

Croydon Council
For General Release

REPORT TO:	TRAFFIC MANAGEMENT ADVISORY COMMITTEE 9 FEBRUARY 2016
AGENDA ITEM:	11
SUBJECT:	Wellesley Road Project: Contraflows in Bedford Park Road and Poplar Walk
LEAD OFFICER:	Jo Negrini, Executive Director of Development and Environment
CABINET MEMBER:	Councillor Kathy Bee , Cabinet Member for Transport and Environment
WARDS:	Fairfield
<p>CORPORATE PRIORITY/POLICY CONTEXT:</p> <p>The Wellesley Road Improvements project provides walking and cycling infrastructure to improve the quality of Croydon town centre and make it a safer, more accessible and thriving metropolitan centre. As such it aligns with the following policies adopted in the Corporate Plan 2013-15 and Community Strategy 2013-18:</p> <p>Corporate Plan 2013-2015 Priority A3: A place that meets physical and social Infrastructure needs</p> <p>A3.4 - To improve the borough's transport infrastructure with access to more sustainable modes of transport and a reduction of road casualties through delivery of the Local Implementation Plan.</p> <p>A3.5 - To lead the Connected Croydon programme as an exemplar of public realm investment to unlock private sector development, enhance the built environment and improve connectivity across and beyond the Opportunity Area Planning Framework area.</p> <p>FINANCIAL SUMMARY: The finance for the delivery of this project has been confirmed in the following documents:</p> <ul style="list-style-type: none"> • October 2012 Stage 2 Investment Decision from Greater London Authority awarded £800k of capital funding from the Mayor's Regeneration Fund for this project • Cabinet 9 July 2012 (Minute Reference A76/12) Connected Croydon Programme approved the capital drawdown of £64,000 from the 2012-2017 Capital Funding Strategy as contingency fund for this project. <p>These proposals can be contained within the available capital budget.</p> <ul style="list-style-type: none"> • The lost revenue is estimated at £26,192 a year due to the loss of car parking bays. A growth item in the revenue budget will be required to offset the loss of income. • The scheme has been designed in line with the Council's Public Realm Design 	

Guide to ensure that the impact on revenue budgets is minimized using standard details for the highway and a standard palette of materials.

FORWARD PLAN KEY DECISION REFERENCE NO.: This is not a Key Decision as defined in the Council's Constitution.

1.0 RECOMMENDATIONS

That the Traffic Management Advisory Committee recommend to the Cabinet Member for Transport and Environment that she:

1.1 Considers the comments and objections received in response to the giving of public notice and the officers comments on these and agree that the Highway Improvements Manager, Streets Division to be authorised to make the necessary Traffic Management Orders under Section 6 of the Road Traffic Regulation Act 1984 (as amended) so as to implement:

- Introduction of exemption for pedal cycles to existing one way restrictions – Bedford Park and Poplar walk, Croydon (see plans 24856/003/072 Revision A, 24856/003/073 Revision A, 24856/003/074 and 24856/003/075);
- Removal of existing parking bays including two proposed car club bay–Bedford park, Croydon (see plan 24856/003/072 Revision A,);
- Relocation of existing parking bays including two car club bays – Bedford park, Croydon (see plan 24856/003/073 Revision A);
- Proposed extension of waiting and loading restrictions –Bedford park, Croydon (see plans 24856/003/072 Revision A, 24856/003/073 Revision A).

PROPOSED NEW DISABLED PARKING BAYS

1.2 Delegate to the Highway Improvements Manager, Streets Division the authority to give notice and subject to receiving no material objections, to make the necessary Traffic Management Orders under Section 6 of the Road Traffic Regulation Act 1984 (as amended) in order to implement two disabled bays in Bedford Park (see 24856/003/073 Revision A).

1.3 Note that any material objections received on the giving of public notices will be reported at a future Traffic Management Advisory Committee for consideration.

2.0 EXECUTIVE SUMMARY

2.1 Traffic Management Advisory Committee 6 October 2015 (Minute Ref A71/15) agreed to the giving of public notice regarding the cycle contraflows to Bedford Park and Poplar Walk as part of the Wellesley Road Project (the Scheme).

