

NON-KEY EXECUTIVE OFFICER REPORT

LONDON BOROUGH OF CAMDEN	WARDS: Bloomsbury, Holborn and Covent Garden, St Pancras and Somers Town
REPORT TITLE Covid-19: Enabling Safer Travel in Camden – Cycle Permeability Programme 2020/21 Phase 2 proposals	
REPORT OF Strategic Lead Transport Planning	
FOR SUBMISSION TO Director of Environment and Sustainability	DATE 13 November 2020
SUMMARY OF REPORT <p>This report provides details of the Phase 2 proposals to improve cycle permeability at seven locations in the borough, as set out in Section 2 of this report, and for which a decision is sought. The locations are: Bedford Avenue, College Place, Grafton Way, Richbell Place, Tottenham Street, Warren Street and Windmill Street. The proposals help to deliver the Council's 'Enabling Safer Travel in Camden' COVID-19 response programme, approved by the Cabinet Member for a Sustainable Camden in May 2020 (SC/2020/74).</p> <p>The proposals require amendments to existing traffic orders to allow contra-flow cycling on one-way streets and changes to waiting and loading restrictions. It is proposed that all 7 schemes proceed under Experimental Traffic Orders (ETOs) for a trial period of up to 18 months, in line with the approved process in the 'Enabling Safer Travel in Camden' report. During the trial period officers will monitor the schemes and the public can provide feedback. This will inform a later decision as to whether the proposals should be made permanent or not.</p> <p>Local Government Act 1972 – Access to Information The following documents have been used in the preparation of this report:</p> <ul style="list-style-type: none">• Our Camden Plan• Camden Transport Strategy 2019-2041• COVID-19 response: enabling safe travel in Camden (SC/2020/74)• Traffic Management Act 2004: network management in response to COVID-19 <p>Contact Officer: Jacqueline Saunders, Principal Transport Planner, 5th Floor, 5 Pancras Square, London, N1C 4AG, 020 7974 2765, Jacqueline.Saunders@camden.gov.uk</p> <p>RECOMMENDATIONS THAT the Director of Environment and Sustainability in consultation with the Cabinet Member for a Sustainable Camden, having considered the rationale and criteria for the proposals set out in this report in relation to the objectives set out in the report 'COVID-19 response: enabling safe travel in Camden', the Council's powers and duties discussed in section 8 of this report (Legal section), and subject to compliance with relevant statutory requirements, approves the proposals set out in section 2 of this report, including the making and implementation of experimental traffic orders where appropriate.</p>	

Signed: 
Sam Margolis, Strategic Lead Transport Planning
Date: 05 November 2020

1. Purpose of the Report

- 1.1 The proposals outlined in this report help to deliver the Council's urgent response to the COVID-19 pandemic. The pandemic has created new road safety challenges, particularly in the provision of sufficient and safe space for social distancing as lockdown eases and more people travel for work, study or leisure. On 9th May 2020 the UK Department for Transport (DfT) issued [statutory guidance](#) (last updated 23rd May) to all English traffic authorities directing them to rapidly transform their streets to enable social distancing, and make 'significant and swift changes to give more space to cyclists and pedestrians', so that people can avoid overcrowding on public transport where capacity has significantly reduced.
- 1.2 Similarly, in May 2020 the Mayor of London also issued [guidance](#) for his Streetspace for London programme to fast-track pedestrian and cycle schemes to enable more people to walk and cycle more often and avoid a sharp increase in car use. This programme will relieve pressure on the public transport network so that those who have no other choice can use it safely, and mitigate a potential surge in motor traffic which would increase road danger, cause gridlock and deteriorating air quality in the capital – itself a factor in the spread of Coronavirus.
- 1.3 The DfT's statutory guidance recommends different approaches to street design to deliver improvements for pedestrians and cyclists, such as installing modal filters (filtered permeability) and closing roads to motor traffic to reduce rat running and creating a more pleasant and safe environment for people to walk and cycle.
- 1.4 In response, in May 2020, the Cabinet Member for a Sustainable Camden approved the Council's COVID-19 response programme of 'Enabling Safer Travel in Camden', which outlined a programme of work in line with DfT and Mayoral guidance and recommendations ([SC/2020/74](#)). The Phase 2 cycle permeability schemes set out in Section 2 below help to deliver this wider programme. Specifically the programme delivers paragraph 1.20 (iii) of that report, to rapidly implement two-way cycling on one-way streets, if safe to do so, and in line with the Council's approved Cycling Action Plan. It also delivers recommendation 2 of that report, to adopt a revised approach to consultation relating to Experimental Traffic Orders (ETOs).
- 1.5 The single member decision above also agreed that authority be delegated to the Director of Regeneration and Planning, in consultation with the Cabinet Member for a Sustainable Camden, to decide whether or not to implement any further traffic measures to respond to the safe travel and transport needs of people in Camden in light of Covid-19, subject to compliance with relevant statutory requirements. The Cabinet Member for a Sustainable Camden subsequently agreed on 6 July 2020 ([SC/2020/84](#)) that the delegated authority previously given to the Director of Regeneration and Planning would now be given to the Director of Environment and Sustainability, in consultation with the Cabinet Member for a Sustainable Camden.

1.6 Section 2 below and **Appendix 'A'** (scheme drawings) provide more detail on the proposed Phase 2 cycle permeability programme. Section 6 presents a summary of comments and objections received to date from internal consultation and engagement with statutory consultees.

2. Proposals and Reasons

2.1 The overarching aim of the cycle permeability programme is to help overcome barriers to cycling. Many streets in the borough are one-way and links between streets on desired routes and Camden's cycle network are severed by infrastructure, traffic restrictions or highly trafficked major roads. The cycle permeability programme aims to make more Camden streets more accessible to cyclists and provide better connections and links through measures such as cycle contra-flow routes on one-way streets and cut-throughs at physical road closures. A number of such permeability improvements for cyclists have been made in recent years.

