

For General Release

REPORT TO:	CABINET 12 December 2016
AGENDA ITEM:	12
SUBJECT:	Connect2 – Proposed grant of a way of privilege for cycling in parks in accordance with Croydon’s byelaws
LEAD OFFICER:	Shifa Mustafa, Executive Director of Place Heather Cheesbrough, Director of Planning and Strategic Transport Ian Plowright, Head of Transport
CABINET MEMBER:	Councillor Stuart King, Cabinet Member for Transport & Environment Councillor Timothy Godfrey, Cabinet Member for Culture, Leisure and Sport
WARDS:	Fairfield, Broad Green

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

Croydon Corporate Plan 2015-18 -Ambition Priority Three: Liveability

We want to build a place that is easy and safe for all to get to and move around in Good transport connections are important for enabling Croydon to fulfil its potential as South London’s economic hub.

Croydon is well-connected; however parts of its extensive tram and train network are nearing capacity and are in need of expansion. We want to promote sustainable forms of transport and reduce reliance on the private car. This will bring environmental, social and health benefits, as people unable to use a car, walkers and cyclists find it pleasant and safe to move within and between Croydon’s places.

improve wellbeing through sport and physical activity

- Develop an integrated approach to sports and physical activities that ensures we maximise the use of our parks, open spaces and leisure assets to increase participation and improve health outcomes for our residents.
- Target our resources on increasing the access to and participation in sports and physical activity of vulnerable and disadvantaged groups within our communities.
- Adopt a walking plan and a cycling plan

FINANCIAL IMPACT

The £456,000 of expenditure allocated to delivering the interventions outlined in this report was approved as part of the £19,225,628 Connected Croydon budget line agreed at Cabinet on 10 February 2014 (Minute Ref A19/14)

FORWARD PLAN KEY DECISION REFERENCE NO.: Not a Key Decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to:

- 1.1 Consider the results of the consultation on permissive routes for cycling in Croydon's parks and greenspaces as detailed in Appendix C, and recommend to Full Council the granting of privileges for the proposed signed cycle routes in:
 - Lloyd Park
 - Park Hill Recreation Ground
 - Wandle Park
- 1.2 That subject to Full Council agreeing recommendation 1.1 above, delegated authority be given to the Director of Streets to take any necessary steps, including regulatory and directional signage as appropriate for the introduction of each area and route.

2. EXECUTIVE SUMMARY

- 2.1 Connect2 is a project to improve cycle and walking links in Croydon, including proposed cycle routes in parks. Cycling in parks is currently prohibited by a Croydon Council byelaw. Therefore, before these routes can be implemented the agreement of Full Council is required to grant privileges for the use of the routes pursuant to the byelaws.

3. DETAIL AND CONSULTATION

- 3.1 The Connect2 scheme is illustrated in Appendix A. The scheme is being delivered as part of Croydon's funding agreement with Sustrans (a walking and cycling charity). The scheme has so far provided a walking and cycling route between Wandle Park and Park Hill Recreation Ground. As part of the next steps to complete the route it is proposed to create cycle routes in three of Croydon's Parks:
 - Lloyd Park
 - Park Hill Recreation Ground
 - Wandle Park

The alignments of these proposed routes are shown in Appendix B.

- 3.2 Byelaw 6(ii) currently prohibits cycling in most of Croydon's park and greenspaces. The Council, however, uses its discretion in enforcing the byelaw. As long as cyclists are not a risk to other park users or damaging the park, the byelaw is not enforced.
- 3.3 Designation as a cycle path by the Council through a park or greenspace in Croydon requires these routes to be identified as 'privilege' under Byelaw 6(ii)

of the Parks Byelaws. This requires a Council resolution, appropriate public consultation and a record of the decision making process.