- 2.2 It was agreed that any material objections received on the giving of public notice would be reported to a future Traffic Management Advisory Committee for Members' consideration.
- 2.3 The purpose of this report is:
- (1) to consider the comments and objections received to the giving of public notice, the officers comments on these and seeks a recommendation that the Council proceed with the making of the Traffic Management Order/s as identified on plans 24856/003/072 Revision A, 24856/003/073 Revision A, 24856/003/074 and 24856/003/075; in order to implement the Scheme.
 - (2) to seek authority to give notice on, and subject to receiving no material objections, to make the necessary Traffic Management Orders in order to introduce two disabled bays on Bedford Park at the junction with Tavistock Road, to provide suitable and adequate disabled parking facilities on the highway (as identified on plan 24856/003/073 Revision A)

3.0 DETAIL OF THIS REPORT

- 3.1 Consultation by the way of giving public notice on the Scheme started on 18 November 2015 and finished on 09 December 2015. Consideration of the objections to the scheme has also led to the proposed introduction of two disabled parking bays (see paragraph 3.14).

INTRODUCTION OF EXEMPTION FOR PEDAL CYCLES TO EXISTING ONE WAY RESTRICTIONS – BEDFORD PARK AND POPLAR WALK, CROYDON

- 3.2 Changes to the prescribed route orders under Section 6 of the Road Traffic Regulation Act 1984 (the 1984 Act) are proposed. The change is to amend the direction that bicycles/cyclists can travel along Bedford Park and Poplar Walk, thereby improving cycle access in the town centre.
- 3.3 The Highway Authority is required to give notice of the proposed changes. Anyone can submit a formal objection. Upon the giving of public notice one objection was received, as follows:
- "This road is already quite dangerous because the traffic coming eastbound from Wellesley Road is very fast and comes into the street round the corner filter without being visible from the east. "
 - "It is very difficult to cross this road as a pedestrian and contraflow cyclists heading west are likely to be at risk from traffic coming round the corner filter onto the route with little visual warning. "
- 3.4 The officer response is that it is proposed that cyclists using the contraflow will be segregated from eastbound vehicles by a line of protective kerbs installed between the cycle lane and the vehicle lane. The Scheme has been designed to manage vehicle speeds and facilitate pedestrian crossing by reducing the size of the carriageway whilst maintaining a suitable width for all vehicles and is adding in new pedestrian crossing facilities. It is therefore recommended that the proposed changes to the prescribed route orders be implemented.

PROPOSED AMENDMENT OF WAITING RESTRICTIONS –BEDFORD PARK, CROYDON

- 3.5 The proposed extension of waiting and loading restrictions at Bedford Park (as shown in Figure 3) required the Highway Authority to serve a public notice in accordance with Section 6 of the Road Traffic Regulations Act 1984. Changes in restrictions are required to create the cycle contraflow and to allow goods to be unloaded for local businesses and residents along the roads without blocking the carriageway.
- 3.6 One objection was received upon the giving of public notice. One objection on the proposed changes to the waiting and loading restrictions was received as follows:
- "Removing parking outside Lunar House closer to Wellesley Road on the north-west side to create a no-waiting area is likely to allow more width for vehicles to run fast round the corner and could make the situation less safe."
- 3.7 The officer's response is that to mitigate this risk the design of this corner is being amended by the scheme to reduce the likelihood of vehicles speeding around this corner. This is done by reducing the size of the carriageway whilst maintaining a suitable width for all vehicles. It is therefore recommended that the proposed changes to the prescribed route orders be implemented.

REMOVAL AND RELOCATION OF EXISTING PARKING BAYS AND INTRODUCTION OF TWO CAR CLUB BAYS –BEDFORD PARK, CROYDON

- 3.8 The proposed scheme (as detailed in Plan 24856/003/073 Revision A) will result in net the loss of 19 parking spaces on Bedford Park.
- 3.9 This is in addition to proposals to introduce two at any time Car Club Bays in place of Pay & Display Only bays which were presented to Traffic Management Advisory Committee on 7 July 2015 (but not yet implemented). The two proposed Car Club Bays will have to be relocated on Bedford Park as their previous location is not compatible with the proposed contraflow.
- 3.10 These proposals mean that changes to the location of parking bays under Road Traffic Regulation Act 1984 under Section 46a (for on-street bays) would be required. This requires the Highway Authority to serve a public notice in accordance with this section of the 1984 Act giving notice of the proposed changes.
- 3.11 As a result of the giving of the Public Notice regarding the parking bays the following objection was received:
- "The provision of car club bays would make it less convenient for people to visit residents of the flats to be created. "
 - "The part of Bedford Park between Tavistock Road and Sydenham Road is at present the safer end of Bedford Park to park, as traffic is slightly slower because of the entry of Tavistock Road, the bend in Bedford Park and the T

