

Decision Maker: Environment Portfolio Holder

**For Pre-Decision Scrutiny by the Environment PDS Committee
on**

Date: 1st October 2013

Decision Type: Non-Urgent Executive Non -Key

Title: **CONGESTION RELIEF SCHEME: HEATHFIELD ROAD /
WESTERHAM ROAD, PROPOSED ROUNDABOUT**

Contact Officer: Spencer Pritchard, Traffic Engineer, Transport & Highways
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Chief Officer: Nigel Davies - Executive Director of Environment & Community Services

Ward: Bromley Common and Keston

1. REASON FOR REPORT

- 1.1 Originally identified as a pinch point by the Congestion Working Group in 2008, the Heathfield Road / Westerham Road junction was subsequently included in the Transport for London (TfL) funded work programme for 2013/14 as a congestion relief scheme. The purpose of the scheme now proposed is to assist traffic flow through this busy junction, in particular vehicles travelling south from Heathfield Road to Westerham Road.
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2. RECOMMENDATIONS

That the Environment Portfolio Holder approves:

- 2.1 The proposed congestion relief scheme as set out in paragraph 3.9 and as shown on the attached drawing number 11473-01 (large scale copies of the drawing will be available at the meeting of the Environment PDS Committee);
- 2.2 Delegation of the decision regarding the final scheme design to the Executive Director of Environment and Community Services, in consultation with Ward Councillors and the Portfolio Holder, having regard to the outcomes of consultation; and

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Quality Environment, Safer Bromley
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Financial

1. Cost of proposal: Estimated Cost: £37k
 2. Ongoing costs: Recurring Cost: N/A
 3. Budget head/performance centre: TfL LIP funding for congestion relief 2013/14
 4. Total current budget for this head: £50k, of which £37k is available as an uncommitted balance.
 5. Source of funding: Transport for London LIP funding
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Staff

1. Number of staff (current and additional): One
 2. If from existing staff resources, number of staff hours: 150 staff hours to prepare and consult on this scheme.
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Legal

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

1. Estimated number of users/beneficiaries (current and projected): All road users, residents / businesses in the Keston Village area as well as the 14,400 drivers that pass through this location on average daily.
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Ward Councillor Views

1. Ward Councillors were made aware of this proposed scheme through the Members Briefing Paper for Transport Projects - Environment PDS Committee April 2013.
2. Councillor Michael has commented "I am very pleased to hear about junction improvement at Heathfield Road / Westerham Road". Any other ward Member comments will be reported to PDS Committee and the Portfolio Holder.

3. COMMENTARY

- 3.1 Westerham Road is an A classified road (A233) linking Bromley with Biggin Hill and beyond to the south of the Borough. Heathfield Road is a B classified road (B265) and runs from Keston Village, southerly, to its junction with Westerham Road. Westerham Road is the priority road with traffic on Heathfield Road having to stop to give way.
- 3.2 A traffic turning count was commissioned and completed between 1st and 7th July 2013 between the hours 7am and 7pm. This revealed that on average each day, between these hours, some 14,400 vehicles pass through this junction.
- 3.3 The survey also revealed that the two highest volumes of traffic travelled southwards from Keston Village towards Biggin Hill (3,900 seven day average) and vice versa (3,600 seven day average).
- 3.4 The next highest volumes of traffic were recorded travelling along Westerham Road (south bound 3,300 seven day average) and Westerham Road (north bound 3,000 seven day average).
- 3.5 The table below provides a summary of the traffic turning count data for this location, detailing the average number of vehicles recorded travelling in each 12 hour period.

	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Total	7 day average
Westerham Road (south bound)	3300	3629	3434	3483	3461	3276	2781	23364	3338
Westerham Road (south bound) to Heathfield Road (right turn)	58	79	87	53	73	62	75	487	70
Westerham Road (north bound)	2962	3116	3033	3115	3079	2981	2623	20909	2987
Westerham Road (north bound) to Heathfield Road (left turn)	4292	4483	4307	4402	4319	3365	2804	27972	3996
Heathfield Road (south bound) to Westerham Road (left turn)	114	125	111	108	123	118	119	818	117
Heathfield Road (south bound) to Westerham Road (right turn)	4018	4082	4174	4108	4234	3515	2883	27014	3859

- 3.6 An analysis of the recorded personal injury collision records for this location has revealed that there have been three recorded personal injury collisions in the three year study period to the end of April 2013. These three collisions resulted in 4 recorded personal injuries, in each case slight injuries. 'Failing to look properly' was a contributory factor in two of the three recorded collisions.
- 3.7 An analysis of the recorded personal injury collision record for a wider area, including 'chicken farm bend' revealed that there have been an additional three recorded personal injury collisions during the same 3 year study period. Two of these additional collisions occurred approaching 'chicken farm bend'. Excessive speed was a recorded contributory factor in two of the three collisions. These additional three collisions resulted in three recorded personal injuries, one of which was considered serious.
- 3.8 The introduction of a formal roundabout at this location would be likely to have a positive impact on vehicle speeds at this location, acting as a speed reducing feature. Reduced vehicle speeds would also afford drivers increased time to assess whether it was safe to make a manoeuvre at the junction.

