

REPORT TO:	TRAFFIC MANAGEMENT ADVISORY COMMITTEE 12 January 2022
SUBJECT:	London Road Corridor – Cycle Safety Scheme
LEAD OFFICER:	Sarah Hayward, Corporate Director of Sustainable Communities, Regeneration & Economic Recovery Steve Iles, Director of Sustainable Communities Heather Cheesbrough, Director of Planning and Sustainable Regeneration
CABINET MEMBER:	Councillor Muhammad Ali - Cabinet Member for Sustainable Croydon
WARDS:	West Thornton, Broad Green

SUMMARY OF REPORT:

The report considers comments and objections received during consultation on Traffic Management Orders (TMOs) to introduce permanent cycle lanes and other changes to the London Road between Brigstock Road and Bensham lane. The recommended measures would make permanent the current temporary cycle lanes (plus associated temporary restrictions and measures) and bringing about further improvements, including pedestrian crossing facilities and public realm improvements.

COUNCIL PRIORITIES 2020-2024

The proposed scheme address several of the Council's priorities, namely:

- *We will live within our means, balance the books and provide value for money for our residents*

The implementation of the recommended proposals is supported by grant funding from TfL and the GLA. In order to maximise future grant funding, Croydon Council needs to act swiftly delivering the measures called for by central government and TfL to support Walking and Cycling.

- *We will focus on tackling ingrained inequality and poverty in the borough. We will follow the evidence to tackle the underlying causes of inequality and hardship, like structural racism, environmental injustice and economic injustice.*

The proposals help deliver the Mayor of London's Healthy Streets objectives, bringing benefits in terms of healthy weight, improved air quality, free/low cost travel, and meeting climate emergency objectives. These benefits expected to accrue more strongly to the most deprived communities in the borough.

- *We will focus on providing the best quality core service we can afford.*

The project is part of a wider programme focussed on providing safer street space in which people can choose to become more active, and in turn healthy, ultimately accruing savings to the NHS and Council care services.

FINANCIAL IMPACT:

There is external funding and Growth Zone funding with which to implement the recommended scheme in 2022/23 as follows:

Summary of Current Funding:

Growth Zone 2021/22	£100,000.00
GLA Business Low Emission Neighbourhood	£325,000.00
Section 106	£16,347.12
TfL Local Implementation Plan Funding 2021/22	£10,000.00
TfL administered DfT Active Travel Funding 2021/22	£50,000.00
TOTAL:	£501,347.12

£675,000 of further funding is required for the next financial year and is subject to Cabinet approval of the Local Implementation Plan funding request to TfL and Growth Zone allocations. Construction work on the conversion of the existing temporary scheme will be phased to reflect the levels of funding available at each stage.

Summary of Proposed Funding:

Growth Zone 2022/23	£200,000.00
TfL LIP Funding 2022/23 (TBC)	£475,000.00
TOTAL:	£675,000.00

(All project spend is referred to Spending Control Panel for approval)

KEY DECISION REFERENCE NO.: This is not a key decision. (This scheme is part of Key Decision 3621CAB approved by Cabinet on 26 July 2021).

1. RECOMMENDATIONS

That the Traffic Management Advisory Committee recommend to the Cabinet Member for Sustainable Croydon that they:

- 1.1 Consider the comments and objections received in response to Notice published in respect of making permanent the temporary mandatory cycle

lanes on London Road, and the implementation of associated permanent changes including pedestrian crossing facilities.

1.2 Consider the officer's response to the objections in Section 2 and Appendix C of this report.

1.3 Authorise the Highways Traffic Manager, Sustainable Communities Division to make the necessary Traffic Management Orders under the Road Traffic Regulation Act 1984 (as amended) the effect of which would be to introduce the following measures as part of making permanent the temporary cycle lanes in London Road (between Brigstock Road and Bensham Lane) to:

- (a) make permanent the existing temporary waiting and loading restrictions operating "at any time" in London Road between its junctions with Brigstock Road and Bensham Lane.
- (b) permanently remove all parking and loading bays from the above section of London Road.
- (c) provide short-term parking bays in side-streets as described at Section 2.5 ii of this report.
- (d) provide short-term loading bays in side streets as described at Section 2.5 iii of this report.
- (e) make permanent the existing temporary 20mph speed limit in London Road between its junctions with Brigstock Road and St James's Road.