junction at the end of Bedford Park at which motorists have to stop. This makes it easier for drivers to manoeuvre in and out of parking spaces and for people to get into and out of cars. Removal of parking spaces in this part of the street is unwelcome for the above reasons."

- "It is proposed to provide most of the shared use bays to the south east side of Bedford Park outside Lunar House closer to Wellesley Road. On this part of Bedford Park, traffic is very fast and comes round the corner filter from Wellesley Road, so that it cannot be seen from the east when crossing Bedford Park. This location is quite unsafe for drivers to manoeuvre in and out of parking spaces and for people to get into and out of vehicles because of the speed of the traffic."

3.12 The officer's response is as follows:

- A change in the parking layout is sought because the road layout needs to be reconfigured to create a safe cycle contraflow, to facilitate the expeditious, convenient and safe passage of cyclists on the roads in question.
- The scheme design has sought to minimise the loss of car parking in this location, however the loss of this parking is unavoidable in order to create these improved cycle facilities. In central Croydon as a whole there is a good provision of suitable and adequate parking facilities on and off the highway although these spaces are further away from this location and may be less suitable for people with mobility impairments. We are therefore proposing to put in two disabled parking bays (please refer to paragraph 3.14 below).
- The proposed changes in parking bay locations and the road design will manage vehicle speeds. This is done by reducing the size of the carriageway whilst maintaining a suitable width for all vehicles, and providing a segregated cycle contraflow which will reduce the overall width of the road.

3.13 It is therefore recommended that the proposed changes to the parking bay locations be implemented.

PROPOSED NEW DISABLED PARKING BAYS

3.14 It is proposed that two of the parking spaces on Bedford Park in the vicinity of Tavistock Road be changed to disabled parking spaces in order to ensure that people with mobility impairments can still find parking spaces in the vicinity of Bedford Park if the overall availability of parking spaces is reduced. Public Notice will be given as outline in Paragraphs 4.2-4.5 below.

4.0 CONSULTATION

Public Notices consulted on between 18 November 2015 -09 December 2015

- 4.1 Formal consultation on the public notices (identified in paragraph 1.1) as part of the legal processes commenced on 18 November 2015 and concluded on 9 December 2015. This process included:
- Public Notices published in the Croydon Guardian and London Gazette. Although it is not a legal requirement this Council also fixed street notices to lamp columns in the vicinity of the proposed scheme and wrote to occupiers who are directly affected to inform as many people as possible of the proposals.
 - Official bodies such as the Fire Brigade, the Cycling Council for Great Britain, The Pedestrian Association, Age UK, The Confederation of Passenger Transport and bus operators were consulted under the terms of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
 - Once the notices were been published the public had 21 days to comment or object to the proposals.
 - As one objection has been received, this objections is now being reported back to this Traffic Management Advisory Committee for a decision as to whether the scheme should be introduced as originally proposed, amended or abandoned.
 - The objector will then be informed of the decision.

Proposed additional Public Notice for Disabled Parking Bays

- 4.2 Approval is now sought to progress an amendment to the above scheme by undertaking formal consultation through the Traffic Management Order and Public Notice process on two proposed disabled parking bays.
- 4.3 Formal consultation as part of the legal processes will include:
- Public Notices published in the Croydon Guardian and London Gazette. Although it is not a legal requirement this Council also fixes street notices to lamp columns in the vicinity of the proposed scheme and writes to occupiers who are directly affected to inform as many people as possible of the proposals.
 - Official bodies such as the Fire Brigade, the Cycling Council for Great Britain, The Pedestrian Association, Age UK, The Confederation of Passenger Transport and bus operators are consulted under the terms of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. Additional bodies, are consulted depending on the relevance of the proposals.
 - Once the notices have been published the public has 21 days to comment or object to the proposals. If no relevant objections are received, subject to agreement to the delegated authority sought by the recommendations, the Traffic Management Order is then made. Any relevant objections received

will be reported back to this Traffic Management Advisory Committee for a decision as to whether the scheme should be introduced as originally proposed, amended or abandoned. The objectors are then informed of the decision.