2.2 The proposed Covid-19 Phase 2 cycle permeability programme helps to deliver the Council's approved Enabling Safer Travel COVID-19 response programme discussed in Section 1 (and here [SC/2020/74](#)), and for the reasons discussed above and in that report: to deliver the DfT's statutory guidance and the Mayor's Streetspace Programme, to rapidly transform streets to reallocate more space to, and create safer and better environments for, pedestrians and cyclists in order to provide sufficient safe space for social distancing, and safer and attractive alternatives to public transport and car use.

2.3 The proposals also align with the Council's approved [Camden Transport Strategy](#) (CTS) and accompanying Cycle Action Plan. Measures outlined in Objective 1 of the CTS, which aims to transform Camden's streets to enable an increase in walking and cycling, include a policy (Policy 1b) to remove barriers to walking and cycling and improve conditions for pedestrians and cyclists. Measure 1b of the CTS seeks to implement proposals set out in the Cycling Action Plan which includes cycle permeability measures.

2.4 The cycle permeability proposals discussed in this section focus on providing contra-flow cycling on one-way streets and minor changes to waiting and loading provision. Scheme locations have been identified by officers as either in need of improvement to existing facilities, or of creating new facilities where feasible, based on the following criteria:

- Stakeholder engagement and requests: locations have been highlighted by stakeholder groups such as the Camden Cycling Campaign (CCC - otherwise known as Camden Cyclists) and other community groups, as well as previous consultations;
- Links to key destinations, such as schools, hospitals, high streets, green spaces, essential services, as well as to Camden's existing cycle network;
- Deliverability and impact on other services; routes which can be implemented rapidly (quick wins), do not require costly modelling or infrastructure such as traffic signal amendments, or significant changes to the streetscape or layout, and do not have an undue impact on emergency services and refuse collections.

2.5 Officers propose the following streets and wards for the Phase 2 cycle permeability programme:

- College Place St Pancras and Somers Town
- Bedford Avenue Bloomsbury
- Grafton Way Bloomsbury
- Tottenham Street Bloomsbury
- Warren Street Bloomsbury
- Windmill Street Bloomsbury
- Richbell Place Holborn & Covent Garden

2.6 In line with the approved 'Enabling Safer Travel in Camden' report [SC/2020/74](#), and for the reasons set out in Sections 2.9 to 2.45 it is proposed that these schemes are progressed under an Experimental Traffic Order (ETO) for a trial period of 18 months, during which time officers will monitor the schemes and residents and businesses can provide feedback.

2.7 To promote the schemes and encourage feedback to the ETOs, advertisements will be placed in the local press, and notification letters with Camden Council contact details will be sent to all frontages in the vicinity of the proposals, as detailed in section 6.6. Notices will also be placed on the street and information provided on the website. The Council will carry out a full Covid-compliant public consultation after approximately 12 months of the trials, which, together with feedback received during the trials and monitoring data, will inform the Council's decision as to whether or not the changes should be made permanent.

2.8 Details of each proposal are discussed below, with drawings provided as **Appendix 'A'**.

College Place – St Pancras and Somers Town

2.9 College Place is a north/south street, linking Pratt Street in the north to Royal College Street in the south. The northern section, between Pratt Street and Plender Street is two-way for traffic, and the southern section, between Plender Street and Royal College Street is one-way only, southbound. While the street has a consistent carriageway width of approximately 6 metres for most of its length, it narrows to approximately 3 metres at the southern end, for a short section, as it joins Royal College Street. This provides a short 'slip road' for vehicles exiting from the off-street parking at the adjacent flats.

2.10 Contra-flow cycle provision (northbound) at the junction of Royal College Street and College Place will provide a connection from Royal College Street, which forms part of Cycleway 6, for residents living on College Place and on Mandela Street to their homes. This will enable cyclists to reach those residential streets and avoid using Plender Street or Pratt Street which carry more traffic and, for some, will be more circuitous.

2.11 A traffic island will be installed at the northern end of the one-way section, at the junction with Plender Street, to protect cyclists waiting there when traffic turns in. Single yellow lines will be converted to double yellow lines on all arms

of the junction to ensure a sufficient turning circle for large vehicles to turn out of College Place into Plender Street, and in line with our Safer Junctions Programme.

- 2.12 'Except for cyclists' signage will be installed on the existing 'no entry' signs at the southern end of College Place, at the junction with Royal College Street. (**Appendix 'A'**).
- 2.13 A Stage 1 and 2 Road Safety Audit (RSA) noted that there was a risk of contra-flow cycle collisions with southbound traffic at the bend, on the southern section of College Place: parking at the 90° bend may force northbound cyclists to move out in the carriageway as they round the bend, where there is limited visibility, into the path of oncoming motor traffic. In response the proposals also replace single yellow lines with double yellow lines (no parking at any time) on the southern and south-western kerbs, at the bend. The estimated cost of the scheme is £6,000.

