

Item No. N/A	Classification: Open	Date: April 2017	Meeting Name: Cabinet Member for Environment and the Public Realm
Report title:		Crystal Palace Parade Cycling and Walking Improvements	
Ward(s) or groups affected:		College Ward London Borough of Bromley, London Borough of Lewisham	
From:		Strategic Director of Environment and Leisure	

RECOMMENDATION

That the Cabinet Member for Environment and the Public Realm:

1. Approve the implementation of two new Dutch-style roundabouts and associated pedestrian and cycle crossings at the junctions of Crystal Palace Parade / Fountain Drive and Sydenham Hill / Westwood Hill and bus lane extension as shown in the outline design (Appendix B) subject to the necessary statutory procedures.

BACKGROUND INFORMATION

2. In accordance with paragraph 22 of section 3D of the council's constitution, the cabinet member is responsible for the decision to implement any traffic and highway improvement project, subject to statutory consultation.
3. The proposals cover an area of the borough in College ward as well as parts of London Borough of Lewisham and London Borough of Bromley, in postcode areas SE19 and SE26. The consultation was based on the proposed layout of the two junctions, which are currently made up of one roundabout and one mini-roundabout. The full details of the consultation results as well as the affected and consulted areas can be found in Appendix A, the consultation report.
4. The Crystal Palace Parade / Fountain Drive roundabout currently has three approach lanes on each arm, and no pedestrian facilities.
5. The Sydenham Hill / Westwood Hill mini-roundabout currently has at least two approach lanes on each arm, and also has no pedestrian facilities.
6. The proposals consulted on included a reduction in lanes on all arms, addition of zebra crossings on all arms, including between the two roundabouts, and new segregated cycling facilities on the outside of both roundabouts, with the exception of the north west corner between Westwood Hill and Sydenham Hill.
7. In general, the proposals were well supported. However, there have been significant objections from Transport for London regarding certain aspects of the project, with regards to congestion on the strategic road network and impact on bus services. This has resulted in compromises to the final scheme, explained within the key issues for consideration.

KEY ISSUES FOR CONSIDERATION

Summary of consultation process and findings

8. Ward members were consulted prior to commencement of the consultation.
9. Public consultation was carried out in December 2014 / January 2015.
10. The borough also formally consulted the London Borough of Bromley and London Borough of Lewisham (due to the site forming the borough boundary with the two boroughs) and Transport for London, as Crystal Palace parade forms part of the strategic road network.
11. Lewisham agreed the scheme in principle subject to a number of details being resolved and officers are in the process of resolving these with Lewisham officers. Bromley have issued a letter supporting the scheme. TfL had not formally approved the scheme, however upon reviewing the design, did not object to the council consulting on the proposals.
12. In accordance with Part 3H paragraph 19 and 21 of the Southwark constitution at that time, in January 2015 Dulwich Community Council was consulted and supported the draft recommendation to proceed to implementation of the scheme subject to necessary statutory procedures.
13. If approved for implementation this will be subject to statutory consultation required in the making of any permanent traffic management orders.
14. Full details of the consultation strategy, results, conclusions and recommendations can be found in Appendix A.
15. 80% of respondents to the public consultation were in favour of the scheme

Transport for London (TfL)

16. TfL is largely in favour of the scheme, although raised concerns regarding the following issues:
 - The shortening of the northbound bus lane on Crystal Palace Parade would affect bus journey times
 - The implementation of the central zebra crossing would reduce the capacity of the junctions, by causing waiting traffic to queue through the roundabouts
 - There is not enough pedestrian demand to justify the central zebra crossing.
17. TfL is a statutory body, which can approve or reject all temporary and permanent works that are likely to affect congestion levels, journey times and road safety on the Strategic Route Network, of which Crystal Palace Parade and Westwood Hill are part. TfL refused to approve the layout of the scheme that includes a central zebra crossing, due to increased queue lengths.
18. TfL had indicated it would formally approve the scheme on the basis that there is no central zebra crossing. However, TfL then requested further traffic modelling. The additional modelling has been completed and approved by TfL.

19. Modelling has now been completed linked to proposed works at the Crystal Palace Parade \ College Road junction. This modelling indicated that there would be additional delays to buses on Sydenham Hill to mitigate this it is propose to extend the existing Bus Lane as part of this project.
20. The scheme has been presented to RSPG (the TfL body responsible for approvals) and was approved to proceed providing identified issues were addressed. The two identified issues were:
- a) Mitigation measures to be put in place to ensure the increased journey time on route 450 is sub 60 seconds.
 - b) The provision of a flare at the Fountain Drive/Crystal Place Parade junction should be investigated and implemented as part of the mitigation package for route 450.
 - c) These issues have now been resolved to TfL's satisfaction.

Other consultees

21. Southwark Living Streets strongly supported the scheme.
22. Southwark Cyclists supported the scheme, highlighting some issues. These issues are included in Appendix A.