1.4 Authorise the Head of Highways and Parking to exercise powers under the Highways 1980 to:

- (a) make permanent the existing temporary cycle lanes in London Road with permanent lightly segregated facilities and permanent sections of advisory cycle lanes on the carriageway between Brigstock Road and Bensham Lane.
- (b) install raised Zebra Crossings in London Road as described at Section 2.6 i of this report.
- (c) install raised side road entry treatments as described at Section 2.6 ii of this report.

The general effect of Recommendations 1.3 and 1.4 being to permanently install the measures in the scheme drawing at Appendix B, in that part of London Road Croydon Council is Highway Authority.

2. THE RECOMMENDED PERMANENT MEASURES

Background

- 2.1 In May 2020, the Secretary of State for Transport issued Statutory Guidance on 'Network Management to Support Recovery from COVID-19'¹. The Guidance has been updated several times but continues to call on local authorities to act swiftly to introduce measures to facilitate walking and cycling including:

'installing cycle facilities with a minimum level of physical separation from volume traffic; for example, mandatory cycle lanes, using light segregation features such as flexible plastic wands; converting traffic lanes into cycle lanes (suspending parking bays where necessary); widening existing cycle lanes to enable cyclists to maintain distancing. Facilities should be segregated as far as possible, ie with physical measures separating cyclists and other traffic. Lanes indicated by road markings only are very unlikely to be sufficient to deliver the level of change needed, especially in the longer term'.

Croydon Council responded, swiftly implementing measures including temporary cycle lanes and supporting changes under Temporary TMOs on a section of London Road, as well as measures elsewhere in the borough. Temporary TMOs operate for a period of up to 18 months. This report makes recommendation regarding the future of the temporary scheme, recommending making the cycle lanes permanent with associated changes, including improving pedestrian crossing facilities, as part of a wider programme to support Active Travel.

- 2.2 The report to 26 July 2021 Cabinet '2021/22 (Part) Local Implementation Plan Funding, Bus Priority Funding and Active Travel Funding Programme' (Agenda item 7²) recommended expenditure on, and implementation of a programme to deliver Croydon Local Implementation Plan objectives; Central Government's Sustainable and Active Travel objectives; and the Mayor of London's/TfL's Streetspace Plan objectives. The report explains that the programme is guided by The Mayor of London's Streetspace Plan, in particular its Appendix 4 'Analysis for Temporary Strategic Cycle Network'. TfL has identified Croydon as the borough with the greatest potential for cycling with over 400,000 trips made each weekday (in normal times) by motorised means (mostly by car) which could be readily cycled, if conditions and infrastructure allow. The recommended scheme is located on one of the corridors with the highest potential for cycling / a high priority strategic cycling corridor (Norbury –Croydon – Coulsdon) identified in TfL's Strategic Cycling Analyses. This project is a key part of the programme recommended to Cabinet.

¹ <https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities/traffic-management-act-2004-network-management-in-response-to-covid-19>

² <https://democracy.croydon.gov.uk/ieListDocuments.aspx?CIId=183&MIId=2751>

Detail

- 2.3 The Acting Corporate Director of Sustainable Communities, Regeneration & Economic Recovery (1 October 2021 (Ref TMDD 0109)) agreed to the publication of notices under the Road Traffic Regulation Act 1984 (as amended) (RTRA) and associated consultation, for TMOs necessary to implement measures which would make permanent the temporary changes implemented to assist cycling on London Road. Consultation on the intended permanent scheme³ began 28 October and concluded on 18 November. 20 responses were received, 11 supporting the proposals and 9 objecting. Objections and officer responses are summarised below, with additional detail on consultation responses and proposed actions in Appendix C.

