

Report No

London Borough of Bromley

ES20081

PART ONE - PUBLIC

Decision Maker: ENVIRONMENT AND COMMUNITY SERVICES PDS COMMITTEE

Date: Thursday 11 March 2021

Decision Type: Non-Urgent Key

Title: SHORTLANDS FRIENDLY VILLAGE (LIVEABLE NEIGHBOURHOOD) UPDATE

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Chief Officer: Director of Environment and Public Protection

Ward: Bromley Town; Copers Cope; Shortlands

1. Reason for report

The purpose of this report is to update the PDS Committee regarding developments with the Shortlands Friendly Village.

2. **RECOMMENDATION(S)**

Members of the PDS offer any comments for officers to continue with the design options and traffic modelling for the scheme.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The proposals will benefit all pedestrians and cyclists particularly the elderly and children. The improvements will enable vulnerable groups to walk and cycle to shops, services and schools.
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Corporate Policy

1. Policy Status: Existing Bromley Transport Policy
 2. BBB Priority: Safe Bromley, Healthy Bromley, Quality Environment
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Financial

1. Cost of proposal: N/A
 2. Ongoing costs:
 3. Budget head/performance centre: Capital Programme for Shortlands Liveable Neighbourhood
 4. Total budget for this head: £149k
 5. Source of funding: TfL grant for Liveable Neighbourhoods
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Personnel

1. Number of staff (current and additional): The project is managed by the appointed Project Officer.
 2. If from existing staff resources, number of staff hours:
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Legal

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

1. Summary of Procurement Implications Any works to implement the recommended measures will be undertaken via the Council's term contractors.
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Borough Wide
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes

2. Summary of Ward Councillors comments: A Ward Councillors Project Board meeting was held on the 16th December 2020. The Shortlands Ward Members requested that no roads would be closed to through traffic as they had concerns about increased journey times and impact on house prices. They also raised reservations about removing traffic signals at the Station Road, Bromley Road and Ravensbourne Avenue junction. Bromley Town and Copers Cope Ward Members supported the removal of traffic signals at this junction if it improved traffic flows through the junction and enabled the introduction of pedestrian crossings, particularly on Station Road.

3. COMMENTARY

3.1 Background

3.1.1 Liveable Neighbourhoods is TFL's funding stream for Boroughs to implement exemplar projects to enhance the street environment to make it easier for residents to choose to walk, cycle or use public transport. Successful schemes must demonstrate that they are solving local issues that have been identified by key stakeholders and the community whilst adhering with objectives in the Mayor's Transport Strategy including modal share targets and the Healthy Streets Approach. Other key improvements can include better crossings and footpaths to encourage walking to school and measures to reduce KSI casualties, a key Borough priority.

3.1.2 In 2018 transport consultant Sustrans were appointed for the Shortlands area to consult and engage with key local stakeholders and the wider community to understand their concerns and aspirations for the area. Further to the consultation and engagement they produced feasibility designs for a Liveable Neighbourhood for the Shortlands area. A key part of the scheme would be improvements to the area around Shortlands station, to improve journey time reliability for drivers and improve crossings for pedestrians as well as improve the safety of the cycle Quietway proposed to run through Shortlands. The improvements also had the potential to strengthen the character and sense of place of Shortlands village and attract inward investment into the village centre. In October 2018 the ECS PDS approved the submission of a Liveable Neighbourhood Gate 1 submission to TFL with the following identified outputs:

- The creation of a safe, green and efficient active travel corridor from Shortlands Station to Albemarle Road via the creation of a high-quality segregated cycling facility along the A222 Bromley Road which will link up two newly created reduced through traffic neighbourhoods. (This section of the A222 was previously highlighted as one of the top 10% of routes in the categorisation of potential cycle demand with high propensity to cycle areas in the Strategic Cycle Analysis).
- The creation of a series of pocket parks across the project area that will help activate the streets in which people live by providing greening, places with shelter, places to rest and things to see and do.
- The introduction a pocket park on Station Road acting both as a place and as a restriction on vehicle movements thereby removing a well-established rat run while continuing to facilitate and improve the Quietway and its proposed realignment and enhancing the level of service for cyclists.
- The improvement of pedestrian access to Shortlands Station and the parade of shops by providing a controlled crossing thereby reducing the current barriers to walking and make the junction of Shortlands Road a safer place for pedestrians.
- The introduction of two School Streets which would reduce levels of car usage during the school run and ultimately improve the environment for everyone walking, scooting and cycling to school
- The installation of a cycle hub at Shortlands Station ensuring that the increase in demand generated by the improved infrastructure is accommodated.

