

Request for decision from the Director of Network Management and Resilience 21st February 2023

Future of Temporary Hampstead Road LSP cycle scheme: Introduction of a permanent traffic order to retain, maintain and implement cycle lanes during HS2 works and site traffic movements

Proposed decision

To issue a Section 6 Permanent Traffic Regulation Order as defined by s6, s1 and schedule 1 of the Road Traffic Regulation Act 1984 for the Hampstead Road LSP cycle scheme to ensure the road network continues to operate in a safe manner in the immediate term and to allow time to finalise the detailed design and construction of proposed future changes (which are to be defined in a future phase of the scheme). In effect, the previous restrictions on access would remain in the interests of road safety whilst HS2 have completed their work on Hampstead Road.

This Permanent Traffic Order (PTO) would be in force from 11th June 2023 when the current Temporary Traffic Order (TTO) expires with the option of revoking or removing if evidence demonstrates adverse impacts on safety.

Variations to this Permanent order can be implemented by an additional Section 6 notice and if a modification is considered substantial; a further period of consultation is required.

Background

In response to the COVID emergency, TfL introduced London Streetscape cycling schemes across London that facilitated active travel and social distancing.

The Hampstead Road LSP cycle scheme introduced temporary, segregated cycle lanes, bus stop by-passes and a number of banned turns between Euston Road and Crowndale Road junction with Oakley Square and Lidlington Place

The temporary order came into force after construction had completed on 31st August 2020 and expired on 9th December 2021. A second temporary order was implemented for 18 months, expiring on 10th June 2023, to allow time for HS2 to complete a twelve-month programme to install high voltage cables along Lidlington place. This also allowed time to make adjustments to the designs and address issues that had been highlighted from a safety review. (see [Engineering Review](#))

It was planned for the scheme to be trialled using an 18-month Experimental Traffic Order (ETO) after the Temporary Order expires, but HS2 gave notice towards the end of 2022 that they will be extending the scope of their work on Hampstead Road rail bridge with an uncertain completion date. This creates unreliable conditions to conduct a trial using an ETO and identify success factors.

The cycle route remains a popular choice for cyclists (approx. 1500 per day in November 2022) which demonstrates that there is a need to retain existing measures and implement the changes that were planned for the ETO.

The changes to the temporary measures include converting temporary materials to 'semi-permanent' materials, revising the operation of some of the junctions and reviewing access changes.

The changes will also add new eastbound cycle facilities on Harrington Square and Lidlington Place, increasing cycle connectivity in the area and remove the banned left turn from Oakley Square into Eversholt Street and introduce a two stage right turn for cyclists from Lidlington Place.

In line with its network management duty under the Traffic Management Act 2004, TfL has been engaged in extensive design discussion with key stakeholders to secure support for the next phase of the scheme. This engagement has included discussion with officers from the neighbouring traffic authority, the London Borough of Camden.

Two RSPRGs were held in May 2020 and November 2021 to review and assess the impact of the cycling scheme which was driven by the urgency to develop safe active travel measures in response to the COVID emergency. (see [May 2020 RSPRG](#) and [November 2021](#) ; [RSPRG slides](#))

TfL Engineering consider that the previously identified risks arising from having no traffic order in place to authorise the on-street changes remain applicable. The additional works by HS2 on Hampstead Road will also increase site traffic and HGV movements.

Therefore, we need a PTO in place to retain and maintain existing segregated cycling facilities, make improvements as planned for the ETO and develop detailed designs for improvements in the future that can be progressed when HS2 will have completed their work.

The construction for changes using semi-permanent materials will start in May 2023 and will complete by July 2023.

Scope of Hampstead Road LSP scheme

See Appendix (A) for schematic plan of scheme.

The presence of HS2 on Hampstead Road and the movement of site traffic for at least two years demands that TfL ensure that existing facilities installed under the Temporary Traffic order are retained and maintained with additional measures. The wider impact of HS2 works across the Euston / Somers Town area means that the performance of the road network will be variable and there will be continued construction traffic for some years, further strengthening the need to ensure that cycling facilities are retained.

The replacement Temporary Traffic order was implemented in December 2021 for 18 months and we cannot legally extend it indefinitely;

The objectives of the Hampstead Road LSP Cycleway scheme are:

- To improve cycling safety and the perception of safety along the route.
- To make cycling a viable, safe alternative to private travel

Presence of HS2 works now makes the safety of cyclists an imperative and if the scheme were removed after the expiring of the Temporary Traffic order in June; we will be exposing cyclists to unnecessary risk. To address issues that have been identified during the temporary phase of the scheme, and respond to customer and stakeholder feedback, a number of on-street improvements are required.

Changes to the existing scheme will include:

- Cycle gate at Oakley Square (South) allowing left turns into Eversholt Street to be reinstated.
- Loading/blue badge bay provided for Mayford Estate
- Shared use footway between Granby Terrace and Mornington Crescent to allow east - west cycle connection. Existing crossing at Granby Terrace converted to toucan
- Existing zebras at Mornington Crescent/ Harrington Square converted to parallel crossings
- Introduces new eastbound cycle facilities on Harrington Square/Lidlington Place
- Removing temporary restriction of P2W (introduced during the COVID emergency) to use the southbound bus lane on Hampstead Road

RSA1 and safety review

A Stage 1 Road Safety Audit was completed in May 2021 with identified issues addressed and a Stage 2 will be completed after construction of the additional measures.

