

Cabinet Member for Regeneration, Environment and Housing

Date: 27 June 2016

Agenda item:

Ward: Cricket Green, Figge's Marsh and Lavender Fields

Subject: 'Rediscover Mitcham' town centre regeneration project – Traffic Management Orders (TMOs) statutory consultation outcome.

Lead officer: Chris Lee, Director of Environment & Regeneration

Lead member: Councillor Martin Whelton, Cabinet Member for Regeneration, Environment and Housing

Forward Plan reference number: N/A

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Recommendations:

That the Cabinet Member considers the issues detailed in this report and:

- A. Notes the representation received in response to the statutory consultation carried out between 21 April and 15 May 2016, on certain elements of the project (as detailed in section 3.1 of this report) that requires TMOs for the effective operation of the new highway layout.
- B. Considers the representation received along with officers' comments, as contained in section 4 of this report.
- C. Agrees to proceed with the making of the relevant TMOs and the implementation of the proposed measures as shown on drawing no. Z91-12-01 in Appendix 1
- D. Agrees to exercise his discretion not to hold a public inquiry on the consultation process.

1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 This report details the outcome of the statutory consultation to introduce the range of traffic and parking measures associated with the Rediscover Mitcham project's objectives and traffic operations.
- 1.2 It seeks the Cabinet Member's approval to proceed with the making of all the relevant TMOs, and subsequent full implementation of Mitcham Town Centre project.

2 BACKGROUND

- 2.1 The objectives of the 'Rediscover Mitcham' project include the regeneration of the town centre that incorporates improvements for all road users such as improved public realm, creation of a bus-road and changes to existing road layout. For more comprehensive details please refer to the report that was presented to the Street Management Advisory Committee on 18 September 2013 and the subsequent Cabinet Member decision.
- 2.2 Following the above report, further necessary steps have had to be taken in the progression of the outline designs of Phases 2 to 6 of the scheme and further

analysis related to cycle provision and traffic impacts were taken forward and represented to Cllr Judge as the Cabinet Member at regular briefings for his final decision to approve the implementation of the remaining Phase 2-6, subject to the outcome of the statutory consultation for the required TMOs, which this report pertains to.

2.3 Due to Transport for London (TfL) being the main financial contributor toward the project and responsible for the strategic performance of the road network through Mitcham town centre, the project also required all approvals from their Surface Transport Board, which was fully approved in April 2016. See background papers.

3 PROPOSED MEASURES

3.1 The general effects of the TMOs advertised included to:

- impose a speed limit of 20mph in lengths of London Road, Upper Green West, the south-west arm, and Upper Green East, the north-east arm.
- Revoke the bus lanes in Holborn Way and Raleigh Gardens and introduce 'At any time' bus and cycle only routes in London Road and St Mark's Road, and modify lengths of certain bus lanes in the Mitcham Town Centre.
- Open London Road to vehicular traffic (to be restricted to buses and pedal cycles only by the "Bus Priority" Order), between its junction with St Mark's Road and its junction with the south-west arm of Upper Green West.
- Reverse the flow of traffic in Upper Green West (the north arm) and Upper Green East (the north-east arm) so that all vehicles except cycles can proceed in the direction specified in column 2 of Schedule 4 to the TMO Notice in relation to those roads. This Notice is attached as Appendix 2.
- Pedestrianise the bus-only route in Raleigh Gardens slip road adjacent to the western wall of Durham House.
- Introduce a contraflow lane for buses and pedal cycles in London Road, the westernmost lane, between its junction with Raleigh Gardens and its junction with Upper Green West, the south-west arm.
- Make other consequential prescribed routes (banned movements) and amendments relating mainly to prohibited turns and contraflows.
- Introduce pay and display including pay by phone parking in Upper Green West, the south-west arm, the south-west side and Upper Green East, the south arm, the south-west side, operating 7.00 a.m. and 7.00 p.m. Mondays to Saturdays, 2 hour max stay, no return for one hour, first 20 minutes free, minimum charge 40 pence, pro-rata charge of £1.20 per hour, pay by phone convenience fee of 20 pence
- Introduce free footway parking in Upper Green East, the south arm, the north-east side, replacing existing partial footway parking, operating 7.00 a.m. and 7.00 p.m. Mondays to Saturdays with max stay of 20 minutes, no return one hour.
- Revoke the loading bay in Upper Green East, the south-west side, between London Road and Montrose Gardens (the loading bay in Raleigh Gardens, the south-west side, would remain)