3.1.3 In March 2019 TFL awarded an allocation of £149,000 for the Shortlands scheme for 2019/20 to take forward the feasibility stage of development work on the project. Waterman Infrastructure and Environment Ltd were subsequently appointed to be the project consultant traffic engineers to develop the Sustrans designs. In November 2019 a project manager was appointed in the Transport Strategy team to deliver the project. The feasibility stage of design was not completed due to the COVID19 pandemic and TFL funding constraints.

3.2 Previous Engagement and Consultation

Community engagement events

3.2.1 In December 2019 and February 2020, a series of engagement events were conducted by Sustrans with Council officers in attendance. All the events were well attended. The scheme was also promoted on the Council website. Further engagement events where design options and traffic counts were due to be presented to the community in March 2020, were cancelled due to the COVID 19 pandemic.

Urban Design London

3.2.2 Urban Design London (UDL) are a not for profit organisation who facilitate and provide advice on the creation of well-designed spaces and places. It is standard practice for TFL funded projects to be presented to UDL for their feedback and advice on schemes as they develop. The advice is for both the project teams and TFL. Many of their observations have been noted and taken on board in the scheme design. However, it is considered that members are advised of the following recommendations:

- “The panel noted that proposals to improve the streetscape along the high street and to introduce cycling infrastructure would be enhanced if the Borough considered using more innovative approaches to highway design including vertical deflection, raised side entry road treatments, reduction and reallocation of road space and filtered permeability to help reduce traffic speeds and encourage more walking and cycling. These approaches have been successfully used elsewhere and should be considered in Bromley. The Panel were concerned that without these the objective of encouraging people from private cars into more active modes would not be achieved.”
- “The Panel encouraged the Borough to step back from the detailed work, consider the long-term vision for the project and articulate how this scheme will achieve it. The Borough should clearly explain the aspirations, priorities and benefits of the scheme before going to public consultation”.

Other consultation

Consultation was carried out with representatives of TFL, Bus Operations, representatives of the Police, Network Rail and South Eastern railways.

Members Project Board Meetings.

3.2.3 Four Members Projects Board meetings have been held. All the design options for interventions in the project area were presented at a meeting on the 28th February 2020.

3.3 Design Options

3.3.1 The project is currently at Gateway 2 of the TFL design process where it is expected that different design options are considered based on the concepts contained in the previous funding bid. The initial concepts have been developed considering community comments and concerns in the engagement sessions, comments from the ward members, data from traffic surveys and the objectives of the Liveable Neighbourhood programme.

3.3.2 Improvement options are:

Shortlands village centre (between the junction of Shortlands Road and Bromley Road to the junction of Recreation Road and Beckenham Lane).

3.3.3 The Sustrans Gate 1 submission to TFL for funding identified improvements to the area around Shortlands station to improve journey time reliability, particularly along the A222, and improve crossings for pedestrians as a key objective. Pedestrian and traffic count data has verified these needs. In particular, the counts have highlighted long standing concerns about large numbers of pedestrians crossing Station Road at peak times with no crossing facilities. (AM morning peak 3 hour – 720 pedestrian movements and PM evening peak 3 Hour – 724 pedestrian movements).

3.3.4 On the west side of the railway bridge are the junction of Beckenham Lane, Bromley Road and Shortlands Road. The Sustrans Gate 1 submission to TFL had a key objective to improve pedestrian crossings to the station and for cyclists. The concept design for the junction proposed that traffic signals would remain with two relocated controlled crossings and improved signal timings. In addition, the concept proposal included Shortlands Road reduced to single lane in both directions and the existing pedestrian island removed. The proposals will also permanently remove the existing morning peak bus lane on Bromley Road. (This has currently been removed as part of the temporary cycle lanes funded under the London Streetspace Plan). If the concept designs can be delivered the overall pedestrian environment would be improved with a wider pavement outside the station forecourt and a shorter crossing distances to the station. Waste services have agreed to the removal of the existing recycling bins which will benefit the amenity of the area.

