



THE LONDON BOROUGH  
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DATE: 7 December 2018

To: Members of the

**ENVIRONMENT AND COMMUNITY SERVICES  
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

Councillor Will Harmer (Chairman)

Councillor David Jefferys (Vice-Chairman)

Councillors Mark Brock, Ian Dunn, Colin Hitchins, Samaris Huntington-Thresher,  
Will Rowlands, Melanie Stevens and Kieran Terry

A special meeting of the Environment and Community Services Policy Development  
and Scrutiny Committee will be held at Bromley Civic Centre on **MONDAY 17  
DECEMBER 2018 AT 7.00 PM**

MARK BOWEN

Director of Corporate Services

*Copies of the documents referred to below can be obtained from  
<http://cds.bromley.gov.uk/>*

**A G E N D A**

- 1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS**
- 2 DECLARATIONS OF INTEREST**
- 3 ORPINGTON: CROFTON ROAD CYCLE ROUTE: CALL-IN (Pages 3 - 20)**

Farnborough and Crofton ward

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Report No.  
CSD18184

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** ENVIRONMENT AND COMMUNITY SERVICES  
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

**Date:** Monday 17 December 2018

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** ORPINGTON: CROFTON ROAD CYCLE ROUTE: CALL-IN

**Contact Officer:** Graham Walton, Democratic Services Manager  
Tel: 0208 461 7743 E-mail: graham.walton@bromley.gov.uk

**Chief Officer:** Mark Bowen, Director of Corporate Services

**Ward:** Farnborough and Crofton

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1. Reason for report

- 1.1 At its last meeting on 20<sup>th</sup> November 2018, this Committee considered a report on the proposed Crofton Road Cycle Route in Orpington. The Committee supported the proposals and the Environment and Community Services Portfolio Holder subsequently decided on 26<sup>th</sup> November 2018 to approve the proposals. The decision has been called-in and the Committee is asked to consider what action should be taken in response to the call-in.
- 

2. **RECOMMENDATIONS**

The Committee is recommended to agree one of the following options in response to the call-in:

- (i) to take no further action on the call-in;
- (ii) to refer the decision back to the Executive giving reasons why it should be reconsidered.

## Impact on Vulnerable Adults and Children

1. Summary of Impact: Not Applicable
- 

## Corporate Policy

1. Policy Status: Existing Policy:
  2. BBB Priority: Quality Environment Safe Bromley Supporting Independence Healthy Bromley Regeneration:
- 

## Financial

1. Cost of proposal: Estimated Cost: £673k
  2. Ongoing costs: Recurring Cost: Any future maintenance costs will be funded from the existing highway maintenance budgets.
  3. Budget head/performance centre: LIP 'Cycling and Walking' 2018/19 and 'Cycle Infrastructure' 2019/20
  4. Total current budget for this head: ££924k in 2018/19, of which £390k is available for this scheme. It is expected that £600k will be available in 2019/20, part of which could be allocated to this scheme if required
  5. Source of funding: TfL LIP Funding
- 

## Personnel

1. Number of staff (current and additional): Existing Staff Resources
  2. If from existing staff resources, number of staff hours: 60 Hours
- 

## Legal

1. Legal Requirement: Non-Statutory - Government Guidance:
  2. Call-in: Applicable: The proposal has been called in.
- 

## Procurement

1. Summary of Procurement Implications: None
- 

## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Local residents and visitors
- 

## Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: Ward Members have raised a number of concerns with regards to the previous scheme drawings so the design has been revised.

### 3. COMMENTARY

3.1 At its meeting on 10<sup>th</sup> October 2018 the Committee had been due to consider a report on the proposed Crofton Road Cycle Route in Orpington. The report was withdrawn from the agenda to allow Ward Members more time to consider the revised design and reach a view. The report was considered by the Committee at its next meeting on 20<sup>th</sup> November 2018. The Committee supported the proposals and the Environment and Community Services Portfolio Holder subsequently decided on 26<sup>th</sup> November 2018 to approve the scheme.

3.2 On 3<sup>rd</sup> December 2018, notice of a call-in was received from Councillors Tony Owen, Simon Fawthrop, Russell Mellor, Keith Onslow and Harry Stranger. The reasons given for the call-in were -

1. The expenditure proposed is not a good use of taxpayers' money
2. The demand for the works proposed is not proven
3. The works will make travel times worse for buses and other vehicles
4. The works will lengthen emergency vehicle response times on a critical major route from the Princess Royal University Hospital

3.3 The two options before a PDS Committee when considering a call-in are –

(i) to take no further action on the call-in (in which case the decision may be implemented); or

(ii) to refer the decision back to the Executive giving reasons why it should be re-considered.

In exceptional circumstances, a decision may be referred back to full Council for full Council to consider whether to refer it back to the Executive, but only where the Committee believes, on appropriate officer advice, that there is an intention by the Executive to take action that is contrary to law or the policy and budget framework of the Council. This does not apply in this case.

3.4 The following appendices are attached to this report –

Appendix A: Portfolio Holder's decision (26<sup>th</sup> November 2018)

Appendix B: Report to the PDS Committee (20<sup>th</sup> November 2018)

Minutes from the Environment and Community Services PDS Committee meeting on 20<sup>th</sup> November 2018 will be circulated as soon as they are available.

<b>Non-Applicable Sections:</b>	Impact on vulnerable adults and children/Policy/Financial/Personnel/Legal/Procurement
Background Documents: (Access via Contact Officer)	Environment PDS Committee report, July 2017, 'Proposals for improvements to the Orpington Cycling and Walking Network'.

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**LONDON BOROUGH OF BROMLEY**

**STATEMENT OF EXECUTIVE DECISION**

The Portfolio Holder for Environment and Community Services, Councillor William Huntington-Thresher, has made the following executive decision:

**ORPINGTON: CROFTON ROAD CYCLE ROUTE**

**Reference Report (ES18063):**

*Orpington: Crofton Road Cycle Route*

*Orpington - Crofton Road Cycle Route - Appendix - Part A*

*Orpington - Crofton Road Cycle Route - Appendix - Part B*

**Decision:**

**(1) Progression of the scheme to detailed design and implementation is approved.**

**(2) The cost of the scheme is to be met from the 2018/19 TfL LIP budget for Cycling and Walking and the 2019/20 TfL LIP budget for Cycling and Walking.**

**Reasons:**

TfL's London-wide Strategic Cycling Analysis identifies Crofton Road as potentially having a high volume of short trips by cycling (switching from car and bus) with appropriate infrastructure provided. The section of Crofton Road proposed for a scheme is within the top 5-10% of connectors for potential cycling trips in London with analysis showing a potential to switch over 21,000 trips per day to cycling to and from Orpington town centre and railway station.