- Amend waiting and loading restrictions in certain roads or lengths of roads in the Mitcham Town Centre area as detailed within the TMO Notice and shown on drawing Z91-12-01 attached as appendix 1.
- To introduce raised junction entry treatment (raised to pavement level, on-off ramp gradient of no more than 1:15) in London Road –
 - from its junction with Upper Green West, the south-west arm/Upper Green East, the south arm, northward for a distance of 75 metres.
 - Upper Green East, the north-east arm/Montrose Gardens – from its junction with Upper Green East, the south arm, north-eastward for a distance of 27 metres, Upper Green East, the north-east arm – from its junction with Montrose Gardens, north-westward for 6 metres
- Upper Green West, the north arm - from its junction with Upper Green West, the south-west arm, northward for 8 metres.

4 STATUTORY CONSULTATION

- 4.1 The statutory consultation on the Council's proposal to introduce the 20 mph speed limits, bus priority measures, banned movements, pay and display parking places, free parking places, loading/unloading bays, waiting/loading restrictions and raised junctions was carried out between 21 April and 15 May 2016.
- 4.2 The consultation included the erection of street notices on lamp columns within the full extent of the project, along with the publication of the Council's intentions in the Local Guardian and the London Gazette. A copy of the street Notice is attached as Appendix 2. Details and plans of the proposals were available on the Council's dedicated 'Rediscover Mitcham' webpage. The emergency services were also directly consulted.
- 4.3 The statutory consultation received a single representation, objecting to a certain change to the current layout and commented on some details of the design. An attempt to resolve and seek the withdrawal of their objection, by agreeing to alter the proposal was sought, however no response was received.
- 4.3.1 The objection from a resident from Wilton Road outside of Mitcham

(Ref: ES REDISCOVER MITCHAM-001)

I object to the shortening of the bus lane on London Road so that it begins adjacent to Chatsworth Place and ends south of Langdale Avenue. The bus lane should continue all of the way along London Road to meet the new section of bus lane, north of Raleigh Gardens. By creating a lacuna in the bus lane, not only will you frustrate the progress of a bus lane's priority vehicles, you create a section approaching a junction where cyclists will be sharing the carriageway lane with motor vehicles. This is not intelligent, disincentivizes cycling, and increases the risk of collisions with cyclists.

I object to the proposal to prohibit the use of the bus lane on London Road between Chatsworth Place and Langdale Avenue by motorcycles. It is now generally accepted that, unless there are specific reasons, motorcycles should be permitted to use bus lanes, as they are vulnerable road users, and to encourage use of motorcycles. If the reason you propose to prohibit the use of this bus lane by motorcycles is because you intend, by use of a traffic light, to alternate the progression of bus lane traffic with the all-vehicles traffic at the section of London

Road between the proposed termination of the bus lane and Raleigh Gardens, then this strengthens my recommendation that the bus lane be extended all of the way to Raleigh Gardens. Motorcycles could be prohibited only after the section after the traffic light adjacent to Langdale Avenue. This would then direct motorcycles to move across to the right-hand lane, so keeping the (now-continuous) bus lane free for buses and pedal cycles to proceed along London Road, north of Raleigh Gardens, and will simultaneously allow motorcycles to proceed in front of cars, trucks etc., which are held by the red light adjacent to Langdale Avenue. Motorcycles will then wait, at the front of the queue, at the junction of London Road and Raleigh Road, for the traffic lights at this junction to go green to all traffic turning left on to Raleigh Road.

