

NON-KEY EXECUTIVE OFFICER REPORT

LONDON BOROUGH OF CAMDEN	WARDS: Cantelowes, West Hampstead
REPORT TITLE Covid-19: Enabling Safer Travel in Camden – Cycle Permeability Programme 2021/22 Phase 1 – Permanent Proposals	
REPORT OF Strategic Lead Transport Planning	
FOR SUBMISSION TO Director of Environment and Sustainability	DATE 9 th March 2022
SUMMARY OF REPORT <p>This report is presented to the Director of Environment and Sustainability to seek approval to make the current, trial “Phase 1” Cycle Permeability schemes on Linstead Street and St Paul’s Crescent permanent. The schemes seek to create safer and healthier streets by making it easier and safer for cyclists to access the two streets from Netherwood Street and Agar Grove respectively. The report follows a consideration of relevant policies, officer observations and a full public consultation within the 18-month trial Experimental Traffic Order (ETO) period.</p> <p>Local Government Act 1972 – Access to Information No documents that require listing were used in the preparation of this report.</p> <p>Contact Officer: Georgie Wells, Consultant Principal Transport Planner, 5th Floor, 5 Pancras Square, London, N1C 4AG, georgie.wells@camden.gov.uk</p> <p>Steve Cardno, Public Realm and Planning Team Manager, 5th Floor, 5 Pancras Square, London, N1C 4AG, 020 7974 8800, steve.cardno@camden.gov.uk</p>	
RECOMMENDATIONS <p>THAT the Director of Environment and Sustainability, having considered the proposals in relation to the objectives set out in the Camden Transport Strategy and the Climate Action Plan, alongside consultation outcomes (see Section 6) and the Equalities Impact Assessment (EQIA) (see Appendix A), and having due regard to the needs set out in section 149 of the Equality Act 2010:</p> <ul style="list-style-type: none">(i) Approves the proposal to make the previously implemented, trial Phase 1 Cycle Permeability schemes on Linstead Street and St Paul’s Crescent permanent, as set out in this report, subject to compliance with relevant statutory requirements;(ii) Delegates to the Chief Engineer the authority to take any further decisions required for these schemes.	

Signed:



Sam Margolis, Strategic Lead Transport Planning

Date: 28th February 2022

1. Purpose of the Report

- 1.1 This report seeks approval for making the current, trial cycle permeability schemes on Linstead Street and St Paul's Crescent, which were implemented under an Experimental Traffic Order (ETO), permanent. These schemes, if approved, would not change from the trial scheme design/arrangements.
- 1.2 The overarching aim of the Phase 1 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 existing 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 road closures. A number of such permeability improvements for cyclists have been made in recent years.
- 1.3 The schemes help meet the Mayor of London's Healthy Streets objective of enabling more people to walk and cycle more often. In addition, they meet several of Camden's Transport Strategy (CTS) objectives including Objective 1: "to transform our streets and places to enable an increase in walking and cycling", and Objective 2 "to reduce car ownership and use, and motor traffic levels in Camden".
- 1.4 Following the Coronavirus (COVID-19) pandemic, national Government has set out expectations that Local Authorities should reallocate road space for cyclists and pedestrians. The Department for Transport (DfT) outlined a series of measures to help encourage more people to choose alternatives to public transport when they need to travel, making healthier habits easier and helping make sure the road, bus and rail networks are ready to respond to future increases in demand. Amongst these are measures which include encouraging walking and cycling, for example through the introduction of cycle facilities.
- 1.5 We are continuing to deliver solutions in line with National Government's statutory [COVID-19 guidance which was originally issued on 9 May 2020 and has been updated a number of times since then](#), and the DfT cycling and walking strategy, entitled "[Gear Change](#)". Whilst (most) national restrictions have now been lifted, travel behaviour has not returned to pre-pandemic norms, with, for example, people continuing to remain concerned about the use of public transport¹. As a result, the potential for car use has increased, and traffic levels in Camden during summer 2021 were at or higher than pre-pandemic levels in many areas. There is also evidence, in monitoring reports across a number of our "[Safer Travel in Camden](#)" schemes, of an increase in cycling volumes on our streets. It is therefore important to continue to provide safe conditions for cycling in response to the changes on our streets following the pandemic, and to seek improvements for our residents where possible in line

¹ According to the [Department for Transport](#), in September 2021 average daily bus and tube usage in London was 72% and 58% respectively of pre-pandemic levels.

with the Camden Transport Strategy and Climate Action Plan. The latest version of the above guidance, issued on 30th July 2021, advises that the DfT continues to expect local authorities to take measures to reallocate road space to people cycling. The focus should now be on devising further schemes and assessing COVID-19 schemes with a view to making them permanent.