TfL Engineering completed an additional Safety Review (see [Engineering Review](#)) that identified risks arising from having no traffic regulation order in place to support the physical changes on street. The review identified 11 issues, listed by location not severity. At the time of writing (February 2023), TfL Engineering confirmed these issues remained applicable.

The main concern identified in this safety review was the retention of the banned left turn from Oakley Square into Eversholt Street that removed the risk of left hook collisions between motor vehicles and cyclists. Vehicles turning left without amendments at this junction pose a risk to cyclists; cyclists will not be expecting them to turn left and the number of cyclists further increases the conflict risk.

The designs presented at RSPRG in November 2021, removed this restriction so as to give cyclists north/south options and reduce potential traffic congestion. Cyclists are protected by the installation of a 3m cycle gate with supporting signal operation.

Also, a commitment was made with LB Camden to incorporate a two stage right turn from Lidlington Place into Eversholt Street in the future and we have now included this in the current detailed designs.

Compliance of signs and signals and enforcement also remains a safety concern.

The use of temporary materials gives flexibility in making changes if required or remove all or part of the scheme by revoking or replacing the Permanent Traffic Order.

The scheme will be continued to be monitored and should there be evidence of a safety risk; changes will be made.

Use of Permanent Traffic order under Section 6 of the Road Traffic Act 1984

In light of the safety review and because of the likelihood of danger to the public, TfL consider it both necessary and reasonable to implement a Permanent Traffic order under Section 6 of the 1984 Act.

We are satisfied there is a likelihood of danger to the public if traffic were allowed uncontrolled access to the corridor and the current movement restrictions were lifted. Alternative routes, for traffic that may have otherwise used Hampstead Road and adjoining roads where restrictions are in place, are available and have been in use through the life of this current temporary scheme.

We have previously indicated to TfL's Road Space Performance Review Group that the temporary scheme has, according to data, been both beneficial in initially responding to the public health crisis brought on by the pandemic and putting in place measures that allow for a safe recovery from this period, by the provision of safe cycling facilities on a popular cycling alignment.

Road network performance during the temporary scheme

There is a full report included as Appendix B below which documents the results of the monitoring set out as part of the temporary scheme, to assess the network benefits and impacts of the measures which have been in place since 10th June 2020 (s14(2)notice)

Cycling demand

As there are no cameras recording bicycle counts on Hampstead Road, manual surveys were completed by Network Performance team on the weeks ending:

- 26 Feb 2021
- 01 April 2022
- 04 November 2022

A summary of the data shows:

Time and direction	Evidence
Northbound Weekday Average Cyclist Flows, 6am to 10pm	Data shows a small increase in flow, but the infrequency of data capture makes this increase statistically insignificant. Evidence supports a reasonably consistent NB cyclist flow between 700 and 800 per day
Southbound Weekday Average Cyclist Flows, 6am to 10pm	The data shows a peak in Spring 2022. This does not give a conclusive indication of trend due to infrequency. The peak may be attributed to better weather conditions. Overall, this data indicates a generally consistent southbound flow of cyclists between 700 and 900 per day .
Weekend Average Cyclist Flows, 6am to 10pm (both directions)	Weekend survey data shows a significant reduction in cyclist flows between February 2021 and October 2022. The number of cyclists has approximately halved from 2000 to 1000 (1000 to 500 in each direction) .

Separately, a spot check of cycling data commissioned for 1st November 2022 to support this Decision Note demonstrates continued demand from cyclists to use the route along Hampstead Road and Lidlington Place.

- Hampstead Road: 1518 per day, 262 in the peak hour
- Lidlington Place: 1262 per day and 250 in the peak hour

Bus Journey Times

We've been monitoring the journey times of local buses within the footprint of the scheme extents since March 2019, to understand the impact of the changes being introduced on street as part of this scheme.

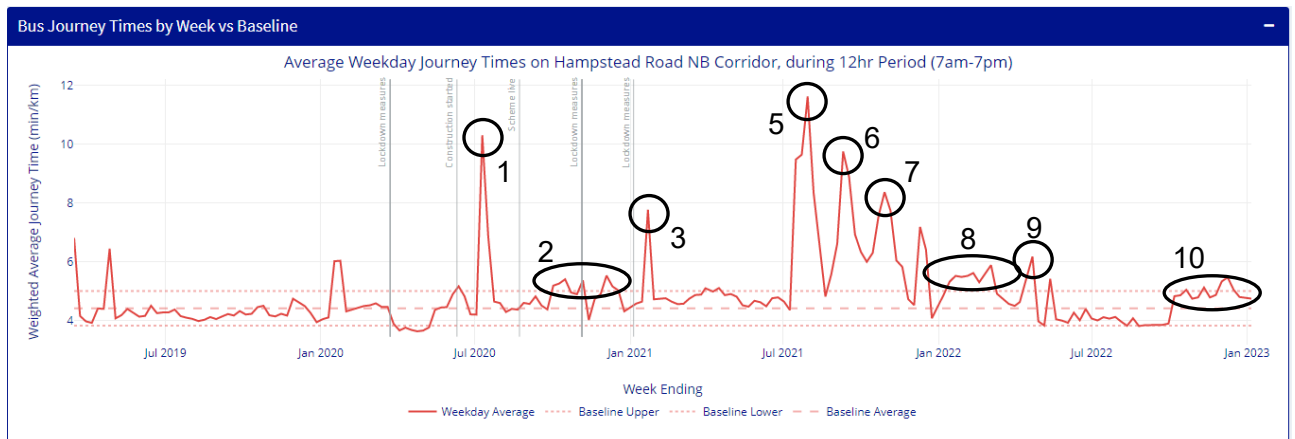
The graphs below display average weekday bus journey times for Hampstead Road in both directions.