The scheme proposed for Crofton Road also offers improvement for pedestrians and bus passengers, primarily on the narrower section of Crofton Road, between Crofton Avenue and Ormonde Avenue. Additionally, provision will be made for new trees and some landscaping.

Following consultation and a number of meetings with Crofton Ward Members and residents to understand local concerns, the design of a revised scheme (October 2018) at a cost of £850k raised further issues and an updated scheme outlined in drawings appended to Report ES18063 now removes the proposed cycle facilities between Ormonde Avenue and Crofton Avenue. The junction improvement at Ormonde Avenue is also now deleted from the scheme. However, pedestrian improvements along this section of Crofton Road remain.

Improved cycle and pedestrian facilities are retained in the design of the Crofton Avenue to Orpington Station section. However, as the cycle route does not continue westward along Crofton Road past Crofton Lane, some of the deflection at the mini-roundabout shown in the drawing will not now be required.

This latest design benefits pedestrians as well as cyclists through improved footways,

wider refuges and new zebra crossings, and bus users will also have improved waiting facilities. Lower vehicle speeds can be expected from reduced carriageway width between Crofton Avenue and Orpington Station and from changes to refuges and road markings on the Crofton Avenue to Ormonde Avenue section.

A need to fell 33 trees was taken forward in August due to their potential impact on surrounding boundary walls rather than as a result of this scheme. However, it is hoped to replace a majority of the trees through this scheme.

The revised scheme cost will be £673k (sufficient to cover any realistic contingency). The works will be phased over the 2018/19 and 2019/20 financial years. A sum of £390k will be funded from the 2018/19 TfL LIP budget for Cycling and Walking with the remaining balance funded from the TfL LIP budget for Cycle Infrastructure 2019/20. Any future maintenance costs will be funded from the existing highway maintenance budgets.

Options to extend the cycle route along Lovibonds Avenue will also be investigated at a later stage in view of cycling demand in roads to the south of Crofton Road.

The proposed decision was scrutinised by the Environment and Community Services PDS Committee on 20th November 2018 and the Committee supported the proposal.

.....  
Councillor William Huntington-Thresher  
Environment and Community Services Portfolio Holder

**Mark Bowen**  
**Director of Corporate Services**  
**Bromley Civic Centre**  
**Stockwell Close**  
**Bromley BR1 3UH**

**Date of Decision:** 26 November 2018  
**Implementation Date (subject to call-in):** 3 December 2018  
**Decision Reference:** ENV18012



PART ONE - PUBLIC

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**Decision Maker:** ENVIRONMENT PORTFOLIO HOLDER

For Pre-Decision Scrutiny by the Environment & Community  
Services PDS Committee on:

**Date:** 20<sup>th</sup> November 2018

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** ORPINGTON: CROFTON ROAD CYCLE ROUTE

**Contact Officer:** David Bond  
Transport Strategy & Projects Manager  
020 313 4555  
david.bond@bromley.gov.uk

**Chief Officer:** Nigel Davies, Executive Director of Environment & Community Services

**Ward:** Farnborough and Crofton Ward

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1. Reason for report

1.1 To inform Members of the latest position with regard to the progress of this scheme.

1.2 To seek authority from the Portfolio Holder to proceed with implementation of the scheme.

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2. **RECOMMENDATIONS**

2.1 That Members note:

- the consultation that has taken place and the level of public support;
- the design changes that have been made to address the concerns raised.

2.2 That the Portfolio Holder:

- gives approval to progress to detailed design and implementation;
- gives approval for the cost of the scheme to be met from the 2018/19 TfL LIP budget for Cycling and Walking along with the 2019/20 TfL LIP budget for Cycling and Walking.

## Impact on Vulnerable Adults and Children

1. Summary of Impact: Beneficial
- 

## Corporate Policy

1. Policy Status: Existing Policy:
  2. BBB Priority: Quality Environment Safe Bromley Supporting Independence Healthy Bromley
- 

## Financial

1. Cost of proposal: Less than £850k, however actual costs will be reported on the night of the meeting
  2. Ongoing costs: Any future maintenance costs will be funded from the existing highway maintenance budgets
  3. Budget head/performance centre: LIP 'Cycling and Walking' 2018/19 and 'Cycle Infrastructure' 2019/20
  4. Total current budget for this head: £924k in 2018/19, of which £390k is available for this scheme. It is expected that £600k will be available in 2019/20, part of which could be allocated to this scheme if required
  5. Source of funding: TfL LIP Funding
- 

## Personnel

1. Number of staff (current and additional): Existing staff resources
  2. If from existing staff resources, number of staff hours: 60 hours
- 

## Legal

1. Legal Requirement: Non-Statutory - Government Guidance:
  2. Call-in: Applicable
- 

## Procurement

1. Summary of Procurement Implications:  
None
- 

## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): local residents and visitors
- 

## Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes

2. Summary of Ward Councillors comments: Ward Members have raised a number of concerns with regards to the previous scheme drawings so the design has been revised.

### 3. COMMENTARY

3.1 Crofton Road has been identified in TfL's Strategic Cycling Analysis for the whole of London as a road with a potentially high volume of switchable short trips from car and bus to cycling if the right infrastructure is provided. For the Borough it is one of the corridors with the highest potential to switch trips to cycling. Indeed the section of Crofton Road proposed for this scheme is within the top 5-10% of connectors for potential cycling trips in London and analysis shows that there is the potential for over 21,000 trips per day to be switched to cycling with the right infrastructure to/from Orpington town centre. These trips to the station and to local destinations will remove car trips from the road, decreasing the volume of traffic and with it congestion in the long term

3.2 The proposed scheme also offers improvement for pedestrians and bus passengers, primarily on the narrower section of Crofton Road, between Crofton Avenue and Ormonde Avenue, along with public realm improvements in respect to new trees and landscaping.

3.3 Current thinking is that safety for cyclists can be improved with quality infrastructure such as this, and that the greater the number cycling in an area the better the safety, which effectively means 'safety in numbers'. Whilst KSIs for pedal cycles are disproportionate to their mode share in the Borough at present, schemes like this are vital to improve safety for those who do choose to cycle and also reduce conflict and anxiety of motorists around cycles by providing segregation.