- 1.6 Transport for London (TfL) developed the '[Streetspace for London](#)' programme in response to COVID-19. The Streetspace guidance, which supports delivery of the Mayor's Transport Strategy (MTS), encouraged the fast-tracking of walking and cycling schemes to enable more people to walk and cycle more often and avoid a sharp increase in car use. The Mayor's borough-specific target for the Council is that by 2041 the transport mode shares for Camden residents will be 93% of travel on foot, by cycle or public transport and only 7% by car, motorcycle, taxi or other. The 93% mode share represents a substantial increase on the baseline of 85% (3-year average for 2014/15 to 2016/17). Policy 2 in the MTS is as follows: *"The Mayor, through TfL and the boroughs, and working with stakeholders, will seek to make London a city where people choose to walk and cycle more often by improving street environments, making it easier for everyone to get around on foot and by cycle, and promoting the benefits of active travel. The Mayor's aim is that, by 2041, all Londoners do at least the 20 minutes of active travel they need to stay healthy each day."*
- 1.7 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, includes a policy (Policy 1b) to remove barriers to walking and cycling and improve conditions for pedestrians and cyclists. Measure 1b of the CTS aims to implement infrastructure/streetscape proposals set out in the Cycling Action Plan, which include cycle permeability measures. The Cycling Action Plan has a specific action under "cycle permeability" which is the "identification and implementation of a rolling programme of 'quick-win' measures including cycle contraflows on all feasible one-way streets and cycle cut-throughs", of which these two schemes form a part.
- 1.8 In consideration of the above policies, changes were made to Linstead Street and St Paul's Crescent under an ETO (which commenced on 24th September 2020) for an 18-month trial period. The decision report related to this ETO can be viewed on our [website](#). The changes provided cut-throughs on Linstead Street at the junction with Netherwood Street, and on St Paul's Crescent at the junction with Agar Grove, making it easier and safer for cyclists to travel between these streets.
- 1.9 The Council committed to undertake a full public consultation for the 2 schemes after around 12 months to decide whether to make them permanent, amend or remove them. Consultation is now complete. This report summarises its outcomes, Officer responses to feedback from the public consultations, Officer observations made during the trial period, details of the final proposals and an analysis on the impacts these proposals may have on the nine protected groups as defined in the Equality Act 2010.

2. Proposals and Reasons

- 2.1 This report seeks approval for making the current trial Phase 1 cycle permeability schemes on Linstead Street and St Paul's Crescent permanent.
- 2.2 The recommendations for making the Phase 1 cycle permeability schemes permanent are based on an assessment of: (i) the responses to the consultation, outlined in Section 6 of the report, and (ii) the policy and strategy context, outlined in section 1 above.
- 2.3 A full public consultation for each scheme was carried out between 23rd November 2021 and 14th December 2021 on the above proposals. The results of these consultations are summarised in Section 6 of this report.
- 2.4 The proposals discussed in this section involve a mixture of minor changes to street layout and waiting and loading provision at the 2 scheme locations. The scheme locations were 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 were 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 could be implemented rapidly (quick wins), do not require costly modelling or infrastructure such as traffic signals, or significant changes to the streetscape or layout, and do not have undue impact on emergency services, and refuse collections.
- 2.5 In line with DfT and TfL guidance, and for the reasons set out in this report, it was proposed that the schemes at Linstead Street and St Paul's Crescent be delivered under an ETO for a trial period of 18 months, during which time Officers have visited the scheme locations to make observations, while residents and businesses have been able to provide feedback.
- 2.6 To promote the schemes and encourage feedback on the ETOs, notification letters were delivered to all frontages within the vicinity of the proposals. In addition, letters were delivered or emailed (where we had an email address) to all local groups registered on the Council's CINDEX data base.
- 2.7 Details of each proposal are discussed below, with detailed drawings provided in **Appendices B and C**.

Linstead Street – West Hampstead ward

- 2.8 The northern end of Linstead Street is shut to motor traffic with a continuous footway on Netherwood Street, across the junction. The trial scheme provided a cycle gap to link the two streets, across the footway (see **Figure 1**). This provides a connection to Sheriff Road and to key centres and transport interchanges in Camden - eastwards to West End Lane and West Hampstead stations (and beyond), and westwards to Kilburn High Road and Brondesbury Station.

Figure 1: A dropped kerb and ramp on the pavement allows cyclists to travel more easily between Linstead Street and Netherwood Street



- 2.9 The scheme was designed to make it easier and safer to travel by bike between Linstead Street and Netherwood Street, in line with Camden's ambition to improve cycling access and priority across the borough. To do this, during the trial we:

- Dropped a section of kerb on the Netherwood Street pavement and added a small ramp on the Linstead Street side to minimise level disruption on the narrow pavement.
- Relocated two cycle parking stands to the northern side of Netherwood Street.
- Removed an 8m section of permit holder only parking space on Netherwood Street at the junction of Linstead Street, replacing this with double yellow lines and double kerb blips.
- Designated a 24hr waiting prohibition (including for loading/unloading) along the above stretch of Netherwood Street and at the northern end of Linstead Street.
- Removed a short panel of pedestrian guardrail.
- Added footpath markings to highlight the cycle cut-through.

- Note that the designated parking places on Linstead Street are unaffected by the scheme.

2.10 An ETO was required to remove existing parking provision of two resident permit holder bays/spaces and to introduce waiting and loading restrictions to prevent the cycle gap from being obstructed. This came into force on 24th September 2020.

2.11 The proposals were subject to a Stage 1 & 2 Road Safety Audit (RSA) and no significant concerns were raised. A Stage 3 RSA was also undertaken after implementation, in February 2021, while the trial scheme was operational. Again, no significant concerns regarding the scheme design were raised. A drawing of the proposal is provided as **Appendix B**.

St Paul's Crescent – Cantelowes ward

2.12 St Paul's Crescent is a north-south route crossing Agar Grove. The southern end, south of Agar Grove, is a through-road for motor vehicles. The northern section has a road closure at the junction with Agar Grove, covering the width of St Paul's Crescent, and approximately 30 metres along the street where there are several trees, and bollards where it re-joins the road. There is a signalised pedestrian crossing on Agar Grove at the junction with St Paul's Crescent. Prior to the trial scheme being constructed, extensive pedestrian guard railing was in place.

2.13 The trial scheme included the introduction of a cycle gap through the road closure on the northern section of St Paul's Crescent at the junction with Agar Grove, to enable a continuous route through Cantelowes. The pedestrian guard railing was also removed to improve the street scene (see **Figure 2**).

