

Decision Maker: **ENVIRONMENT AND COMMUNITY SERVICES PORTFOLIO HOLDER**

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

Date: **Wednesday 19 January 2022**

Decision Type: Non-Urgent Executive Non-Key

Title: **ALBEMARLE ROAD AND BROMLEY ROAD CYCLE SCHEMES**

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Chief Officer: Colin Brand, Director of Environment and Public Protection

Ward: Copers Cope, Shortlands

REASON FOR REPORT

- 1.1 This report is to seek approval for the modification of cycle lanes on Albemarle Road and Bromley Road and to retain Westgate Road bridge as one directional to traffic.
- 1.2 Cycle lanes and associated measures were introduced by Experimental Traffic Orders made on the 15th September and 1st December 2020. Some of the changes introduced by the Experimental Traffic Orders made on the 15th September which came into operation on 1st October 2020 need to be regularised by 31st March 2022.
- 1.3 At the Environment and Community Services PDS on the 11th March 2021 the Portfolio Holder for Environment and Community Services made the following decision:

“The Albemarle Road Experimental scheme be subject to further review(s) and consultation(s) within 18 months so that post-lockdown traffic can be measured, and residents’ views re-evaluated”.

2. RECOMMENDATION(S)

That the Portfolio Holder approves:

- 2.1 For **Albemarle Road**:

- the retention of a segregated cycle lane between the junctions with St Georges Road and Westgate Road;
- the removal of segregated cycle lanes and reinstatement of two directional traffic between the junctions with Westgate Road and Bromley Road; (i.e. Albemarle Road to be fully returned to two directional traffic);
- the junction of Albemarle Road with Bromley Road to be no entry from Bromley Road and left turn only (towards Shortlands).

- 2.2 The railway bridge in **Westgate Road** should continue to have one-way traffic over the bridge and that traffic be one-way Southbound (as present).
- 2.3 The retention of a Tiger crossing on **Bromley Road** and the retention of cycle lanes but with modifications to carriageway markings at the junction of Bromley Road with Shortlands Road, the removal of wands on the downhill/eastbound section of Bromley Road. The wands on the uphill section to be left in situ for a further trial period over the coming 6 months.
- 2.4 Funding for the changes to be allocated from the TfL budget for the review of LSP schemes.
- 2.5 The Director of Environment and Public Protection receive delegated authority to deal with design amendments across the whole scheme in consultation with the Portfolio Holder and in line with the requirements of Traffic Regulation Orders.
- 2.6 In light of the support received for the cycle route and residents' feedback (evenly split on many of the consultation options), the Council to continue to investigate and seek funding opportunities to improve the environment for cyclists on the Bromley–Beckenham–Lower Sydenham cycle route.

Impact on Vulnerable Adults and Children

1. Summary of Impact: This project would help protect vulnerable road users.
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Corporate Policy

1. Policy Status: In line with Borough Transport Plan: LIP3 - The Lower Sydenham to Bromley Quietway.
 2. Making Bromley Even Better 2021 to 2031 Priority: Supporting Independence, Healthy Bromley
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Financial

1. Cost of proposal: Estimated Cost £50,000
 2. Ongoing costs: Non-Recurring Cost
 3. Budget head/performance centre: LIP Capital Programme Budget for Review of London Streetspace Plan Schemes
 4. Total current budget for this head: £50,000
 5. Source of funding: TfL LIP Grant
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Personnel

1. Number of staff (current and additional): 1
 2. If from existing staff resources, number of staff hours: 120
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Legal

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

1. Summary of Procurement Implications: The scheme would be implemented by the Council's term highways contractor.
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): All local road users.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Ward Councillors were consulted on the proposals on the 30th November and the 8th December 2021 at a Shortlands Friendly Village Liveable Neighbourhood project board and have been consulted in the development of all consultation material (see 3.26)