MANDATORY CYCLE LANES

- 2.4 Notice was given of the intention to make permanent the existing temporary cycle lanes in London Road in order to improve cycling facilities to promote cycling / active travel. The existing temporary northbound and southbound cycle lanes between Brigstock Road and Bensham Lane would be upgraded as part of making them permanent. Signs and road markings would mark the start and finish of the cycle lanes. At certain points, the cycle lane will be omitted to accommodate bus stops, vehicular access into properties and across key junctions. At these points the carriageway will be marked with cycle logos advising motorists of the presence of cyclists. Objections to making the temporary cycle lanes permanent, were:
- Facilities will create road congestion
 - Facilities are unnecessary

The officers' responses to the objections are:

- London road was a single lane in each direction before the temporary scheme was implemented, and remains so. By relocating parking off the London Road and into side roads, the space available for general traffic is increased. The segregation of the cycle lanes has been amended to allow other vehicles to pull into the cycle lane to let emergency vehicles pass.
- These routes are based on TfL's most recent Strategic Cycling Analysis which informs the implementation of a coherent cycle network across London. Croydon is the borough with the greatest potential for cycling, with over 400,000 trips made each weekday (in normal times) by motorised means (mostly by car) which could be readily cycled, if conditions and infrastructure allow. This scheme is located on one of the corridors with the highest potential for cycling. As such, it is a key part of the wider programme intended to release Croydon's cycling potential.

³ <https://www.croydon.gov.uk/parking-streets-and-transport/travel/public-healthy-streets/london-road-corridor>

PERMANENT INTRODUCTION OF SHORT-TERM PARKING & LOADING BAYS, 20MPH SPEED LIMIT & “AT ANY TIME” WAITING AND LOADING RESTRICTIONS TO FACILITATE A MANDATORY CYCLE LANE

2.5 Notice was given of the intention to make TMOs, the effect of which would be to:

i. make permanent the temporary 20mph speed limit associated with the temporary cycle lanes on London Road (between Brigstock Road and Bensham Lane) and the current temporary removal of parking and loading bays from this section of London Road.

ii. provide short-term parking bays in side-streets:

Dunheved Road North Two parking bays adjacent to the flank wall of No. 603 London Road (replacing one shared use permit/parking space).

Stanley Road Two parking bays either side of Stanley Road adjacent to the flank walls of Nos. 439 and 501 London Road.

Midhurst Avenue Two parking bays adjacent to the flank wall of Griffin House, London Road.

Greenside Road Two parking bays adjacent to the flank wall of Nos. 369 to 375 London Road immediately to the north-east of the relocated loading bay.

Pemdevon Road Three parking bays – one adjacent to the flank wall of No 331 London Road and two adjacent to the flank wall of No. 311 London Road.

as described in the Notice and schedule to it at Appendix A to this report.

iii. provide short-term loading places in side streets:

Alma Place One ten metre bay adjacent to the flank wall of Nos. 682 to 684 London Road.

Dunheved Road North One eight metre bay adjacent to the flank wall of No. 639 London Road.

Greenside Road Relocating the existing loading bay (adjacent to the flank wall of Nos. 369 to 375 London Road) to a location three metres to the south-west of its current position and extending its length to 12 metres.

as described in the Notice and schedule to it at Appendix A to this report.

Objections received were:

- Disruption to the servicing arrangements for businesses and community facilities.
- Loss of parking for residents.
- Loss of parking for business customers.

The officers' responses are:

- Additional parking and loading bays have been added in side streets where possible to assist business deliveries and customer collection. We will work with local businesses and community groups to assist with parking and loading issues, including looking at potential one way

working on Campbell Road and any further additional parking and loading facilities.

- Additional parking bays have been added to side streets where possible to assist residents. Parking provision is balanced with the need to provide safe cycle infrastructure along a priority cycle corridor, especially following statutory guidance to reallocate streetspace to Active Travel modes⁴.
- Additional parking and loading bays have been added on side roads where possible to assist businesses for deliveries and use for customer collection. In addition 'smart parking' technology is proposed to help motorists identify available parking spaces on London Road.

