Report No.
ES20234

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker:	**Portfolio Holder for Transport, Highways & Road Safety** **FOR PRE-DECISION SCRUTINY BY THE ENVIRONMENT AND COMMUNITY SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE ON:**
Date:	**Tuesday 22 November 2022**
Decision Type:	Non-Urgent Executive Key
Title:	**TRAFFIC AND ROAD SAFETY POLICIES**
Contact Officer:	Angus Culverwell, Assistant Director Traffic and Parking Tel: 020 8313 4959 E-mail: angus.culverwell@bromley.gov.uk
Chief Officer:	Director of Environment and Public Protection
Ward:	(All Wards);

1. Reason for decision/report and options

This report sets out the Council's policies and approach to the continuous improvement of the highway network to support transport for all road users, with a focus on safer streets and casualty reduction.

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2. RECOMMENDATION(S)

2.1 Members of the Committee are asked to note the traffic and parking policies set out in Section 3.

2.2 The Portfolio Holder is recommended to confirm the traffic and parking policies set out in Section 3.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Transport improvements take account of the needs of vulnerable road users.

Transformation Policy

1. Policy Status: Existing Policy: The recommendations in this report are in line with the Borough's current Transport Plan – "Bromley's Third Local Implementation Plan – Bromley's transport for the future" published in 2019.
2. Making Bromley Even Better Priority (delete as appropriate):
   (1) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
   (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
   (4) For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future.

   Further Details: Transport has a key role to play in delivering these MBEB objectives, for example, projects to enhance walking and cycling infrastructure will be used to improve the public realm of town and local centres providing a quality environment and creating places that people want to spend time in thereby supporting vibrant, thriving town centres. By providing attractive walking and cycling infrastructure, residents will be able to undertake exercise as part of their everyday routine, improving their health and reducing the chance of disease. Infrastructure such as benches and improved walking routes help to ensure that older residents can remain active, thereby supporting independence and also promoting a healthy Bromley. Above all, the safety of road users on our streets needs to be enhanced as far as is possible.

Financial

1. Cost of proposal: All schemes rely on the Council identifying a suitable budget to take them forward.
2. Ongoing costs: n/a
3. Budget head/performance centre: Traffic and Road Safety
4. Total current budget for this head: £1,520,000 (TfL) plus £133,220 (LBB)
5. Source of funding: TfL LIP funding and Bromley Core Funding

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Personnel

1. Number of staff (current and additional):25
2. If from existing staff resources, number of staff hours: n/a

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Legal

1. Legal Requirement: The 1988 Road Traffic Act, Section 39, puts a "statutory duty" on the local authority to undertake studies into road traffic collisions, and to take steps both to reduce and prevent them.
2. Call-in: Applicable

Procurement

1. Summary of Procurement Implications: n/a

Property

1. Summary of Property Implications: n/a

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Projects to support sustainable transport are a priority

Customer Impact

1. Estimated number of users or customers (current and projected): All road users

Ward Councillor Views

1. Have Ward Councillors been asked for comments? n/a
2. Summary of Ward Councillors comments: n/a

3. COMMENTARY

3.1 Traffic congestion, road safety and parking problems are a significant challenge for the Borough. Due to the potential for considerable growth in the local population, changing travel patterns and a desire to support active travel, we must have sound policies for managing the traffic and parking demands that will arise in the future.

3.2 Many of Bromley's transport policies are set out in the Council's transport plan, LIP3, published in 2019. However, this report offers an opportunity to set out a few specific approaches to traffic and parking management as adopted by Bromley, for scrutiny by this committee.

3.3 As is made clear in another report on this evening's agenda (Traffic and Road Safety Programme), there are finite resources to improve and adapt the Borough's streets to support the travel needs of our road users and to reduce the number of road casualties. Therefore, it is important that the resources are focused to where they will achieve best value.