**Distribution area for ETO notification letters
(red dots are addresses selected to receive letters)**



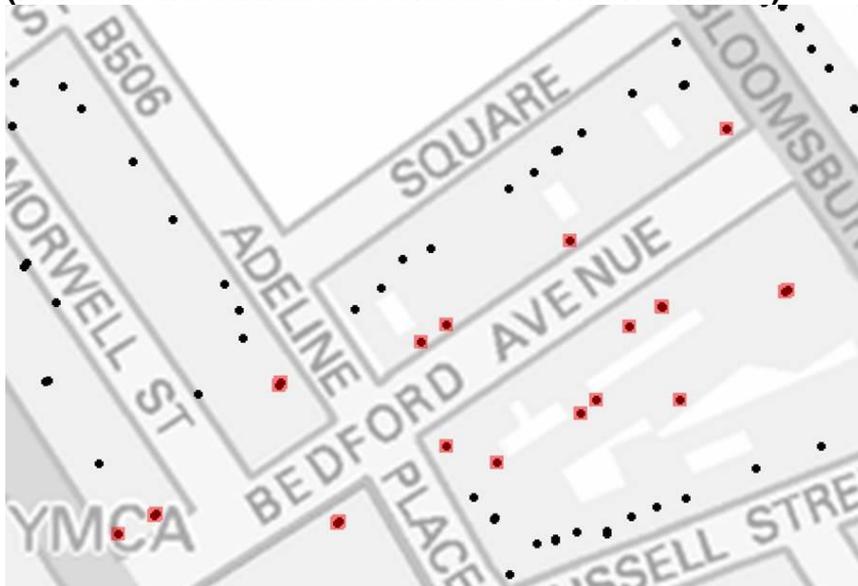
Bedford Avenue - Bloomsbury

- 2.14 Bedford Avenue is a street running east to west, linking Bloomsbury Street and Tottenham Court Road. It is currently one-way for traffic, westbound, on the eastern section between Bloomsbury Street and Adeline Place, and two-way on the section from Adeline Place to Morwell Street. Beyond Morwell Street to Tottenham Court Road, the carriageway narrows and allows cyclists only, in both directions. The current restrictions therefore allow cyclists to travel eastbound, from Tottenham Court Road only as far as Adeline Place.
- 2.15 An eastbound cycle contra-flow on Bedford Avenue, from the junction with Adeline Place, will provide a continuous and direct eastbound cycle link between Tottenham Court Road and Bloomsbury Street, and a quieter alternative to Great Russell Street which is more heavily trafficked, and is used by buses, and where businesses are loading. It also improves cyclists' access to Tottenham Court Road and Bloomsbury Street; both streets are key north-

south cycle corridors, forming part of the Council's primary cycle network where the West End Project (WEP) has delivered significant improvements for cyclists.

- 2.16 A 1.1 metre wide traffic island will be installed at each end of the link, at the junctions with Adeline Place and Bloomsbury Street, to separate cyclists from the main carriageway on the northern kerb, and to protect them from turning traffic at each junction. The scheme also requires the removal of 3.6 metres of resident permit holder parking on the northern kerb, at the junction with Adeline Place, and 2.5 metres of resident permit holder parking at the junction with Bloomsbury Street to ensure sufficient carriageway width for cyclists. A blue badge disabled parking bay on the northern kerb, near the junction with Bloomsbury Street, will also be relocated further back, away from the junction, as will the motor cycle parking bay, on the opposite (southern) kerb. This is to provide sufficient carriageway width at the junction to enable vehicles to turn into Bedford Avenue from Bloomsbury Street. All parking removal will be replaced with double yellow lines and double blips to prevent waiting and loading at any time. Additional 'except cycles' signs will be added to the current no-entry signs which restrict eastbound motor traffic at the junction with Adeline Place, and cycle contra-flow signage will be installed along the street to warn westbound drivers of oncoming eastbound cyclists on a one-way street (**Appendix 'A'**).
- 2.17 The proposals were subject to an RSA and no significant concerns were raised. The estimated cost of the scheme is £8,000.

**Distribution area for ETO notification letters
(red dots are addresses selected to receive letters)**



Grafton Way - Bloomsbury

- 2.18 Grafton Way is a one-way, westbound street, between Tottenham Court Road and Fitzroy Square where it joins Fitzroy Street, which is a one-way street except for cycles. Contra-flow cycling is provided on Fitzroy Street, in the opposite direction, northbound, from Maple Street, but stops at the Square.

- 2.19 Eastbound contra-flow cycling will be provided on Grafton Way to Whitfield Street, to improve cyclists' access to streets and destinations in this part of the West End and Fitzrovia, and connections to the wider cycle network. Unfortunately it is not possible to continue the eastbound cycle contra-flow as far as Tottenham Court Road under the Phase 2 cycle permeability programme as this would require traffic signal amendments at Tottenham Court Road. This is outside of the scope of the programme due to the associated costs and timescales involved.
- 2.20 'Except cycles' signs will be added to the existing 'no entry' signs for motor traffic at the junction of Grafton Way and Fitzroy Street. An 'except cycles' sign will be added to the existing 'right turn only' sign for vehicles exiting Grafton Mews together with cycle contra-flow signage at the junction with Whitfield Street. Cycle logos will also be marked on the carriageway.
- 2.21 Existing single yellow lines on the southern kerb (parking allowed outside the hours of control) will be made double yellow (no parking at any time) to ensure sufficient width on the carriageway; all single yellow lines within approximately 10 metres of all junctions will be made double yellow with double blips (no parking or loading at any time), to deliver the Council's Safer Junctions Programme, as part of the Council's approved Road Safety Action Plan, and in line with DfT guidance. Please see **Appendix 'A'** for a detailed drawing.
- 2.22 The RSA undertaken for this scheme did not raise any concerns. The estimated cost of the scheme is £4,000.

**Distribution area for ETO notification letters
(red dots are addresses selected to receive letters)**



Tottenham Street – Bloomsbury

- 2.23 Tottenham Street is an east-west corridor connecting Tottenham Court Road in the east with Cleveland Street in the west. The street is one-way, eastbound, on the eastern section, between Tottenham Court Road and Charlotte Street, and one-way, westbound, on the western section, between Charlotte Street and Cleveland Street.