3. COMMENTARY

Background

- 3.1 In May 2020 TfL awarded London Streetspace Plan funding for the introduction of cycle lanes on Albemarle Road between Bromley Road and St Georges Road and Bromley Road between Shortlands Road and Albemarle Road. The cycle lanes were completed in January 2020 under an Experimental Traffic Order.
- 3.2 As part of TfL Cycleways programme, a cycle route has been proposed for several years between Lower Sydenham and Bromley Town Centre. This route received support from the Environment and Community Services Policy PDS in March 2018, and a TfL funded concept study was produced. On the 10th October 2018 the Environment and Community Services PDS resolved that the Portfolio Holder be recommended to approve submission of the Shortlands, Ravensbourne and Bromley Better Villages bid as the Borough's Liveable Neighbourhood submission to TfL for 2019/20. A key element of the successful submission included the creation of a high-quality segregated cycling facility on Bromley Road (A222) between Shortlands Road and Albemarle Road, Beckenham. This section of the A222 had been identified by TfL Strategic Cycle analyses as one of the top 10% of routes in the categorisation of potential cycle demand in areas with a high propensity to cycle.
- 3.3 The TfL London Streetspace Plan funding for the introduction of temporary and experimental segregated cycle lanes was considered as an opportunity to implement part of the Liveable Neighbourhood proposals and the strategic cycle route as a trial measure earlier than anticipated under the normal TfL Gateway procedures.
- 3.4 Under an Experimental Traffic Order, Albemarle Road was filtered with wooden planters to make it one directional to traffic (west to east between Downs Bridge Road and Bromley Road and east to west between Downs Bridge Road and St Georges Road). Plastic 'wands' were installed on the recommendation of TfL to segregate a cycle contraflow. An Experimental Traffic Order was also issued to make the bridge one directional to traffic travelling from The Avenue to Albemarle Road (north to south). On Bromley Road similar wands were used to create segregated cycle lanes on both the North and South side of the road. This was partly enabled by removing a part time bus lane. To link the two schemes a Tiger crossing (a crossing for both pedestrians and cyclists) was installed near the junction of Albemarle Road and Bromley Road.
- 3.5 After an extensive consultation in February 2021 amendments to the Albemarle Road scheme were presented to the Environment and Community Services PDS on the 11th March 2021. The Portfolio Holder for Environment and Community Services made the following decisions:
- 1) The Albemarle Road Experimental Cycle Scheme be left in place for the present time, but with the amendment of the re-introduction of two-way traffic between the junctions at Westgate Road and St Georges Road whilst retaining the segregated cycle lane, along with associated junction priority changes.
 - 2) The railway bridge in Westgate Road continues to have one-way traffic over the bridge and that traffic be one-way South (as present).
 - 3) The Albemarle Road Experimental scheme be subject to further review(s) and consultation(s) within 18 months so that post-lockdown traffic can be measured, and residents' views re-evaluated.
 - 4) That funding for this work is allocated from the TfL Liveable Neighbourhood budget.

5) The Director of Environment receive delegated authority to deal with design amendments across the whole scheme in consultation with the Portfolio Holder and in line with the requirements of an Experimental Traffic Regulation Order.

These changes to the Albemarle Road scheme were implemented in June 2021.

3.6 Cycle Usage

3.7 There was no recorded data for cyclists on Albemarle Road prior to the Covid 19 pandemic, however Automatic Traffic Counters (ATCs) had been installed on Bromley Road in January 2020. Monitoring of the cycle lanes has been conducted since their installation. ATCs were installed in March and October 2021 in various locations. The counters identify vehicles in a series of categories. Bicycles fall into Class1. Camera counters were also installed in March 2021 and these have identified cyclists between the hours of 7am and 7pm. The data is summarised in Table 1.

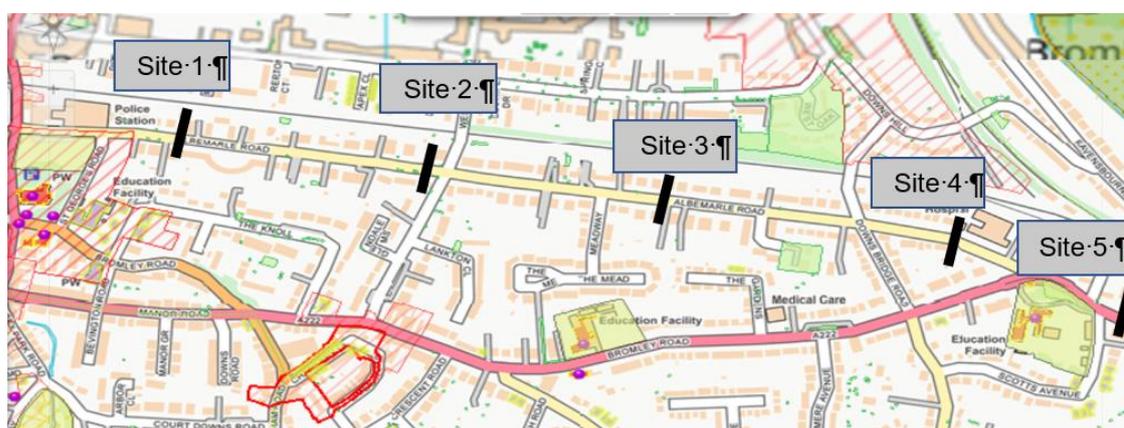


Table 1 – Numbers of cyclists per week.