- 3.4 Consultation took place between 6 July 2016 and 31 August 2016. Notices publicising the proposed changes were placed on site in the affected parks. The proposed changes were also advertised on the Croydon Council website, where people were directed to the questionnaires for each of the parks. Responses to the public notices were recorded through the questionnaire.
- 3.5 The options considered in the consultation were:
- Option 1 (the preferred option): Proceed with the proposed cycling permitted routes as identified in 1.1 above in order to secure the grant funding.
 - Option 2: Implement alternative routes within the parks.
 - Option 3: Reject proposals for cycling.
 - Option 4: Alternative suggestions.
- 3.6 987 people responded to the consultation (798 for Park Hill Recreation Ground, 586 for Wandle Park, 692 for Lloyd Park). Support for proposals was as follows:
- Park Hill Recreation Ground 70%
 - Lloyd Park 76%
 - Wandle Park 79%
- 3.7 The responses have been reviewed and objections or requests for amendment of the proposals have been considered taking the consultation responses into account. The objections and amendment requests are summarised in Appendix C. Key issues and changes are identified below.
- Park Hill Recreation Ground
- 3.8 The majority of concerns were about the sharing of the cycle paths with pedestrians and particularly with more vulnerable users across the whole of the proposed route. In response we have omitted part of the cycle route (at the top of Water Tower Hill) and propose to keep the speed limit at 5mph (with additional signage). This will reduce the steeper section of the proposed route, reduce the overall impact of the park and will not encourage cyclists to use Water Tower Hill Road adjacent to the park (this road also has a steep gradient).
- 3.9 Subtle changes in material, appropriate signage and enforcement activity by Neighbourhood Safety Officers will also reduce the likelihood of cycle conflict with other users. The Neighbourhood Safety Officers are looking to have their own bicycles, which will help with enforcement. Segregated routes are not recommended as these can encourage cyclists to speed up. Segregated routes also require more highway design features (painted surfaces, guardrail, tactile paving which are not seen as compatible with a park setting).
- 3.10 Due to the constraints of the main roads and railway lines alternative safe routes for cyclists were not identified. The Fairfield Path was investigated as an

alternative route, but this option is not supported due to the width of the path and the lack of clear sight lines for cyclists and pedestrians.

- 3.11 The current park opening and closing times will remain unaltered by these proposals.

Lloyd Park

- 3.12 Concerns were also raised regarding the sharing of the proposed cycle routes with other park users. As with Park Hill Recreation Ground, the maintenance of the 5mph speed limit, subtle changes in material, appropriate signage and enforcement activity by Neighbourhood Safety Officers are recommended as measures to reduce the likelihood of cycle conflict with other users.
- 3.13 Concerns were expressed that the Park Run route would be affected by the scheme. Parks officers have confirmed that the Park Run can be maintained alongside these proposals.
- 3.14 The safety of the exit out onto Coombe Road at the end of the cycle route was identified as an issue. Lloyd Park Pavilion is considered as an appropriate end to the current route, as a destination in itself. Future work will consider the quality of cycle connections beyond the Pavilion and any additional measures that need to be undertaken.

Wandle Park

- 3.15 Concerns were also expressed regarding the sharing of the proposed cycle routes with other park users. As with the two other parks, changes in material, appropriate signage and enforcement activity by Neighbourhood Safety Officers are recommended as measures to reduce the likelihood of cycle conflict with other users. In addition the proposed cycle route between the Tram Stop, the playground and the café will be omitted (with the cycle route being signed on the less busy northern side of the park).
- 3.16 The current park opening and closing times will remain unaltered by these proposals.

4 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

4.1 Revenue and Capital consequences of report recommendations

		Current year	Medium Term Financial Strategy – 3 year forecast		
		2016/17	2017/18	2018/19	2019/20
		£'000	£'000	£'000	£'000
Capital available	Budget	456			
Effect of decision from report					
Total Expenditure		456			
Remaining budget		0			

4.1.1 The cost of these works is £456k and will be met from the connected Croydon budget to deliver the Connect2 route.

4.2 Risks

4.2.1 If the Byelaw is not changed it will not be possible to signpost cyclists to use a path through any park. This significantly weakens the Council's ability to provide an environment that encourages cycle use. Along with the ability to meet the funding criteria of the Council's Connect 2 partners and could result in a partial withdrawal of the funding.

4.3 Options

4.3.1 The options considered in the consultation are identified in paragraph 3.6 above.

4.4 Future savings/efficiencies

4.4.1 The Connect2 proposals will renew areas of footway / cycleway which are in need of repair.

4.4.2 By allowing cycling on designated routes in parks capital funding is released from a variety of funding streams that enables footways in parks to be resurfaced.