RAISED ZEBRA CROSSINGS & RAISED TABLE ENTRY TREATMENTS

2.6 Notice was given of the proposal to install

i. raised zebra crossings on London Road at:

Brigstock Road adjacent to the flank wall of No. 744

London Road (replacing existing signal controlled crossing).

Canterbury Road, adjacent to the flank wall of No 429

London Road. (new crossing)

London Road outside No. 6 Brigstock Parade. (new

crossing) **London Road, outside No. 658.** (new crossing)

London Road, outside No. 603. (new crossing)

London Road, outside No. 439. (replacing existing signalised crossing)

London Road, at the common boundary of Nos. 403 and 405. (new crossing)

London Road outside Nos. 369 to 375 (replacing existing signalised crossing)

ii. raised side road entry treatments at

Alma Place at the junction with London Road

Earlswood Road at the junction with London Road

to improve crossing facilities, increasing safety and ease of movement for pedestrians. The general effect of the zig-zag markings associated with the zebra crossings would be to prohibit all vehicles from stopping on the markings, improving safety by aiding pedestrian visibility. Objections to the raised zebra crossings and entry treatments were:

- Facilities will create road congestion
- Road Safety concerns
- Facilities are unnecessary

Officers' responses to the objections are:

- Traffic modelling is being undertaken and the scheme subject to a network assurance process with TfL to ensure there is not an

⁴ <https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities/traffic-management-act-2004-network-management-in-response-to-covid-19>

unacceptable impact on this part of the Strategic Road Network. In addition, the crossing between the Hospital and the Mosque (where footfall is highest) would remain a signalised crossing.

- All measures are subject to a Road Safety Audit process.
- This part of London Road is within one of the highest percentiles of casualty harm rate in London. The proposed measures are in line with the suggested range of high priority interventions to reduce the dominance of traffic and to make walking safer, easier and more accessible to all.

3 CONSULTATION

3.1 The term 'formal consultation' is used in this report as shorthand for various parallel processes conducted prior to the making of a TMO. It relates to:

- the consultation with bodies such as the Fire Brigade required by Section 6 of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996;
- the publication of Notice of the proposals the TMO would give effect to, as required by Section 7 of the Procedure Regulations; and
- additional consultation activities the Council chooses to engage in at this stage of the TMO making process, depending on the nature of the proposals.

3.2 Formal consultation on the recommended measures included:

- Public Notices published in the Croydon Guardian and London Gazette. Although it is not required by the Procedure Regulations, notices were also fixed to lamp columns in the vicinity of the proposed scheme, and occupiers potentially directly affected by the proposals were written to.
- 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 following Section 6 of the Procedure Regulations 1996.
- Additional bodies, and individuals were consulted. These were ward councillors, key community groups and any groups identified as part of Equality Analysis (This includes the Croydon Cycle Campaign, The Mobility Forum and Croydon Vision).

Once Notice is published, there are 21 days in which to comment or object. Relevant objections received are reported to the Traffic Management Advisory Committee with recommendation as to whether the scheme should be introduced as originally proposed, amended or not proceed. Objectors are informed of the decision.

4 REASONS FOR RECOMMENDATIONS

4.1 The reasons for the recommendation are to:

- make permanent measures implemented under time limited Temporary TMO;
- bring about further improvement for pedestrians; and
- deliver the measures outlined in Section 2 and Appendix B in the most efficient and cost effective way.

This in turn aiding delivery of central government's, the Mayor's and the Council's Active, Healthy, Safe and Sustainable Travel objectives.