I am concerned with the changes to Raleigh Gardens. Will there not be any bus routes along Raleigh Gardens? If there are, then the bus lane should be retained. If the intention is for there to be no bus routes along Raleigh Gardens, then the proposed cycle lanes, as well as the cycle lanes on Holborn Way, are questionable as they do not look like they are at least 2.0 metres wide, in accordance with the Department for Transport's Cycle Infrastructure Design recommendation for busy roads. There also does not seem to be a dooring buffer of 0.5 – 1.0 metres incorporated between the loading bay on Raleigh Gardens and the cycle lane, or between the cycle lanes and proposed parking places on Upper Green West and Upper Green East, again in accordance with the Department for Transport's Cycle Infrastructure Design recommendation for all cycle lanes. The proposed cycle lane which passes the nearside of the parking places on Upper Green West is particularly insidious as there is no opportunity for cyclists to cycle 2.0 metres away from the parked cars. This section of Upper Green West, which will only provide parking for nine cars, is not only dangerous for pedal cyclists, it will also cause undue frustration and danger for the motor vehicles attempting to travel east, and intending to turn right on to London Road, as there will be only one new eastbound lane so all traffic will have to stop, to allow cars to reverse park into the parking places. Providing car parking is commendable but this is definitely not the place, so these on-road car spaces should be excluded from the plan. The section in question should instead be a green buffer zone between the (now 2.0 metres wide) cycle lane and the carriageway.

Finally, I do not understand why significant sections of the cycle lanes are not mandatory at-any-time. There is no reason for significant sections to be discretionary. I certainly wouldn't want my child cycling along this section, with cycle lanes as poor as this.

Officer's comments:

Whilst only certain elements of the scheme that require TMOs are subject to this statutory consultation, a response to each objection and concern have been addressed.

The shortening of the Bus Lane in London Road near its junction to Langdale Avenue is to accommodate the north bound bus gateway, giving buses sufficient distance and priority over general traffic (stopped at a red light) to approach the junction with Raleigh Gardens and move to the far side lane in order to access the bus contra-flow towards Upper Green West / East.

The proposal to prohibit motorcycles from the north bound bus lane in London Road on approach to the bus gate was to reduce the risk of motorcyclists suddenly manoeuvring out of the lane back into the general traffic flow to benefit from a green light, rather than give-way at the end of the bus lane. However, this has been

reconsidered and motorcycles will be permitted to use the bus lane, although this will be monitored and if any safety concerns arise, it will need to be re-addressed. Motorcyclist would still be prohibited to use the bus contra flow between Raleigh Gardens and Upper Green West as mentioned by the objector.

Concerns outside the statutory consultation and term of the TMOs:

Since all bus routes currently using Raleigh Gardens will be removed from this road, there is no need for a bus lane. In order to maintain the same number of suitable traffic lane and footway widths, the cycle lanes are 1.5m. This is a minimum requirement in accordance to Transport for London's Cycle Design Standards (LCDS). The use of preferred dimensions is always initially considered during the first stages of any design, however these are not always possible to achieve without a negative impact primarily due to London's restrictive urban environment. These cycle facilities have been developed with the Cycling Delivery Planning section of TfL, who are also responsible for updating the LCDS.

A buffer or dooring zone in Raleigh Gardens at the loading bay has been provided with a 0.7m added to the cycle lane at 2.2m wide. Along the parking layby in Upper Green West a 0.5m buffer zone is provided, although not clearly seen in general arrangement plan.

The parking bays in Upper Green West are an essential need to the businesses and households as the existing facilities around the corner in London Road will be removed to accommodate the north bound bus contra-flow. To minimise any disruption to traffic, parking and loading/unloading, parking within the bays will be restricted during peak times from 7-10am and 4-7pm, Mondays to Saturdays.