ATC Counts Week Starting 21/01/20					
	Site 1	Site 2	Site 3	Site 4	Site 5
East	N/A	N/A	N/A	N/A	809
West	N/A	N/A	N/A	N/A	537
ATC Counts Week Starting 09/03/21					
East	405	251	484	326	1094
West	675	661	630	259	846
Camera Counts Week Starting 21/03/21					
East	529	715	694	471	719
West	620	670	614	353	706
ATC Counts Week Starting 10/10/21					
East	420	559	767	361	N/A
West	695	727	330	301	N/A

3.8 The Copers Cope Area Residents Association and Bromley Living Streets submitted their own survey of residents and of the 670 responses they identified that 14% of respondents use the cycle lanes. Other residents have also contacted the Council stating that the uphill cycle lane on Bromley Road was a great benefit for cyclists.

3.9 Modal usage by cyclists

3.10 For Albemarle Road, the modal share of vehicle journeys in October 2021 by cyclists eastbound represented 4% and 3.5% west bound. In LB Bromley, overall cycling represents 1% of journeys. On Bromley Road the vehicle number data in January 2020 indicated that cycle journeys were 1.7% eastbound and 1% westbound. (March counts during lock down with lower vehicle numbers indicated modal cycle proportions of 2.8% eastbound and 2.1% westbound). Unfortunately the ATC counter installed in October 2021 did not register several days of traffic. New counts have been requested.

3.11 Concerns and Issues Raised by Stakeholders

Individual households and a group of residents have communicated about the following issues they consider that the scheme has created

3.12 i/ Increased journey times and distances for some residents.

Residents in The Mead and Meadway have stated that the existing changes have increased travel times to their properties from Westgate Road by a distance of 0.9 of a mile longer. Outside of the busiest times this has been timed at 2½ minutes.

3.13 ii/ Increased traffic on neighbouring streets.

Since Westgate Road bridge was made one directional, residents on or near Bromley Road have raised concerns about traffic queuing from the signals at the junction with Beckenham High Street, when travelling west. The situation has been regularly monitored by officers and appears to be an issue during school term time in the AM morning peak. To reduce this issue TfL have added additional green time to the traffic signals for Bromley Road at the junction with the High Street. This appears to have reduced some queuing. However, if the reservoir of road space between the Waitrose traffic signals on Southend Road and the Beckenham Junction traffic signals is at capacity, queuing is resulting on all roads forming junctions with the High Street.

3.14 iii/ Increased emergency services response times.

Residents have raised concerns about emergency vehicle response times being longer because of the one directional stretches of carriageway. The emergency services have been consulted; however, the Police have been the only responder and they only stated their support for the changes made to the Albemarle Road scheme in June 2021.

3.15 iv/ Westgate Road Bridge and the junction of Westgate Road and Albemarle Road.

Residents of Bromley Road have communicated with officers about returning Westgate Road bridge to two-directional traffic. The consultation offered options of returning the bridge to two directional, north bound and south bound. However, the consultation responses for this issue indicated a preference for retaining the existing south bound arrangement. Continuing with the existing arrangement has been supported by the Ward Members. It should be noted that the ATC's data in October identified 130 cyclists and 27 cars travelling over the bridge in the wrong direction in one week.

3.16 v/ Cycle lane maintenance.

Segregating the cycle lanes with plastic wands was recommended by TfL to secure the scheme funding. The wands have created cycle lanes benefitting both cyclists but also increased the separation of pedestrians from traffic on the Bromley Road narrow pavement, between Shortlands Station and Bishop Challoner School. However, the wands have required a change to street sweeping procedures as a small mechanical broom sweeper has to be used

in the cycle lanes. Neighbourhood Management have accommodated the issue for most of the year but in autumn the leaf drop has resulted in considerable fallen leaves on the Bromley Road cycle paths for a short period of time. The issue of detritus in the cycle lanes of Bromley Road has also been reported by experienced cyclists as a problem. It is recommended that in the future when further TfL funding is available alternative means to segregate the cycle lanes on Bromley Road are investigated.

3.17 vi/ Increased traffic queuing at the Junction of Bromley Road and Shortlands Road.

On occasions there have been communications from the public and monitoring by officers indicating longer traffic queue lengths at the traffic signals at the junction of Bromley Road with Shortlands Road. Carriageway width has been narrowed; but the same number of vehicles are clearing the junction during the traffic signals green phase. In addition, the yellow box junction on the west side of the railway bridge is now camera enforced. However, it is considered that the mandatory and advisory cycle lanes at this junction are neither benefitting cyclists or motorists and it is therefore recommended to revert to the previous traffic management arrangements to reduce queuing.

3.18 vii/ The junction of Westgate Road and Albemarle Road

The existing traffic management arrangements for this junction have been subject to a Stage 1 and 2 Safety Audit and a Stage 3 Safety Audit after implementation. The independent auditors considered the design both safe and successful at reducing the speeds of motorists. The consultation however has revealed that most responders consider that the junction should be redesigned. Designs for this junction will therefore be considered independent of recommendations in this report and approved under delegated powers.