4.5 Approved by Lisa Taylor – Assistant Director of Finance and Deputy S151 Officer

5. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

5.1 The Acting Solicitor to the Council comments that whilst the Council's parks byelaws prevent cycling within parks and open spaces within the borough, Full Council is able to agree a way of privilege to permit cycling subject to it being undertaken in an appropriate manner. This report seeks Members' approval to grant such ways of privilege to promote cycling within the borough and support the delivery of the Connect2 project .

5.2 Approved for and on behalf of Jacqueline Harris-Baker, Acting Council Solicitor and Acting Monitoring Officer.

6. HUMAN RESOURCES IMPACT

6.1 There are no immediate human resource impact and therefore I am happy to approve.

6.2 Approved by: Jason Singh, HR Business Partner on behalf of the Assistant Director of Human Resources.

7. EQUALITIES IMPACT

7.1 A full Equalities Impact Assessment has been completed for the Connect2 Project. The assessment highlights the potential for increase cycling and walking facilities to have positive impact for all user groups. All ages can benefit from this scheme by supporting cycling, promoting healthy lifestyles and installing walking routes.

7.2 The consultation has raised concerns regarding the use of the parths by cyclists and the impact on more vulnerable user groups. Care is being taken with the detailed design to ensure that any potential impact of the proposals on more vulnerable users are properly mitigated and the Equalities Impact Assessment updated.

8. ENVIRONMENTAL IMPACT

8.1 The proposals for Connect2 have been carefully developed to ensure a positive environmental and design impact and are in line with Croydon's public realm design guide.

8.2 The environmental impacts / benefits of the project include:

- Improved cycling facilities and increased use of sustainable transport in and across the Borough
- Enhanced biodiversity through additional tree planting.
- Minimization of carbon footprint in terms of new construction and ongoing maintenance activities.
- Involve the sustainable management of construction waste and re-use of materials on site where possible.

9. CRIME AND DISORDER REDUCTION IMPACT

9.1 The Connect2 project should contribute to reduced crime and disorder in parks by increasing numbers of users thereby increasing natural surveillance. The consultation has raised concerns regarding the considerate use of the paths by cyclists. We are looking to mitigate this with patrolling by the Council's Neighbourhood Safety Officers.

10. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

10.1 The footways being considered for shared use are to aid cyclists to: join existing and new cycle links along quieter routes which avoid fast moving traffic on the carriageways; and provide local connections between places of residence, work, recreation and other local facilities.

11. OPTIONS CONSIDERED AND REJECTED

11.1 The options considered in the consultation are as identified in paragraph 3.6 above. They were:

- Option 1 (the preferred option) –Proceed with the proposed cycling permitted routes as identified in the public in order to secure the grant funding. An amended version of this option is recommended for delivery. Sections of routes in Wandle Park and Park Hill have been omitted from the scheme in response to concerns raised in the public consultation.
- Option 2: Implement alternative routes within the parks. This option has been rejected. Alternative routes suggested would either create new paths that would be prohibitively expensive, or would have a detrimental impact on the appearance of the parks or did not provide a useable cycle route. These options would not provide the improved cycling facilities, would lose external funding opportunities and the ability to travel more affordably, safely and sustainably through Croydon’s green spaces.
- Option 3: Reject proposals for cycling. This option has been rejected. This would not provide the improved cycling facilities, lose external funding opportunities and the ability to travel more affordably, safely and sustainably through Croydon’s green spaces.
- Option 4: Alternative suggestions. This option has been rejected. The alternative suggestions focussed on signposting routes that uses only public highway. Such a route would be significantly more circuitous making it much less likely to be used. In the case of Park Hill in particular, some of the roads that would need to be used if the park is to be avoided are not conducive to cycling. Under the terms of the funding agreement with the Council, Sustrans could require repayment of part of their funding.