Figure 2: A dropped kerb and removal of pedestrian guard railing provides improved access for cyclists and improves the street scene



2.14 The scheme was designed to make it easier and safer to travel by bike between St Paul's Crescent and Agar Grove, in line with Camden's ambition to improve cycling access and priority across the borough. To do this, during the trial we:

- Dropped a section of kerb on the Agar Grove pavement.
- Designated a 24hr waiting prohibition (including for loading/unloading) at the southern extremity of the section of St. Paul's Crescent which remains open to all vehicular traffic at the side of no. 36A St. Paul's Crescent.
- Removed pedestrian guard railing from the pavement on Agar Grove to improve cycling access and the street scene.
- Added footpath markings and signs to highlight the cycle cut-through.
- Note that the designated parking places on St Paul's Crescent and Agar Grove are unaffected by the scheme.

2.15 The scheme required an ETO to convert single yellow lines to double yellow lines with double kerb blips where the closure re-joins the road on St Paul's Crescent.

2.16 The proposals were subject to a Stage 1 & 2 Road Safety Audit (RSA) and no significant concerns were raised. A Stage 3 RSA was also undertaken after implementation, in February 2021, while the trial scheme was operational. Again, no significant concerns regarding the scheme design were raised. A drawing of the proposal is provided as **Appendix C**.

2.17 Monitoring was not carried out during these scheme trials. It was not possible to collect data before the scheme was introduced due to the Covid-19 pandemic and restrictions on movement. This makes it difficult to assess the impacts of the scheme during the trial period but particularly how it compares to pre-pandemic conditions. However, Officers have observed cyclists using the cut-throughs at both scheme locations.

2.18 Following careful consideration of the correspondence received during the trial period and the responses to the public consultations (see **Section 6**), alongside Officer observations on the schemes during the trial period, it is proposed to retain the trial cycling permeability measures installed on both Linstead Street and St Paul's Crescent.

2.19 Whilst it is recognised that the scheme proposals and designs for each scheme (see **Appendices B and C**) will not meet the aspirations of every stakeholder, each consultation response was carefully considered by the project team.

3. Options

3.1 This report presents two options to the decision maker. These are:

- Option 1: To proceed with making the trial Phase 1 Cycle Permeability schemes on Linstead Street and St Paul's Crescent permanent.

- Option 2: To remove the 2 trial schemes on Linstead Street and St Paul's Crescent and return the road network to its original layout at each location before the trial schemes were introduced.
- 3.2 Option 1 is recommended to the decision maker because (i) of the reasoning offered in Section 2 and supporting Appendices, including making it easier and safer for cyclists to travel through the streets at each scheme location; (ii) there was a majority of consultation respondents in favour of making the Linstead Street and St Paul's Crescent schemes permanent; (iii) the decision would align with commitments made as part of the [CTS](#) and the [Climate Action Plan](#); and (iv) it aligns with the National Government's statutory [COVID-19 guidance](#), including the recommendation to adjust and retain trial schemes rather than remove them.
- 3.3 Option 2 is not recommended as it (i) fails to address barriers to cycling at each scheme location; (ii) fails to meet the Council's commitments made in the CTS and the Climate Action Plan; and (iii) does not align with the approved transport response to the COVID-19 pandemic. The DfT issued statutory guidance (updated on 30th July 2021) to local authorities stating: *"The focus should now be on devising further schemes and assessing COVID-19 schemes with a view to making them permanent. The assumption should be that they will be retained unless there is substantial evidence to the contrary. Authorities should also be considering how to introduce further active travel schemes, building on those already delivered."* In this case, Officers do not consider that there is substantial evidence to justify removing the 2 schemes.

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

- 4.1 This section seeks to illustrate to the decision maker the positive benefits these proposals will provide, as well as the key concerns raised in the public consultation and how, if considered necessary, these will be mitigated. Some respondents, for example, were concerned that the schemes would be misused by motorcycle and moped riders and could encourage these trips without measures and penalties in place to discourage this.
- 4.2 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. Cycling permeability measures help to connect residents and residential areas to local amenities and opportunities. Also, at a borough wide level, this kind of intervention helps to make the wider area a more pleasant and safer place for cyclists. As small scheme such as these are implemented across the borough, over time this creates a wide geographical area that prioritises cycling and creates the right conditions for safe and accessible cycling trips.
- 4.3 The removal of parking opportunities on Linstead Street (resident permit holder parking on Netherwood Street) and St Paul's Crescent (overnight parking outside of Controlled Parking Zone operational hours) could have been contested at consultation. Positively, no negative comments were made during

the trial period or consultation on this matter for either scheme. Parking data for each location is discussed below.

- 4.4 Officers are also aware from previous engagements and consultations of pedestrians' concerns about cyclists' shared use of the footway, and the potential for pedestrian/cyclist conflicts, particularly from people with a disability.
- 4.5 These issues and other risks are discussed in **Table 1**.

Table 1: Risks and Mitigations

Risk	Mitigation
Issues with designs of schemes become apparent after installation.	Stage 3 RSAs have been undertaken for each scheme during the trial period without any significant problems being identified.
The proposal for Linstead Street has resulted in the loss of 2 resident permit holder bays/spaces on Netherwood Street. It also prevents overnight parking and loading/unloading at any time on Linstead Street where single yellow lines have been replaced with double yellow lines and double kerb blips.	<p>Parking data for Netherwood Street indicates that the ratio of active permits to available permit holder parking spaces is 53% (63 active permits and space for 120 vehicles to be parked). Parking data for Linstead Street indicates that the ratio of active permits to available permit holder parking spaces for is 40% (10 active permits and space for 25 vehicles to be parked).</p> <p>Given the above data the impact on parking supply is not considered to be substantial and repurposing of some parking spaces on these streets for the benefit of active travel modes may further enable mode shift away from private car use, in line with our CTS.</p> <p>In addition, it is positive to report that no negative comments were made by stakeholders during consultation on the loss of resident parking or the prevention of overnight parking and loading/unloading at any time.</p>
The proposal for St Paul's Crescent has not resulted in the loss of any resident permit holder bays/spaces. However, it has prevented overnight parking and loading/unloading at any time where single yellow lines have been replaced	<p>The proposal has not impacted resident parking bay provision. It does however prevent overnight parking and loading/unloading at any time. Parking data for St Paul's Crescent indicates that the ratio of active permits to available permit holder parking spaces is 43% (33 active permits and space for 77 vehicles to be parked). Given the above data the impact on parking supply is not considered to be substantial and repurposing of some parking to active travel modes may further enable mode shift away from private car use.</p> <p>In addition, it is positive to report that no negative</p>