5 OPTIONS CONSIDERED AND REJECTED

5.1 Various options have been considered. It has been concluded that the recommended measures are the optimum means of delivering the objectives of the project, whilst balancing the needs of various streetspace users and the matters within Section 122 of the RTRA. The options considered were:

- Option 1 -Do nothing. This would mean that the improvements to the cycle network needed to connect to central Croydon would not come forward. External funding opportunities would be lost and the statutory duty to implement the transport facilities needed to deliver the Mayor's Transport Strategy objectives, would be fulfilled. Central government has warned that the swift removal of measures implemented in response to the Secretary of State for Transport's Statutory Guidance, could result in the loss of future transport investment funding to the local authority.
- Option 2 -Reduced provision of active travel facilities. The option would lead to fragmented facilities that would not meet the required design standards of TfL or the DfT. External funding opportunities will be lost and we will not meet the statutory duty to implement the transport facilities needed to meet the Mayor's Transport Strategy objective.
- Option 3 –More radical transformation: This option includes more radical proposals either to widen road space or significantly restrict the private motor vehicle to create space for active travel modes. The former would require significant additional funding that is not available and the latter would be a level of change that would be difficult to manage.

6. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

6.1 Revenue and Capital consequences of report recommendations

	Current Year	Medium Term Financial Strategy – 3 year forecast		
	2021/22 £'000	2022/23 £'000	2023/24 £'000	2024/25

Revenue Budget Available				
Expenditure Income				
Effect of decision from report				
Expenditure Income				
Remaining Budget				
Capital Budget available	£501	£675*		
Expenditure Income	£501	£675		
Effect of decision from report				
Expenditure Income				
Remaining Budget	0	0		

* Subject to Cabinet decision and to TfL Funding

6.2 The effect of the decision

6.2.1 The making of the TMOs and the implementation of the measures to give effect to them, plus implementation of associated measures, will incur expenditure as set out above. The recommended measures have been designed to be implemented in a phased approach to fit with available funding, if necessary. Implementation in 2022/23 is dependent on Cabinet approval of Growth Zone Transport investment funding, the 2022/23 LIP Funding request to TfL and TfL acceptance of that request. The current year funding will enable the core of the proposals to be implemented.

6.2.2 The scheme sits within the public highway and the maintenance responsibility remains with the Highways Service. The measures have been designed in line with the Council's Public Realm Design Guide to minimise the call on future maintenance revenue budgets by employing standard design details and a standard palette of materials. As this scheme is outside a town or district centres, and is not in a conservation area, the basic borough wide palette of

materials will be used. The highway layout would also be rationalised and de-cluttered where possible to reduce the number of items in the public realm requiring maintenance.

- 6.2.3 As part of detailed design, whole life costs are calculated in line with the Council's New Streets Procedure (2014). Values are applied over a thirty year calculation period. This is based upon a survey of councils that have adopted the County Surveyors Society Commuted Sums for Maintaining Infrastructure Assets (2009 edition).

6.3 Risks

- 6.3.1 Spend and delivery in 2022/23 is dependent on grant funding from TfL and Growth Zone funding. The recommended scheme/TMO would make permanent the temporary cycle lanes implemented in London Road. If some or all of the funding requested from TfL / required from the Growth Zone for this project in 2022/23, were not forthcoming, then some of the existing cycle lane infrastructure would be retained rather than replaced. Retention of the existing temporary infrastructure is likely to bring a higher maintenance need and cost.

6.4 Options

- 6.4.1 The options considered are set out in Section 5.

6.5 Future savings/efficiencies

- 6.5.1 The walking and cycling programme does not generate any direct positive cash flow. The wider benefits of the programme (to employment, transport, and health, environment) have an estimated monetised value of £6.2m. The proposed financial outlay should be considered in the context of the external funding for the programme, and the wider non-cash benefits the programme will deliver.

Approved by: Gerry Glover, Interim Head of Finance Sustainable Communities.

7. LEGAL CONSIDERATIONS

- 7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that Sections 6, 45, 46, 47, 49, 124 and Part IV of Schedule 9 of the Road Traffic Regulation Act 1984 (RTRA) provides the Council with the power to implement the changes proposed in this report. This legislation gives a local authority the power to make Traffic Management Orders (TMO) to control parking by designating on-street parking places, charging for their use and imposing waiting and loading restrictions on vehicles of all or certain classes at all times or otherwise.