3.4 Example costs to install traffic engineering measures are set out here:

a) Zebra crossing - £25k to £50k, depending on location, necessity for anti-skid road surface, kerb realignments, presence of statutory services etc.

b) Signal controlled crossing - approximately £75k to £100k, depending on location

c) Mini roundabout - £10k to £100k, depending upon location, need for deflection, existing road surface etc.

d) Full size roundabout - £120k+ according to size and location

e) Speed table - £20k to £100k, depending on junction, need to raise or change footways etc.

f) Speed hump - £4k

g) Traffic island or pedestrian refuge - £7k to £15k, depending on size

h) Bike lane - these can vary hugely in cost depending on if they are set out simply with signs and road markings or are segregated from traffic, requiring changes to the infrastructure and possible relocation of utilities.

i) Flashing warning sign - £3k to £10k depending upon size, vehicle-activated or timed etc.

j) Road marking - £50 for a small one

The presence of utility providers equipment, usually under the footway or carriageway, can greatly affect the cost of a scheme and may render it unviable. For example, relocating one telecommunications chamber can easily cost over £100k.

3.5 In order to ensure that the Council continues to focus on its transport priorities this report summarises certain important aspects of policy as it affects this prioritisation. This is in support of the existing parking policy which was approved in 2014 (see report ES14057, July 2014).

3.6 Road Safety Engineering Schemes

The practice of the Council for many years has been to investigate all locations where there have been 5 or more injury collisions over a period of 36 months. The locations are all investigated to look at the severity of the injuries and whether there is a pattern to the collisions. At sites where the collisions are of particular concern and appear to be treatable, the cost of making improvements is estimated and the benefit-cost ratio is calculated. The locations are

then prioritised in line with the funding available. Locations with relatively few collisions will not be treated as it would not be feasible or an effective use of funds to investigate the site of every injury collision. If there are fewer than about 5 collisions, it is very hard to establish a pattern / common cause to develop a treatment.

3.7 Active Travel Schemes

Active travel schemes are projects that encourage walking, cycling and the use of public transport. The Council will promote such schemes wherever the statistics can justify the demand and where funding is available. There will also be a focus on ensuring our footways are safe and accessible. Drop kerbs at informal crossing points will be considered where a specific need is identified.

3.8 Low Traffic Neighbourhoods (LTN) and School Streets

Due to operational restraints, no school street will be installed in the borough unless the school is prepared to organise and operate them through the use of temporary, manned barriers. The Council will not approve LTNs with local roads blocked off and traffic diverted onto other roads. None of these schemes will be enforced using cameras.

3.9 Speeding

The Council often receive requests to reduce the speed limit on roads in the borough. Speeding and dangerous driving are offences punishable by law and enforced by the Police. However, the Council will investigate whether low-cost measures such as posters, vehicle-activated signs and road markings may be beneficial in discouraging speeding.

As a general rule, the Council will not instal any new 20mph limit or zones. This is because the reduction in speed limit through signs and road markings alone does not seem to have much effect on drivers' speeds. Since the Council is unable to enforce these speed limits, it is an ineffective use of limited resources. The Council will install part-time 20mph limits at the beginning and end of the school day with flashing lights outside schools, decided on merit. In exceptional cases, full-time 20mph limits may be appropriate in certain locations such as High Streets.

Consideration will be given to reducing the speed limit from 40mph to 30mph in villages. The Traffic Advisory Leaflet 01/04 (DfT, 2004) sets out policy on achieving lower speed limits in villages, including a broad definition of what constitutes a village.

3.10 Safety Cameras

Transport for London (TfL) and the Police are responsible for speed cameras and red-light cameras across the whole of the Greater London area.

3.11 Speed Humps

In the past, we have introduced road humps and tables to reduce traffic speeds and improve safety. However, the police, fire brigade, ambulance service and London Transport have objected to the proliferation of road humps and raised tables because of the increase in attendance times for emergency calls and discomfort and possible injury to their passengers. Road humps and raised tables can also lead to complaints from residents about increased noise and vibration from traffic.

