

REPORT TO:	TRAFFIC MANAGEMENT ADVISORY COMMITTEE 12 January 2022
SUBJECT:	High Street, Croydon – Cycle Safety Scheme
LEAD OFFICER:	Sarah Hayward, Acting 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:	Fairfield, Waddon

SUMMARY OF REPORT:

The report outlines comments and objections received during consultation on Traffic Management Orders (TMOs) for measures focussed on the High Street. It recommends making TMOs to implement permanent changes to the High Street, and neighbouring streets, principally to provide segregated cycle lanes in the High Street, improve the pedestrianised section of High Street, and improve pedestrian crossing facilities. Improvement to the public realm would accompany implementation of these measures.

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 DfT. 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 the remainder of this financial year:

Summary of Current Funding:

Section 106	£115,530.04
TfL administered DfT Active Travel Funding	£50,000.00
Growth Zone 2021/22	£234,000.00
South London Partnership	£2,173.90
TOTAL:	£401,703.94

Summary of Proposed Funding:

Growth Zone 2022/23	£50,000.00
TOTAL:	£50,000.00

The £50,000 2022/23 Growth Zone funding is subject to approval of next year's Growth Zone funding programme by Cabinet. Construction will be phased to match confirmed funding.

(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 mandatory cycle lanes temporarily installed in High Street, and the implementation of associated permanent changes including pedestrian crossing facilities in and around High Street.

- 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 High Street between George Street and Fell Road to:
- (a) make permanent the existing temporary waiting and loading restrictions operating "at any time" in High Street, Croydon, between its junctions with George Street and Fell Road.
 - (b) permanently amend parking and loading bays by relocating the:
 - Loading Bay** outside No. 10 High Street to outside Nos. 1 and 3 High Street
 - Loading Bay** outside No. 54 High Street Croydon to outside Nos. 39 to 45 High Street
 - Loading Bay, Permit Bay and Motorcycle Bay** adjacent to Nos. 28 and 29 St George's Walk to outside Nos. 27 to 31 Park Street
 - Taxi Rank** outside Nos. 4 to 6 High Street to Park Street adjacent to the flank wall of Nos. 7 to 11 High Street.
 - (c) introduce one-way working in High Street southbound from the junction with Katharine Street, and in Katharine Street westbound between the junctions with Fell Road and High Street.
 - (d) relocate bus stops and stands as necessary to accommodate the above changes.
- 1.4 Authorise the Head of Highways and Parking to exercise powers under the Highways 1980 to:
- (a) implement a two-way cycle lane on the carriageway in High Street, between George Street and Fell Road/Whitgift Street, the cycle lane sited on the:
 - i) west side between George Street and Park Street, and between Katharine Street and Fell Road / Whitgift Street;
 - ii) east side between Park Street and Katharine Street.
 - (b) relocate the existing zebra crossing in Katharine Street adjacent to the flank wall of Nos. 27 to 37 High Street to a point 12 metres west of its current position, immediately adjacent to the eastern kerb-line of High St.
 - (c) implement a new zebra crossing and parallel cycle crossing outside Nos. 83 to 85 High Street, south of the junction with Robert Street.

The general effect of Recommendations 1.3 and 1.4 being to permanently install the measures in the scheme drawing at Appendix B.

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 High Street and Katherine Street, as well as elsewhere in the Town Centre / 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 agreed (1 October 2021, Ref TMDD 0112) to the publication of notices under the Road Traffic Regulation Act 1984 (as amended) (RTRA) and associated consultation, regarding the making of TMOs necessary to implement the I to make permanent temporary changes to assist cycling implemented in and around High Street. Consultation started on 28 October, closing on 18 November. 18 responses were received, 13 supporting and 5 objecting. Objections and officer responses are summarised below, with additional detail in Appendix C.

PERMANENT INTRODUCTION OF AMENDMENTS TO PARKING & LOADING BAYS & WAITING AND LOADING RESTRICTIONS TO FACILITATE A MANDATORY CYCLE LANE

- 2.4 The main element of the recommended scheme is the creation of a permanent cycle lane in the High Street³. The two-way cycle lane would be a segregated and lightly segregated facility, provided on carriageway between George Street and Fell Road/Whitgift Street. It would be implemented with improvements to the pedestrian space. Signs and markings would mark the start and finish of the cycle lane. At certain points the cycle lane may be omitted to accommodate pedestrian crossings, and across key junctions etc. At these points the carriageway will be marked with cycle logos advising motorists of the presence of cyclist. In parallel, it is proposed to make changes to parking and loading bays and restrictions (as detailed in the Notice and schedule to it at Appendix A), plus relocate bus stops and stands, as part of making permanent the temporary cycle lane in High Street. Public Notices advising of the proposed TMOs were published and objections were received expressing concerns regarding:

- Disruption of servicing arrangement for businesses
- Facilities not needed for cycling
- Impacts to bus routes, bus journey times and bus stops
- Disruption of coach access arrangements
- Road safety

The summary officer responses are:

- Loading provision in the High St is being maximised, balanced against all other:
 - demands on street space; and
 - matters within Section 122 of the RTRA

including facilitating safe cycling and the movement and stopping of bus services. Proposed signs, road marking and revised location of loading bays will make enforcement against parking in loading bays more effective.