- 2.24 Contra-flow cycling on both sections of Tottenham Street will improve cyclists' access and connections to all streets and destinations in this part of the West End, and a link to Cleveland Street on the borough boundary with Westminster.
- 2.25 The RSA for this scheme raised concerns about sufficient carriageway widths for westbound cyclists to pass eastbound vehicles on the section between Tottenham Court Road and Whitfield Street, particularly the section which extends for approximately 22 metres from Tottenham Court Road and is only 3.2 metres wide. The Met police also queried carriageway widths at this site, and compliance with the DfT's Local Transport Note (LTN) 1/20 (Cycle Infrastructure Design). This states that cycle contra-flows can be provided on narrow carriageways in urban areas where speed and traffic levels are low, but recommends widths of 3.9 metres for vehicles to safely pass cyclists.
- 2.26 Data obtained from the mid-point on Tottenham Street shows that an average of 288 vehicles per day travel eastbound – 12 vehicles an hour – with average speeds of 15.9mph. However, over 10% of the traffic flow comprises larger heavy vehicles (OGVs). The available carriageway width is almost half a metre less than recommended by guidance for safe passing but OGVs are likely to reduce this further. Road safety data shows that, of all vehicles, OGVs present the greatest risk to cyclists, with, proportionately higher levels of cyclists' collisions resulting in a casualty categorised as Killed or Seriously Injured (KSI) compared to other vehicles. Officers therefore do not recommend proceeding with the eastern section of the westbound contra-flow, which should start at Whitfield Street instead. Officers advise revisiting this section after the WEP improvements at Whitfield Gardens are complete and a more detailed analysis of options can be undertaken.
- 2.27 'No entry' signs together with 'except cycles' will be installed at the junction of Tottenham Street with Whitfield Street, to enable cyclists to make the westbound movement as far as Charlotte Street. Thereafter cyclists can continue with traffic flow on the one-way, westbound section to Cleveland Street. Cycle contra-flow signs will be installed at the junctions with Whitfield Street and Charlotte Street to signal to eastbound drivers oncoming westbound cyclists. 2.1 metres of resident permit holder parking will be removed from the southern kerb, western arm of Tottenham Street, at the junction with Whitfield Street, to ensure safe movement for cyclists as they turn in to Tottenham Street, to avoid moving into the path of oncoming, eastbound vehicles.
- 2.28 For the western section of the street, between Cleveland Street and Charlotte Street, which is one-way westbound, 'No Entry' together with 'Except Cycles' signs will be installed on Tottenham Street, at the junction with Cleveland Street. This will enable cyclists to travel eastward as far as Charlotte Street, and thereafter continue, with flow, on the one-way eastbound section to Whitfield Street. Contra-flow cycle signs will be installed at Charlotte Street to highlight to westbound drivers to expect on-coming cyclists.
- 2.29 3.6 metres of resident permit holder parking will be removed from the southern kerb of the western arm of Tottenham Street, at the junction with Charlotte Street, to provide sufficient space for westbound vehicles to turn in and avoid conflict with eastbound cyclists. Also, three general disabled bays outside 40-50

Tottenham Street will be removed and be replaced with double yellow lines (no parking at any time) so that cyclists can avoid pulling out into the main carriageway, into the path of oncoming, westbound traffic. Officers confirm that these disabled bays were originally installed to support an NHS Resource Centre building on Tottenham Mews which is no longer in use. However, one disabled parking bay will be re-provided on the southern kerb.

- 2.30 Existing single yellow lines on the northern kerb, between Charlotte Street and Whitfield Street, and on the southern kerb between Cleveland Street and Goodge Place, will be converted to double yellow lines (no parking at any time) to ensure sufficient carriageway widths for safe passing. Single yellow lines around all junctions will be made double yellow and double blips for approximately 10 metres (no parking or loading at any time) to keep the junctions clear at all times, to help to deliver the Council's Safer Junctions Programme as part of our Road Safety Action Plan, and in line with DfT guidance. A detailed drawing is provided in **Appendix 'A'**.
- 2.31 The RSA for this scheme raised concerns about sufficient carriageway widths at the junction with Tottenham Court Road to allow safe passing for cyclists. This is addressed in Sections 2.26 and 2.27. The estimated cost of the scheme, including signage, notification letters (printing/distribution costs) and advertising the ETO is expected to be £6,000.

**Distribution area for ETO notification letters
(red dots are addresses selected to receive letters)**



Warren Street - Bloomsbury

- 2.32 Warren Street runs parallel to Euston Road, linking Tottenham Court Road in the east with Cleveland Street in the west. It is mainly one-way, westbound except for a short section, at the eastern end, between Whitfield Street and Fitzroy Street which is two-way. Removable bollards, near the junction with Grafton Mews, prevent westbound through traffic, except for cyclists, with the

two-way section allowing vehicles, particularly delivery vehicles, to turn around and exit to Tottenham Court Road, or turn southward onto Whitfield Street.