- 4.4 Key community groups and any groups identified as part of Equality Impact Assessment will be specifically targeted during the formal consultation.
- 4.5 Where the statutory procedure provides for the making of objections, any approval for the scheme following consultations and any objections or material objections representations received in response to the formal consultation will be referred back to Traffic Management Advisory Committee for consideration as to whether the Traffic Management Order should be confirmed.

5.0 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 Revenue and Capital consequences of report recommendations

	Current Year	Medium Term Financial Strategy – 3 year forecast		
	2015/16 £'000	2016/17 £'000	2017/18 £'000	2018/19 £'000
Capital Budget available	497	3,269		
Effect of decision from report				
Expenditure (see	497	2,807		
Remaining budget	<u>0</u>	<u>462</u>	<u>0</u>	<u></u>
	2015/16 £'000	2016/17 £'000	2017/18 £'000	2018/19 £'000
Revenue Budget Available	0	0	0	0
Effect of decision from report				
Loss of income	0	0	(29)	(-29)
Remaining budget	<u>0</u>	<u>0</u>	<u>(-29)</u>	<u>(-29)</u>

5.2 The effect of the decision

- 5.2.1 The finance for the scheme was agreed by Cabinet on 6 July 2009 (Minute Reference A73/09) and 9 July 2012 (Minute Reference A76/12) and the Mayor of London's Recovery Fund Agreement for Wellesley Road (dated March 2014). This report seeks the approval for proceeding with the order making for the delivery of the proposed scheme. The decision to proceed will allow for the design works and consultation to continue, and public notices issued on the proposals.
- 5.2.2 The above figures are an estimated cost of implementing the entire project. This estimate includes items such as landscaping, repaving, and resurfacing works. The cost of implementing the Traffic Management Orders are a relatively small amount of the overall scheme cost. There are no separate costings available for these elements of the scheme.
- 5.2.3 The loss of 19 of a total of 46 parking bays on Bedford Park has revenue implications for the Council. The total parking income for Bedford Park in 2014/15 was £50,730. To calculate the loss in revenue we have applied a pro rata reduction in income to the forecast income. The lost revenue is estimated at a maximum to be £26,192 a year (£28,949 when the 2 proposed car club bays are included). Due to the significance of this scheme the shortfall will be managed and monitored by Parking Services to minimise the effect of any potential losses.
- 5.2.4 If the occupancy rate of the remaining 27 bays increases then the Scheme will have less impact on income than forecast. In addition, some of the users of the car parking spaces in Bedford Park will relocate to under-occupied on-street Council spaces on Sydenham Road and others will relocate to the off street NCP car parks. It is likely that there will be some increase in the parking revenue received by the Council from the increased use of the Sydenham Road spaces. This may offset the losses above but this has not been included in the figures above as this is difficult to reliably forecast.
- 5.2.5 Parking bays will need to be suspended as part of the construction works in 2016/17. This is subject to a charge which has been estimated to cost £15,000. This cost will be met out of the capital budget for the project and is included in the capital figures for 2016/17.

5.3 Risks

- 5.3.1 The cost of the scheme may increase beyond its budget due to technical constraints as the Wellesley Road proposals is comprised of an extensive and complex mix of alterations to the local infrastructure. Whilst every attempt has been made to avoid such an occurrence as part of the design process and the building in of contingency sums into the contracts, it may prove necessary to reconsider available options in the light of the site conditions received due to their financial implications. A construction contingency is available to deal with this risk.

5.4 Options

- 5.4.1 The alternative would be the "do nothing" option and not provide the crossing facilities. External funding will be lost as will the opportunity to regenerate this part of the town centre, attracting in investment to the borough.

- 5.4.2 Alternative design options have been explored and it has been concluded that the recommended plans and proposals are efficient and best respond to the needs and objectives of the project. These will be reviewed as part of the consultation process.