- Monitoring has indicated levels of cycling increasing following the installation of the temporary cycle lanes in the High Street, all be it from a low base. The recommended High Street cycle lane and other route elements are based on TfL's Strategic Cycling Analysis indicating priority cycling corridors to be accommodated across London. The High

³ <https://www.croydon.gov.uk/parking-streets-and-transport/travel/public-healthy-streets/high-street-croydon>

Street scheme forms part of a series of interlinked schemes creating a safe cycle 'loop' within the Town Centre connecting to cycle routes into the Centre from other parts of Croydon.

- The permanent scheme would eliminate the need for all southbound buses to divert around Park Lane gyratory and onto the Edridge Road slip road.
- Access for private coaches has been possible during the temporary scheme when one way working arrangements have been in place, and will remain so under the permanent scheme. Officers will however, work with businesses to identify further improvements for essential coach access from the High Street.
- Bus routing generally within Mid Croydon is being reviewed and will include further proposals to improve bus journey times.
- Bus stop locations are also being reviewed as part of the review of bus routes in Mid Croydon, and further changes may be implemented arising from the review regarding where passengers are set down and picked up, and the proximity of bus stops to destinations.
- The designs include bus standing incorporating islands to protect bus drivers from traffic as they exit and enter the cab. Positioning of bus standing is also being reviewed and will bring forward further proposals to ensure safe access for bus drivers as required etc.

ZEBRA CROSSINGS

- 2.5 Notice was published of the intention to relocate an existing zebra crossing and introduce a new zebra with parallel cycle crossing, to improve crossing facilities and safety for pedestrians and cyclists. The effect of the zig-zag markings associated with the crossings would be to prohibit all vehicles from stopping on the markings, to ensure visibility of pedestrians using the crossings. Objection was received expressing the view that better cycle lane connections are needed. The officers' response is that the detail of the design of crossings will be reviewed to see if cycle connections can be further improved.

3. CONSULTATION

- 3.1 Consultation (as part of the TMO process) included:

- Public Notices published in the Croydon Guardian and London Gazette. Although it is not a legal requirement, notices are also fixed to lamp columns in the vicinity of the proposed scheme, and occupiers potentially directly affected by the proposals are 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 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. Ward Councillors, key community groups and any groups identified as part of Equality Analysis (including the Croydon Cycle Campaign, The Mobility Forum and Croydon Vision) were consulted.

- 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:

- amend and make permanent measures implemented under time limited Temporary TMO;
- bring about further improvement for pedestrians and cyclists; 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 Alternative design options have been considered. It has been concluded that the recommended scheme is the optimum means of delivering the objectives of the project, whilst balancing the needs of various streetspace users and matters within section 122 of the RTRA. The alternative options considered were:

- Option 1 -Do nothing. This would mean that the improvements to the cycle network needed in central Croydon would not come forward. 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 objectives. 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. This option would result in fragmented facilities that would not meet the required design standards of TfL or the Department for Transport. 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 sustainable 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				
Effect of decision from report				
Expenditure				
Remaining Budget				
Capital Budget available	£402	£50*		
Expenditure	£402	£50		
Effect of decision from report				
Expenditure				
Remaining Budget	£0	£0		

*Subject to Cabinet decision

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), and the implementation of associated measures including public realm improvement, will incur expenditure as set out above. The scheme has been designed to be able to be implemented in a phased approach to fit with available funding, if necessary. Implementation of the final elements of the scheme is dependent on Cabinet approval of Growth Zone Transport investment funding for 2022/23. The current year funding will enable the core of the scheme to be implemented.

- 6.2.2 The scheme sits within the public highway and the maintenance responsibility remains with the Highways Service. The scheme has been designed in line with the Council's Public Realm Design Guide to ensure that the impact on revenue budgets is minimised using standard details and a standard palette of materials. The Council's Highways Service is also ensuring that the highway layout is 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 The required level of quality may not be achieved by the scheme. Design proposals are reviewed to ensure that the proposed benefits of schemes are achieved. Quality is further assessed and monitored through the implementation of schemes to ensure that the benefits of schemes are realised.
- 6.3.2 Spend and delivery in 2022/23 is dependent on Growth Zone funding yet to be considered by Cabinet. The delivery of the scheme is designed such that the objectives can still be achieved in the absence of this funding, if necessary.

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 an income. 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 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 S122 (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 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 the, disabled, pregnancy and maternity and older groups on the loss of parking spaces. This has been mitigated where possible by the relocation of parking spaces.
- The impact on children, older people, pregnancy / maternity groups and disabled people of the previous changes to the bus routes which resulted in delays to services by using the Park Lane Gyratory. This has been mitigated by the reversal of the one way working which avoids the need to divert services onto the gyratory.

9.2 Care is now being taken with the detailed design to ensure that any potential impact 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 air quality and reducing CO2 production by promoting 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)