

REPORT TO:	Cabinet
DATE:	24 August 2006
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SUBJECT:	NATIONAL CYCLE NETWORK (ROUTE 5): CYCLE ROUTE BETWEEN THE PADDLING POOL, LLANDUDNO PROMENADE TO PRINCE EDWARD SQUARE

1. PURPOSE OF THE REPORT

- 1.1** This report sets out the safety implications of some of the options that were placed before Environment Scrutiny Committee on 16 February 2006 and their subsequent recommendation to Cabinet.

2. EXECUTIVE SUMMARY

- 2.1** This report emanates from the meeting of Cabinet held on – 21 March 2006 where it was resolved to ask the Corporate Health and Safety Officer to assess the proposal to have a cycle route along the North Shore Promenade, Llandudno. N.B the full length of the promenade in this context is from - an area to the east side of Prince Edward Square (South Parade) to the Paddling Pool.
- 2.2** This report only considers the Promenade, but Members should keep in mind that Health and Safety issues may also be a factor for any proposed route once it 'leaves' the Promenade.
- 2.3** A number of options have been identified for the 'construction' of a cycle route on the Promenade and Cabinet was recommended by Environment Scrutiny Committee to approve a preferred option of providing a 3-metre width along the centre of the Promenade, delineated by broken white lines. However, Mostyn Estates has indicated that it would not approve this option so it has not been considered. The report will comment on the options of:
- Moving the seats on the Promenade forward and the cycle track being placed between the relocated seats and the promenade wall.

- Removing the flowerbeds between the Promenade wall and the road.

2.4 In the provision of the advice and guidance it has been necessary for a number of other factors to be taken into account, which may not have a strict bearing on health and safety issues, but could influence the risk. It is underpinned by the aims of the National Cycle Network that there should be a consistent high quality of provision throughout the cycle track initiative and personal safety is paramount in those provisions. The factors are set out in Appendix 1.

2.5 Other factors to consider in relation to this report are:

- The Promenade hosts many seasonal attractions such as major Civic Ceremonies and Parades, the Victorian Extravaganza, Major Sailing Championships, RAF Town Show, Major Car Rallies, Emergency Services Day.
- Enforcement of existing Byelaws – manpower implications.
- Construction considerations – control of contractors.
- Cost implications will vary on the option chosen and clearly under any financial climate any option must be cost effective. Notwithstanding the fact that this project is funded by WAG, the option which takes due cognisance of safety and is complimentary to the majority of the interested parties must be seen as a positive.
- Liabilities and Insurance claims.

3. RECOMMENDATION(S)

3.1 That Cabinet considers the issues identified in this report.

4. BACKGROUND INFORMATION - Analysis of the Options set out above

4.1(a) Provide a cycle track along the full length of the promenade by moving the seats forward and putting a cycle track between them and the promenade wall.

- Would provide a physically segregated route for cyclist of all levels from the inexperienced cyclist to the family outing to enjoy the environment in relative safety.

- Would provide a barrier between pedestrians and cyclists on the occasions where the seasonal attractions are staged i.e. RAF Town Show, Major Car Rallies, and Emergency Services Day etc.
- Would promote the aims of the National Cycle Network and maintain as far as reasonably practicable the continuity of the cycle route through Conwy CBC.
- Mostyn Estates would work with the Council in respect of developing this option.
- Because of the Cyclist & Pedestrian density at the main crossing points – the Carlton Island area, Trevor Street and St George's Place – the cycle route will require careful engineering to allow the safe passage of all pedestrians – disabled, wheelchair users, the elderly patrons, young children etc.
- There is a potential for cyclists to strike seated pedestrians. Again engineering control measures must be developed to reduce this risk.
- Byelaws will require amending.
- The provision of a segregated route might provide an allurements for inappropriate speed to the detriment and safety of other users.
- Pedestrians may inadvertently access the area and present a risk to cyclists and themselves. The converse also applies.
- On going costs of maintenance and repair in addition to accessibility for mechanical cleansing.
- Cost of the project (although WAG Transport Grant Funding is already available).
- Construction safety issues (interim arrangements) and control of contractors.
- Major seasonal attractions – in particular around the Cenotaph and the Bandstand – would be restricted due to the loss of space.
- Cycling (contrary to established Byelaws) is likely to still continue on the Promenade despite the very best endeavours of our inspectors.

