

WANDSWORTH BOROUGH COUNCIL

PLANNING AND TRANSPORTATION OVERVIEW AND SCRUTINY  
COMMITTEE – 22ND FEBRUARY 2010

EXECUTIVE – 1ST MARCH 2010

Report by the Director of Technical Services on the outcome of a consultation for traffic measures in the Stormont Road area, SW11 (Shaftesbury).

SUMMARY

Background. Paper No. 06-926 reported to this Committee in November 2006 detailed the outcome of investigations into a traffic study on the Stormont Road area. The area under consideration is bounded by Lavender Sweep, Lavender Hill, Garfield Road, Wix's Lane, Clapham Common North Side and Battersea Rise. The main concerns from residents were regarding the problems and potential dangers resulting from the use of their roads by 'rat-running' and 'through' traffic generally and associated vehicular speeding and conflict issues. Following the development of proposals and prolonged discussions with Transport for London (TfL), the Council undertook a consultation exercise on proposed traffic restrictions affecting right turning traffic movements into the residential area from Clapham Common North Side and the reversal of the one-way traffic working in Lavender Gardens. This consultation is now complete and this report presents details of the outcome and proposes a way forward.

Policy. The Mayor approved the Council's Local Implementation Plan (LIP) 2006-2011 in January 2007. This document shows how the Council is assisting the implementation of the Mayor's Transport Strategy to the year 2011. Policy number LIP14 states "The Council will seek to encourage through traffic to use the Transport for London Road Network. (TLRN)" The investigation reported in Paper 06-926 demonstrated that drivers were leaving the TLRN to use residential roads as a through route. The proposals consulted on aim to meet the requirements of LIP14.

Issues/proposals. The scheme proposals consulted on are as detailed in Appendix A of this report and described in paragraphs 6 and 7 in this report. Of the 2733 questionnaires delivered to the consultation area 457 were returned. Appendix B of this report provides a graphical representation of the area consulted. For the purposes of this report this will be known as the Stormont Road Area (SRA). Analysis of the returned questionnaires indicated that in response to the proposal 1 to restrict right turning traffic movements from Clapham Common North Side, 46 % supported this proposal and 46% were against. For the second proposal regarding the hours of operation of the measures in proposal 1, 60% who responded to this question supported 24 hour restrictions and 39% 6.00 am-10.00 am restrictions.

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45% of respondents to proposal 3, to reverse the one-way traffic flow in Lavender Gardens expressed no opinion whilst 32% did not support this measure and 23% did. Responses received from Lavender Gardens did not support proposal 3 by 23 to 11.

As the proposals for this scheme are on sections of highway for which both Wandsworth Council and TfL are both the highway and traffic authority there has been liaison between the two organisations regarding this scheme. Any proposals to proceed would have to be approved by TfL, where it relates to the TLRN directly or be likely to have an effect on this road network.

Options proposed for consideration following the analysis of the consultation responses are provided in Table 5 in this report with the issues to be considered in each case. The recommendations to be pursued are based on the outcome to the consultation exercise and the comments received and are described in paragraphs 21 to 26 of this report.

Director of Finance comments. It is anticipated that TfL, as the responsible highway authority, will fund the works on Clapham Common North Side including the installation of the CCTV camera. Any income resulting from the enforcement of the no-right-turn will be due to TfL. If TfL do not agree to fund the scheme then the cost can be met from within the approved Highways capital programme. Following the implementation of the scheme to prevent right turning from Clapham Common North Side any works required to Lavender Gardens can also be met from the existing approved Highways capital programme.

Conclusions. There is a need to address residents concerns associated with through traffic using residential areas in accordance with Council Policy. This has been identified as an issue for the Stormont Road area and measures have been proposed to address this. Public consultation on these proposals has been undertaken, the results have been analysed and it is proposed to implement measures to address the through traffic issue under an experimental traffic order so that the effects can be monitored.

It is further proposed that consideration be given to the development of alternative measures for Lavender Gardens.