In Raleigh Gardens there is a section of mandatory cycle on the outside of the bend and on approach to the junction with Western Road. Loading is not suitable at this location, so provision for a mandatory cycle lane, whereby no vehicle should enter 'An any time', can be accommodated which would provide better protection to cyclists. The straight section, however, provides a more practical option where flexibility is required for access to the loading bay and entry/exit to the service area.

4.4 Observation by the Met Police:

Within the TM Plans/drawings provided, there are no road signs shown in relation to the proposed 20 mph speed limit - how is this going to be marked (e.g. 20mph roundels/repeaters) and are there any further traffic calming measures planned?

There appears to be no key for the TM drawings? There are no lane widths/cycle lane widths shown.

London Road j/w Raleigh Gardens - Longitudinal direction arrows (diagram 1038) indicate all traffic to turn left into Raleigh Gardens. How are buses and cycles directed straight ahead?

Raleigh Gardens j/w road leading to Glebe Court/Tudor Court - no cycle lane diagrams (diagram 1057) at junction to indicate cycle lane

Cycle lane in shared space leading from Upper Green West towards Western Road - the lane stops prior to the junction with Raleigh Gardens. Where do cyclists go from there?

Holborn Way - what are the widths of the cycle and traffic lanes?

Upper Green West j/w London Road cycle lane (east bound) - the diagram is unclear. Do cyclists ride over the tactile blister paving, or do they re-join the carriageway heading east bound? Can they turn left into London Road, and if so, do they use the footway or re-join the carriageway?

Upper Green West, west bound cycle gateway - this appears to be ATS controlled - what is the lane width, is there room for cyclists to enter the gateway safely without coming into contact with large vehicles? The longitudinal direction arrows indicate all traffic left into London Road - how are buses and cycles directed straight ahead (to turn right into London Road)?

Officers comments:

Plans that accompany TMO notifications and those placed on deposit only show the general layout and information and do not contain such details such as signage, which can cause confusion to the lay person.

The plans are normally also to scale so that any required dimensions can be measured. However, a detailed plan was emailed to the Police and other emergency services on 4 April 2015, which shows the key dimensions.

Due to the size of the scheme, it was not possible to display all the signage without overcrowding the plan and becoming illegible. To clarify, northbound buses proceeding past Raleigh Gardens will be guided by directional signage and aspects on the traffic signals.

The detailed signage is still being finalised and will be forwarded in due course.

Cyclists leading from Upper Green West towards Western Road will be able to use the contra-flow cycle track on approach to Raleigh Gardens, where they will receive a dedicated cycle signal to take them across the junction to Western Road

The key widths in Holborn Way are 1.5m cycle tracks, 3m carriageway with 2.6m traffic islands. Upper Green West j/w London Road cycle lane (east bound) does merge through the crossing points and cyclists can turn left into the bus street using the dropped footway and tactiles at the formal crossing points leading into the bus street.

Upper Green West, west bound cycle gateway will be controlled by ATS (signals), with cyclists given earlier release and traffic held back in order to access the Upper Green West contra-flow. Buses turning right will be directed in the same fashion and described above.

- 4.5 Ward Members of the wards affected by the proposals have been engaged during the statutory consultation process with the proposals.

5 ALTERNATIVE OPTIONS

- 4.1 An option would be not to shorten the bus Lane in London Road on approach to the junction with Raleigh Gardens and entry to the bus contra-flow, and to insist on desirable design standards throughout. This, however, would undermine the scheme and make certain essential features and facilities undeliverable.

6 TIMETABLE

- 6.1 Construction on Phases 2-6 is planned to start at the end of July 2016 and to be completed in 2017 to meet TfL's funding criteria and forward planning requirements, as well as the public's aspirations.
- 6.2 The Traffic Management Orders could be made six weeks after the made decision and the measures introduced on a phase-by-phase basis This will include the erection of the Notices on lamp columns in the area, the publication of the made Orders in the Local Guardian and the London Gazette. The documents will be made available at the Link, Civic Centre and on the Council's website.