Apart from (mostly) identifiable events, Hampstead Road has remained within the Journey Time target thresholds. Hampstead Road has been particularly badly disrupted by HS2 works as well as other utilities almost consistently since the scheme was built.

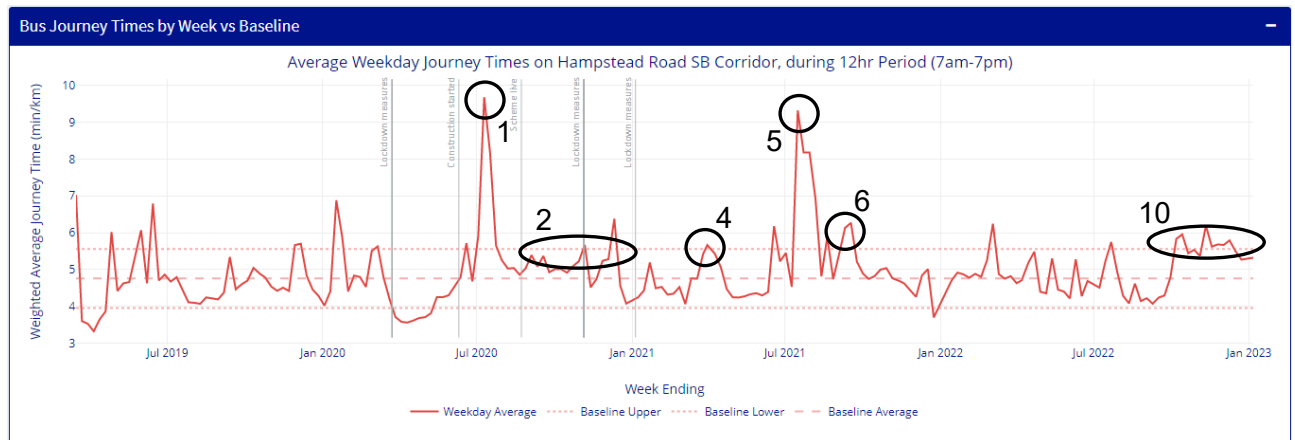
Whilst it is difficult to separate these disruptions from the "normal" journey time profile for buses, most of these spikes can be attributed to events related to HS2 works.

Graph note	Description
1	Journey times generally remained within the thresholds during construction, with the exception of a spike in both directions in July for 3 consecutive weeks SB and 2 weeks NB (W/E 3 rd - 24 th July). This was likely due to Cadent Gas Works at the junction of Drummond Street.
2	As the scheme went live, journey times exceeded the threshold for 7 weeks NB (including 3 consecutive weeks W/E 2nd Oct - 16th Oct) and 2 weeks for SB. This was likely due to the suspension of the NB bus lane for SCS works, rather than the scheme itself.
3	NB saw a spike W/E January 22 nd , likely due to gas works at Varndell St.
4	Works at Varndell Street
5	HS2 works at Robert Street
6	Disruptive Thames Water works operating a contraflow on Hampstead Road
7	HS2 works at Cardington Street junction
8	Utility works at William Road, TfL works at Oakley Square, Collision near Cardington Street.
9	Utility works on Camden High Street
10	Temporary signals on Hampstead Road for HS2 works

Northbound



Southbound



Traffic journey times

INRIX supply data on traffic performance including journey times (predominately collected from GPS enabled vehicles) has been examined and the charts below show average traffic journey times in both directions along Hampstead Road.

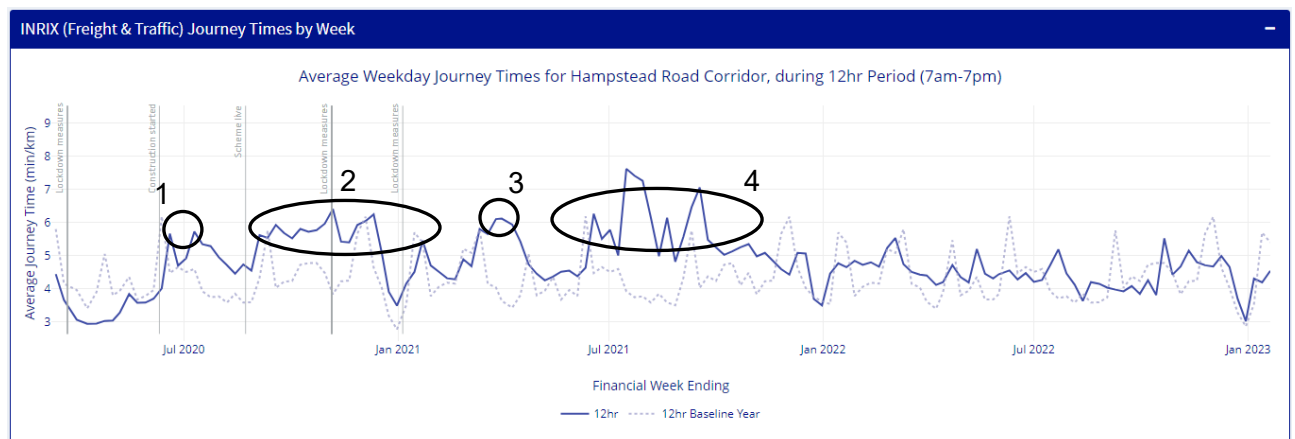
From the beginning of 2022 to present, the general traffic journey times have been more consistent with profiles, despite continuing disruptions with HS2 works in the area. This suggests that conditions have settled down to a normal level to some degree.