### GLOSSARY

DTS	Director of Technical Services
LIP	Local Implementation Plan
SRA	Stormont Road Area
TfL	Transport for London
TLRN	Transport for London Road Network

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1. **Recommendation.** The Planning and Transportation Overview and Scrutiny Committee are asked to support the recommendation in paragraph 3.
2. If the Overview and Scrutiny Committee approve any views, comments or recommendations on the report, these will be reported to the Executive or the appropriate regulatory or other committees for their consideration.
3. The Executive is recommended to: -
  - a) note the consultation undertaken by the Council; and
  - b) instruct the Director of Technical Services to;
    - (i) progress with TfL the implementation of the proposed restrictions as described in the report relating to Clapham Common North Side, namely to ban right turning traffic movements from Clapham Common North Side into Wix's Lane, Taybridge Road, Jedburgh Street, Tregarvon Road, Forthbridge Road and Stormont Road under an experimental traffic management order to operate 24 hours a day;
    - (ii) monitor the effect of the Clapham Common North Side restrictions on the SRA residential road network;
    - (iii) agree not to progress the proposed restrictions as consulted on for Lavender Gardens as detailed in this report namely the reversal of the existing one-way traffic working in Lavender Gardens; and
    - (iv) determine the need for any mitigation measures for Lavender Gardens to be approved by the Standing Order No.83(A) procedure.
4. **Background.** Traffic management measures proposed to address concerns raised by residents about 'rat-running' and 'through' traffic generally and vehicle conflicts in particular were detailed in Paper No. 06-936 supported by this Committee and approved by the Executive on 27<sup>th</sup> November 2006. Subsequent meetings were held with the Emergency Services firstly, and then TfL to approve proposals to restrict traffic turning from Clapham Common North Side into the Stormont Road residential area. The scheme proposals were amended to reflect comments from statutory consultees and were subsequently agreed with these parties. Further separate meetings were held with TfL and the proposals were revised accordingly for approval by TfL prior to consulting publicly with residents and businesses.
5. Initially TfL would not support the proposals along Clapham Common North Side due to the effect this would have on the TLRN. Meetings were held in January 2008 between Councillors, officers and residents' representatives to discuss progress as well as a further meeting held with TfL and residents' representatives in February 2008. TfL suggested that changes to the traffic signal operation on Clapham Common North Side undertaken in 2008 should assist with the through traffic problem. This is now under review. Following the intervention of the Wandsworth GLA Member Richard Tracey, who was contacted by residents' representatives from the SRA, further meetings were held with residents/officers in October 2008 and with TfL and Council officers in February and March 2009. This resulted in TfL committing to reassess the

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Council's original proposals. New traffic surveys were undertaken by the Council to assist TfL with the process and following TfL's reassessment of the scheme the Director of Technical Services (DTS) conducted a public consultation exercise on an agreed revised scheme. The consultation was undertaken between November and December 2009.

6. **The Scheme.** The original scheme as presented to this Committee in November 2006 consisted of central medians in Lavender Hill and Clapham Common North Side that would provide a physical deterrent for right turning movements into the side road junctions and the reversal of the direction of the one-way traffic flow in Lavender Gardens. It was proposed that these measures would be enforced by experimental Traffic Management Orders which would ban the relevant right turning movements and reverse the one way flow of traffic in Lavender Gardens and permit these measures to be put in on a temporary basis so that their effectiveness can be established, before making a decision to make the order permanent or not.
7. Following initial discussions with the Emergency Services it was necessary to revise these proposals. The physical central medians were replaced with the junctions being signed only to indicate the restricted movement. These restrictions were to be enforced by CCTV. The Emergency Services expressed concern regarding being able to expediently access the SRA in the case of an emergency with the physical deterrent of the central medians in place. Discussions with TfL took much longer to resolve taking into consideration their initial objections to the proposals along Clapham Common North Side. As a result and following further reviews of the traffic flows in the area it was determined that it would not be necessary to consider restricting the traffic turning right from Lavender Hill. Hence the agreed revised scheme that was consulted upon as shown in Appendix A.
8. **Consultation.** The public consultation on the proposed scheme was undertaken by the Council and consisted of the delivery of 2733 questionnaires, to residents and businesses within the defined consultation area. See Appendix B. The consultation period began mid November 2009 and ended mid December 2009. Consultation documents received for a period up to early January 2010 were accepted to account for any postal service disruptions at this time of year. Prior to the public consultation the Council undertook a consultation exercise with the Police, Emergency Services bus companies and TfL as outlined earlier in this report.
9. During the consultation period 10 telephone calls were received in relation to the proposals as well as 12 separate items of correspondence in addition to the consultation document return form. Amongst the reasons for the calls were; clarification regarding the proposals, expression of views for or against the scheme; to voice concerns about the perceived effect of the scheme should it be implemented; and other general comments relating to specifics of the proposed scheme. Paragraphs 16-20 of this report provide further detail.
10. **Consultation Outcome.** Of the 2733 total questionnaires delivered, 457 were returned this represents a response rate of 16.7%. Details of the deliveries to

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each road in the consultation area and the response rates are provided in Table 1 below.