- Should the cycle route in this location not meet its desired objectives any reclamation or retro-fitting adaptations would prove costly and would greatly inconvenience all concerned.

4.2(b) Remove the flowerbeds between the promenade wall and the road with a new cycle track – the points below are in addition to or in place of those in (a) above.

- This option does not provide a physical segregation between cyclists and those using the footway adjacent to the existing flowerbeds/parked cars. Although a barrier could be engineered at the back of the footway, thereby restricting cyclists to the existing flowerbed area, there would be an aesthetic consideration.
- Would provide a safety barrier between pedestrians on the Promenade and cyclist on the occasions where the seasonal attractions are staged i.e. RAF Town Show, Major Car Rallies, Emergency Services Day, Civic Parades, sponsored walks etc.
- Byelaws remain unaltered.
- It does not reduce the width of the Promenade. Again like A above, there is a high Cyclist & Pedestrian density at the main crossing points and careful engineering will be necessary to allow the safe passage of all pedestrians - disabled, wheelchair users, the elderly patrons, young children etc.
- Construction issues would have a restricting effect on the parking facilities.
- Loss of gardens in terms of their aesthetic attraction.

5. CONSULTATION

- 5.1** Consultation has taken place with the Highways Policy and Standards Engineer, Traffic & Transportation Engineers, the Principal Harbour and Maritime Officer and professional bodies. The views of public interest groups have also been read.

- 5.2** The Harbour Master has specifically commented that the recorded incidents of conflict between cycling and pedestrians on the Promenade have been few over the last 5 years but believes this would change if activity were concentrated by the creation of a dedicated route with crossing points. The Harbour Master is of the opinion that if a cycle route is approved, cyclists should be required to dismount when transiting the busy western end of the Promenade.

6 CORPORATE SUPPORT/COMMENTS

None

7 DRIVERS AND IMPLICATIONS

7.1 Links to Corporate Priorities/Plan

Conwy's Key Strategic Deliverables 2006 – 2008

CSD5: Work with our partners to improve the integration of local transport.

CSA3: Promote healthy lifestyles and deliver a range of services which enhance the well being of everyone.

CHB2: Contribute to the delivery of the Community Strategy.

7.2 Assessment of impact on the Community Strategy, Equalities and Sustainability

During the consultation exercise for the Community Strategy, more cycle routes – allowing people to travel safely and sustainably – was a key message identified by consultees, and is now included within the Quality Environment Partnership (Draft) Strategy 2006 - 2014.

Cycling is part of an integrated and safe transport system, which assists in increasing accessibility and promotes social inclusion in a sustainable manner, with a minimum effect on the environment.

8.0 REASON(S) FOR RECOMMENDATION(S)

- 8.1** It is never possible to eliminate risk completely. Members will have to consider if the issues identified in terms of risk can be mitigated to a level considered acceptable in order to approve the cycle track in this location.

9.0 S.E.T. COMMENTS

The evidence from other cycle routes within the County Borough suggests that there is an inconsistency of use between cyclists and pedestrians which would be magnified in this area given the volume of use of Llandudno Promenade.

BACKGROUND PAPERS	LOCATION	WEBSITE INFO.
Environment Scrutiny Committee – 16 February 2006. Cabinet – 21 March 2006.	Conwy Internet.	

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NATIONAL AIMS FOR CYCLE ROUTES

- (a) Any route must minimise dangers for cyclists, pedestrians and other users as far as reasonably practicable and give a feeling of security.
- (b) Routes need to be as direct as possible and that it complements and enhances its environment in such a way that cycling is attractive.
- (c) Routes that cross pedestrian access points require very careful management in particular when there is a high pedestrian density. (These will include disabled, wheelchair users, blind people, the elderly patrons, young children etc)
- (d) Routes should provide the user with good sightlines and lighting where appropriate
- (e) Routes should be built of materials that remain hard and serviceable throughout the year. They should be laid to a camber or cross-fall to give proper drainage and a smooth riding surface.
- (f) Routes should be built of materials that minimises the cleaning and maintenance commitment, which includes where appropriate, winter gritting.
- (g) Routes should give due regard to the inexperienced cyclist or family group and as such segregation may be an option.
- (h) If cycling is introduced within a pedestrian area appropriate signage must be in place to draw attention to and to encourage considerate behaviour by cyclists, possibly with appropriate restrictions at certain times when major public events are staged and enforceable by existing Byelaws.