- 2.33 The Council has recently implemented a 'Streatery' on the eastern section of Warren Street as part of its COVID-19 programme, to support hospitality businesses there. Planters have been installed at the junction with Fitzroy Street, closing the street to through traffic, between Fitzroy Street and Tottenham Court Road, to enable restaurants to extend seating onto the public highway and offer outdoor dining during the pandemic.
- 2.34 An eastbound cycle contra-flow will be implemented on Warren Street, from Cleveland Street as far as the Streatery planters at Fitzroy Street. The Streatery permits cyclists to continue eastbound through the street. A cycle contra-flow will make more streets in this part of the West End more accessible to cyclists, and reach multiple destinations in the area, including the new Streatery. Eastbound cycle logos will be implemented on the carriageway for the length of the contra-flow. 'Except cycles' signage will be installed on all existing signage currently banning eastbound traffic, along with cycle contra-flow signage to warn westbound drivers of oncoming eastbound cyclists.
- 2.35 4 metres of resident permit holder parking will be removed from the southern kerb, western arm, of Warren Street, at the junction with Conway Street, to provide sufficient space for drivers to turn into Warren Street, westbound, and to avoid conflict with cyclists at the junction going east. 12 metres of resident permit holder parking will also be removed from the northern kerb on Warren Street, outside No 45, (between Conway Street and Fitzroy Street) to provide a safe passing point. There is residents' parking on the southern kerb on this section of the street, and parking on both sides significantly reduces the width of the carriageway.
- 2.36 All existing single yellow lines (parking permitted after the hours of control) on the northern kerb, between Cleveland Street and Fitzroy Street, will be converted to double yellow lines (no parking at any time). Loading will still be permitted. All existing single yellow lines around all junctions will be converted to double yellow lines and double blips (no parking or loading at any time) for approximately 10 metres to help deliver the Council's Safer Junctions Programme as part of our Road Safety Action Plan to keep 10 metres clear of all parking at all times at junctions, in line with DfT guidance. This will result in the loss of 1.9 metres of paid for parking on the southern kerb of Warren Street, on the eastern arm at the junction with Conway Street. There will still be 10 metres of paid for parking remaining at this bay (**Appendix 'A'**).
- 2.37 The RSA for this scheme did not highlight any issues. The estimated cost of the scheme, including, signage, notification letters (printing/distribution costs) and advertising the ETO is expected to be £5,000.

**Distribution area for ETO notification letters
(red dots are addresses selected to receive letters)**



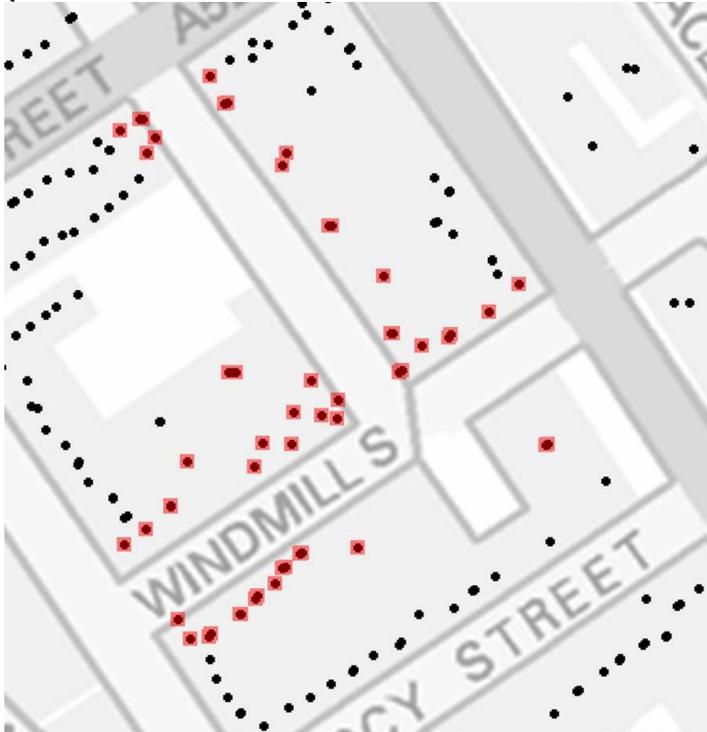
Windmill Street – Bloomsbury

- 2.38 Windmill Street runs east-west from Tottenham Court Road to Charlotte Street. It crosses and links to the southern end of Whitfield Street, half way along, with a short pedestrian/cycle only cut through across the footway. The eastern section of Windmill Street, between Tottenham Court Road and the cut through is two-way. The western section is one-way, westbound between Whitfield Street and Charlotte Street. Whitfield Street is a one-way street, southbound, with an existing cycle contra-flow northbound. A new Streatery has recently been delivered on Charlotte Street, close to the junction with Windmill Street.
- 2.39 An eastbound cycle contra-flow will be implemented on Windmill Street from the junction at Charlotte Street. This will enable cyclists to continue eastbound on Windmill Street, at the cut through, to Tottenham Court Road, and to access the wider cycle network at Tottenham Court Road, Gower Street, Tavistock Place and Russell Square as well as all destinations on that route such as the University of London. It will also link to the existing northbound contra-flow on Whitfield Street, and improve cyclists' access to other streets and destinations in the Fitzrovia area.
- 2.40 'Except cycles' signage will be added to the 'no entry' to traffic signs at Charlotte Street and at existing traffic restrictions, together with cycle logos on the carriageway and cycle contra-flow signage to highlight to drivers that there are oncoming cyclists. 10 metres of resident permit holder parking (two spaces), on the eastern kerb on Whitfield Street, close to the junction with Windmill Street, have recently been removed for a dockless bike hire bay. The dockless bike hire bay will be removed and replaced with double yellow lines and double blips (no waiting or loading at any time) to ensure sufficient carriageway width at the bend, and where sight lines are reduced. Officers have liaised with the project manager of the dockless bike hire programme: the bay will not be relocated in the short-term. There are three other dockless bike hire bays within one to two minutes of Windmill Street which should be

sufficient. However, officers will keep this under review and monitor demand. To warn southbound drivers on Whitfield Street that cyclists may be crossing east-west to/from the cut-through, across the junction, 'cycles crossing' signage will be installed (**Appendix 'A'**).

- 2.41 The scheme was subject to an RSA which highlighted some minor concerns about sufficient carriageway widths for safe passing, particularly for large vehicles and at the junction of Windmill Street and Whitfield Street, as the road bends. The design has addressed this concern by removing all waiting and loading, which the removal of the dockless bike hire bay helps with (see Section 2.40 and **Appendix 'A'**). The estimated cost of the scheme, including, signage, notification letters (printing/distribution costs) and advertising the ETO is expected to be £5,000.