Risk	Mitigation
with double yellow lines.	comments were made by stakeholders during consultation on the prevention of overnight parking and loading/unloading at any time.
Motorcyclists may ignore the traffic restrictions and use the cycle gaps, including riding on the pavements at both Linstead Street and St Paul's Crescent.	<p>To access the cycle gaps, motorcyclists would need to ride across pavements. This may act as a deterrent. Signage indicating that access is for cyclists only has been installed, and the existing 'no through route' signage will be maintained which will similarly help to deter motorcyclists.</p> <p>Independent road safety audits were undertaken on the design of both schemes prior to construction and during the trial period. In both cases for the audits undertaken during the trial period, the auditor concluded:</p> <ul style="list-style-type: none"> • No features of the scheme were identified that could be removed or modified in order to improve the road safety of the measures. <p>Officers are alert to the potential risk of motorcycle contravention and are keen to work with local residents on this matter. If feedback is received that this risk has become an issue, Officers will monitor incidents and consider measures to deter this if necessary.</p>
Increased conflict between pedestrians and cyclists may occur where gaps are provided across footways at both Linstead Street and St Paul's Crescent.	<p>Officers do not consider this to be a significant risk as footfall is very low in the proposed locations: both schemes are located in highly residential areas and the risk is minimal.</p> <p>With regard to the shared area on St Paul's Crescent, this space is quite wide at just over 12 metres, with sufficient space to accommodate cyclists, pedestrians and wheelchair users. The width of the space is sufficient for cyclists and pedestrians to have sufficient advance sightlines of each other approaching in both directions. The same applies to Linstead Street. Both locations have been subject to a Stage 3 RSA during the trial period and no significant issues were raised by the auditor.</p>
The Linstead Street cycle gap could be blocked by parked vehicles, on both Linstead Street or Netherwood Street. This would impede cyclist access to the gap.	Double yellow line and kerb blip road markings have been added to the road in an 'L' shape on the Linstead Street 'dead end' to discourage parking and loading/unloading across the cycle gap or too close to it. Double yellow line and kerb blip markings have also been added to Netherwood Street across the cycle gap. These measures should ensure that vehicles are dissuaded from parking or loading/unloading across the gap.

Risk	Mitigation
The St Paul's Crescent scheme may pose a risk to cyclists accessing the cut-through on St Paul's Crescent from Agar Grove, since traffic may be stationary at the traffic signals, blocking the location of the cycle gap on the cut-through.	The cycle gap on the St Paul's Crescent potentially creates a situation where cyclists could be blocked from entering St Paul's Crescent by cars stationary at the traffic signals on Agar Grove. Unfortunately, this is due to the existing position of the pedestrian crossing and the cut-through, and it is not possible to re-align them as part of this scheme. RSAs have been conducted (including a Stage 3 RSA during the scheme trial) and these assessments have concluded there are no significant safety issues because of the existing layout. However, officers accept that the layout could potentially be improved and are interested in stakeholder feedback on this issue. Officers will also continue to monitor the scheme and will continually review use of the scheme / feedback received.

4.6 A full assessment of the impacts of each scheme on the nine groups protected by the Equalities Act 2010 was carried out and is included in **Appendix A**. The measures are considered to advance equalities for many protected groups and to promote equality of opportunity among protected groups, in line with the CTS.

4.7 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 CTS. Equality considerations are discussed further in **Appendix A**.

5. Timetable for Implementation and Next Steps

5.1 A summary of the programme and next steps for both cycle permeability schemes is set out in **Table 2**.

Table 2: Summary of Next Steps

Date	Stage
9 th March 2022	Decision report considered for approval.
17 th March 2022	If approved, TMO for making the 2 trial schemes permanent published in the local press.
18 th March 2022	The 2 trial schemes are made permanent.

6. Consultation and Engagement

Pre-Scheme Engagement

6.1 The schemes discussed in this report were initially subject to engagement with statutory consultees including the emergency services, the Freight Transport Association and Road Haulage Association for a period of one week between 17th August 2020 and 24th August 2020. No objections were received.

6.2 A response from the Counter Terrorism Security Adviser of the Metropolitan Police highlighted the current threat level from terrorism at that time as 'substantial', and that vehicle borne threats (Vehicle As a Weapon - VAW), are often the first phase. Crowded streets where people are queuing to enter premises are therefore very vulnerable, and the Police advised against removing street furniture (such as guard railing) which can act as a protective barrier against VAWs. They therefore advised the Council to undertake a Threat and Vulnerability Risk Assessment for each proposal to identify which threats were of concern.

Officers' response

6.3 Officers note the security concerns raised and the advice and guidance provided by the Counter Terrorism Security Adviser for traffic planning to address the threat of VAWs. However, officers did not consider that a risk assessment, as advised, was proportionate for the proposed measures and locations.

6.4 Firstly, the 2 trial schemes are located on very quiet residential streets, where footfall is very low. Officers therefore did not consider the use of guard railing or other items of street furniture would contribute to a safer environment.

6.5 At St Paul's Crescent, sections of guard railing were removed around the signalised crossing on Agar Grove. Officers considered this not to increase the risk to VAWs. The rest of this long street remains unprotected by guardrail which means that this small section of guardrail removal presented no greater risk than already existed on the rest of the corridor.

