metropolitan Police, recommended that should the scheme become permanent or the threat level change, the scheme should be reviewed and other options should be discussed with Counter Terrorism Security Advisors, the benefits of which would limit the need for potentially expensive retrospective mitigation solutions. However, for a cycleway, it is not anticipated that the threat level will change.

6.3 Should this proposal be approved, the Council will implement the changes outlined in section 2 under an Experimental Traffic Order (ETO), as agreed under decision report [SC/2020/74](#), following a consultation procedure close to the statutory minimum procedure as described, and for the reasons given, in paragraphs 6.6 to 6.11 of that report. The agreed consultation procedure will be enhanced by a full public consultation, carried out in a Covid-19 compliant way, at or about 12 months after the experimental scheme has started.

6.4 Local groups and councillors will be notified ahead of any changes being made. Street notices advertising the scheme will also be erected around the area.

7. LEGAL IMPLICATIONS

7.1 The recommendations in this report are being considered in the Council's capacity as the Local Highway/Traffic Authority for the Borough.

7.2 Parts I and II of the Road Traffic Regulation Act 1984 ("RTRA") empower the Council to regulate or restrict traffic on roads within the Borough by Traffic Regulation Order for a range of purposes.

7.3 RTRA section 9 (experimental orders) and RTRA section 14 (temporary orders) are the main powers potentially available to the Council for its Covid-19 road traffic measures. Both an ETO and a Temporary Traffic Order can be made for a maximum of 18 months. An ETO is appropriate for a measure

introduced on an experimental basis with a view, if the experiment is successful, to continuing it after the experimental period has ended.

- 7.4 On this basis, the subject scheme will be implemented as an experimental traffic scheme under RTRA section 9, following the revised approach to consultation approved for Covid-19 traffic schemes under recommendation 2, and described in paragraphs 6.6 to 6.11 of SC/2020/74. The revised approach could be enhanced by a full public consultation at 12 months of the running of the subject experimental scheme, if circumstances then permit. Officers will make a decision as to whether this will be practicable nearer the time.
- 7.5 Under RTRA section 122(1), the Council has a duty, so far as practicable having regard to the matters set out in section 122(2), to exercise its functions under the RTRA to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. Based on case law applicable to another RTRA power, it is considered that “safe” in section 122(1) means “not at risk of accident”, rather than “free from ill-health”.
- 7.6 Section 39 of the Road Traffic Act 1988 requires the Council to prepare and carry out a programme of measures designed to promote road safety, to carry out studies into accidents arising out of the use of vehicles on roads in its area, and – in the light of those studies - to take such measures as appear to the Council to be appropriate to prevent such accidents, including giving advice and practical training to road users, the construction, improvement, maintenance or repair of roads for which they are responsible, and other measures taken in the exercise of its powers for controlling, protecting or assisting the movement of traffic on roads.
- 7.7 The Department for Transport (DfT) guidance was issued under section 18 of the Transport Management Act 2004 (TMA). As the DfT notes in the guidance, “it applies to all highway authorities in England, who shall have regard to this guidance to deliver their network duty under the act. It is effective from the date of publication” – which was 9th May 2020.
- 7.8 TMA section 16 (the network management duty) provides as follows:
 - “(1) It is the duty of a local traffic authority... (“the network management authority”) to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives–
 - (a) securing the expeditious movement of traffic on the authority's road network; and
 - (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.
 - (2) The action which the authority may take in performing that duty includes, in particular any action which they consider will contribute to securing–

- (a) the more efficient use of their road network; or
- (b) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority;

and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network (whether or not the power was conferred on them in their capacity as a traffic authority).”

- 7.9 The Mayor’s guidance is issued under Part V of the Greater London Assembly Act 1999 (Transport), specifically section 144(2) (duties of London borough councils etc) which empowers the Mayor to issue guidance to London borough councils, among other bodies and persons, about the implementation of the Mayor’s transport strategy. Under section 144(3) the bodies and persons to whom such guidance is addressed are to have regard to the guidance in exercising any function.
- 7.10 The Council must, when carrying out the Council’s functions (which includes making decisions), have due regard to section 149 of the Equality Act 2010 (the Public Sector Equality Duty). This duty includes having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic (including people with a disability) and persons who do not share it. The Council must consider the duty, which is personal to decision makers. In order to assist the Council to comply with section 149, an Equalities Impact Assessment (EQIA) is attached as Appendix C to this report. The relevant decision-maker must carefully consider the EQIA as applicable to the scheme they are asked to approve.
- 7.11 The Council should also bear in mind relevant parts of the United Nations Convention on the Rights of Persons with Disabilities and the United Nations Convention on the Rights of the Child. Some of those parts relate to (as regards persons with disabilities) the physical environment, transportation, personal mobility and sporting and leisure activities (UNCRC), and (as regards children) self-reliance and active participation in the community of disabled children, standards of health, dangers and risks of environmental pollution, and recreational and leisure activities (UNCRC).
- 7.12 In summary, the PSED requires the Council, when exercising its functions, to have ‘due regard’ to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act (which includes conduct prohibited under section 29);
 - Advance equality of opportunity between people who share a relevant protected characteristic and those who don’t share it;
 - Foster good relations between people who share a relevant protected characteristic and those who do not (which involves having due regard,

in particular to the need to tackle prejudice and promote understanding).

7.13 Under the duty the relevant protected characteristics are; age, disability, gender reassignment, pregnancy and maternity, race, religion, sex, and sexual orientation. In respect of the first aim only i.e. reducing discrimination, etc the protected characteristic of marriage and civil partnership is also relevant.

7.14 In exercising its road traffic and highway powers, the Council is exercising a “public function”: Under section 29 of the Equality Act 2010, it must not, when exercising a public function, “do anything that constitutes discrimination, harassment or victimisation” (section 29(6)) and it must make reasonable adjustments (section 29(7)). The duty to make reasonable adjustments arises in relation to disabled persons and under section 20 of, and Schedule 2 to, the Equality Act 2010.

8. ENVIRONMENTAL IMPLICATIONS

8.1 Enabling cycling on this section of Huntley Street, will encourage people to undertake trips by cycling rather than by car or taxi. Therefore, it is anticipated to have a positive impact on the environment by reducing the level of emissions such as nitrogen dioxide (NO₂) and particulates pollution (PM₁₀).

9. RESOURCE IMPLICATIONS

9.1 The estimated cost of implementing the proposal will be around £4,000. The design, project management and other staff costs, plus the costs of RSAs, notification letters distribution and the making of the Experimental Traffic Order (ETO) are covered by Camden Council “match funding”.

10. TIMETABLE FOR IMPLEMENTATION AND NEXT STEPS

10.1 Advertising of the ETO and informal scheme notification to local/stakeholder groups (including Ward Members) /properties, as well as on-street notices, are scheduled for the week commencing 23rd November 2020. Construction of the proposed scheme is scheduled for week commencing 30th November 2020. The next step for these schemes following a decision report approval will be to proceed with the ETO and informal engagement.

10.2 The experimental schemes will run for 18 months and the Council would like to carry out a full public consultation after each has run for 12 months. A decision as to whether a full public consultation can go ahead then will be made nearer the time in light of the circumstances then prevailing. If a public consultation is practicable, the response will inform the Council’s decision as to whether, at the end of the 18-month experiment, the changes should be

made permanent. Traffic levels will also be monitored, as required, after the scheme is implemented.

11. APPENDICES

Appendix A – Plan of Proposal – General Arrangement
Appendix B – Comments from Common Place Web Tool
Appendix C – Equalities Impact Assessment

REPORT ENDS