- 3.9 Taking into account the current volume of traffic passing through this location, and the various desired traffic movements; it is recommended that highway improvement works are undertaken. These would involve removing the existing priority type junction and construction of a new three-arm roundabout with a physical central island, incorporating a hatched over-run area to cater for large HGV vehicles. The proposed design would also require the relocation of the existing bus stop and lay-by that is currently located on Heathfield Road.
- 3.10 This design would offer the greatest benefits in terms of road safety. Vehicle speeds would be reduced to a safe level on the approach to and exit from the junction, and in particular the speed of vehicles travelling south towards 'chicken farm bend' (between Heathfield Road and Downe Road) would be reduced. It is likely that it would also have a positive effect on vehicle speeds through Keston Village, whilst maximising traffic flow through the junction from all directions.
- 3.11 Reduced vehicle speeds would also assist pedestrians travelling between the three separate bus stops at this location, as well as the car park situated on Heathfield Road. To further assist pedestrians a dedicated dropped kerb tactile crossing is proposed to assist in crossing Heathfield Road.
- 3.12 Subject to the Portfolio Holder's approval for the proposed scheme, a formal consultation will be undertaken with comments and views sought from each of the statutory consultation groups and organisations.

4. POLICY IMPLICATIONS

- 4.1 Policy T5 of the Unitary Development Plan states: "The Council will seek to improve the environmental quality, capacity and safety of local roads where appropriate, either by minor improvement or suitable traffic management schemes".
- 4.2 The Environment Portfolio Plan 2013-16 includes the key aims: 'Improve the road network and journey times for all users'; and 'Promote safe and secure travel'.

5. FINANCIAL IMPLICATIONS

- 5.1 The estimated implementation cost of the proposal is currently £37k. The cost will be met from TfL LIP funding for congestion relief 2013/14. £50k was allocated to this scheme and an uncommitted balance of £37k is available to meet the costs of the works proposed in this report.

6. LEGAL IMPLICATIONS

- 6.1 It will be necessary to undertake highway improvement works under powers granted through The Highways Act 1980 Part V.

Non-Applicable Sections:	Personnel
Background Documents: (Access via Contact Officer)	N/A

CONGESTION RELIEF SCHEME: HEATHFIELD ROAD / WESTERHAM ROAD, PROPOSED ROUNDABOUT

Report ES13094

In 2008 the Congestion Working Group identified the junction of Heathfield Road and Westerham Road as a congestion “pinch point”. Report ES13094 highlighted traffic count data for vehicles passing through the junction between 1st and 7th July 2013 and also provided accident data for both the junction and wider area, including *‘chicken farm bend’*.

A scheme was proposed to assist traffic flow through the junction, particularly vehicles travelling south from Heathfield Road to Westerham Road. It was suggested that a formal three-arm roundabout could have a positive impact by reducing vehicle speeds on the approach to and exit from the junction, and in particular the speed of vehicles travelling south towards *‘chicken farm bend’* (between Heathfield Road and Downe Road). Reduced vehicle speeds would also assist pedestrians travelling between the three bus stops at the location, as well as the car park on Heathfield Road. A dedicated tactile crossing was also proposed to further assist pedestrians crossing Heathfield Road.

Councillor Ruth Bennett as a Ward Member for Bromley Common and Keston addressed the Committee. Although the report was headed “Congestion Relief Scheme”, she felt there was a lot in the report about reducing speeds. She presumed that consultation on the scheme would include local residents associations e.g. Keston Village Residents Association. She also advocated a wider consultation in view of the green and wooded nature of the area.

Councillor Bennett indicated that Resident Associations and others in the Keston area were concerned that the proposed scheme would increase traffic, much of which was related to the school in the area. She felt that motorists should be encouraged to remain on the A223 (rather than travel along Heathfield Road to reach the A232). It was necessary to look at the broader area.

Councillor Bennett was not convinced the scheme would assist in reducing traffic speeds other than at the approach to the proposed roundabout. She hoped that concerns would be taken into account when deciding on the scheme; it was necessary to look at the impact on a broader area rather than the junction. It was unlikely the scheme would be supported in a consultation.

Councillor Carr, as a ward Member, had also emailed the Chairman with concerns for the scheme, including an increase in traffic through Keston village.