CONTACT OFFICER:

Tom Sweeney, Walking and Cycling Programme Manager
Ext: 62575

BACKGROUND DOCUMENT: Equalities Impact Assessment

APPENDICES TO THIS REPORT:

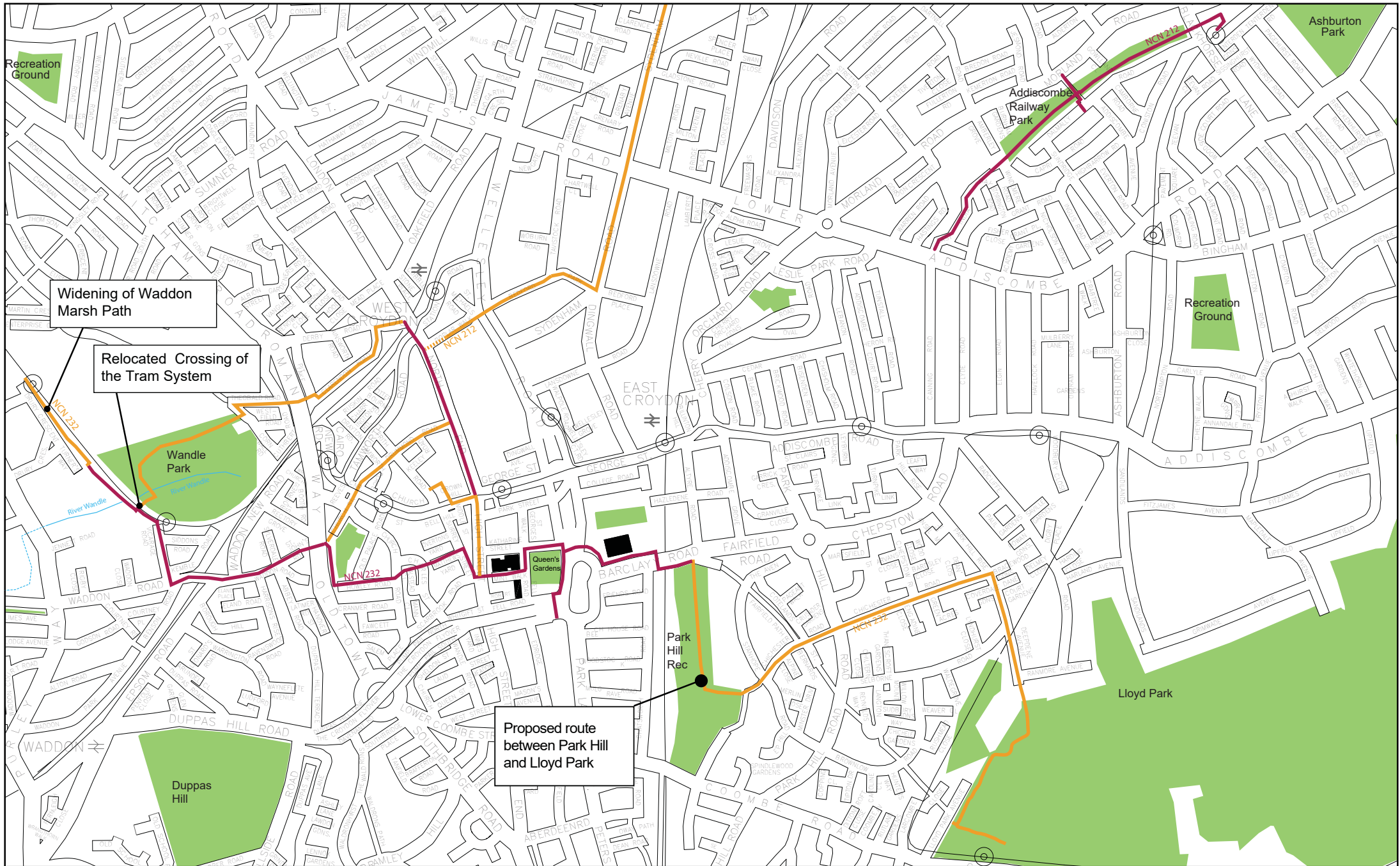
Appendix A: The Connect2 Network

Appendix B –Proposed New Cycle Routes in Croydon’s Parks- Wandle Park

**Appendix B –Proposed New Cycle Routes in Croydon’s Parks- Park Hill
Recreation Ground**

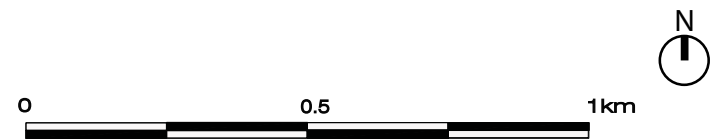
Appendix B –Proposed New Cycle Routes in Croydon’s Parks- Lloyd Park

Appendix C – Summary of Consultation Responses



Connect2 Croydon's Parks Network 2016

- Key**
- Connect2 route open 2016
 - Cycle routes to be opened 2016/17 (parks subject to consultation)