3.3.5 Overall the traffic counts identified 22,000 vehicle movements per day in the area around the station.

3.3.6 The project consultants have used a TfL approved LinSig 2020 Base Model of the junctions for the weekday AM and PM peak hour to assess the existing junction capacities and the impact of adding crossings to Station Road and Beckenham Lane. The assessment has indicated that the installation of a signal-controlled pedestrian crossings on each arm at the Station Road / Beckenham Lane / Ravensbourne Avenue junction would result in the junction operating significantly above capacity and with five-fold increases in overall vehicle queueing at the two junctions. (The increase in traffic delays would largely occur on the side roads, Shortlands Road, Station Road and Ravensbourne Avenue. This would be to minimise increased delays on the A222 corridor approaches). The additional delays are due to the required introduction of an all-red traffic signal stage to allow the pedestrian crossings to operate at the Station Road junction. This would stop all traffic phases at the two junctions. Therefore, alternative means to help with the priority of a crossing over Station Road are being developed. (Widening the carriageway under the railway bridges is not a viable option). The consultants are now modelling a series of options with the priorities maintaining the traffic flows on the A222 and a crossing on Station Road. These options are:

1) The removal of traffic signals at the Station Road junction; Shortlands Road to be single carriageway in both directions, the introduction of a diagonal crossing on A222 and lane reductions on Bromley Road and the introduction of a zebra crossing on Station Road.

2) As per Option 1 model but with Shortlands Road to be retained to a 2-lane approach as at present.

3) As per Option 1 and 2 models but with Glassmill Lane filtered to no through traffic from Bromley Town Centre.

4) As per Option 3 model (with single lane of traffic in both directions on Shortlands Road) but with Zebra crossings introduced on Station Road and Beckenham Lane.

5) As per Option 4 model (with two lanes on Shortlands Road) but with Zebra crossings introduced on Station Road and Beckenham Lane.

6) Option 5 model but with no Glassmill Lane traffic filtering from Bromley Town Centre.

For the options, including the closure of Glassmill Lane to traffic from Bromley town centre, the diverted vehicle movements will be added to the Beckenham Lane traffic movements.

3.3.7 The shopping parades on Beckenham Lane and around the Station forecourt will be upgraded with high quality paving. Land ownership in this area is however historically complex with public realm areas in private ownership and some areas unadopted.

Station Road / Queens Mead Road / Glassmill Lane

3.3.8 The Sustrans Gate 1 submission to TFL included closing Station Road and creating a public open space. At community engagement events this was identified as being highly controversial particularly with residents of Recreation and Martins Road. The Members Project Board have stated that they do not want the closure of Station Road as an option. At the engagement events many residents raised concerns about speeding vehicles coming from Bromley town centre down Glassmill Lane; and about vehicle conflicts in the stretch of road outside the Shortlands Tavern. The road in this stretch is almost single carriageway width and vehicles apparently mount the pavement to pass each other. Parents have raised concerns that it is therefore unsafe for children to walk to school along this route. Traffic counts in February 2020 for Station Road recorded 763 vehicles exiting Station Road in the 3-hour morning peak and 788 in the 3-hour evening peak. Of these approximately 100 cars appear to be local traffic. As discussed above, the next phase of traffic modelling for the Station Road junction is investigating the impact of filtering out traffic from Bromley town centre as an option

Beckenham Lane and Bromley Road.

3.3.9 Engagement events identified a crossing outside Valley Primary School as a priority. Utilising London Streetspace Plan funding a zebra crossing has been installed. Designs have also been produced to change the junction mouth of Farnaby Road to improve pedestrian safety and amenity.