7 FINANCIAL RESOURCE AND PROPERTY IMPLICATIONS

- 7.1 The project is funded through multiple streams being, TfL Major Schemes, TfL LIP, Merton Capital, Section 106 Developers, Heritage Lottery Fund, Outer London Fund.

8 LEGAL AND STATUTORY IMPLICATIONS

- 8.1 The Traffic Management Orders would be made under sections 6, 45, 46, 49, 84 and 124 of and Part IV of Schedule 9 to the Road Traffic Regulation Act 1984, as amended. The Council is required by the Local Authorities Traffic Order (Procedure) (England and Wales) Regulations 1996 to give notice of its intention to make a Traffic Order (by publishing a draft traffic order). These regulations also require the Council to consider any representations received as a result of publishing the draft order.
- 8.2 The Council has discretion as to whether or not to hold a public inquiry before deciding whether or not to make a Traffic Management Order or to modify the published draft Order. A public inquiry should be held where it would provide further information, which would assist the Cabinet Member in reaching a decision.

9 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS

- 9.1 The Council carries out careful consultation to ensure that all road users are given a fair opportunity to air their views and express their needs. The needs of the residents and businesses are given consideration.
- 9.2 The implementation of the scheme will affect all sections of the community. The proposed measures aim to improve safety and environment for all road users.
- 9.3 The Council carries out careful consultation to ensure that all road users are given a fair opportunity to air their views and express their needs. The needs of the residents and businesses are given careful consideration when making decisions.
- 9.4 An Equalities Impact Assessment (EQIA) has been carried out as part of the scheme development process. This can be seen along with other human rights, equalities and community cohesion implications in the Street Management Advisory Committee Report of 18 September 2013 in the background papers.
- 9.5 There are no human rights implications.

10 RISK MANAGEMENT IMPLICATIONS

- 10.1 A risk assessment was carried out for the scheme in the earlier report to SMAC and the risk register has not changed for the overall project parameters.

- 10.2 Subject to approval of the scheme in principle the key risks are associated with safe implementation of the works.
- 10.3 These risks are managed through management of the design and implementation programme and in particular assurance that all necessary health and safety requirements, processes and checks are put in place.
- 10.4 Adherence to a comprehensive Construction, Design and Management process, directed through a Co-ordination role, support this management as it ensures that all works are carried out using best practice, full documentation and meeting legal requirements.

11 APPENDICES

- 11.1 The following documents are to be published with this report and form part of the report

Appendix 1 - General arrangement drawing no. Z91-12-01
Appendix 2 – TMO Street Notice

12 BACKGROUND PAPERS

The following documents have been relied on in drawing up this report but do not form part of the report:

1. Street Management Advisory Committee Report - 18 Sept 2013
2. Street Management Advisory Committee Report Decision - 26 Sept 2013
3. TfL Surface Transport Board report – 15 Mar 2016