Appendix B Lloyd Park - Proposed plans

- - Proposed cycle routes consulted on but not to be implemented
- Proposed cycle routes to be implemented
- Existing paths
- 1 Proposed safety markings on path
- 2 Proposed National Cycle Network 232 directional signage
- 3 Proposed new tree planting (exact locations to be agreed)
-  Children's play area
-  Showers
-  Cafe
-  Tennis Court
-  Basketball Court
-  Exercise area
- P Parking
-  Disabled Parking
-  Existing trees
-  Existing buildings



Appendix B

Park Hill Recreation Ground - Proposed plans

- - - Proposed cycle routes consulted on but not to be implemented

█ Proposed cycle route in park to be implemented

▬ Existing paths

█ Existing facilities and buildings

1 Proposed safety markings on path

2 Proposed National Cycle Network 232 directional signage

3 Proposed new tree planting (exact locations to be agreed)

█ Proposed relocation of existing benches between existing trees (exact locations to be agreed)

█ Proposed new entrance gates

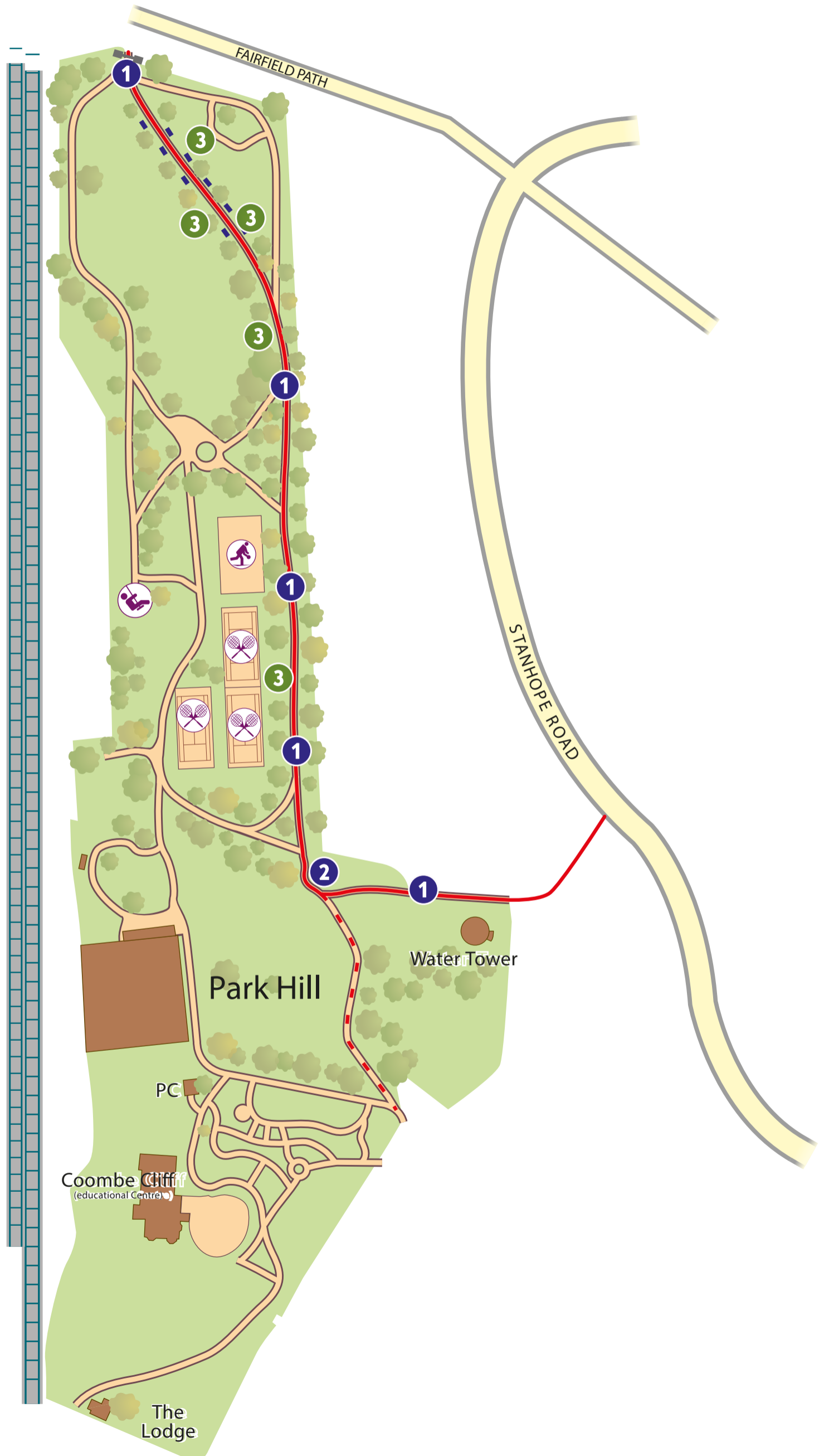
Ⓜ Children's play area

Ⓜ Showers

Ⓜ Cafe

Ⓜ Tennis Court

Ⓜ Basketball Court



Appendix B

Wandle Park - Proposed plans

- - - Proposed cycle routes consulted on but not to be implemented
- Proposed cycle routes to be implemented
- Existing paths
- 1 Proposed safety markings on path
- 2 Proposed National Cycle Network 232 directional signage
- 3 Proposed new tree planting (exact locations to be agreed)
- Children's play area
- Showers
- Cafe
- Tennis Court
- Exercise area
- P Parking
- Disabled Parking
- Existing trees
- Existing facilities and buildings



Proposed lowering and extension of existing wall and placing of new railings on top of remaining wall

Appendix C – Cycling in Parks Summary of Consultation Responses

Lloyd Park

76% of people responding about Lloyd Park supported proposals for cycling in the park. The following table lists the reasons given by the 24% of people who objected to proposals for cycling, together with the officer response:

Issue	Officer Response
Safety / conflict with pedestrians	Minor amendments: Scheme has been reviewed through safety audit process. Detail of signage, speed limit and safety markings amended as part of detailed design.
Cycle path will destroy character / tranquillity of park	Minor amendments: New path will be situated on the edge of the park. Route will be sensitively designed to fit into the existing character of the park. Small changes to proposed tree planting.