6.6 Nevertheless, if approved, Officers will continue to monitor and review security issues at both scheme locations with the Counter Terrorism Security Adviser.

6.7 The following engagement activities were undertaken prior to implementation of each trial 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 was delivered to all properties in the vicinity of each scheme (see Figures 1 and 2 below).
- The same letter was sent to local stakeholders identified through the CINDEX database for each scheme area.
- On-street notices were displayed in the vicinity of each scheme, and the Council's Twitter feed was used to notify citizens of the initiatives.
- A dedicated webpage was developed, within the Council's [Making Travel Safer in Camden](#) Covid-19 pages, providing details of the schemes, opportunities for feedback, and so on.

Feedback received during the trial period

- 6.8 Feedback from residents received during the trial was collected via the “Safer Travel in Camden” Commonplace map and the Safer Travel email inbox.

During the Scheme Trial – Linstead Street

- 6.9 Two emails regarding the Linstead Street scheme were received from residents and stakeholders during the trial ETO period.
- 6.10 One response from the Royal National Institute of Blind People (RNIB) was positive. The response noted considerations for the inclusivity of the scheme plans, including ensuring that streets and pavements are built in a way that minimises and discourages pavement obstructions including pavement parking.
- 6.11 One response from a resident was negative. The response “strongly objects” to the proposed changes on Linstead Street due to the concern of mopeds using the cycle gap at speed and the risk this will pose on pedestrians (including many school children). Since this response relates particularly to people that fall under one of the defined ‘protected characteristics’ covered by the Equality Act 2010, this comment has been responded to within the attached EqIA (**Appendix A**).

During the Scheme Trial – St Paul’s Crescent

- 6.12 Eight emails regarding the St Paul’s Crescent scheme were received from residents and stakeholders during the trial ETO period.
- 3 emails did not support the scheme (all from individuals);
 - 1 email was neutral towards the scheme; and
 - 4 emails expressed support for the scheme.
- 6.13 Of those that were not in support of the scheme, concerns focused on the removal of guardrails, which was thought to be potentially dangerous to pedestrians, and on the issue of mopeds and motorcycles. Two respondents were concerned that the trial measures would lead to a rise in moped and motorcycle traffic on the cut-through.

Officer’s response

- 6.14 *As set out in Table 1 above, in order to access the cycle gaps, motor cyclists would need to drive across footways and it is hoped this would be a reasonable deterrent. Signage indicating that access is for cyclists only has been installed, and the existing ‘no through route’ signage will be maintained which will similarly help to deter motor cyclists.*
- 6.15 *Officers are alert to the potential risk of motorcycle contravention and are keen to work with residents on this matter. If feedback is received that this risk has become an issue, Officers will conduct monitoring to secure evidence of incidents of motorcycle contravention and consider further measures to deter this if such evidence is found.*

- 6.16 Those that responded positively to the trial scheme, some of whom expressed they cycled regularly, were in favour of measures to improve cycling facilities generally. Responses agree the cycle path is a good measure and will benefit users. Some felt that improving the St Paul's Crescent cut-through side would be useful to them as cyclists since it linked up well with other cycling routes.
- 6.17 One resident suggested the removal of guard railing was the correct measure as this gives pedestrians more room. However, one respondent suggested the guard railing would be best kept, to prevent motorcyclists using the cycle path. Further suggestions included extending the double yellow lines around all sides of the entrance to the cycle path and installing further measures to deter motorcyclists including the introduction of strategically placed bollards, introduction of 'no motor vehicle' signs and introduction of a chicane at the entrance to the cycle path. As stated above, officers will review the scheme if feedback is received regarding contraventions involving motorcycles and consider appropriate measures if required.
- 6.18 The RNIB response discussed in Section 6.9 above is included in the total of positive emails for St Paul's Crescent as this applied to both schemes.
- 6.19 One neutral response was provided in the Safe Travel inbox suggesting it would be a big mistake to remove all the guardrails as these have safety benefits to pedestrians, including children going to school via this access. Moreover, the respondent felt that removing all guardrails would make it even more likely that motorcycles would use the cycle path and cut-through. The respondent suggested removing the two guard rails where the brick cycle path reaches Agar Grove and retaining all other panels.

Officer's response

- 6.20 *While the Council appreciates and accepts respondents' views on the guardrails, safety audits have been conducted that find there are no significant safety risks associated with their removal. In addition, improving accessibility across the borough – for example by removing physical barriers to a cycle and walking link such as at St Paul's Crescent – contributes to the delivery of Camden's wider strategic goals for our transport system. If evidence is found of safety concerns, officers will review this and determine whether mitigation measures are necessary.*
- 6.21 Three positive responses were provided by residents. Responses agreed the cycle path and cut-through is a good measure and will benefit cyclists.

Feedback Received during the Public Consultation

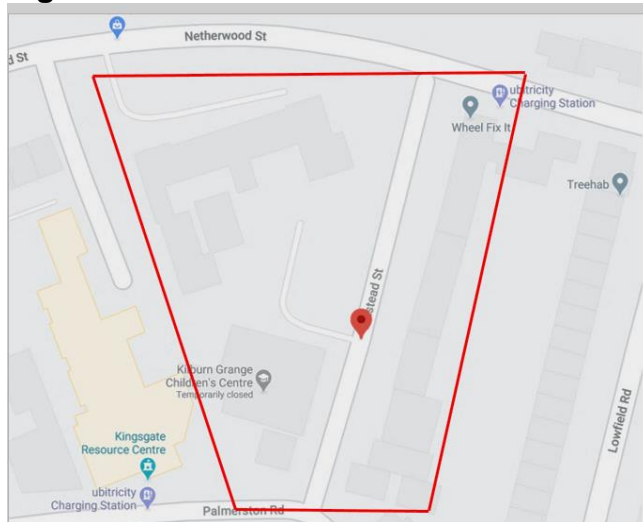
Consultation to Make the Trial Scheme Permanent – Linstead Street

- 6.22 A full public consultation was carried out between 23rd November 2021 and 14th December 2021 on the proposal to make the trial cycle permeability scheme on Linstead Street permanent. This section of the report provides details on how the consultation was undertaken, as well as a summary of the consultation responses and Officers' comments on these.