3.4 With regard to poor health and inactivity it has been shown that the impact of people not exercising as part of their daily lives e.g. walking to the shops or a short cycle trip/walk to the station is, in the long term, far more dangerous to health than the risk of causality posed by walking, cycling or using public transport, especially when on dedicated infrastructure such as that proposed here; there are also direct costs to the taxpayer of health care associated with inactivity. The Borough continues to offer a comprehensive cycle training programme, to help cyclists analyse the risk and deal with it appropriately.

3.5 The Crofton Road scheme was first reported to PDS on 12<sup>th</sup> July 2017 for initial approval and was contained within the report 'PROPOSALS FOR IMPROVEMENTS TO THE ORPINGTON CYCLING AND WALKING NETWORK' (ES17050), which set out a strategy to develop a number of proposals for investing in walking and cycling infrastructure in and around Orpington over a number of years, to form a core local cycling and walking network.

3.6 In July 2017 the Environment Portfolio Holder gave approval to the outline proposals for a safe and segregated cycle facility on Crofton Road (A232) to enable Officers to undertake public consultation and subsequent construction of the scheme. Whilst approval in principle was given, Ward Members and the Crofton Residents' Association were concerned about the proposals and Officers therefore met with them on a number of occasions between the PDS meeting and December 2017 to try to resolve the issues raised.

3.7 In their December 2017 Newsletter, the Crofton Residents Association sent out 2,073 consultation letters outlining how the proposals had changed since they were first presented to PDS in response to the CRA's and local residents' concerns. This was delivered to all households covered by the Crofton Residents' Association (CRA) and not just to members of the CRA.

3.8 Residents were invited to submit their comments to the Council and, in total, 26 responses were received. Officers have undertaken a careful analysis of each response and grouped them into 4 categories, as follows;

- 65% of respondents were either supportive of the scheme or supportive but wanted it to go further
- 23% opposed the proposals
- 12% were in support of some aspects of the proposals.

However, the CRA did not agree with the results of the analysis and did not believe that sufficient consultation had taken place.

3.9 Several further meetings with the CRA and Ward Members, including a site visit with the Portfolio Holder and Borough Arbocultural Officer, took place during 2018 to understand the issues and concerns they had in order to inform the outline designs for the scheme. A particular issue was raised about the trees that had been marked for felling as some local residents believed that it was as a result of the scheme and thought that things were pressing ahead before final agreement had been reached.

3.10 A total of 33 trees were identified as requiring removal because of their potential impact on surrounding boundary walls and, therefore, had nothing to do with the proposed scheme and would have taken place anyway. It is hoped that a number of these trees can be replaced as a result of the new scheme and precise locations are currently being discussed with the Council's Arbocultural Officer.

3.11 A revised design was presented to the Ward Councillors in October, who raised a number of concerns with regard to the design and the scheme cost of £850k. As a result of this the scheme has been further revised to remove the proposed cycle facilities between Ormonde Avenue and Crofton Avenue, although improvements to the pedestrian facilities along this section will remain. Improved cycle and pedestrian facilities, as currently proposed, will remain as a key part of the scheme along the section between Crofton Avenue and Orpington Station. The drawings are appended (CR/100/GA/PD – Crofton Road Preliminary Design). The revised cost of the scheme is expected to be reduced significantly and will be reported back to Members on the night of the PDS meeting.

3.14 In addition to the benefits to cyclists, the scheme will continue to bring benefits to pedestrians through improved footways, wider refuges and new zebra crossings plus bus users with higher quality waiting facilities. Because the carriageway width between Crofton Avenue and Orpington Station is proposed to be reduced, a lowering of vehicle speeds would be expected which should, also reduce the severity of accidents, thereby improving road safety.

3.12 Reviewing the demand from cyclists indicates that a particular demand arises from the streets to the south of Crofton Road and options to extend the cycle route along Lovibonds Avenue to serve this area will be investigated at a later date.

3.15 The cost of the scheme will come from two years' of LIP funding, with the intention of the work starting on site in 2018/19 and being completed in 2019/20.

#### **4 IMPACT ON VULNERABLE ADULTS AND CHILDREN**

4.1 Beneficial

#### **5. POLICY IMPLICATIONS**

5.1 Consistent with the Council's objective of delivering high quality cycling and walking routes.

#### **6. PROCUREMENT IMPLICATIONS**

6.1 There are no direct procurement implications as the scheme is to be implemented by the Council's term highways contractor. This is provided for the inclusion of this type of work, within an EU compliant tender, and therefore there is not a requirement to tender this work separately.