Table 1 – Response Rate

	<b>Road</b>	<b>Number Delivered</b>	<b>Responses Received</b>	<b>Response Rate</b>
1	Altenburg Gardens	165	17	10.30%
2	Craven Mews	17	0	0
3	Crosland Place	4	0	0
4	Elsbeth Road	165	16	9.70%
5	Fontarabia Road	75	17	22.67%
6	Forthbridge Road	93	13	13.98%
7	Freke Road	26	7	26.92%
8	Garfield Mews	14	0	0
9	Garfield Road	93	13	13.98%
10	Gowrie Road	101	24	23.76%
11	Jedburgh Street	71	20	28.17%
12	Lavender Gardens	162	34	20.99%
13	Longbeach Road	65	10	15.38%
14	Marjorie Grove	68	7	10.29%
15	Marmion Mews	10	0	0
16	Marmion Road	84	16	19.05%
17	Marney Road	125	19	15.20%
18	Meteor Street	29	5	17.24%
19	Mysore Road	172	12	6.98%
20	Nansen Road	73	13	17.81%
21	Rush Hill Mews	16	0	0
22	Rush Hill Road	58	0	0
23	Sisters Avenue	260	20	7.69%
24	Stormont Road	174	66	37.93%
25	Sugden Road	185	26	14.05%
26	Taybridge Road	198	51	25.76%
27	Thirsk Road	86	12	13.95%
28	Tregavon Road	73	21	28.77%
29	Wixs Lane	71	18	25.35%
	<b>TOTAL</b>	<b>2733</b>	<b>457</b>	16.72%

It should be noted that of the 29 roads consulted responses were received from 23 roads only. No responses were received from addresses in Craven Mews, Crosland Place, Garfield Mews, Marmion Mews, Rush Hill Mews and Rush Hill Road.

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11. Three proposals were consulted on. Proposal 1 was for a series of banned right turns into the SRA from Clapham Common North Side. Proposal 2 linked directly to proposal 1 related to proposed hours of operation of the right turn bans. Proposal 3 was for the reversal of the existing one-way working in Lavender Gardens . For proposal 1, of those who responded 46% were in favour of the scheme, 46% against and 8% expressed no opinion. Those who responded yes to proposal 1 provided the response to proposal 2, the hours that these proposed right turn measures should operate. There was a clear preference indicated for the 24-hour restrictions, this being supported by 60% of those responding. For proposal 3, reversal of the existing one-way traffic direction in Lavender Gardens 23% responded in favour, 32% against and 45% expressed no opinion.
12. **Analysis.** **Proposal 1** - A breakdown of the response to proposal 1 by road is provided in Table 2 below.

Table 2 – Response to Proposal 1 by Road

		Proposal 1. Do you support the proposed introduction of right turns from Clapham Common North Side?		
No.	Road	NO	NO OPINION	YES
1	Altenburg Gardens	53%	29%	18%
2	Elspeth Road	81%	0%	19%
3	Fontarabia Road	65%	11%	24%
4	Forthbridge Road	69%	8%	23%
5	Freke Road	71%	0%	29%
6	Garfield Road	46%	23%	31%
7	Gowrie Road	42%	8%	50%
8	Jedburgh Street	55%	0%	45%
9	Lavender Gardens	53%	15%	32%
10	Longbeach Road	80%	10%	10%
11	Marjorie Grove	57%	0%	43%
12	Marmion Road	56%	0%	44%
13	Marney Road	53%	10%	37%
14	Meteor Street	80%	0%	20%
15	Mysore Road	25%	25%	50%
16	Nansen Road	46%	8%	46%
17	Sisters Avenue	45%	10%	45%
18	Stormont Road	8%	0%	92%
19	Sugden Road	42%	12%	46%
20	Taybridge Road	24%	7%	69%
21	Thirsk Road	50%	8%	42%
22	Tregarvon Road	81%	5%	14%
23	Wix's Lane	72%	0%	28%
<b>GRAND TOTAL</b>		<b>46%</b>	<b>8%</b>	<b>46%</b>