3.19 viii/ On street carparking.

One resident in a residential development adjoining Bromley Road and one on Downs Bridge Road consider that there has been increased on-street car parking in these roads. These roads however have no existing parking restrictions.

3.20 **CONSULTATION AND ENGAGEMENT**

3.21 For Albemarle Road and Westgate Road extensive consultation was carried out in the Beckenham area about the proposals. Initially this has been done by letter drop to the properties indicated in Appendix 1. The letter drops publicised an on-line link to a questionnaire that requested residents choose a preferred option between 5 questions. The results of the consultation are summarised in Appendix 2.

3.22 Consultation for Bromley Road was again done by letter drop to residents fronting Bromley Road. The results of this consultation are summarised in Appendix 3.

3.23 In addition, a series of stakeholders were notified of the consultation. These stakeholders were identified from TfL recommended guidance and are listed in Appendix 4.

3.24 The bus operators on Bromley Road have confirmed that the changes to Bromley Road have not impacted on service delivery.

3.25 **RECOMMENDED CHANGES TO THE SCHEME AND ESTIMATED COSTINGS**

3.26 The Ward Members and Shortlands Friendly Village Liveable Neighbourhood project board have recommended that the following changes be made to the existing scheme based on the consultation results and the impacts on traffic management and costings to make the changes.

- The existing segregated cycle lane be retained between the junctions of St Georges Road with Albemarle Road and Albemarle Road with Westgate Road.
- The existing segregated cycle lanes between the junctions of Albemarle Road with Westgate Road and the junction of Albemarle Road with Bromley Road be removed and two directional traffic be reinstated with ancillary changes to traffic infrastructure.
- The retention of one directional south bound traffic on Westgate Road bridge.
- The retention of a Tiger crossing on Bromley Road and the retention of cycle lanes on Bromley Road but with modifications to carriageway markings at the junction of Bromley Road with Shortlands Road and the removal of wands on the downhill/eastbound section of Bromley Road.

COSTINGS FOR PROPOSED CHANGES TO ALBEMARLE AND BROMLEY ROAD	
Westgate Road to Downs Bridge Road	£13,153
Downs Bridge Road to Bromley road	£12,571
Bromley Road	£2,776
Junction changes Albemarle / Westgate Road	£15,000
TMO's and Fees	£6,500
Total	£50,000

4 IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 Retaining the cycle lanes and the Tiger crossing on Bromley Road will benefit cyclists. An Equalities Impact Assessment Statement did not identify any vulnerable groups who would be negatively impacted.

5 POLICY IMPLICATIONS

5.1 Retaining cycling infrastructure on Albemarle Road and Bromley Road supports the Council's objectives set out in "Making Bromley Even Better 2021 to 2031" by:

- Encouraging more sustainable forms of travel, including hybrid and electric vehicles, cycling and walking.
- Supporting children and young people.
- Improving Safety and Health in Bromley.

5.2 The proposed improvements also support the objectives of the Bromley Third Implementation Plan 2019 which identifies the Lower Sydenham to Bromley Quietway as a Borough objective.

6.0 FINANCIAL IMPLICATIONS

- 6.1 The cost of the original London Streetspace Plan scheme works funded by a grant allocation from the TfL was £111k.
- 6.2 The cost of the measures that were agreed and implemented after consideration by this Committee in March 2021 have so far cost £25k, funded by an allocation from the TfL Liveable Neighbourhood grant.
- 6.3 The cost of the further works set out in this report is estimated at £50k, which would be funded by TfL grant specifically allocated to review London Streetspace Plan schemes.

7 PERSONNEL IMPLICATIONS

- 7.1 The project will be implemented from existing staff resources.

8 LEGAL IMPLICATIONS

- 8.1 The one-way system and associated measures were introduced by experimental traffic orders that were made on 15th September and 1st December 2020. The Experimental Orders were made under section 9 of the Road Traffic Regulation Act 1984, in conjunction with The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. Notice of the making of the Orders were published in both the News Shopper and London Gazette on the 23rd September 2020 for the Albemarle Rd scheme and on the 9th December 2020 for the Westgate Road scheme.

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 an EU compliant tender, and therefore there is not a requirement to tender this work separately.

Non-Applicable Sections:	
Background Documents: (Access via Contact Officer)	11/03/2021 - Environment and Community Services Policy Development and Scrutiny Committee (Item 96); Issue - items at meetings - WESTGATE ROAD AND ALBERMARLE ROAD TRAFFIC MANAGEMENT CHANGES (bromley.gov.uk)