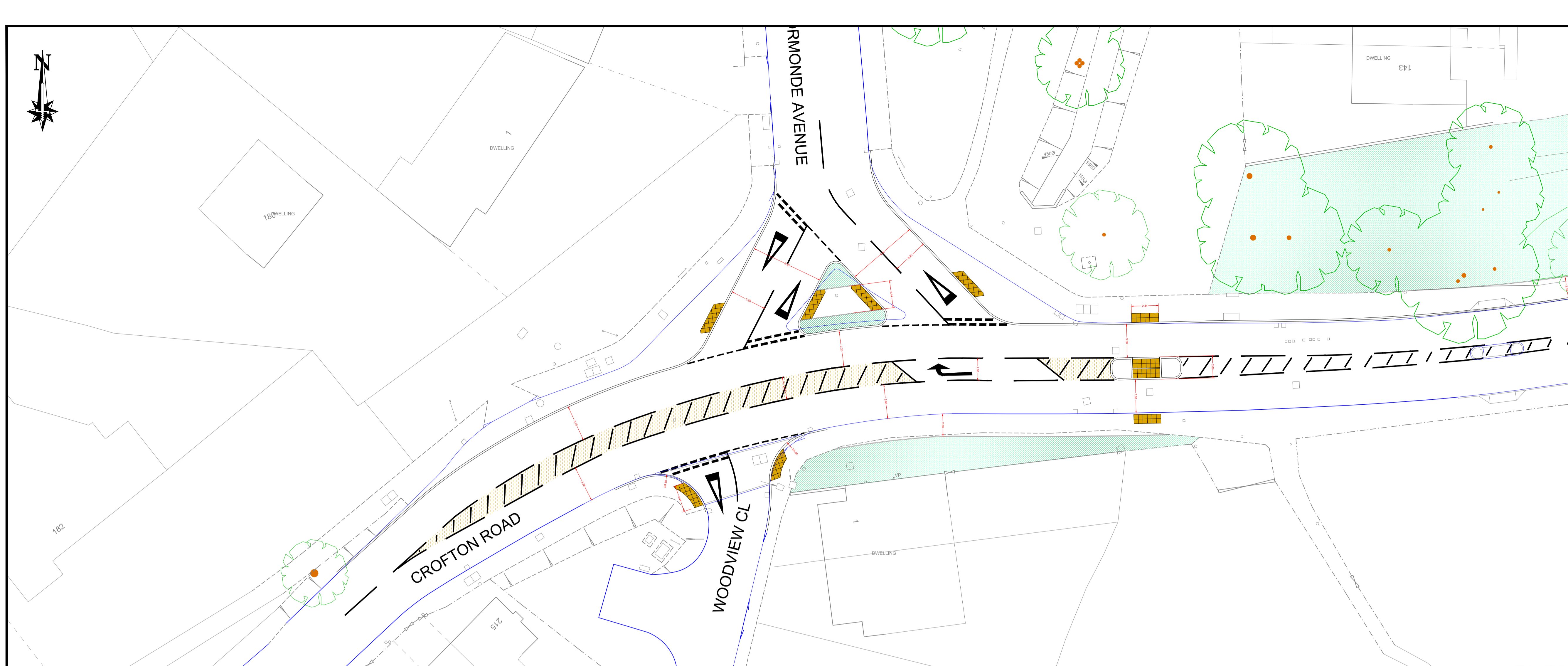
## 7. FINANCIAL IMPLICATIONS

- 7.1 The revised cost of the scheme is expected to be far less than £850k, with the works being phased over two financial years, 2018/19 and 2019/20. The final estimated costs will be reported to Members on the night of the PDS meeting.
- 7.3 £390k will be funded from the 2018/19 TfL LIP budget for Cycling and Walking, which has set aside the required funding from a budget of £924k. The remaining balance will be funded from the TfL LIP budget for Cycle Infrastructure for 2019/20, which should have an expected budget of £600k.
- 7.4 Any future maintenance costs will be funded from the existing highway maintenance budgets

## 8. LEGAL IMPLICATIONS

- 8.1 There are no legal implications as no third party land is required.

<b>Non-Applicable Sections:</b>	
Background Documents: (Access via Contact Officer)	PDS report, July 2017, 'PROPOSALS FOR IMPROVEMENTS TO THE ORPINGTON CYCLING AND WALKING NETWORK'.



- Notes:
- No information to be scaled from this drawing.
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  - This drawing is to be read in conjunction with all relevant drawings.
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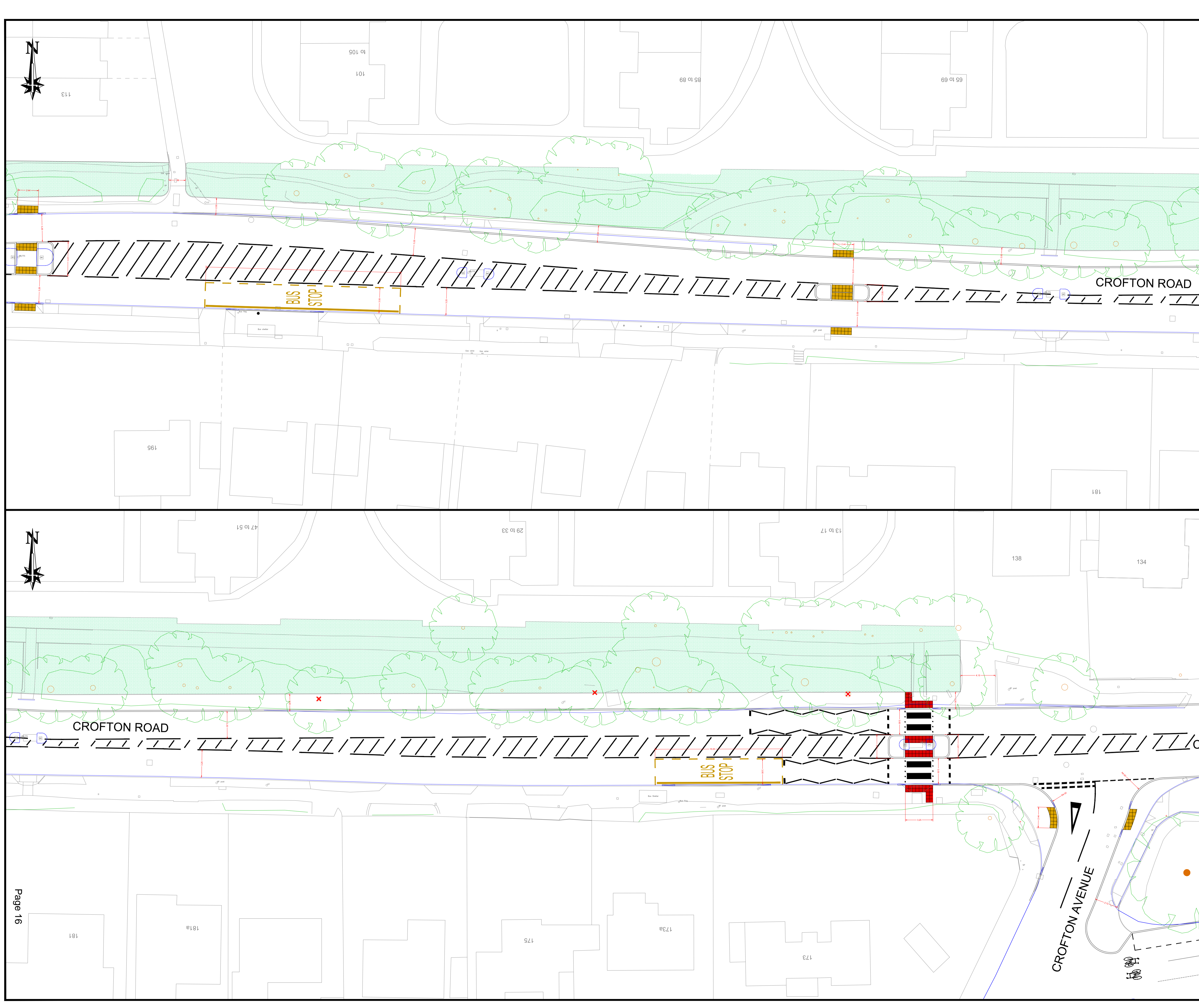
- Key:
- Existing kerb line.
  - Position of existing tree.
  - Proposed Tactile Paving (Red)
  - Proposed Tactile Paving (Buff)
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  - Proposed 'Tramline' Tactile Paving
  - Proposed Tree Removal
  - Proposed 'Buff' Coloured Anti-Skid Surfacing
  - Proposed 'Red' Coloured Anti-Skid Surfacing
  - Area Denoted as 'Shared Footway' for cyclists & pedestrians
  - Area showing revisions to existing landscaping and new opportunities