Not enforceable	Minor amendments: The routes will be patrolled by Neighbourhood Safety Officers. Patrols will be focussed on when the routes open up. Additional work will be done with schools and the community to encourage considerate cycling.
Conflict with activities eg park run	Not supported: Proposals are sited on the edge of the park, away from main park activities. Park run can be accommodated adjacent to the proposed path.
Antisocial behaviour	Not supported: Antisocial behaviour unlikely to increase and there is an argument to say that increasing use of the park will make the park safer. Issues of potential conflict between cyclists and pedestrians addressed above
Expensive	Not supported: Proposals have received significant grant funding and are reasonably priced, especially considering potential benefits to health, air quality, etc.
Access to Coombe Road unsafe	Proposals amended: We will review the access arrangements with the Council's highways team, conduct a road safety audit of the design and make any necessary amendments to the Coombe Road exit.
Encourage other vehicle accesses / traveller access	Proposals amended: Bollards will be provided to ensure that vehicles cannot access new parts of the park.
Litter	Not supported: Proposals not likely to result in an increase in litter
Conflict with vehicles in car park	Not supported: Detailed designs will be subject to a road safety audit of the design to ensure that there is no conflict with vehicles in the car park.
Destroy views	Minor amendments to tree planting.
Increase maintenance	Not supported: The scheme will bring about capital investment in the park, improving the

Issue	Officer Response
	surfacing of paths that require maintenance. The detailed design of the scheme will ensure that the scheme uses materials in line with the Council's public realm design guide which are robust and easily maintained.
Construction impact on allotments / school access	Minor amendments: Access for schools, to allotments and measures to control construction impacts to be included in construction phase plan.
Cycles should not just be allowed on the path, they should be able to cycle in other parts of park.	Not supported: Privileges to byelaws envisage clearly marked out routes.
Object to speed limit for cyclists	Proposals amended: The proposed 10mph limit for cycles would not be consistent with the current 5mph speed limit in parks to be adhered to. It is therefore proposed that cyclist adhere to the existing 5mph speed limit for all vehicles in parks.