Graph note	Description
1	This was likely due to Cadent Gas Works at the junction of Drummond Street.
2	Bus lane suspension contributing to overall reduction in road space and friction in the network.
3	Likely due to works at Varndell St.
4	ongoing works on Hampstead road between July 2021 to December 2021

Northbound



Southbound



Freight and Traffic counts along Eversholt/Lidlington Place/Oakley Square junction

A significant change to the existing arrangements to be made by will be to create an east-bound contra cycle lane along Lidlington Place. This will complement the existing westbound cycle lane and provide an east/west route for cyclists.

Traffic volumes are increasing along this small corridor and this has been demonstrated in Freight & Traffic counts between 7am-7pm, captured on Tuesday 1st November 2022:

- Total of 2,539 from N/W to S/E along Eversholt Street
- Total of 105 from Eversholt Street N/W to Lidlington Place S/W
- Total of 508 from Oakley Square N/E to Eversholt Street N/W
- Total of 207 from Oakley Square N/E to Eversholt Street S/E
- Total of 3,197 from Oakley Square N/E to Lidlington Place S/W
- Total of 3,287 from S/E to N/W along Eversholt Street
- Total of 453 from Eversholt Street S/E to Lidlington Place S/W

Total Freight & Traffic flows on all arms: **10,296**

In comparison with counts made on 25/02/21, there has been 9.3% increase when the traffic flows were **9,386**

Collisions and KSIs

Data for collisions and KSIs for the scheme indicates a slight reduction in collisions involving a pedal cycle when comparing September 2018-August 2019 (where there were 7 such collisions) with September 2020-August 2021 (where there were 6 collisions involving a pedal cycle). This data is raw and unvalidated, so is only indicative.

Engagement

If the proposed PTO is approved, the next step will be to conduct engagement with stakeholders (including residents) where we will explain the need to retain and maintain existing cycling facilities that offer safe passage for vulnerable road users and install bi-directional cycling movements along Lidlington Place.

This will include publishing a narrative to explain our intentions for the scheme. That narrative would be published on [the Hampstead Road Have Your Say page](#) together with maps.

The narrative will include lines to explain that we'll monitor the scheme once it's complete, that this design is not intended to be a 'perfect' solution to encouraging active travel on Hampstead Road (so we will revisit the designs in the medium term for a solution that is suitable once HS2 works are complete), and that the HS2 works will mean that some cyclists might prefer to use other roads.

Monitoring and regular reviews will establish whether the scheme succeeds in providing safe routes for cyclists whilst we design further improvements for a more permanent layout.

If evidence supports a decision to revert Hampstead Road to its previous layout or introduce new exemptions, further public engagement will take place along with communication to road users.

Funding

The scheme is currently funded within the LSP Cycling programme with an EFC of £1.1m.

To continue monitoring and develop detailed designs using permanent materials; the project will transfer to the Cycling Programme when the Permanent Traffic Order is implemented with a budget to extend beyond 2024 when HS2 are expected to have completed their work.

EqlA

TfL has complied with its Public Sector Equality Duty as set out in section 149 Equality Act 2010. This requires TfL when carrying out its functions to have due regard to the need to (i) eliminate unlawful discrimination, harassment and victimisation; (ii) advance equality of opportunity between people who share a relevant protected characteristic and those who do not; and (iii) foster good relations between people who share a relevant protected characteristic and those who do not.

An Equality Impact Assessment (EqIA) was completed and approved by TfL's Disability & Inclusion team. Some impacts to people with protected characteristics were identified and mitigation measures included in the design. See: [Hampstead Road EqIA](#).

A full EqIA prepared for the proposal and the minor residual risks are listed below:

- Removal of disabled parking and loading bay on Hampstead Road (near Robert Street):. This bay has been removed to allow for the continuity of the cycle lane, and to avoid vehicles blocking the cycle lane.