Rev No.	Date	Description	By
I	07/11/18	Revisions as agreed as part of the client review meeting held on the 23rd October 2018	SR
H	24/09/18	Revisions as agreed through correspondence with client on the 24th September 2018	SR
G	21/09/18	Revisions as agreed as part of the client review meeting held on the 17th September 2018	SR
F	04/09/18	Revisions as agreed as part of the client review meeting held on the 14th August 2018	SR

TITLE:  
**Crofton Road  
 Preliminary Design**



Sheet: Sheet 1	Designed by: Various
Date: Nov 2018	Drawn by: SR
Scale & Drawing Size: 1:200 @ A1	Checked by: SR / GK
Drawing No: CR/100/GA/PD	Revision: 1



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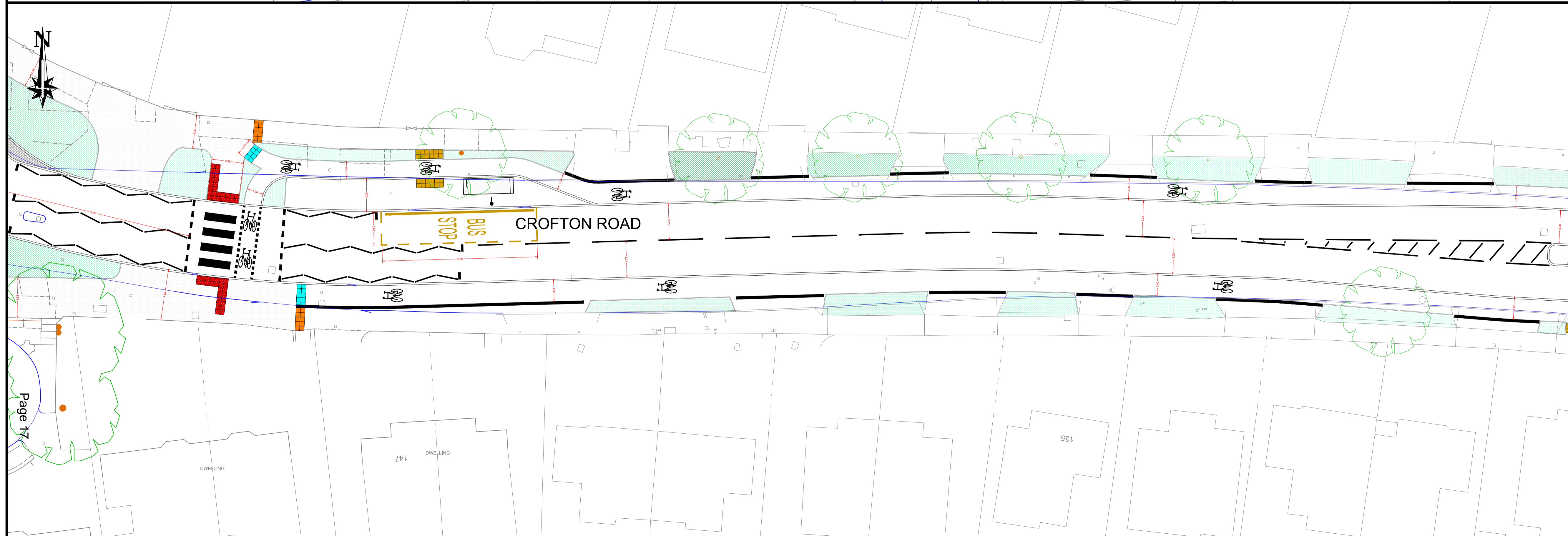
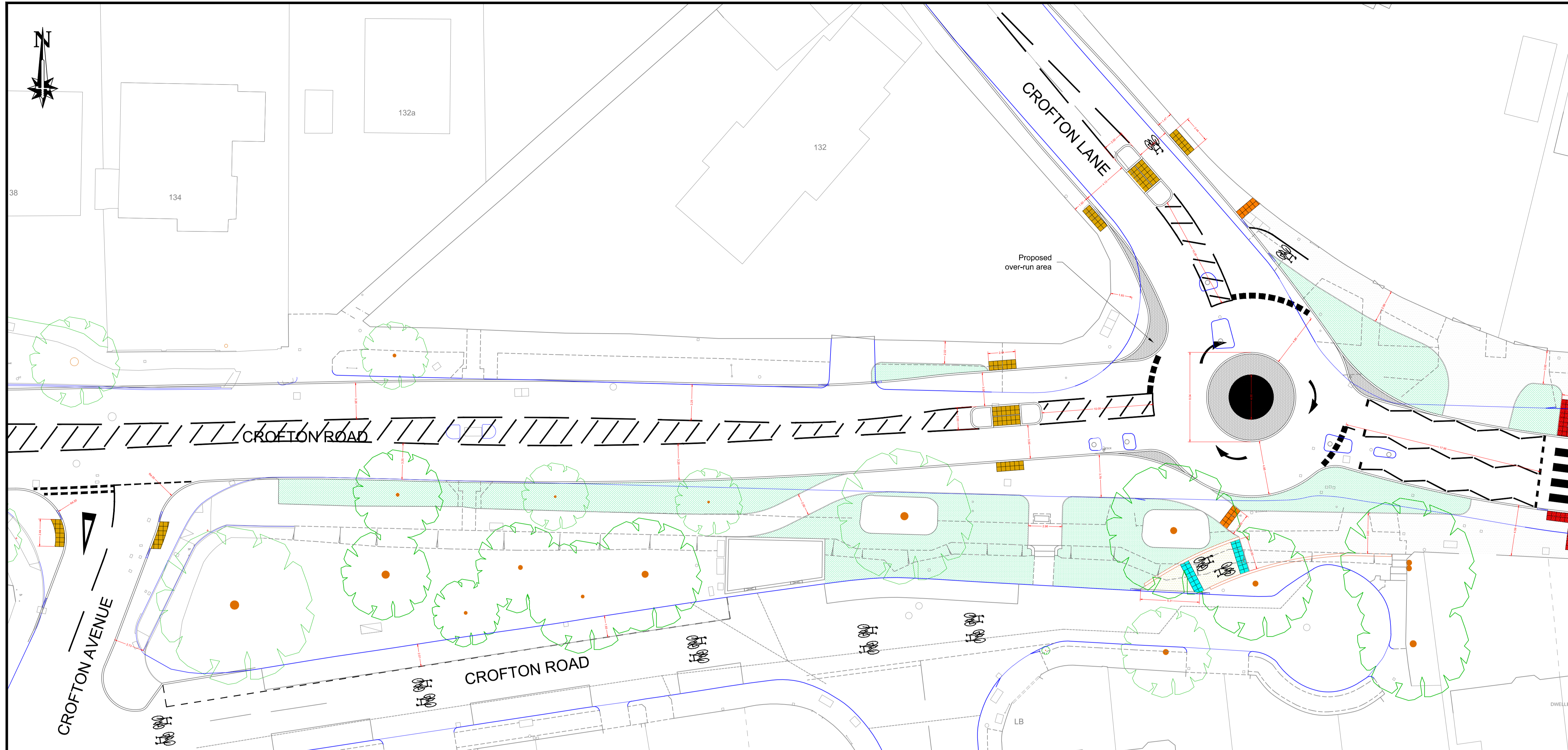
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TITLE:  
**Crofton Road Preliminary Design**