Design changes based on consultation responses

23. The initial consultation layout is shown in the consultation report Appendix A and the final outline design is shown in Appendix B. The changes to the initial design are outlined as follows:
- The extent by which the northbound bus lane on Crystal Palace Parade is to be shortened, has been reduced. The bus lane has still been reduced in overall length.
 - The central zebra crossing has been removed following discussions with TfL, as a result, the section of segregated cycle track and associated cycle crossings west of Old Cople Lane and Fountain Drive have been changed to two-way, from one-way clockwise. A section of the northern footway between Fountain Drive and Sydenham Hill is to be made into a shared-use facility.
24. Officers consider that the compromise of implementing the scheme without the central zebra crossing is an acceptable balance between the demands of the different road users and statutory authorities. Officers consider that no further consultation other than statutory consultation be required on the amendments to the scheme. It should be noted that the revised design without the central zebra crossing does not preclude, the future introduction of the zebra crossing should it be required at a future date, subject to appropriate consultation and approvals.
25. Following the RSPG, the design has been further amended to include a 'flare' at the Fountain Drive/Crystal Place Parade junction. This will address the concerns of TfL raised at RSPG, albeit at the expense of a section of the proposed planting area.

Policy implications

26. The recommendations contained within this report are consistent with the council's Cycle Strategy and policies of the Transport Plan 2011, particularly:

Policy 1.1 – Pursue overall traffic reduction

Policy 2.3 – Promote and encourage sustainable travel choices in the borough

Policy 4.2 – Create places that people can enjoy

Policy 5.1 – Improve safety on our roads and to help make all modes of transport safer

Policy 6.1 – Make our streets more accessible for pedestrians.

Community impact statement

27. The implementation of any transport project creates a range of community impacts. All transport schemes aim to improve the safety and security of vulnerable groups and support economic development by improving the overall transport system and access to it.
28. There is a risk that in the short term and medium term, congestion levels, queue lengths and journey times for motor vehicles could increase. However, improving pedestrian and cycling infrastructure should also lead to a reduction in overall car use, mitigating those short term effects.
29. The recommendations are not considered to have a disproportionate affect on any particular community group.
30. The recommendations support the council's equalities and human rights policies and promote social inclusion by:
- Improving road safety, in particular for vulnerable road users including pedestrians and cyclists, on the public highway.

Financial implications

31. The estimated cost of works, including fees and contingencies, of the proposed recommendations is approximately £800,000. This can be funded from the 2016-17 and 2017-18 LIP budget funded by TfL.
32. Any on-going maintenance costs will be contained within existing departmental revenue budgets.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

33. The cabinet member for environment and public realm is being asked to approve the implementation of two new Dutch-style roundabouts and associated pedestrian and cycle crossings at the junctions of Crystal Palace Parade / Fountain Drive and Sydenham Hill / Westwood Hill as shown in the outline design (Appendix A).
34. As paragraph 10 of the report explains, Crystal Palace Parade forms the borough boundary and therefore the consultation has included neighbouring boroughs as well as residents. Paragraph 12 refers to the consultation with Dulwich Community Council.
35. Part of the scheme requires a traffic management order. The procedure for implementing a traffic management order involves a statutory consultation. The report acknowledges that if

any objections to the consultation cannot be informally resolved, then consideration of those objections and a decision on whether to proceed with that part of the scheme will be subject to a further report to the cabinet member for environment and public realm. At that stage, the cabinet member has the authority to determine any objections in accordance with paragraph 23, Part 3D of the constitution.

36. Paragraphs 27 to 30 have considered possible impacts of this scheme and the conclusion is that the recommendations are not considered to have a disproportionate effect on any community group. The implementation of this transport scheme is therefore not anticipated to have any detrimental impacts on a particular group with protected characteristics in accordance with the Equality Act 2010 or to breach the provisions of the Human Rights Act 1998.
37. The council's constitution gives the cabinet member for environment and public realm responsibility for (amongst other things) traffic management and road safety. Parts 3B and 3D of the constitution provide that the responsibility for approving the implementation of new roundabouts and associated crossings falls to the individual cabinet member where the roads involved are considered to be of strategic importance. The fact that representations have been received from TfL supports this and therefore it is appropriate for the cabinet member to determine the recommendations set out in paragraph 1 to 3 above.

Strategic Director of Finance and Governance (CAP16/120)

38. The report is requesting approval from the cabinet member for environment and the public realm to the implementation of two new Dutch-style roundabouts and associated pedestrian and cycle crossings at the junctions of Crystal Palace Parade / Fountain Drive and Sydenham Hill / Westwood Hill as detailed in the report, subject to the necessary statutory procedures.
39. The strategic director of finance and governance notes that the cost of the proposed scheme is estimated to be approximately £800k and will be contained within the 2016-17 and 2017-18 LIP budget funded by TfL.
40. It is also noted that any future maintenance costs arising from this investment will be contained within existing departmental revenue budgets.
41. Staffing and any other costs connected with this recommendation to be contained with existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Transport Plan 2011 Cycle Strategy	Southwark Council Environment Public Realm Network Development 160 Tooley Street London SE1 2QH	Matt Hill 020 7525 3541

APPENDICES

No.	Title
Appendix A	Consultation report
Appendix B	Final outline design option

AUDIT TRAIL

Lead Officer	Matthew Hill, Head of Highways	
Report Author	Matthew Donaldson, Highways	
Version	Final	
Dated	29 March 2017	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		29 March 2017