3.3.10 Segregated cycle lanes on Bromley Road have previously been identified as a strategic objective to improve cycling between Bromley and Beckenham. London Streetspace Plan funding has enabled cycle lanes to be installed on both sides of Bromley Road between Shortlands Road and Albemarle Road. These have been segregated by reflective wands. A Tiger crossing has also been installed at the apex of Bromley Road to link the cycle paths to Albemarle Road. The Liveable Neighbourhood proposals have 'stepped' cycle lanes above the carriageway grade but slightly lower than the pavement height. These will be a further upgrade as they will also allow wider pavement widths on the uphill, western side.

Valley Road, Hillside Road and Queen Anne Avenue

3.3.11 The submission to TFL included segregated cycle lanes between Shortlands Station to St Marks primary school. The design process has revealed that these are only achievable by removing at least 5 street trees and approximately 80 on street parking spaces. The Members Project Board agreed that this proposal will not be developed further nor consulted on.

Mays Hill Road

3.3.12 A crossing on Hillside Road, adjacent to Mays Hill Road, is supported by Ward Members and is still being designed, to be introduced at an early stage of this wider project as funding becomes available (see 3.4.1), subject to further consultation.

Other junction changes

3.3.13 Throughout the project area a series of junctions have been identified for improvement. The designs will reduce pedestrian crossing distances by tightening the junction radii or narrowing

the road. Design options have been produced for the junctions of Church Road with Shortlands Road, Church Road with Kingswood Road, South Hill Road and Cumberland Road, Park Hill Road and Beckenham Grove and Cumberland Road with St Marys Road and Winchester Road. These have previously been presented to the Members Project Board.

Overall comment on changes

3.3.14 The above proposals have some departures from the original Gate 1 submission to TFL. In particular these include the closure of Station Road to create a public space and the cycle facilities on Valley Road / Hillside Road / Queen Anne Road. Members should note that these departures may result in further funding not being approved by TFL as the scheme may not meet their requirements for a Liveable Neighbourhood. TFL have stated that they are receptive to changes to the scheme as it evolves, however the ethos of the scheme must adhere to the Healthy Streets agenda and the promotion of active travel.

3.4 Current Design Work

3.4.1 In December 2020 TFL awarded the Liveable Neighbourhood project £200,000 to be committed by the 12th March 2021. The Project Board approved the design and estimated costing of the following projects using this funding:

- Signalisation of Westgate Road bridge (This has been brought to PDS in a separate Report)
- Concept work to investigate the adoption and surfacing of the unadopted part of Downs Bridge Road. (An indicative costing is being produced.)
- Installing or improving lighting for the footbridge adjoining the waterworks at Mays Hill Road. (To be approved under delegated authority).
- Junction improvements at the Bromley Road / Scotts Lane / Downs Bridge Road crossroads. (This has been brought to PDS in a separate Report)
- A zebra crossing outside Harris Primary School, Valley Road. (To be approved under delegated authority).
- A footpath at the rear of Valley Primary School. (A project to be funded if there is an underspend in the above projects. It will be approved under delegated authority).

4 IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 The proposals will support independence and improve opportunities for travel to school. All the schools in the project area will benefit from improved walking routes including improved crossing points.

5 POLICY IMPLICATIONS

5.1 The Shortlands Friendly Village scheme supports the Council's objectives set out in "Building a Better Bromley" by:

- Improving the quality of the environment.
- By supporting a vibrant thriving town centre.
- Supporting children and young people.
- Supporting Independence.

- Improving Safety and Health in Bromley.

The proposed improvements also support the objectives of the Bromley Third Implementation Plan 2019 which identifies the Shortlands Liveable Neighbourhood as a Borough objective.

6 FINANCIAL IMPLICATIONS

- 6.1 The original capital programme provision for this scheme was £149,000, funded by a grant award from TfL to take forward the feasibility stage of development work on the project.
- 6.2 A further £200,000 has recently been awarded by TfL for 2020/21 to progress aspects of the ongoing Liveable Neighbourhoods project, including this scheme. The Capital Programme will need amending to reflect this increase in expenditure on the scheme.

7 PERSONNEL IMPLICATIONS

- 7.1 None

8 LEGAL IMPLICATIONS

None

9 PROCUREMENT IMPLICATIONS

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

Non-Applicable Sections:	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	[Title of document and date]