The Head of Traffic and Road Safety explained that a roundabout design was the best way for slowing traffic and relieving traffic queues. The junction was listed for congestion relief and the opportunity could be taken to deal with safety issues. Best value was obtained by reducing accidents and congestion at the same time.

Officers had looked at traffic flows and most cars travelling along Heathfield Road from the West Wickham area do not turn right on to Westerham Road towards Biggin Hill. There was already a lot of congestion caused by the junction at Keston Mark and with less traffic through Keston village there would be more traffic on the A232. The Head of Traffic and Road Safety felt that traffic through Keston village would not increase as a result of the scheme. He agreed that speeds would only reduce on approach to the roundabout but that was probably all that could be achieved along Heathfield Road to reduce speeds.

Councillor Grainger suggested that the main congestion was from southbound traffic along Heathfield Road to Westerham Road. For an improvement in safety and amenity, he suggested a reduction in traffic having to travel along Fishponds Road. He also considered the bends along Westerham Road

to be a significant issue, suggesting attention to the camber of the bends. Councillor Grainger broadly supported the scheme but felt that it should proceed with care and attention. He was unclear why it could be expected that the amount of traffic would increase (through Keston village).

Councillor Ruth Bennett indicated that there was little residential development along Fishponds Road. As it is narrow, traffic travels slowly; she did not see Fishponds Road as an issue.

The Vice-Chairman felt that careful consideration should be given to who should be consulted. She suggested that it was necessary to go further afield and take account of those travelling through Keston village e.g. those travelling to Hayes or West Wickham from Orpington. It was necessary to ensure that consultation and data is as effective as possible. Councillor Grainger supported the Vice-Chairman's views; the scheme had some merits and he supported it going to consultation provided it was thorough. Councillor Jefferys also supported a wider consultation.

Councillor Ruth Bennett was content to support consultation but doubted it would show public support from ward residents. The general feeling was to dissuade traffic from travelling along Heathfield Road and to keep it to the main road. Councillor Grainger suggested some research on why it was felt there would be more traffic through the village. For consultation, he suggested that residents be asked to indicate where extra traffic might be coming from rather than provide a tick box response. Councillor Ruth Bennett supported residents providing comments.

In conclusion, it was agreed to support recommendation 2.1 of Report ES13094 but not recommendation 2.2. Instead, it was agreed to proceed with consultation and bring the outcome back to Committee before taking the scheme forward in view of wider interests.

RESOLVED that the Portfolio Holder be recommended to approve for consultation the proposed congestion relief scheme set out at paragraph 3.9 of Report ES13094, and as shown on drawing number 11473-01, with the outcome reported back in view of the wider interests across the area.

Subsequent Decision taken by the Environment Portfolio Holder

LONDON BOROUGH OF BROMLEY

STATEMENT OF EXECUTIVE DECISION

The Portfolio Holder for the Environment, Councillor Colin Smith, has made the following executive decision:

**CONGESTION RELIEF SCHEME: HEATHFIELD ROAD/ WESTERHAM ROAD
PROPOSED ROUNDABOUT**

Reference Report (ES13094):

*Heathfield Road / Westerham Road, Proposed Highway Improvement Scheme, 01/10/2013
Environment Policy Development and Scrutiny Committee*

*Enc. 1 for Congestion Relief Scheme: Heathfield Road / Westerham Road, 01/10/2013
Environment Policy Development and Scrutiny Committee*

Decision:

The proposed congestion relief scheme, as set out at paragraph 3.9 of Report ES13094 and as shown on drawing number 11473-01 appended to the report, be approved for consultation, with the outcome reported back (via the Environment PDS Committee) in view of the wider interests across the area.

Reasons:

Policy T5 of the Unitary Development Plan states: "The Council will seek to improve the environmental quality, capacity and safety of local roads where appropriate, either by minor improvement or suitable traffic management schemes." The Environment Portfolio Plan 2013-16 includes the key aims: 'Improve the road network and journey times for all users'; and 'Promote safe and secure travel.'

This junction was identified as a pinch point in 2008, and subsequently included in the TfL funded work programme for 2013/14 as a congestion relief scheme to assist traffic flow, in particular vehicles travelling south along Heathfield Road. In view of the potential impact of the scheme across a wide area Members should consider the outcome of consultation before the scheme proceeds.

The proposed decision was scrutinised by the Environment PDS Committee on 1st October 2013.

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Councillor Colin Smith
Environment Portfolio Holder

**Mark Bowen
Director of Corporate Services
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Date of Decision: 21 Oct 2013
Implementation Date (subject to call-in): 28 Oct 2013
Decision Reference: Env13011