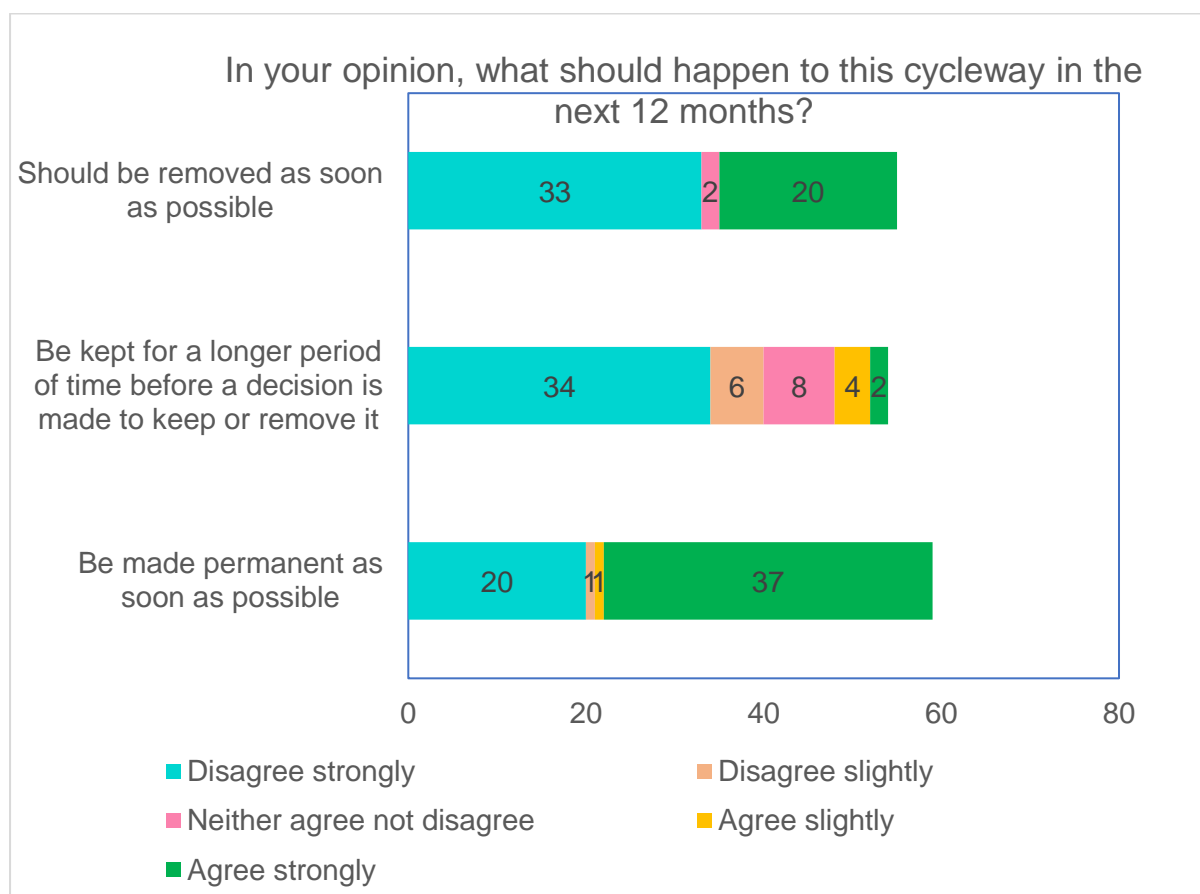
In order to mitigate this issue, we attempted to replace the bay in a nearby location, however all side roads within the vicinity already have public parking, and replacing the bay on Hampstead Road itself would only move the issue raised in the EqIA. We have not received any feedback on this issue.

- Changes will result in new layouts for all road and pavement users: New layouts can be confusing for many people including the visually impaired, those with sensory impairments, learning difficulties and neurodiversity. This can create confusion, anxiety and an inability to travel through the street space.

Attempts to communicate changes as far as is reasonably practicable have been made, and ongoing engagement with the local community is proposed when a decision is made on the future of the scheme.

Public and Stakeholder Response

We received 76 items of feedback¹ on the scheme during the ‘active listening’ stage hosted on TfL’s [Have Your Say](#) website, including from local councillors, the United Cabbies Group and the Mayford Estate Residents Association (amongst others). Amongst other issues, respondents are asked whether they believe the scheme should be removed as soon as possible, retained permanently, or retained temporarily. The chart below shows the most recent feedback, from May 2021 to present. Around two thirds of respondents (62.7 per cent) agreed strongly that the scheme should be retained permanently.



¹ Respondents could provide feedback through an online survey that has been hosted on two separate web platforms. The survey itself has been adapted and amended over time and it is not possible to combine the results from the surveys hosted on each platform. The charts provide the responses to the most recent version of the survey, on the current web platform.

In terms of scheme design the main issues were around the removal of a Blue badge parking bay on Oakley Square (now resolved) and the banned left-turn into Eversholt Street.

Representation in January 2023 from the Motorcycle Action Group challenged the temporary restriction of motorcyclists (P2W) to use the southbound bus lane on Hampstead Road which was introduced primarily to support Active Travel and social distancing. So as to be consistent with TfL policies and accepting that traffic demand had returned to Business-as-usual; this restriction will be removed with the new Permanent Traffic Order.

Overall, the scheme has generated little response compared to most others where we have introduced cycle lane facilities.