**Distribution area for ETO notification letters
(red dots are addresses selected to receive letters)**



Richbell Place – Holborn and Covent Garden

- 2.42 Richbell Place is a one-way, westbound street, connecting Lambs Conduit Street with Emerald Street. It runs alongside Holborn police station, at the top of Lambs Conduit Street. Emerald Street has multiple office units, and is a dead end for traffic at the northern end. Lambs Conduit Street also operates traffic restrictions which prevent vehicles cutting through. An eastbound cycle contra-flow on Richbell Place will enable cyclists on Lambs Conduit Street to access Emerald Street, and avoid using Clerkenwell Road which is more heavily trafficked.
- 2.43 'Except cycles' signs will be installed on the existing 'no entry' signs at the junction of Lambs Conduit Street, together with cycle logos on the carriageway. Cycle contra-flow signs will be installed at the junction with Emerald Street to warn northbound drivers of oncoming cyclists. 'Give way' markings will be

installed at the eastern end of the contra-flow and also across the northern arm of Emerald Street, at the junction of Richbell Place and Emerald Street. This is to ensure eastbound cyclists and southbound and straight ahead or southbound and right turning vehicles stop to minimise conflicts at the junction.

- 2.44 The existing single yellow line on the western kerb of the northern arm of Emerald Street will be made double yellow to restrict parking and ensure clear sight lines for cyclists on Richbell Place. A short section (2.5 metres) of double yellow lines and double blips (no waiting or loading at any time) will be installed on the northern kerb on Richbell Place, to provide a passing point. Vehicles turning in from Emerald Street will not have sight of oncoming cyclist. Should a vehicle turn in and a cyclist be travelling eastbound, past the parking, the poor sightlines mean they would only be seen once the turn has been near completed, potentially blocking the cyclists safe exit. The passing space was considered less likely to be parked up due to the addition of white hatched marking, so would offer a pull in for the cyclist while the vehicle continues. The passing point will break up the existing 10.8 metres of residents' bays which will be split to provide two separate bays of 5.4 metres each. There will therefore be no loss of residents' parking provision.
- 2.45 A detailed drawing is provided in **Appendix 'A'**. The estimated cost of the scheme, including, signage, notification letters (printing/distribution costs) and advertising the ETO is expected to be £4,000.

**Distribution area for ETO notification letters
(red dots are addresses selected to receive letters)**



3. Options

- 3.1 Option 1 is to proceed with the proposals set out in section 2 above. This is recommended for the reasons set out in that section and in the Legal section (section 8) below, namely to meet DfT requirements for COVID-19 measures set out in its statutory guidance and the Council's approved Enabling Safer Travel in Camden COVID-19 response programme.

- 3.2 Option 2 is to ‘do nothing’. Officers do not consider this to be an appropriate option as it would fail to provide facilities quickly enough to encourage cycling within the urgent timelines mandated by the DfT and the Mayor, which would likely result in an avoidably extended period of:
- Citizens being unable or less likely to choose cycling as an active and healthy alternative to public transport or motor vehicle use
 - Modal shift away from sustainable modes of travel – from public transport as capacity and willingness to use decreases, and active travel modes if facilities are not in place – towards private motor vehicle use
 - Increase in private motor vehicle use, leading to increased congestion, more local pollution, and increased contribution to carbon dioxide emissions and the Climate Emergency.
 - Increased inequalities in respect of those in Camden who own cars – with car ownership levels in our least deprived areas being far higher than in the most deprived areas – having greater travel options than those without.
- 3.3 Do nothing’ also challenges the Council’s commitments in the approved CTS and Cycling Action Plan to introduce measures to overcome barriers to cycling, including cycle permeability, to make Camden’s streets more accessible and improve connections.

4. What the Key Impacts and Risks of the Intended Options Are and How They Will Be Addressed?

- 4.1 Officers consider that the proposals will help to overcome barriers to cycling, making more streets in the borough accessible to cyclists using different types of bikes, by improving links and connectivity.
- 4.2 Officers do not consider that the proposals in Section 2 will have significant negative impacts. There is a loss of some resident permit holder parking’, blue badge (disabled) parking and overnight parking. These are also discussed below.

Table 4.1 Risks and Mitigations

Risk	Mitigation
The accelerated delivery of Safe Travel in Camden projects, without the full public consultation, may be considered unreasonable by stakeholders and the wider public.	This safer travel response to the Covid-19 emergency to be communicated to stakeholders alongside appropriate justification. Any measures requiring Experimental Traffic Orders to be subject to informal engagement with key stakeholders, including notification of works and reasons why, in advance of implementation. The statutory minimum consultation requirements (emergency services and road user groups) have been carried out, see below.

	<p>The 18 month trial period of an ETO functions as a consultation period, during which time the public can provide feedback. In addition the Council will undertake a full Covid-compliant consultation after 12 months of each experimental scheme. It is considered justified for the Council to depart from its previous consultation practice in respect of implementing ETOs, as set out in paragraphs 6.4 to 6.11 of (SC/2020/74) which has been approved by the Cabinet Member for a Sustainable Camden.</p>
<p>Accelerating the delivery process results in compressing the normal technical project stages and may lead to oversight of key factors.</p>	<p>A Project Team, overseen by an experienced Project Board, has been set up to identify and resolve issues, provide governance and ensure the safe and effective delivery of each intervention.</p>
<p>Issues with designs of schemes become apparent after installation.</p>	<p>Stage 1 & 2 road safety audits have been undertaken for each scheme and, where concerns have been raised, have been addressed by revised designs. Stage 3 road safety audits will be completed post installation and any significant problems identified will be considered by the Project Team.</p>
<p>Proposals for Bedford Avenue, Tottenham Street, Warren Street and Whitfield Street result in the loss of resident permit holder parking bays – a total of 37.8 metres (7.5 spaces).</p>	<p>Evidence shows that car ownership in this part of the borough is very low, with an estimated less than 20% of all households having access to a car - the lowest level in Camden.</p> <p>An assessment of parking pressure (parking permit to bay ratios) for these streets shows that there is spare capacity for residents to park at all locations:</p> <p>Bedford Avenue has 40 permit bays with only 27 active resident permits. This suggests spare capacity, and 6.1 metres (1 space) can be removed as proposed.</p> <p>Tottenham Street has 12 permit bays and 14 active resident permits, however Whitfield Street, which joins Tottenham Street, has surplus capacity (as below) which suggests that 5.7 metres (1 space) can be removed as proposed.</p> <p>Warren Street, where 16 metres of residents' parking is proposed to be removed (3 spaces), has 11 residents' bays and 15 active permits. However, Whitfield Street, which joins Warren Street, has spare capacity (as below).</p>