5.5 Future savings/efficiencies

- 5.5.1 There are no financial savings or efficiencies arising from this report.
- 5.5.2 Although there may not be a direct saving for Croydon Council, recent research shows that improving walking and cycling routes to local facilities has a tangible impact on the local community's health due to the increased wellbeing that walking and cycling engender.

Approved by: Louise Lynch, Business Partner, Place Department

6 COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 6.1 The Solicitor to the Council comments that the notice of variation of off-street and on-street parking charges are given under Section 35C and Section 46A respectively of the Road Traffic Regulation Act 1984 (as amended).

- 6.2 Further, Section 6 of the Road Traffic Regulation Act 1984 (as amended) provides powers to introduce, vary and implement Traffic Management Orders. In exercising this power, section 122 of the Act imposes a duty on the council to have regard (so far as practicable) 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. The Council must also have regard to such matters as the effect on the amenities of any locality affected.

- 6.2 The Council needs to comply with the necessary requirements of the Local Authorities Traffic Order Procedure (England and Wales) Regulations 1996 by giving the appropriate notices and consulting with appropriate bodies. Representations received as part of the consultation process must be considered before a final decision is made.

Approved by: Gabriel Macgregor, Head of Corporate Law on behalf of the Council Solicitor and Monitoring Officer.

7. HUMAN RESOURCES IMPACT

- 7.1 There are no human resources implications arising from this report.
- 7.2 Approved by Adrian Prescod, HR Business Partner, for and on behalf of Director of HR, Resources department.

8. EQUALITIES IMPACT

- 8.1 A full Equality Impact Assessment has been carried out as a part of the project. Introduction of the proposed scheme will provide improved facilities and should lead to a reduction in pedestrian casualties in the area and provide equality of access to services for all including vulnerable members of the community.

9. ENVIRONMENTAL AND DESIGN IMPACT

9.1 The proposals for Wellesley Road / Bedford Park / Poplar Walk will be carefully developed to ensure a positive environmental and design impact. The main environmental impacts / benefits of the wider project will include:

- Improved pedestrian and cycle facilities for all people
- Enhanced biodiversity through additional planting.
- Minimization of carbon footprint in terms of new construction and ongoing maintenance activities.
- An improvement in the road safety aspects of the general highways environment by reducing the level of conflict between pedestrians, cyclists and drivers.

9.3 On the proposed construction contract we will promote the following to minimize the environmental impact of the scheme:

- The sustainable management of construction waste re-use of materials on site.
- Promote use of sustainable / recycled material.
- Reduction of waste generated and reuse of materials.

10. CRIME AND DISORDER REDUCTION IMPACT

10.1 There are positive crime and disorder reduction resulting from the improvement Wellesley Road / Bedford Park / Poplar Walk. The project will help to reduce crime and disorder by providing new lighting, increasing pedestrian and cycle trips and ensuring that routes are well lit.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1 To enable the delivery by March 2017 of the Wellesley Road Improvements as detailed in this report

12. OPTIONS CONSIDERED AND REJECTED

12.1 Alternative design options have been explored and it has been concluded that the recommended plans and proposals are efficient and best respond to the needs and objectives of the project as follows:

- Option 1 (do nothing): Doing nothing would mean that the improvements to the cycle network that are needed in central Croydon would not come forward.
- Option 2 (this option): The severance caused by the railway lines and the Whitgift Centre means that Bedford Park – Poplar Walk is the only route available for cycling in the northern town centre.
- Option 3 (retain more parking): The option to retain more parking bays would create safety problems for cyclists using the proposed contraflow.
- Option 4 (create further cycle facilities): Additional parking spaces could be taken out of Bedford Park to create further space for cycling. This would however take significant additional parking away from the area.

CONTACT OFFICER: Tom Sweeney, Project Manager. Ext 62575

BACKGROUND PAPERS

Appendix A: Figure 1: Existing Layout Bedford Park

Figure 2: Existing Layout Poplar Walk

Appendix B: Figure 3: Proposed Layout Bedford Park

Figure 4: Proposed Layout Poplar Walk

Appendix C: Figure 5: Proposed Disabled Parking Bays