6.23 An email containing a link to the [online consultation](#) was sent to Local and Statutory Groups, Borough-wide stakeholder groups, Emergency Services and Ward Councillors in the West Hampstead Ward.

6.24 Flyers containing the details of the scheme were delivered to residents and businesses in the local area. Street notices were also put up on Linstead Street and Netherwood Street providing the same details, alerting residents of the consultation and explaining how to respond. **Figure 1** shows the notification area for the consultation.

Figure 3: Area for consultation notification – flyers and posters



6.25 A total of 10 responses to the proposal were received during the consultation period. Of these responses, all respondents were representing themselves as individuals (e.g., not a business), and all either 'strongly agreed' with the scheme (70%), or 'agreed' (30%). No respondents disagreed with any elements of the scheme implementation or the proposals to make the trial scheme permanent.

6.26 **Headline results from the Linstead Street consultation are:**

- 10 responses received in total - all responses were provided by individuals.
- 50% of respondents live in the scheme area, 30% of respondents don't live in the area but live in Camden and 20% of respondents visit family/friends in the area.
- 100% of responses were positive towards the scheme. There were no negative responses.
- 70% of responses 'strongly agree' with the proposal whilst 30% of responses 'agree'.
- 100% of responses thought 'cycling will be easier and safer', whilst 70% thought 'walking will be easier and safer' (see **Table 4**).

6.27 As shown in **Table 3**, the scheme has received positive feedback from a range of citizens, and not solely those living in the area. The results show that whilst 50% of support is from residents living in the area, the scheme has been

positive for those not living in the area, but also visitors to the area and Camden as a whole.

Table 3: Respondents' Location and Support for Scheme (Linstead Street)

Respondents Location to Scheme	Strongly Agree		Agree	
	Number	Percentage	Number	Percentage
Live in the area	4	40%	1	10%
Don't live in the area, but live in Camden	1	10%	2	20%
Visit friends/family in the area	2	20%	0	0%

6.28 Examples of the positive comments received about the scheme are as follows:

- “It’s good to provide safe routes for cyclists. It doesn’t have a negative impact on the street.”
- “This feels like a win-win set of measures, low impact on the local community but incredibly useful for cyclists who would otherwise have to dismount to get between Netherwood Street and Linstead Street owing to the kerb. The impact on motorists is virtually nil, given that there is ample parking space on Netherwood Street and typically tends to be lesser occupied, given the lack of housing on the railway side of the street.”
- “This is a small but significant improvement for active travel in the area and makes a good cycle link between Kilburn Grange Park and Netherwood Street and Sheriff Road.”

6.29 **Table 4** highlights the positive view respondents have on cycling and walking becoming easier and safer, as well as traffic dominance in the area reducing.

Table 4: Respondents' views on factors that will improve / become safer because of the scheme (Linstead Street)

Factors that will improve / become safer because of the scheme	Number	Percentage
Cycling	10	100%
Walking	7	70%
Using a wheelchair / mobility aid	3	30%
Crossing the road	6	60%
Noise and Disturbance	6	60%
Air Quality	6	60%
Driving	3	30%
Traffic Dominance	7	70%

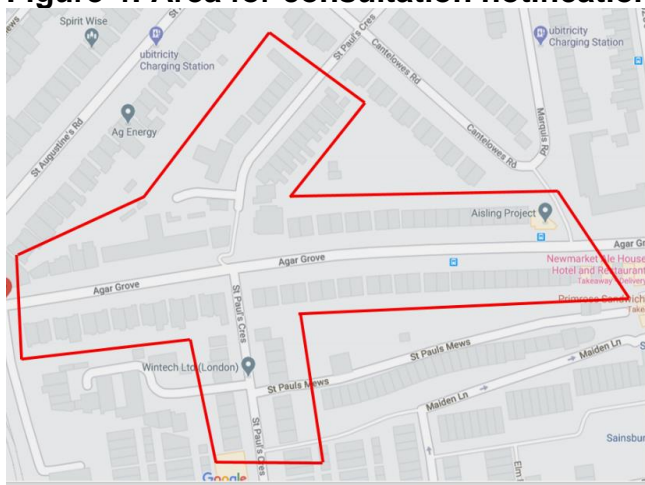
Consultation to Make the Trial Scheme Permanent – St Paul’s Crescent

6.30 A full public consultation was carried out between 23rd November 2021 and 14th December 2021 on the proposal to make the trial cycle permeability scheme on St Paul’s Crescent permanent. This section of the report provides details on

how the consultation was undertaken, as well as a summary of the consultation responses and Officers' comments on these.

- 6.31 An email containing a link to the [online consultation](#) was sent to Local and Statutory Groups, Borough-wide stakeholder groups, Emergency Services and Ward Councillors in the Canteloves Ward.
- 6.32 Flyers containing the details of the scheme were delivered to residents and businesses in the local area. Street notices were also put up on St Paul's Crescent and Agar Grove providing the same details, alerting residents of the consultation and explaining how to respond. **Figure 2** shows the notification area for the consultation.

Figure 4: Area for consultation notification – flyers and posters



- 6.33 A total of 22 responses to the proposal were received during the consultation period. Of these responses, all respondents were representing themselves as individuals (e.g., not a business), and either 'strongly agreed' with the scheme (73%), 'agreed' (23%) or 'disagreed' (5%).