	<p>Whitfield Street will lose 10 metres of residents' parking (2 spaces). However, there are 42 spaces and only 30 permits on this street. This suggests that there is capacity to accommodate the loss of two spaces here as well as one space from Tottenham Street and three bays from Warren Street.</p> <p>There are 22 car club spaces in the area (West End/Fitzrovia) for when residents have an essential need for a car. Repurposing some parking to active travel modes may further enable mode shift away from private car use, in line with our CTS.</p>
<p>Proposals for College Place, Grafton Way, Tottenham Street and Warren Street result in the loss of single yellow lines, to be replaced with double yellow lines. This will prevent overnight parking (outside the hours of control).</p>	<p>The loss of single yellow lines impact primarily on visitor parking, however, alternative locations (single yellow lines as well as paid for parking) are provided in the wider area. Removing some parking is essential for road safety. It may also encourages a shift away from private car use, in line with the CTS.</p>
<p>The proposal for Tottenham Street removes three blue badge (disabled) bays.</p>	<p>Officers confirm that the existing bays are rarely occupied, and were originally installed to serve an NHS Resource Centre which is no longer in use. One bay will be replaced/relocated to the opposite kerb on Tottenham Street. Blue badge holders can also park in resident permit holder parking bays and paid for parking bays. Blue badge holders who live in this area, which is covered by the green badge scheme, can also apply for a green badge which gives them access to green badge bays. Officers will monitor demand for blue badge parking to assess whether additional bays are needed.</p>

4.3 The proposed measures are considered to advance equalities for many protected groups, albeit with a small disadvantage noted for those solely reliant on motor vehicles for transport. On balance, the schemes are considered to promote equality of opportunity among protected groups, in line with the Camden Transport Strategy. Equality considerations are discussed further in section 6 below and in **Appendix 'B'** (Equalities Impact Assessment).

5. Timetable for Implementation and Next Steps

5.1 The next step for these schemes following decision report approval will be to proceed with the advertising of ETOs and informal engagement outlined below. Construction of all schemes is scheduled to commence on 30th November 2020 or shortly thereafter.

5.2 The experimental schemes will run for up to 18 months. The Council will undertake a Covid-compliant public consultation after 12 months, the results of which, together with information from other sources (e.g. monitoring information) and feedback received during the trial period, will inform the Council's decision as to whether the changes should be made permanent. Traffic levels will also be monitored, as required, on relevant streets after the schemes are implemented.

6. Consultation/Engagement

6.1 The schemes discussed in this report have all been subject to internal consultation among the following services:

- Community Partnerships
- Development Management (Conservation)
- Environment Services
- Engineering Services (Highways Maintenance)
- Engineering Services (Highways Implementation)
- Engineering Services (Streetworks)
- Markets
- Parking Operations
- Placeshaping

6.2 No objections were raised by officers in the above teams or services. The proposals were also subject to consultation with the Cabinet Member for a Sustainable Camden and all the relevant Ward Councillors. No objections were received from Councillors.

6.3 Statutory consultation was undertaken with the Emergency Services, Logistics UK (previously Freight Transport Association and Road Haulage Association) for a period of one week, 12 to 19 October 2020. No objections were raised, however the Met Police advised the following:

- A response from the Counter Terrorism Security Adviser of the Metropolitan Police highlighted the current threat from terrorism, and advised that the schemes be kept under review to ensure that high footfall areas and pinch points are adequately protected. They advised that other schemes linked to social distancing and within close proximity to the cycle permeability schemes are identified to ensure a holistic approach. If the threat level of terrorism increases then the scheme should be reviewed.
- The advice added that street furniture (bus stops, sign posts, planters, seating, telephone boxes, and mature trees) should also be viewed as an opportunity to offer some deterrence to a hostile vehicle attack. It is therefore recommended that street furniture should not be removed. All schemes should consider access for emergency vehicles and the safety of other carriageway users.

Officers' response

6.4 Officers note the security concerns and the advice and guidance provided by the Security Adviser for traffic planning to address the threat of terrorism. All the schemes have taken account of other social distancing measures such as the Streateries, as noted in this report (section 2). No street furniture is being removed and all schemes maintain access for emergency services. All schemes have been subject to a stage 1 & 2 RSA, and stage 3 RSAs will be undertaken upon implementation. The Met police will be consulted again, after 12 months, as part of the planned public consultation to inform a decision as to whether the scheme should be made permanent or not.

- The Metropolitan Police also raised concerns about compliance with LTN 1/20 and sufficient carriageway widths to allow safe passing, particularly at the junction of Windmill Street and Whitfield Street.

Officers' response

6.5 The concern about carriageway widths is noted. As discussed in Section 2, waiting and loading has been removed at all relevant locations to ensure sufficient widths for safe passing, including the Windmill Street/Whitfield Street junction.