Conclusion and recommendation

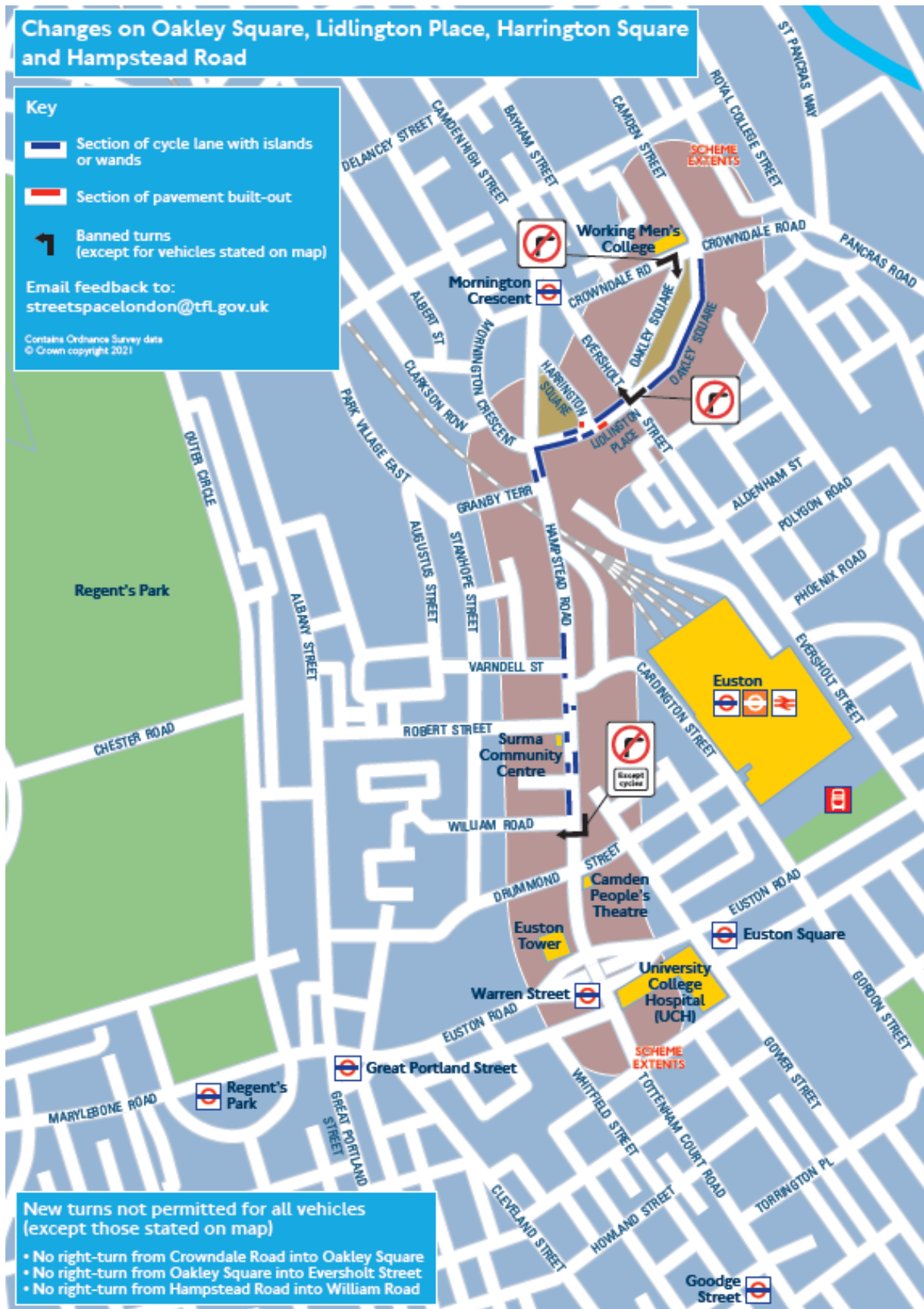
TfL believes that a Permanent Traffic order is needed to maintain safe operation while further design work on potential changes is progressed and inform a decision about the next steps at this location.

The timescales for these changes are driven by HS2 who need to clear or stabilise their activities on Hampstead Road.

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Appendix A: Scope of Hampstead Road LSP Cycling Scheme



Appendix B – Scheme monitoring to date

Hampstead Road LSP

Scheme Impact Report 23 Jan 2023

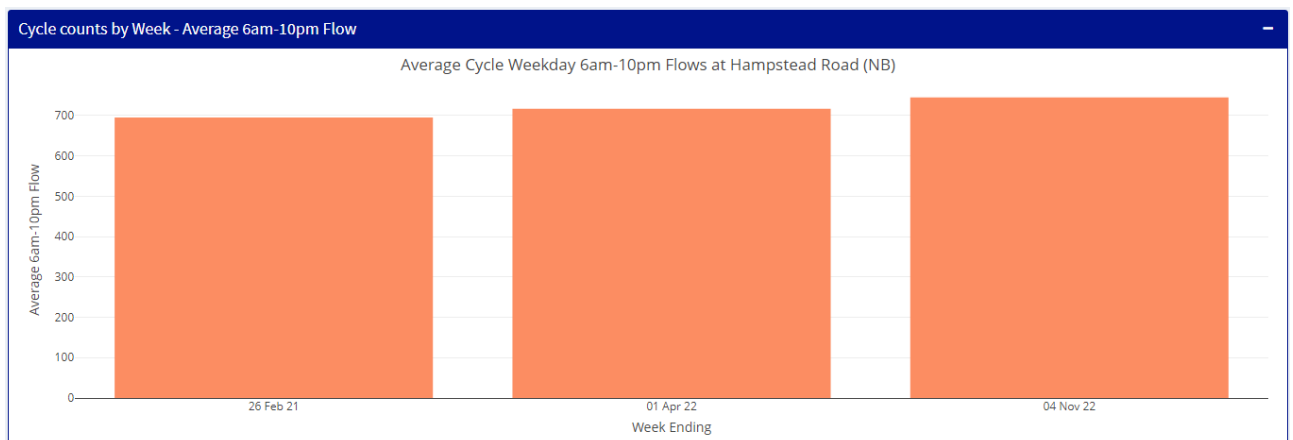
Impacts on cycling

There are no cameras recording bicycle counts on Hampstead Road. Manual surveys have been undertaken on the weeks ending:

- 26 Feb 2021
- 01 April 2022
- 04 November 2022

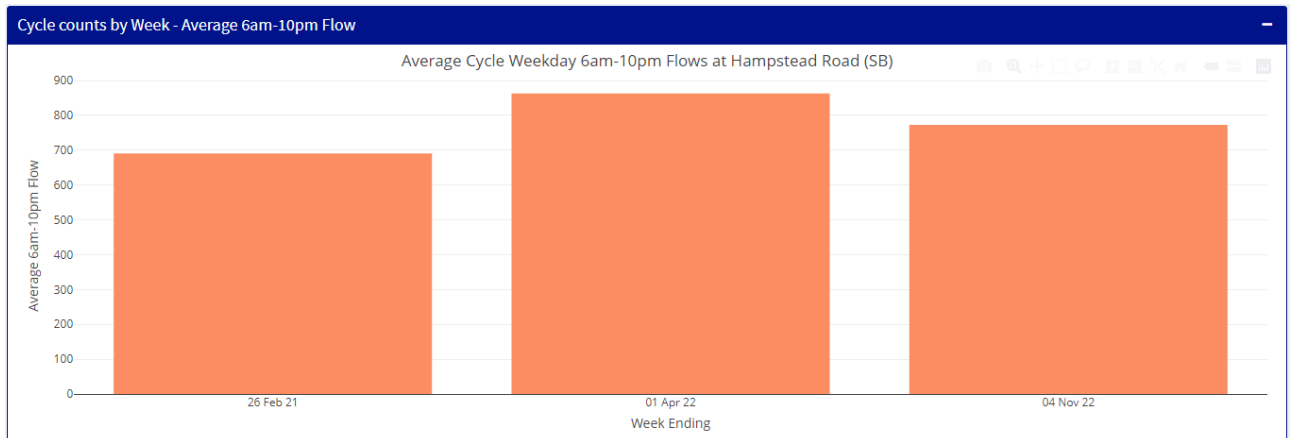
Northbound Weekday Average Cyclist Flows, 6am to 10pm

Between these dates the data shows a small increase in flow, but the infrequency of data capture makes this increase statistically insignificant. Generally speaking the data indicates a reasonably consistent NB cyclist flow between 700 and 800 per day.



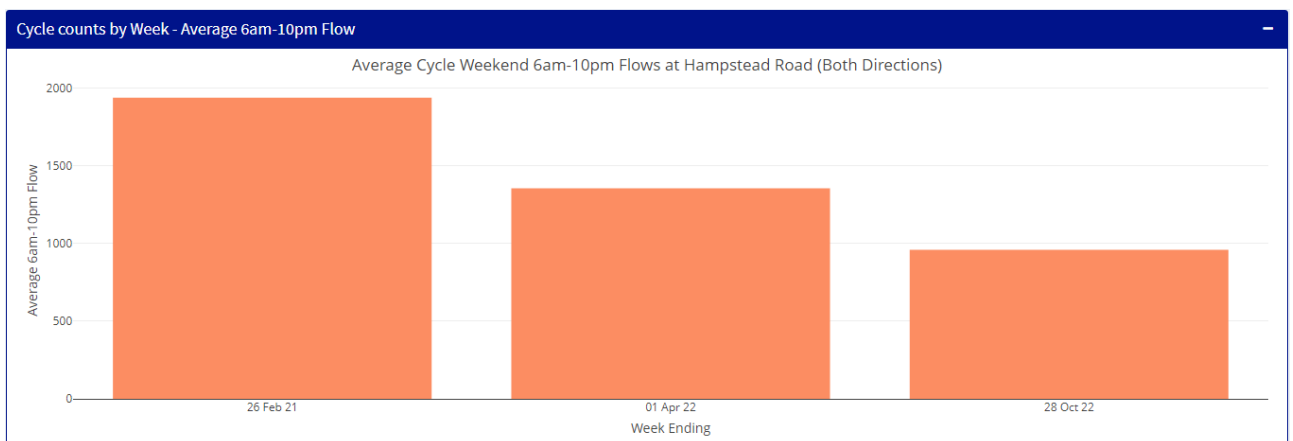
Southbound Weekday Average Cyclist Flows, 6am to 10pm

The data shows a peak in Spring 2022. Again this data does not give a conclusive indication of trend due to infrequency. The peak may be attributed to better weather conditions. Overall this data indicates a generally consistent southbound flow of cyclists between 700 and 900 per day.



Weekend Average Cyclist Flows, 6am to 10pm (both directions)

Weekend survey data shows a significant reduction in cyclist flows between February 2021 and October 2022. The number of cyclists has approximately halved from 2000 to 1000 (1000 to 500 in each direction).



Impacts on buses

We use a system called 'iBus' to track the journey time of buses travelling from stop to stop. We've been monitoring the journey times of local buses within the footprint of the scheme extents since March 2019, to understand the impact of the changes being introduced on street as part of this experimental scheme. The graphs below display average weekday bus journey times for Hampstead Road in both directions. The

graphs show performance in comparison to a pre-2019 baseline. The upper and lower thresholds for 'normal' bus journey times are illustrated with the dotted pink lines. Any journey times registering above the upper dotted line would give us cause for concern and anything within or below the dotted lines shows a good standard of service.

Hampstead Road has been subject to consistent HS2 construction activity in some form for the past two years. The severity of impact has varied across this period.

Apart from (mostly) identifiable events, Hampstead Road has remained within the Journey Time target thresholds. Hampstead Road has been particularly badly disrupted by HS2 works as well as other utilities almost consistently since the scheme was built.

Whilst it is difficult to separate these disruptions from the "normal" journey time profile for buses, most of these spikes can be attributed to TIMS events related to HS2 works.

As identified in the graphs below...

1 - Journey times generally remained within the thresholds during construction, with the exception of a **spike** in both directions in **July** for **3 consecutive weeks SB** and 2 weeks NB (W/E 3rd - 24th July). This was likely due to Cadent Gas Works at the junction of Drummond Street.

2 - As the scheme went live, journey times **exceeded the threshold for 7 weeks NB** (including **3 consecutive weeks** W/E 2nd Oct - 16th Oct) and 2 weeks for SB. This was likely due to the suspension of the NB bus lane for SCS works, rather than the scheme itself.