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13. Respondents in both Stormont Road and Taybridge Road which are both directly off Clapham Common North Side and have a history of providing representations to the Council regarding through traffic problems, voted overwhelming in support of proposal 1. Sugden Road responses also indicated support for proposal 1. Respondents from two further roads Mysore Road, (adjacent to Elspeth Road) and Gowrie Road (linking Stormont Road and Taybridge Road) returned a response in support of this proposal. Nansen Road that also links Stormont Road and Taybridge Road and Sisters Avenue off Clapham Common North Side had equal number voting yes and no. The remaining 16 out of the 23 roads that provided a response were not in support of proposal 1. However, in response to proposal 1 the overall number of respondents voted almost equally with 212 YES votes (46%) and 209 NO (46%).
14. Proposal 2 - There were 210 respondents received in total regarding the hours of operation. This effectively represented those that had expressed support for the measures in proposal 1. Of the 210, 125(60%) supported the 24-hour period of operation whilst 82(39%) supported the 6am-10 am period.
15. Proposal 3 - A breakdown of the response to proposal 3 by road is provided in Table 3 below.

Table 3 – Response to Proposal 3 by Road

No.	Road	Proposal 3. Reversing the one-way direction in Lavender Gardens?		
		NO	NO OPINION	YES
1	Altenburg Gardens	71%	11%	18%
2	Elspeth Road	87%	13%	0%
3	Fontarabia Road	44%	50%	6%
4	Forthbridge Road	18%	82%	0%
5	Freke Road	29%	57%	14%
6	Garfield Road	15%	62%	23%
7	Gowrie Road	12%	60%	28%
8	Jedburgh Street	25%	55%	20%
9	Lavender Gardens	68%	0%	32%
10	Longbeach Road	56%	44%	0%
11	Marjorie Grove	29%	14%	57%
12	Marmion Road	44%	37%	19%
13	Marney Road	32%	52%	16%
14	Meteor Street	25%	75%	0%
15	Mysore Road	10%	45%	45%
16	Nansen Road	15%	70%	15%
17	Sisters Avenue	58%	21%	21%
18	Stormont Road	8%	57%	35%
19	Sugden Road	46%	23%	31%
20	Taybridge Road	6%	61%	33%

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21	Thirsk Road	31%	69%	0%
22	Tregarvon Road	37%	47%	16%
23	Wix's Lane	50%	44%	6%
<b>GRAND TOTAL</b>		<b>33%</b>	<b>45%</b>	<b>23%</b>

Responses received from 7 of the 23 roads that returned the questionnaire indicated that the reversal proposals were not supported. These roads included Lavender Gardens who voted 23 against 11 in support. Responses from those roads immediately adjacent to Lavender Gardens i.e. Altenburg Gardens and Elspeth Road were also amongst those clearly not in support of the proposals. However, the responses rates were low from these roads as indicated in Table 1, paragraph 10 of this report. The majority of the respondents expressed no opinion regarding this proposal i.e. this was the clear response from 14 of the 23 roads. Only the 7 responses received from 68 delivered to Marjorie Grove indicated overall support by 4 against 2, whilst the vote was split for Mysore Road with 45% each for supporting and no opinion being expressed.

16. **Consultation/resident comments.** Various comments were received on the returned questionnaires, with in the region of 58% containing comments. Table 4 below provides a summary of the most common comments made together with the percentage share when compared with each other.