6.6 In addition to the statutory minimum consultation, the following engagement activities will be undertaken prior to implementation of each scheme:

- A notification letter informing local residents, businesses and local groups etc. of the schemes, the reasons for each, and opportunities to provide feedback and views will be sent to all properties in the area shown for each scheme above.
- The same letter will be sent to local stakeholders identified through the CINDEK database for each scheme area.
- On-street notices will be displayed in the vicinity of each scheme, and the Council's Twitter feed will be used to notify all stakeholders of the initiatives.
- A dedicated webpage has been developed, within the Council's [Making Travel Safer in Camden](#) Covid-19 pages, providing details of the schemes, opportunities for feedback, and so on.

6.7 The measures will principally be aimed at minimising road traffic collision risks to road users, in particular among pedestrians and cyclists during the Covid-19 crisis.

6.8 Negative impacts on protected groups are not anticipated for the cycle permeability programme, as detailed in the Equalities Impact Assessment (EQIA) provided in **Appendix 'B'**. The relevant decision-maker must carefully consider this assessment as applicable to the schemes they are asked to approve.

6.9 In addition, the CTS in 2019 was subject to a full EQIA and public consultation. Measures brought forward as part of this programme will either be included in the approved Strategy and/or consistent with the policies and principles set out in the Strategy. The EQIA on the CTS demonstrates that any potential impacts on protected groups are considered carefully during development of and prior to implementation of transport schemes. An EQIA has also been undertaken in connection with the COVID-19 Enabling Safe Travel in Camden report.

7. Finance Comments of the Executive Director Corporate Services

7.1 The total cost of the proposed Phase 2 cycle permeability programme is estimated to be £38,000, and will be funded by Camden Council Covid-19 transport programme “match funding”, as detailed below:

Scheme	Estimated cost	Funding source
College Place	£6,000	Camden Council ‘match funding’
Bedford Avenue	£8,000	Camden Council “match funding”,
Grafton Way	£4,000	Camden Council “match funding”,
Tottenham Street	£6,000	Camden Council “match funding”,
Warren Street	£5,000	Camden Council “match funding”,
Windmill Street	£5,000	Camden Council “match funding”,
Richbell Place	£4,000	Camden Council “match funding”,

7.2 The loss of 1.9m of paid for parking on Warren Street does not affect the number of vehicles that can park there. Officers therefore do not consider that the proposals in Section 2 will have significant financial implications for parking income.

8. Legal Comments of the Borough Solicitor

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

Highways Act powers

8.2 Part V of the Highways Act 1980 (Improvement of highways) sets out various powers for local highway authorities to carry out works in or near public highways. The general power of improvement in section 62 is followed by a number of specific powers.

8.3 Section 65 of the Highways Act 1980 (cycle tracks) empowers a local highway authority, in or by the side of a public highway, to construct a cycle track as part

of the highway, and to alter or remove a cycle track constructed by them under this section.

- 8.4 Section 4 of the Cycle Tracks Act 1984 (provision of barriers in cycle tracks, etc.) empowers a highway authority to provide and maintain, in any cycle track constituting or comprised in a public highway, such barriers as they think necessary for the purpose of safeguarding persons using the cycle track; and, where a cycle track is adjacent to a public footpath or footway, provide and maintain such works as they think necessary for the purpose of separating, in the interests of safety, persons using the cycle track from those using the footpath or footway. The highway authority may alter or remove any works provided by them under section 4 of the 1984 Act.

Road traffic powers

- 8.5 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.
- 8.6 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. An ETO under RTRA section 9 can authorise traffic filtering and footway widening; a temporary order or notice under RTRA section 14 can authorise traffic filtering, footway widening and restricting vehicle speeds. Both an ETO and a Temporary Traffic Order can be made for a maximum of 18 months.
- 8.7 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. Accordingly ETOs are recommended for the proposed schemes discussed in this report.

Statutory duties and powers relating to road safety

- 8.8 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”.
- 8.9 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.

The network management duty and related Covid-19 statutory guidance

8.10 The Department for Transport (DfT) guidance referred to in paragraph 1.1 of this report was issued under section 18 of the Traffic 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 (updated 23rd May 2020).

8.11 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).”*

8.12 The Transport for London guidance referred to in paragraph 1.2 above 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.

Equality

8.13 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 - PSED). 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 'B'** to this report. The relevant decision-maker must carefully consider the EQIA as applicable to the scheme they are asked to approve.

8.14 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 (UNCRPD), 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).

8.15 In summary, the PSED requires the Council, when exercising its functions, to have 'due regard' to the need to:

1. Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act (which includes conduct prohibited under section 29);
2. Advance equality of opportunity between people who share a relevant protected characteristic and those who don't share it;
3. 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).

8.16 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.

8.17 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.

9. Environmental Implications

9.1 The proposals discussed in this report would result in positive benefits to the environment due to the potential for trips to be made by bike rather than by motor vehicle, thereby resulting in reduced emissions. This is one of the 7 objectives of the Council's Clean Air Action Plan (CAAP) which states:

- Transport emissions account for approximately 50% of Camden's NO₂ and PM₁₀ emissions. We need to encourage a shift to more sustainable forms

of transport such as walking, cycling and ultra-low emission vehicles (such as electric).

9.2 The proposals would also result in positive benefits to the environment due to the potential for reduced carbon dioxide emissions. The Council's Climate Action Plan (CAP) states:

- The Climate Action Plan necessitates a shift away from combustion engine vehicles and heating systems, both of which are significant contributors to air pollution in the Borough. The Climate Action Plan also seeks to encourage healthier travel options such as walking and cycling, which also bring public health benefits.

10. Appendices

- Appendix A Scheme design drawings
- Appendix B Equalities Impact Assessment (EQIA)

REPORT ENDS