3 - NB saw a spike W/E January 22nd, likely due to gas works at Varndell St.

4 – Works at Varndell Street

5 – HS2 works at Robert Street

6 – Disruptive Thames Water works operating a contraflow on Hampstead Road

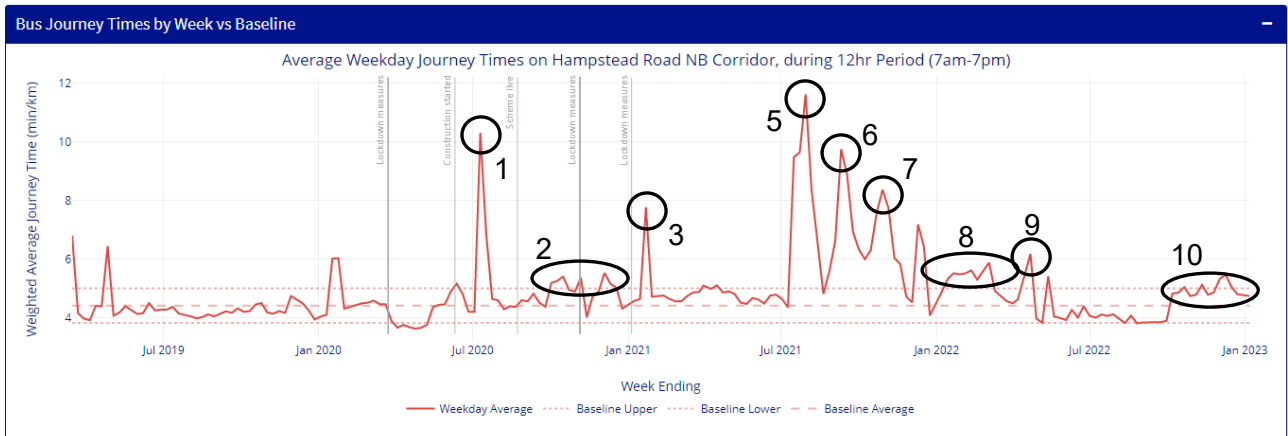
7 – HS2 works at Cardington Street junction

8 – Utility works at William Road, TfL works at Oakley Square, Collision near Cardington Street.

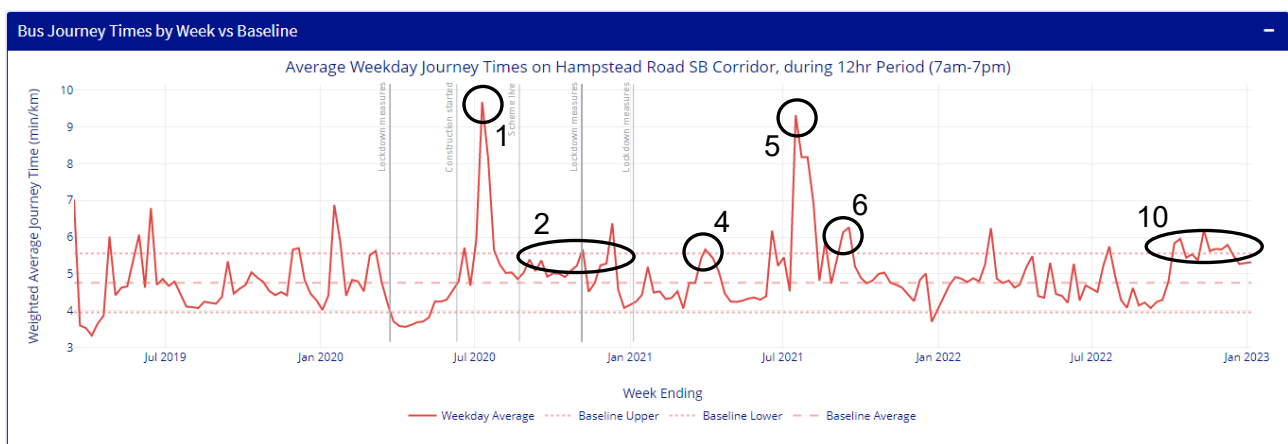
9 – Utility works on Camden High Street

10 – Temporary signals on Hampstead Road for HS2 works

Northbound



Southbound



Impacts on other traffic

We measure journey times for other traffic, including freight vehicles, using INRIX data. INRIX supply data on traffic performance including journey times that is predominately collected from GPS enabled vehicles. The charts below show average traffic journey times in both directions along Hampstead Road.

Similar to the Bus assessment, the general traffic measurements have been heavily impacted by HS2 and other utility works on Hampstead Road...

- 1 - This was likely due to Cadent Gas Works at the junction of Drummond Street.
- 2 – Bus lane suspension contributing to overall reduction in road space and friction in the network.
- 3 - Likely due to works at Varndell St.
- 4 – ongoing works on Hampstead road between July 2021 to December 2021

Again, it's not possible to definitively separate the impacts of the scheme and the numerous ongoing HS2 works, but the spikes present on the graph do show some reasonable correlation with known incidents. Hampstead Road has been subject to consistent HS2 construction activity in some form for the past two years. The severity of impact has varied across this period.

From the beginning of 2022 to present, the general traffic journey times have been more consistent with profiles, despite continuing disruptions with HS2 works in the area. This suggests that conditions have settled down to a normal level to some degree.

Northbound



Southbound



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Appendix C: Email from LB Camden supporting Hampstead Road LSP scheme to become permanent