Table 4 – Consultation Comments

<b>Comment</b>	<b>Percentage</b>
Proposals will cause traffic congestion/displacement to other areas within the SRA and inconvenience problems for residents and their visitors.	60.6
Hours of operation issues	16.9
Issues associated with the schools in the area	11.9
Lavender Gardens issues	10.6

17. Three in every five of the returned questionnaires that included comments raised concerns relating to anticipated traffic congestion/traffic disruption and problems with accessing residential properties. For some there appeared to be an acceptance that as Clapham Common North Side was congested it would be necessary for through traffic to be able to divert off this road to use roads in the SRA. A few people commented that they did not accept that there is a through traffic problem in the area and as such they felt that they would be unfairly penalised by the proposals by having to drive for longer distances to access their properties.
18. Comments regarding the hours of operation generally related to support for one of the suggested hours of operation should the right turn restrictions be proposed following consultation. Other comments related to whether the restrictions would operate at the weekends. The majority of those commenting on school issues suggested that the school runs to the schools in the SRA created some of the traffic problems in the area and that this should be addressed. A few comments related to road safety concerns associated with school children using the schools. The comments received regarding Lavender

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Gardens related to the perceived traffic effect should the proposal be implemented as well as comments from residents of Lavender Gardens regarding the proposed reversal of the one-way traffic working.

19. The comments in Table 4 represent 59% of the overall comments received. The remaining 41% were made up of a range of comments including; expressions of support or opposition to the proposals, requests for the consideration of a 20mph zone for the area, the likelihood of 'U' turns occurring, specific traffic calming suggestions for roads within the SRA, limiting the proposals to certain roads, the operation of the traffic signals at Clapham Common North Side/Cedars Road and suggestions regarding the funding associated with this scheme.
20. During the consultation period, the Shaftesbury ward Councillors received a request for a meeting with the residents of Lavender Gardens. This meeting took place on 7<sup>th</sup> January 2010 and was attended by Councillor Senior, officers from the Technical Services Department and six residents from Lavender Gardens. Issues discussed included the proposed scheme and in particular the proposals for Lavender Gardens. The residents present indicated that there would be no support for these measures, whilst highlighting traffic speed and volume issues associated with Lavender Gardens. The residents presented a range of alternative traffic measures for Lavender Gardens and these were discussed. Councillor Senior stated that the issues discussed would be taken into consideration, along with all the other views presented, as part of the process to determine recommendations following the consultation process.
21. **Recommendations.** The overall results of the consultation exercise indicate that the response to proposal 1 where respondents have indicated Yes or No is split more or less 50 – 50. Proposal 2 linked to proposal 1 regarding the hours of operation is clearly in support of 24-hour restrictions. The response to proposal 3 regarding reversing the one-way traffic flow in Lavender Gardens, whilst indicating that of the 443 responses received to this question 144 said NO and 101 YES, the majority 198 expressed no opinion. In response to the outcome of the consultation exercise and the comments received the following options are presented and considered in Table 5 below in order to propose a way forward.

Table 5 – Options following Consultation

OPTION	ISSUES
<p><b><u>OPTION 1.</u></b> Proceed to implement the proposals as detailed in the consultation document</p>	<p>No clear support from public consultation for proposal 1, however this would address issues of through traffic originally identified for the SRA. 24 hour restrictions would be supported should this proceed. By reversing the flow of traffic in Lavender Gardens it is likely that this would address the potential for increased traffic flows as anticipated by the investigation, however residents representatives from Lavender Gardens have clearly indicated that they would not support this proposal and it was not supported by the outcome of the consultation.</p>
<p><b><u>OPTION 2.</u></b> Proceed to implement the right turn restrictions from Clapham Common North Side but not the reversal of the one-way traffic flow in Lavender Gardens</p>	<p>As option 1 this would address issues of through traffic originally identified for the SRA. 24 hour restrictions would be supported should this proceed. However, it is likely that traffic flows would increase in Lavender Gardens and therefore alternative measures would have to be considered in mitigation.</p>
<p><b><u>OPTION 3.</u></b> Do not progress any of the measures.</p>	<p>Not clearly supported by the overall outcome of consultation and would mean that Councils objectives “...<b>to encourage through traffic to use the Transport for London Road Network</b>” could not be achieved.</p>

22. It is important that the results of the consultation exercise are fully taken into consideration in determining a way forward. In this case there is no clear indication of support or rejection of proposal 1, although purely on a number count proposal 1 is supported by 212 to 209. In response to the issues identified in the SRA, the DTS has proposed measures to address these issues and considers these necessary to proceed to implementation stage. In recognition of the potential for traffic flow patterns to be altered in the area it was proposed to implement these right turn restrictions under an experimental order so that the effects could be monitored over a defined period (between 12-18 months) to determine if the restrictions should be made permanent or

not. The response to proposal 2 clearly indicated support for 24-hour operation should proposal 1 proceed.