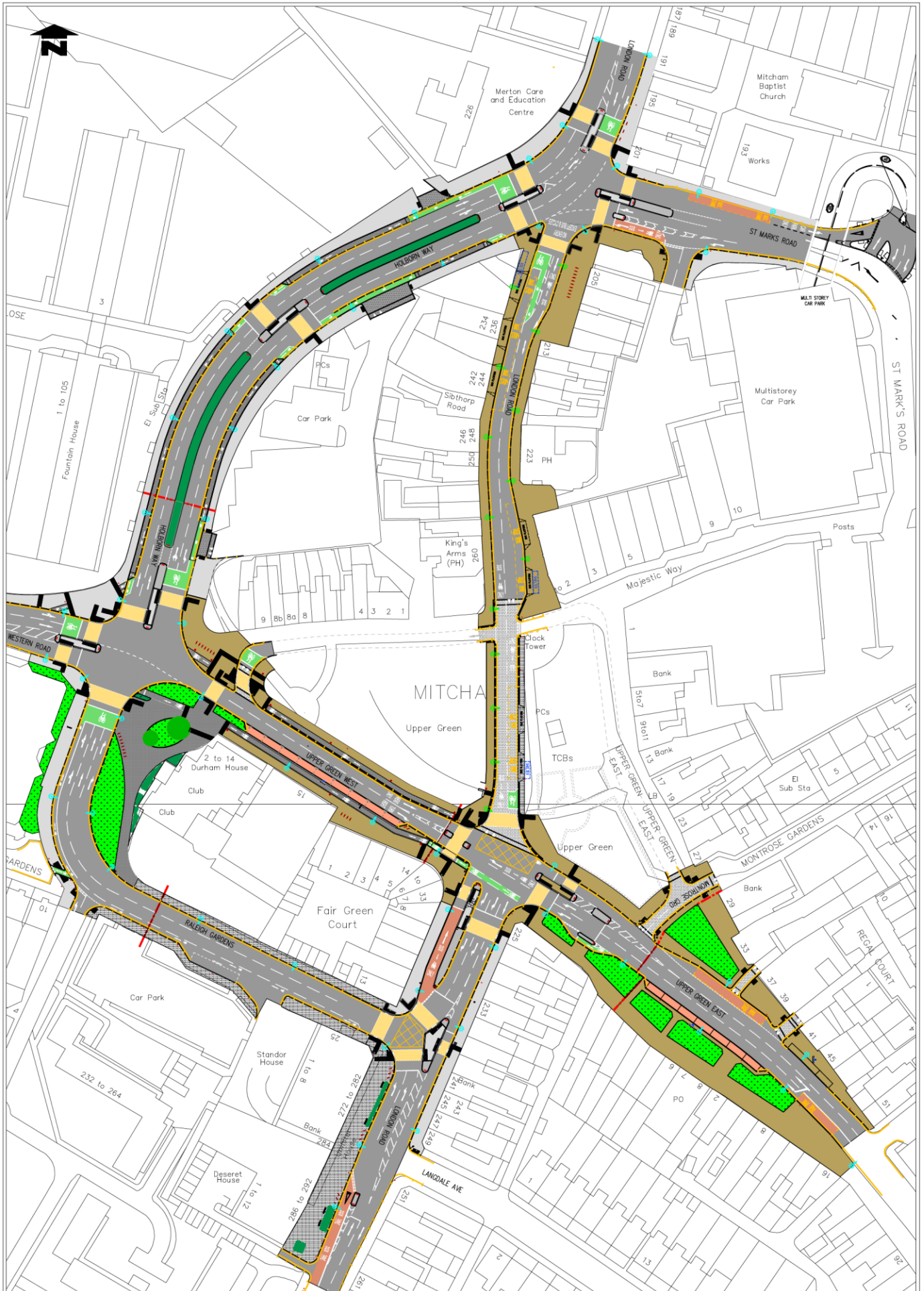
Useful links:

Merton council's web site: <http://www.merton.gov.uk>

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Notes

Ref	Description	Date	By	Check	Appr	Scale	Sheet	Total



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PROJECT: REDISCOVER MITCHAM
 Mitcham Town Centre Regeneration
 TITLE: Phase 2-6
 General Arrangement

Merton Council
 London Road
 Merton, Surrey
 SM5 5DX
 www.merton.gov.uk

Drawing: Z91-12-01
 Date: 15/09/2023
 Scale: TM0
 Sheet: 1/500

LONDON BOROUGH OF MERTON
REDISCOVER MITCHAM
TOWN CENTRE REGENERATION SCHEME

VARIOUS PROPOSED TRAFFIC MANAGEMENT ORDERS RELATING TO 20 M.P.H. SPEED LIMITS, BUS PRIORITY, PRESCRIBED ROUTES (BANNED MOVEMENTS), PAY AND DISPLAY PARKING PLACES, FREE PARKING PLACES, LOADING BAYS AND WAITING AND LOADING RESTRICTIONS. VARIOUS PROPOSED RAISED JUNCTIONS.