Sheet: Sheet 2	Designed by: Various
Date: Nov 2018	Drawn by: SR
Scale & Drawing Size: 1:200 @ A1	Checked by: SR / GK
Drawing No: CR/100/GA/PD	Revision: G





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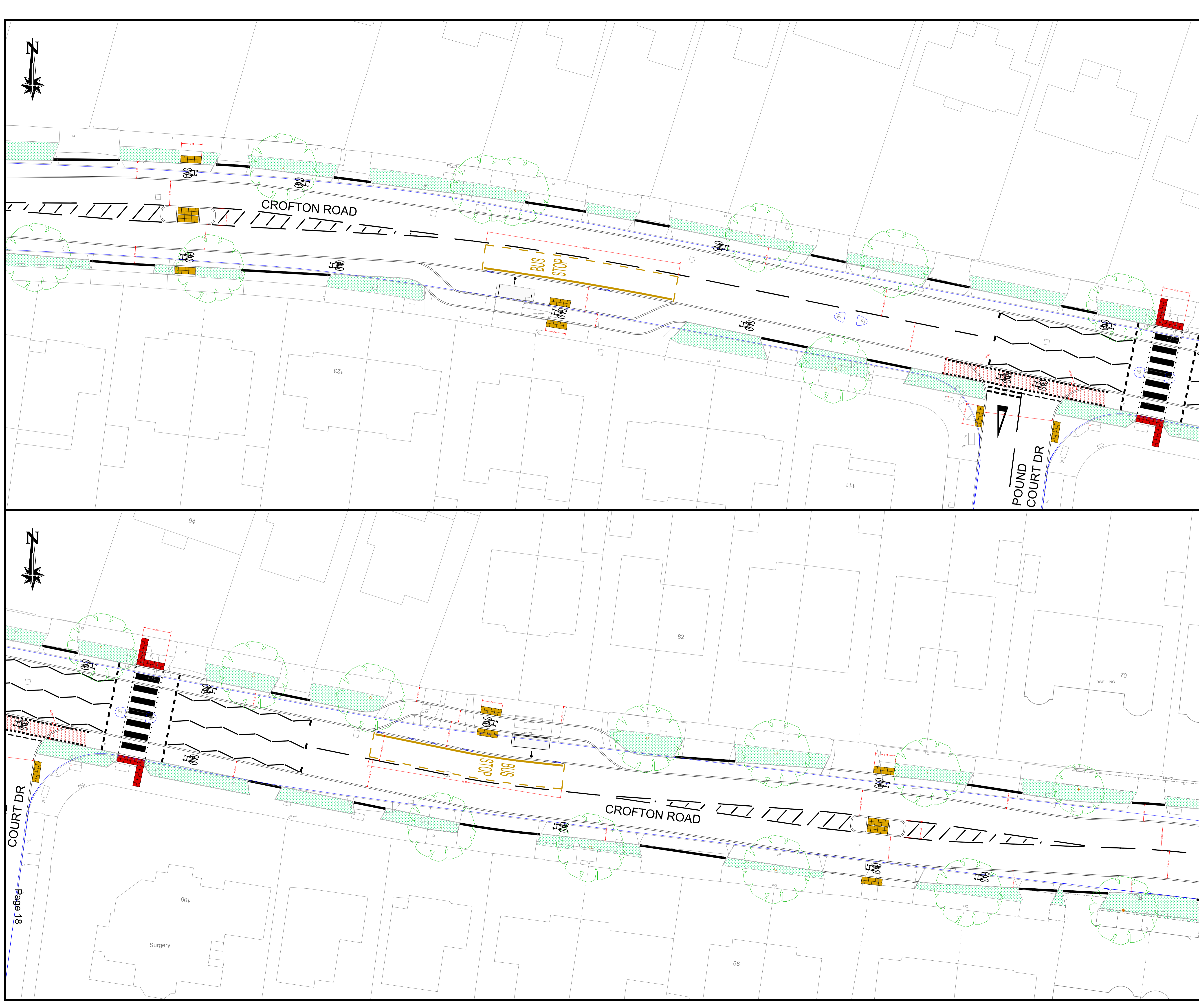
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Sheet:	Sheet 3	Designed by:	Various
Date:	Nov 2018	Drawn by:	SR
Scale & Drawing Size:	1:200 @ A1	Checked by:	SR / GK
Drawing No:	CR/100/GA/PD	Revision:	F