23. It is therefore recommended to implement the right turn restrictions under an experimental order to operate 24 hours. It would be necessary to formally agree these restrictions with TfL, including methods of enforcement so that they may be implemented on site, be properly enforced and monitored as outlined. As well, the issue regarding the operation of the traffic signal at Clapham Common North Side/Cedars Road, will be pursued with TfL so that the maximum time possible can be provided for right turning traffic at this junction.
24. The proposal for the reversal of one-way traffic flow in Lavender Gardens was determined as necessary following investigation of the issues in the SRA and as a result of the recommendations to restrict traffic turning right from Clapham Common North Side. With proposal 1 in place it is expected that traffic flows would increase in Lavender Gardens. The meeting held with residents from Lavender Gardens, in January 2010, indicated that they would not be in favour of this measure regardless of the outcome of proposal 1. They have also presented alternatives for the Council to consider addressing their concerns related to traffic using Lavender Gardens. The overall outcome of the consultation exercise relating to proposal 3 does not support it being progressed.
25. Therefore it is proposed not to progress proposal 3, the reversal of the one-way working in Lavender Gardens. The DTS has concerns regarding the effect of traffic flow on this road should proposal 1 be implemented. Therefore the DTS considers it necessary to investigate further the need for other traffic measures in Lavender Gardens in mitigation. It is therefore proposed that the DTS determine proposals for Lavender Gardens and consult with the residents of Lavender Gardens regarding their introduction. Approval for any measures developed would be sought via the Council's Standing Order No.83(A) procedure.
26. It is also proposed that monitoring be carried out to determine the traffic effects on the local SRA road network following implementation of the restrictions along Clapham Common North Side. There were strong expressions of concern regarding the effect proposal 1 could have on traffic in the SRA from those that provided comments on the questionnaire. Therefore, the DTS would need to be able to determine the effectiveness of these measures in addressing the issue of through traffic using the SRA and any other traffic issues that may arise as a result. This would permit a decision to be made regarding whether to make the experimental traffic order permanent or not.
27. **Scheme cost/programme.** The estimated scheme cost for the implementation of the right turning restrictions would need to be determined with TfL as they are the highway and traffic authority for Clapham Common North Side. The measures to be implemented on the highway for which the Council is responsible are expected to relate to Lavender Gardens for which approval would be sought by the Standing Order No.83(A) process once these have

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been developed. It is expected that TfL will fund the measures to be implemented on the TLRN from their own budgets. The programming of these works will be dependent on TfL approvals.

28. **Comments from the Director of Finance.** It is anticipated that TfL, as the responsible highway authority, will fund the works on Clapham Common North Side including the installation of the CCTV camera. Any income resulting from the enforcement of the no-right-turn will be due to TfL. If TfL do not agree to fund the scheme then the cost can be met from within the approved Highways capital programme. Following the implementation of the scheme to prevent right turning from Clapham Common North Side any works required to Lavender Gardens can also be met from the existing approved Highways capital programme.
30. **Conclusion.** The Council has been made aware of issues associated with through traffic using the Stormont Road residential area and in response proposed measures that were considered by this Committee in November 2006. Consultation with firstly the Emergency Services and then TfL resulted in the public consultation exercise being undertaken, the results of which form the basis of this report. In analysing of the returned questionnaires the DTS concludes that it is necessary to propose to introduce measures to prevent right turning traffic from Clapham Common North Side accessing the SRA and to reconsider associated proposals for Lavender Gardens.
31. It is proposed that the measures be introduced under an experimental traffic order so that the traffic effects of the restrictions can be monitored before a decision is made regarding making this order permanent or not. The proposals affecting Clapham Common North Side and the enforcement of the restrictions from this road will need to be discussed and agreed with TfL.

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12th February 2010

### **Background Papers**

The following background papers were used in the preparation of this report: -

All reports to Overview and Scrutiny Committees, regulatory and other committees, the Executive and the full Council can be viewed on the Council's website ([www.wandsworth.gov.uk/moderngov](http://www.wandsworth.gov.uk/moderngov)) unless the report was published before May 2001, in which case the Committee Secretary (Mr M Newton– 020 8871 6488; email [mnewton@wandsworth.gov.uk](mailto:mnewton@wandsworth.gov.uk) can supply it if required).