1. **NOTICE IS HEREBY GIVEN** that the Council of the London Borough of Merton propose to make the above-mentioned Orders under sections 6, 45, 46, 49, 84 and 124 of and Part IV of Schedule 9 to the Road Traffic Regulation Act 1984, as amended.
2. The general effects of the Orders would be to:
 - (a) impose a speed limit of 20 M.P.H. in lengths of London Road, Upper Green West, the south-west arm, and Upper Green East, the north-east arm;
 - (b) revoke the bus lanes in Holborn Way and Raleigh Gardens, introduce at any time bus and cycle only routes in London Road and St Mark's Road, and vary lengths of certain bus lanes in the Mitcham Town Centre;
 - (c) open London Road to vehicular traffic (to be restricted to buses and pedal cycles only by the "Bus Priority" Order), between its junction with St Mark's Road and its junction with the south-west arm of Upper Green West;
 - (d) reverse the flow of traffic in Upper Green West (the north arm) and Upper Green East (the north-east arm) so that all vehicles except cycles must proceed in the direction specified in column 2 of Schedule 4 to this notice in relation to those roads;
 - (e) pedestrianise the bus-only route in Raleigh Gardens slip road adjacent the western wall of Durham House;
 - (f) introduce a contraflow lane for buses and pedal cycles in London Road, the westernmost lane, between its junction with Raleigh Gardens and its junction with Upper Green West, the south-west arm;
 - (g) make other consequential prescribed routes (banned movements) and amendments relating mainly to prohibited turns and contraflows.
 - (h) introduce pay and display or pay by phone parking in Upper Green West, the south-west arm, the south-west side and Upper Green East, the south arm, the south-west side, operating 7.00 a.m. and 7.00 p.m. Mondays to Saturdays, 2 hour max stay, no return for one hour, first 20 minutes free, minimum charge 40 pence, pro-rata charge of £1.20 per hour, pay by phone convenience fee of 20 pence;
 - (i) introduce free footway parking in Upper Green East, the south arm, the north-east side, replacing existing partial footway parking, operating 7.00 a.m. and 7.00 p.m. Mondays to Saturdays with max stay of 20 minutes, no return one hour;
 - (j) revoke the loading bay in Upper Green East, the south-west side, between London Road and Montrose Gardens (the loading bay in Raleigh Gardens, the south-west side, would remain);
 - (k) amend waiting and loading restrictions in certain roads or lengths of roads in the Mitcham Town Centre area.
3. Additionally, it is proposed, under powers conferred by section 90 A-F of the Highways Act 1980, to introduce raised junction tables (raised to pavement level, on-off ramp gradient of no more than 1:15) in London Road - from its junction with Upper Green West, the south-west arm/Upper Green East, the south arm, northward for a distance of 75 metres, Upper Green East, the north-east arm/Montrose Gardens - from its junction with Upper Green East, the south arm, north-eastward for a distance of 27 metres, Upper Green East, the north-east arm - from its junction with Montrose Gardens, north-westward for 6 metres, Upper Green West, the north arm - from its junction with Upper Green West, the south-west arm, northward for 8 metres.
4. **Fuller details are published in the Wimbledon Gazette and London Gazette on 21st April 2016.**
5. A copy of each of the proposed Orders and other documents giving more detailed particulars of the Orders, including a plan which indicates the lengths of roads to which the Orders relate can be inspected Monday to Friday during normal office hours at Merton Link, Merton Civic Centre, London Road, Morden, Surrey until 6 weeks have elapsed from the date on which either the Orders are made or the Council decides not to make the Orders
6. Any person desiring to comment on the proposed Orders or the proposed raised junction tables should send a statement in writing of their representations or objections and the grounds thereof, to the Environment and Regeneration Department at the Merton Civic Centre, London Road, Morden, Surrey, SM4 5DX, or alternatively by email to trafficandhighways@merton.gov.uk quoting reference **ES/REDISCOVER MITCHAM**, no later than 13 May 2016.

Dated: 21 April 2016.

Paul McGarry
FutureMerton Manager, London Borough of Merton, Merton Civic Centre,
London Road, Morden Surrey, SM4 5DX