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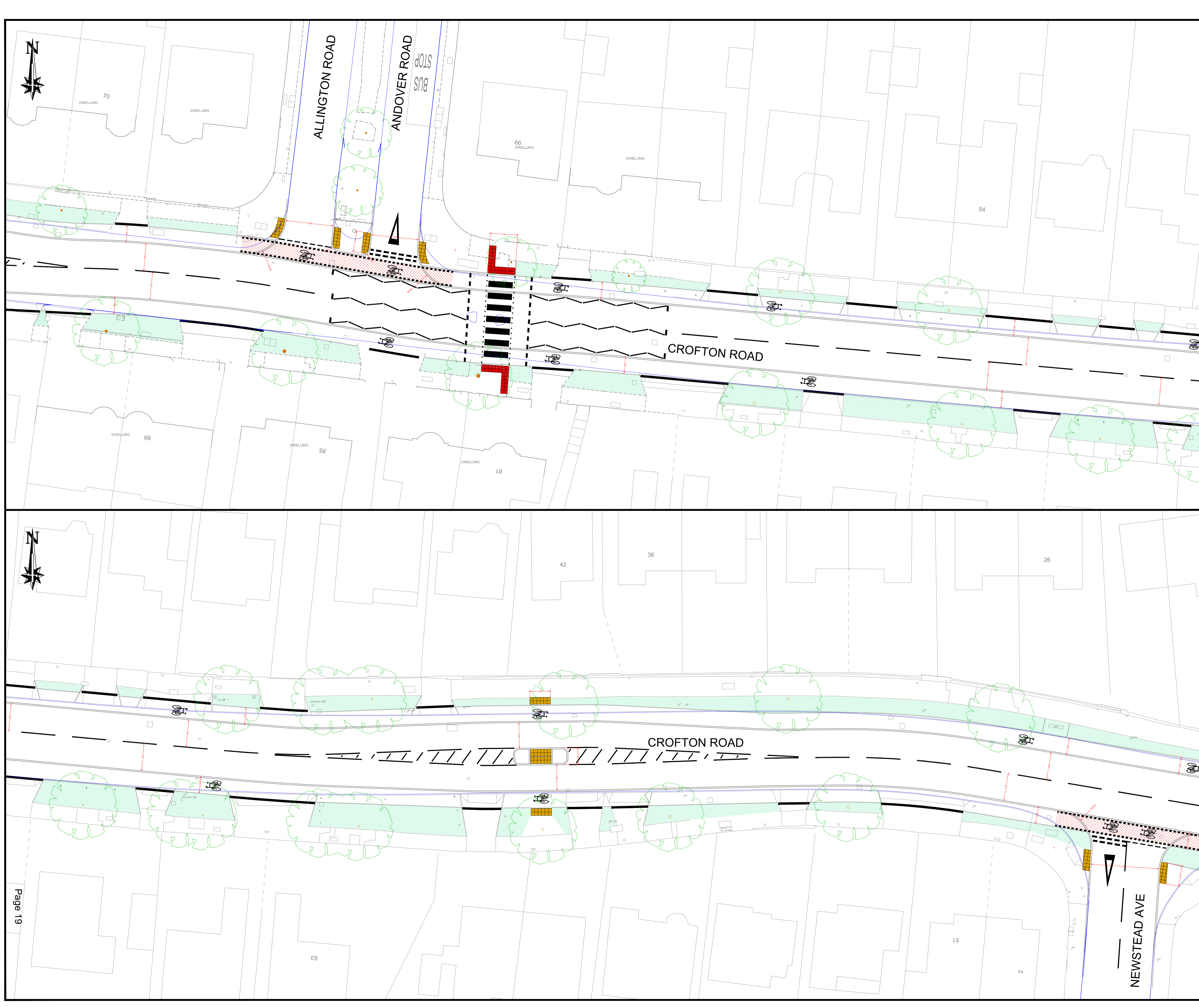
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 Preliminary Design**



Sheet: Sheet 4	Designed by: Various
Date: Nov 2018	Drawn by: SR
Scale & Drawing Size: 1:200 @ A1	Checked by: SR / GK
Drawing No: CR/100/GA/PD	Revision: F