6.34 Headline results from the St Paul's Crescent consultation are:

- 22 responses received in total; all responses were made by individuals
- 59% of respondents live in the scheme area, 23% of respondents don't live in the area but live in Camden. A small number of respondents visit friends/family in the area (9%), travel through the area but don't stop (5%) or visit businesses in the area (5%).
- 96% of responses were positive towards the scheme.
- 73% 'strongly agree' with the scheme whilst 23% 'agree' and 5% 'disagree'
- 91% of responses thought 'cycling will be easier and safer', whilst 50% thought 'walking will be easier and safer' (see **Table 6**).

- 6.35 **Table 5** highlights most of the support comes from those living in the area (55%), the scheme implementation has had a positive impact on a number of users visiting the area.

Table 5: Respondents' Location and Support for Scheme (St Paul's Crescent)

Respondents Location to Scheme	Strongly Agree		Agree		Disagree	
	Number	Percentage	Number	Percentage	Number	Percentage
Live in the area	9	41%	3	14%	1	5%
Don't live in the area, but live in Camden	3	14%	2	9%	0	0%
Visit friends/family in the area	2	9%	0	0%	0	0%
Visit businesses in the area	1	5%	0	0%	0	0%
Travel though the area but don't stop	1	5%	0	0%	0	0%

6.36 Examples of the comments received about the scheme are as follows:

Positive Responses

6.37 As part of the consultation, five respondents provided positive responses for the permanent implementation of the scheme on St Paul's Crescent:

- “No disadvantages.”
- “I believe the crossing is now more accessible for wheelchair users as well.”
- “If I cycled through here, my medical condition means I am not as steady on my bike as I used to be. But here, if I wobbled, I wouldn't get hit by a close passing car... If I can get to this spot on my bicycle, then I would definitely use it - it just needs joining up with other protected cycling infrastructure now!”
- “Thank you for implementing these measures!”
- “Good scheme. Thank you, Camden!”

Neutral Responses (positive, but suggesting some improvements):

6.38 Six respondents also provided neutral comments on the scheme:

- “Should be a "keep clear" area in front of the traffic light to allow cycles to access the slip road when light is red.”
- “Please find a way of allowing cycling permeability while restricting the ability of mopeds etc to use the measures as an inappropriate shortcut.”
- “Please light better; Maybe better markings to make it clear it's a cycle path.”
- “It might be good to have something to make it clearer to motorists that cycles can come out of that pedestrianised area. Hopefully they're

slowing for the crossing anyway, but there should be a sign if there isn't one already.”

- “Enforcement of the speed limit in Agar Grove would do more than anything to improve the conditions for cyclists and walkers. All schemes to enhance cycling permeability are desirable. Prevention of through traffic in Murray Street would make a big difference in this area.”
- “Bike hangars and zebra crossings (should be provided).”

Officer's response

6.39 *We appreciate and carefully consider responses and suggested improvements that we receive via consultations. Officers will consider options available to make it easier for cyclists to access Agar Grove from St Paul's Crescent (north side of the junction) and vice versa when the traffic lights are on red for vehicular traffic on Agar Grove.*

6.40 *Concerns regarding motorcycles and mopeds have been addressed elsewhere in this report including in **Table 1** (Section 4).*

6.41 *The council welcomes feedback on the provision of bike hangars and will consider the feasibility of including a hangar on St Paul's Crescent. Residents may request a bike hangar for their street by sending an email to cycle@camden.gov.uk.*

Negative Responses

6.42 *Three respondents provided negative comments on the proposal to make the trial scheme on St Paul's Crescent permanent:*

- “Mopeds / Motorbikes taking shortcuts likely to increase, potentially creating a traffic hazard on the pavement.”
- “The scheme has made it less safe for children cycling to cross Agar Grove as the cycle path leads to an unsafe part of the junction with low visibility.”
- “The position of the cut-through makes it very dangerous for younger kids cycling. My son wanted to use the cycle lane, but I wouldn't let him as joining traffic there is dangerous. Instead, he would use the pedestrian crossing. Adding a bike box or boxed junction markings on Agar Grove would keep the segment clear and ease joining traffic.”

Officer's response

6.43 *Concerns regarding motorcycles and mopeds have been addressed elsewhere in this decision report including in **Table 1** (Section 4).*

6.44 *Concerns regarding the removal of the guardrails and the safety of the junction between Agar Grove and St Paul's Crescent (for vulnerable road users) have been addressed elsewhere in this report, including in **Table 1** (Section 4).*

6.45 **Table 6** highlights the positive view respondents have on cycling and walking becoming easier and safer, as well as air quality improving.

Table 6: Respondents' views on factors that will improve / become safer because of the scheme (St Paul's Crescent)

Factors that will improve / become safer because of the scheme	Number	Percentage
Cycling	20	91%
Walking	11	50%
Using a wheelchair / mobility aid	4	18%
Crossing the road	8	36%
Noise and Disturbance	7	32%
Air Quality	10	45%
Driving	3	14%
Traffic Dominance	9	41%

Equalities Impact Assessment

- 6.46 Negative impacts on protected groups are not anticipated for the cycle permeability programme, as detailed in the Equalities Impact Assessment (EqIA) undertaken for the proposals and provided in **Appendix A**. The relevant decision-maker must carefully consider this assessment as applicable to the schemes they are asked to approve.
- 6.47 In addition, the CTS published 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.

7. Finance Comments of the Executive Director Corporate Services

- 7.1 This report seeks approval to make the previously implemented trial cycle permeability schemes on Linstead Street and St Paul's Crescent permanent. The report also seeks to delegate authority to the Chief Engineer for future decisions related to the 2 schemes.
- 7.2 If the proposal to make the 2 trial schemes permanent is approved, permanent TMOs would be made and published in the Camden New Journal and the London Gazette in March 2022. The cost of making and publishing the permanent TMOs has already been accounted for as part of the ETO for each scheme.
- 7.3 The Corporate Finance advisor for the Strategic Transport Group has been consulted and comments have been incorporated within the report, particularly this section of the report. There are no significant financial implications resulting from this report should the proposals be approved.