Park Hill Recreation Ground

70% of people responding about Park Hill Recreation Ground supported proposals for cycling in the park. The following table lists the reasons given by the 30% of people who objected to proposals for cycling, together with the officer response:

Issue	Officer Response
Safety / conflict with pedestrians	Proposal amended: Steepest section of path omitted from scheme and overall extent of proposals reduced. Scheme has been reviewed through safety audit process. Detail of signage, speed limit and safety markings amended as part of detailed design.
Not enforceable	Not supported: The routes will be patrolled by Neighbourhood Safety Officers. Patrols will be focussed on when the routes open up. Additional work will be done with schools and the community to encourage considerate cycling.
Cycle path will destroy character / tranquillity of park	Proposals amended: Whilst the number of cycles is unlikely to affect the overall levels of tranquillity, proposals omit part of the cycle route to reduce the impact.
Park too small	Proposals amended: Whilst park is seen as of a suitable size to contain cycle routes, proposals now only include the route from Stanhope Road to Barclay Road to reduce the impact.
Route too steep	Proposals amended: The steepest part of the route (at the top of Water Tower Hill) has been omitted. The detailed design for the remainder of the route includes measures to encourage cyclists to cycle slowly.
Exceeds / Conflicts with 5mph speed limit	Proposals amended: The proposed 10mph limit for cycles would not be consistent with the current 5mph speed limit in parks to be adhered to. It is therefore proposed that cyclist adhere to the existing 5mph speed limit for all vehicles in parks.
Route Not needed	Not supported: The route is part of a key part the Borough's cycling proposals and is needed to create routes away from busy trafficked routes.
Conflict with activities	Not supported: scheme uses path away from main activities.
Access to Water tower hill unsafe	Proposals amended: Spur of route to Water Tower Hill has been omitted.
Lead to Park being Open at night	Not supported: The current park opening and closing times will remain unaltered by these proposals'
Not want through route	Not supported: The route is part of a key part the Borough's cycling proposals and is needed to create routes away from busy trafficked routes.
Antisocial behaviour	Not supported: Antisocial behaviour unlikely to increase and there is an argument to say that

Issue	Officer Response
	increasing use of the park will make the park safer. Issues of potential conflict between cyclists and pedestrians addressed above
Increase maintenance	Not supported: The scheme will bring about capital investment in the park, improving the surfacing of paths that require maintenance. The detailed design of the scheme will ensure that the scheme uses materials in line with the Council's public realm design guide which are robust and easily maintained.
Loss of trees	Not supported: There are no proposals to remove trees as part of the scheme.

Wandle Park

79% of people responding about Park Hill Recreation Ground supported proposals for cycling in the park. The following table lists the reasons given by the 21% of people who objected to proposals for cycling, together with the officer response:

Issue	Officer Response
Safety / conflict with pedestrians / dogs/ children / elderly	Proposal amended: Route now away from play area, rose garden and cafe. Scheme has been reviewed through safety audit process. Detail of signage, speed limit and safety markings amended as part of detailed design
Cycle path will destroy character / tranquillity of park	Proposals amended: Whilst the number of cycles is unlikely to affect the overall levels of tranquillity, proposals now only include the northern part of the park as the cycle route to reduce the impact.
Not enforceable	Not supported: The routes will be patrolled by Neighbourhood Safety Officers. Patrols will be focussed on when the routes open up. Additional work will be done with schools and the community to encourage considerate cycling.
Park too small	Proposals amended: Whilst park is seen as of a suitable size to contain cycle routes, proposals now only include the northern part of the park as the cycle route to reduce the impact.
Affect ecology / bird breeding	Not supported: Proposals have been sited away from any sensitive areas of ecology (adjacent to the river Wandle)
Antisocial behaviour	Not supported: Antisocial behaviour unlikely to increase and there is an argument to say that increasing use of the park will make the park safer. Issues of potential conflict between cyclists and pedestrians addressed above
Position of tram crossing need to change (tralink comment)	Proposal amended: Proposed tram crossing relocated closer to the tram stop. Cycle route will use this crossing (not the existing entrance from Vicarage Road) to reduce potential pedestrian / cycle conflict on tram platform.
Exceeds / Conflicts with 5mph speed limit	Proposals amended: The proposed 10mph limit for cycles would not be consistent with the current 5mph speed limit in parks to be adhered to. It is therefore proposed that cyclist adhere to the existing 5mph speed limit for all vehicles in parks.