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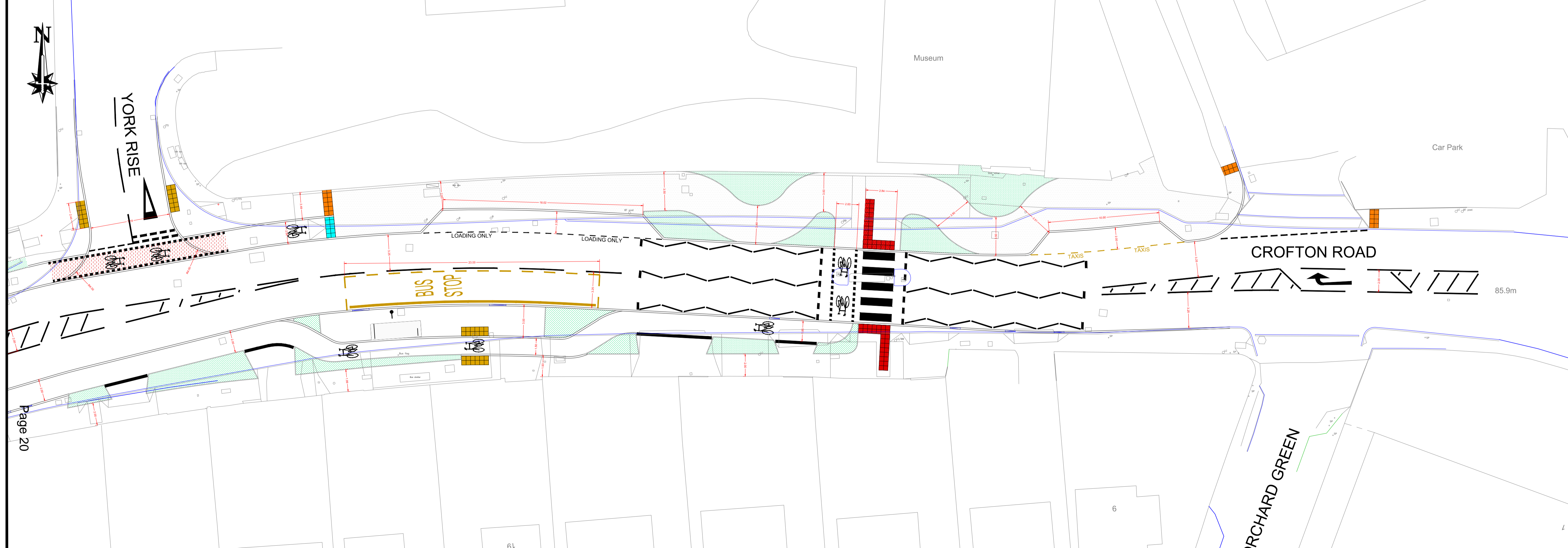
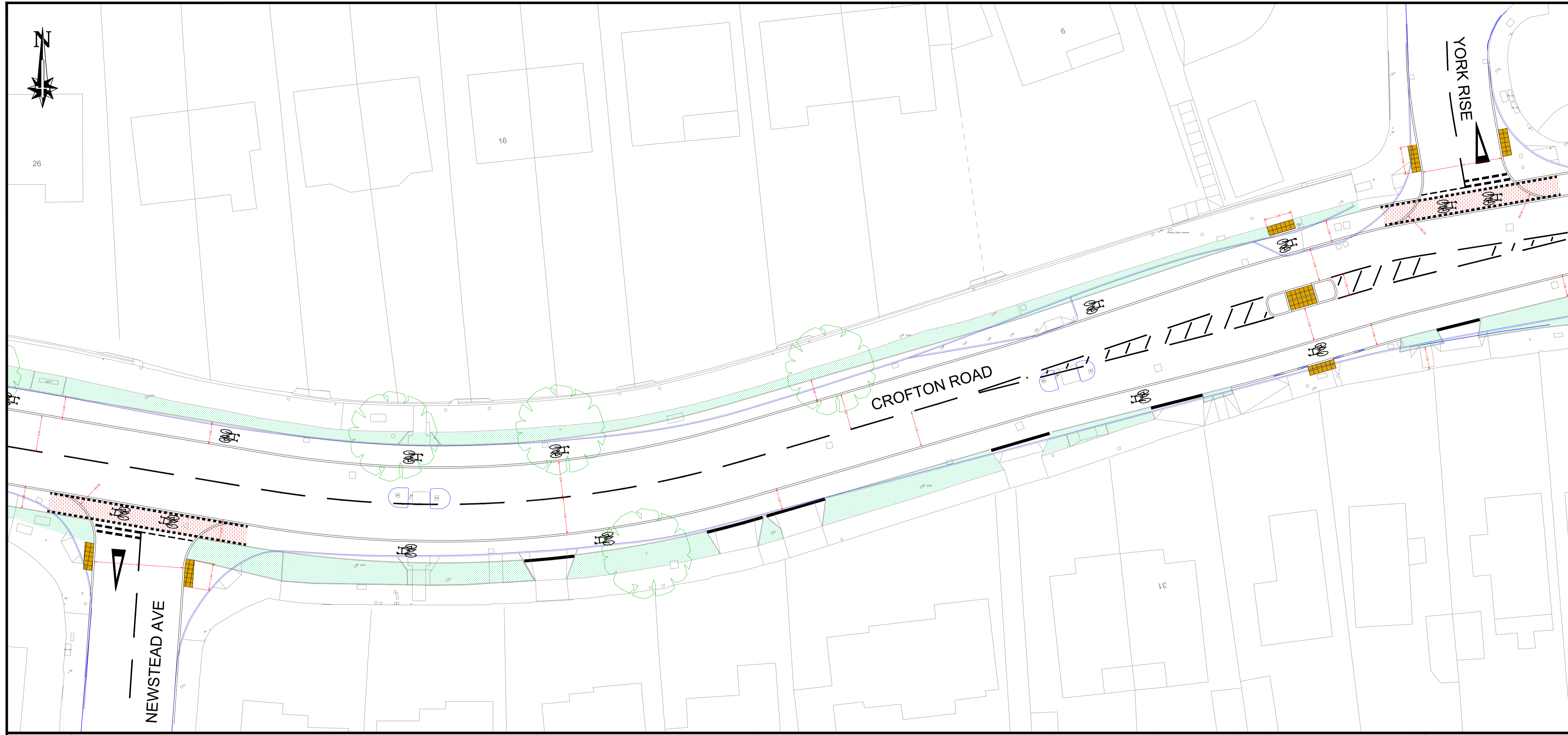
- Key:
- Existing kerb line.
  - Position of existing tree.
  - Proposed Tactile Paving (Red)
  - Proposed Tactile Paving (Buff)
  - Proposed 'Ladder' Tactile Paving
  - Proposed 'Tramline' Tactile Paving
  - Proposed Tree Removal
  - Proposed 'Buff' Coloured Anti-Skid Surfacing
  - Proposed 'Red' Coloured Anti-Skid Surfacing
  - Area Denoted as 'Shared Footway' for cyclists & pedestrians
  - Area showing revisions to existing landscaping and new opportunities

Rev No.	Date	Description	By
F	07/11/18	Revisions as agreed as part of the client review meeting held on the 23rd October 2018	SR
F	24/09/18	Revisions as agreed through correspondence with client on the 24th September 2018	SR
E	21/09/18	Revisions as agreed as part of the client review meeting held on the 17th September 2018	SR
D	04/09/18	Revisions as agreed as part of the client review meeting held on the 14th August 2018	SR

TITLE:  
**Crofton Road  
 Preliminary Design**



Sheet: Sheet 5	Designed by: Various
Date: Nov 2018	Drawn by: SR
Scale & Drawing Size: 1:200 @ A1	Checked by: SR / GK
Drawing No: CR/100/GA/PD	Revision: G



- Notes:
- No information to be scaled from this drawing.
  - All road markings refer to the "Traffic Signs Regulations and General Directions 2016".
  - This drawing is to be read in conjunction with all relevant drawings.
  - All levels and co-ordinates in Ordnance Survey Grid.
  - This drawing may not be used, modified, reproduced or relied upon by third parties, except as agreed or as required by law. Topocrew accepts no responsibility, and denies any liability whatsoever, to any party that uses or relies on this drawing without express written consent. Do not scale this document.
  - This drawing is to only be used for preliminary design discussion purposes.

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C	04/09/18	Revisions as agreed as part of the client review meeting held on the 14th August 2018	SR
Rev No.	Date	Description	By

TITLE:  
**Crofton Road Preliminary Design**



Sheet: Sheet 6	Designed by: Various
Date: Nov 2018	Drawn by: SR
Scale & Drawing Size: 1:200 @ A1	Checked by: SR / GK
Drawing No: CR/100/GA/PD	Revision: F