8. Legal Comments of the Borough Solicitor

Statutory duties / Legislation

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

Road Traffic Regulation Act 1984 (RTRA 1984)

- 8.2 Under section 6(1) of the RTRA1984 (orders similar to traffic regulation orders), as a traffic authority within Greater London the Council may make an order for controlling or regulating vehicular and other traffic (including pedestrians) on roads within the Borough for which it has responsibility. Such an order may be for any of the purposes or with respect to any of the matters mentioned in Schedule 1 to the RTRA and for any of the purposes mentioned in paragraphs (a) to (g) of section 1(1) (traffic regulation orders outside Greater London) of that Act. Such an order may be made only where it appears to the authority that is expedient to make the order for the purpose(s) in question.
- 8.3 **Section 122(1)** of the RTRA confers a duty on the Council to exercise its functions under that Act (so far as practicable having regard to the matters specified in section 122(2)) 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. The matters specified by **section 122(2)** are:
- "(a) the desirability of securing and maintaining reasonable access to premises;*
 - (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;*
 - (c) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);*
 - (d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and*
 - (e) any other matters appearing to ... the local authority ... to be relevant."*
- 8.4 Experimental Traffic Orders (ETO's) are made under Section 9 of the RTRA1984. An ETO may be suspended, modified, or made permanent.

Road Traffic Act 1988

- 8.5 **Section 39** of the RTA 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 Covid 19 statutory guidance

- 8.6 The Department for Transport (DfT) network management guidance was issued under **section 18** of the Traffic Management Act 2004. In response to the Coronavirus (Covid- 19) pandemic, the Department for Transport issued further statutory guidance on 9th May 2020 (and updated on 23 May 2020 and 13 November 2020 and 30th July 2021) '[Traffic Management Act 2004: network management in response to COVID-19](#)'. This is referred to in paragraph 1.5 of the report. This guidance states that local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart. The guidance also states that measures should be taken as swiftly as possible, but not at the expense of consulting local communities
- 8.7 Under **section 16** of the Network Management Act 2004, the duty of a traffic authority is 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. Under **section 17(5)** of the Traffic Management Act 2004 the network management duty includes obligations on traffic authorities to monitor the effectiveness of the implementation of their decisions and assess their performance in managing their network.

The Mayor of London's Transport Strategy

- 8.8 The Mayor's Transport Strategy 2018 was issued under Part V of the Greater London Authority Act 1999 (Transport), specifically section 144(1) which empowers the Mayor to issue guidance to London borough councils, among other bodies and persons. Under section 144(1) London borough councils are to have regard to the guidance in exercising any function.

Statutory Consultation

- 8.9 The requirements for a fair consultation are that: (i) the consultation takes place at a time when proposals are still at a formative stage; (ii) the proposer gives sufficient information regarding the proposal to consider intelligent consideration and response; (iii) adequate time must be given for consideration

and response; and (iv) the product of consultation must be conscientiously taken into account.

The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (SI 1996/2489) ("the 1996 Regulations")

- 8.10 The procedure for making experimental or permanent traffic orders is set out in the 1996 Regulations. Before making a traffic order, the authority must consult any relevant bus operator, Transport for London, the chief officer of the appropriate NHS trust (or foundation trust), the fire and rescue authority, the Freight Transport Association, the Road Haulage Association and "such other organisations (if any) representing persons likely to be affected by any provision in the order as the order-making authority thinks it appropriate to consult". The authority must also consult with the chief officer of police of any area in which the road in question is situated.
- 8.11 The 1996 Regulations also set out a number of procedural requirements such as a requirement to publicise the Council's intention to make the Order before actually making it and making a copy of the proposed order available for inspection. Public notification must also draw attention to the right to object in writing. There are further publication/notification requirements which come into play if and when an Order is made. A permanent Order can only be made after considering objections.

Equality

- 8.12 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 comply with the duty, which requires rigorous consideration and an open mind, and 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 A** to this report. The relevant decision-maker must carefully consider the EQIA as applicable to the scheme they are asked to approve.
- 8.13 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).
- 8.14 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.
 - 8.15 In addition, with reference to disability, the Council has a duty under section 29 of the Equality Act 2010 (set out in the EQIA) not to do anything that constitutes discrimination (or victimisation or harassment) in the exercise of a public function, and a duty to make reasonable adjustments. The EIA is also important material in this regard.
 - 8.16 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).
 - 8.17 Further, section 149 provides that the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities. Compliance with the PSED may involve treating some persons more favourably than others, but that is not to be taken as permitting conduct that would otherwise be prohibited under the Act (which includes breach of an equality clause or rule, or of a non-discrimination rule).
 - 8.18 The Council should be aware that the PSED is not a duty to achieve the objectives or take the steps set out in section 149. Rather, the PSED requires the authority to take the specified needs into proper consideration when carrying out its public functions. There must be a proper appreciation of the potential impact of the decision on the equality objectives set out in section 149 and of the desirability of promoting them. "Due regard" means the regard that is appropriate in all the particular circumstances in which the authority is carrying out its functions. Provided due regard is had in this way, including considering mitigation measures as described below, it is for the Council to decide, taking into account all relevant factors (which may, depending on the circumstances, include the requirement upon the Council to operate within its budget) how much weight to give to the equality implications of the decision.
 - 8.19 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.

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

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	Equalities Impact Assessment (EqIA)
Appendix B	Linstead Street Consultation Drawing
Appendix C	St Paul’s Crescent Consultation Drawing
Appendix D	Consultation Materials

REPORT ENDS