- 7.2 In making such Orders, the Council must follow the procedures set out at Schedule 9, Part III of the Road Traffic Regulation Act 1984 and detailed in the Local Authorities Traffic Orders (Procedure)(England and Wales) Regulations 1996 (the 1996 Regulations). The said Regulations, prescribe inter alia, specific publication, consultation and notification requirements that must be strictly observed. In this case the Statutory Notice has been published and this Report focuses on taking account of representations made during the consultation stage and any material objections received to the making of the Order. This is in order for these to be taken into account by the Decision Maker when deciding whether or not to make the Order.
- 7.3 By virtue of section 122 of the RTRA, the Council must exercise its powers under that Act so as 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. These powers must be exercised so far as practicable having regard to the following matters:-
- The desirability of securing and maintaining reasonable access to premises.
 - The effect on the amenities of any locality affected including the regulation and restriction of heavy commercial traffic so as to preserve or improve amenity.
 - The national air quality strategy.
 - 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.
 - Any other matters appearing to the Council to be relevant.
- 7.4 The Council must have proper regard to the matters set out at s 122(1) and (2) and specifically document its analysis of all relevant section 122 considerations when reaching any decision.

Approved by: Sandra Herbert, Head of Litigation and Corporate Law on behalf of the interim Director of Law and Governance and Deputy Monitoring Officer.

8. HUMAN RESOURCES IMPACT

- 8.1 There are no Human Resources impact in regards to this report. If any should arise these will be managed under the Council's policies and procedures.

Approved by: Jennifer Sankar, Head of HR Housing & Sustainable Communities, Regeneration and Economic Delivery, for and on behalf Dean Shoemith, Director of Human Resources.

9. EQUALITIES IMPACT

9.1 A full Equality Impact Analysis has been completed prior to consultation and has been update following the scheme consultation. This has identified the following key potential effects of the scheme on protected groups:

- The potential for increased cycling and walking facilities to have positive health impact for all user groups through increased levels of active travel and improvements in air quality with fewer cars on the road.
- The measures that will be introduced as part of the recommended scheme will lead to potential reductions in road danger and improve the appearance of the street, thereby creating an improved street environment that a wider range of people can enjoy. Children, older people, pregnancy / maternity groups and disabled people particularly benefit from a calmer and safer, street environment.
- The impact on more vulnerable user groups of the design of cycling facilities, particularly in relation to older users and blind and partially sighted user groups. The appearance of the cycle segregator units will need to contrast with the surrounding roads, kerbs and footways
- The impact on faith groups, disabled, pregnancy and maternity and older groups on the loss of parking spaces on London road. This has been mitigated where possible by the relocation of parking spaces.

9.2 Care is now being taken with the detailed design to ensure that any potential impacts of the recommended scheme on the above users are either designed out or are mitigated, and these proposals will be developed in more detail with key groups affected.

Approved by: Denise McCausland Equality Programme Manager.

10. ENVIRONMENTAL IMPACT

10.1 The walking and cycling programme delivers a number of environmental benefits. This is largely associated with the improving of air quality and reducing CO2 emissions by facilitating use of sustainable modes of transport.

11. CRIME AND DISORDER REDUCTION IMPACT

11.1 Improvements in walking and cycling should have a positive impact on crime and disorder by increasing footfall, improving the quality of the environment and introducing measures such as improved lighting.

12. DATA PROTECTION IMPLICATIONS

12.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

NO

12.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?

YES - for the consultation exercise conducted to inform this report and recommendations.

Approved by: Ian Plowright, Head of Strategic Transport on behalf of the Director of Planning and Sustainable Regeneration.

CONTACT OFFICER: Tom Sweeney, Programme Manager, Strategic Transport.

APPENDICES TO THIS REPORT:

Appendix A – Published Notices

Appendix B – Plan of measures recommended for implementation

Appendix C – Consultation responses summary plus officer response

Appendix D – Equalities Analysis

BACKGROUND DOCUMENTS – LOCAL GOVERNMENT ACT 1972

The report to 26 July 2021 Cabinet '2021/22 (Part) Local Implementation Plan Funding, Bus Priority Funding and Active Travel Funding Programme' (Agenda item 7)