For these reasons the council has decided not to introduce any further road humps in the borough and to only use tables as a last resort at a junction with an ongoing collision problem. There is a range of alternative measures to encourage lower vehicle speeds, such as our

vehicle activated warning signs, roadside posters, safer speed campaigns/events and driver/rider training programmes, such as the young driver traffic education scheme and Driven by Consequences.

3.12 Pedestrian Crossings

There are several factors that are considered when assessing whether a pedestrian refuge, Zebra or signal-controlled crossing is appropriate at any given location. Any request for a pedestrian crossing will be investigated and weighed against these factors and will only be installed if the criteria is met. Installing an inappropriate crossing can create danger for those crossing or can cause significant traffic congestion leading to road safety issues elsewhere.

Crossings are expensive to install and maintain and will only be considered where there is a demonstrable need and where the benefits will outweigh disbenefits, such as resultant delays inadvertently redirecting traffic along less suitable routes.

3.13 New Roundabouts

While roundabouts and mini roundabouts are sometimes implemented to make the flow of traffic safer, current research suggests that vulnerable road users don't experience the same level of improved safety as do drivers. Roundabouts may actually increase the number of cycle collisions. Therefore, as safety is a priority in Bromley and with a high number of pedestrian and cycle collisions at some roundabouts, new roundabouts will not generally be introduced in the borough. The only exception to this is where there are no other suitable options and engineers have adequately assessed the location, or where complementary measures can be introduced.

3.14 One Way System

The Council is opposed to introducing new one-way systems because they tend to increase speeding on the road. The only exception to this, and where a one-way system will be given consideration, is when the road width is too narrow and the available width for traffic access (with or without parking) is less than 2.5m over a distance of 50m, where there is no other solution to the perceived problem, and where it is unlikely to lead to increased speeds.

3.15 Additional Signage – Decluttering

Too many traffic signs can affect the environment and can dilute more important messages, resulting in information overload for drivers. Therefore, the Council's decluttering strategy is to reduce the amount of signage on Borough roads by: -

- Removing unnecessary signs when a new traffic scheme is introduced.
- Rejecting request for signs unless it is a legal requirement or where there is a safety imperative.

3.16 Road Widening

As the widening of any carriageway could reduce the area available on the footway or grass verge, thereby reducing the council's green estate, the Council will not invest in any scheme to widen a carriageway except where there are severe safety or congestion implications.

3.17 Width Restrictions / HGV signs

The width restrictions in the borough are in place to prevent large goods vehicles from using certain routes and are not there for safety reasons. No new permanent width restrictions have been installed for over 20 years and there are currently no proposals to review or remove any

that are currently in-situ. Signs showing a route to be unsuitable for HGVs are only used where a large vehicle will genuinely be likely to get stuck if the driver proceeds, due to the narrowness or other feature of the road ahead. These signs are not used to simply discourage HGV drivers from using residential streets.

3.18 Mirrors

Highway mirrors will not normally be agreed unless the speed limit is above 30mph, intervisibility is effectively nil and the property owner is not able to adjust the exit to improve visibility.

3.19 General Parking restrictions – Single and Double Yellow Lines

Where a request is made for parking restrictions at any given road, consideration will only be given if the location meets any of the following criteria:

- At road junctions where parking is identified as a problem for pedestrians crossing or for intervisibility for drivers/riders, the Council will introduce 10m long double yellow lines to protect junctions in line with the Highway Code. This length can be varied depending on the nature of the road.

- At locations where the road is so narrow such that fire engines, ambulances and council service vehicles find it difficult to travel down the road because of parking on one or both sides of the road. The standard width of a fire engine is 2.55m, this width must be free for travel on all roads at all times, with a greater width sometimes required on bends.

- At locations where residents find it difficult to park on their roads and nearby roads because of commuter and visitor parking. Limited time single yellow lines facilitate daytime parking by residents and their visitors. (Also see CPZs below.)

- The council will NOT install yellow lines to protect private driveways (either nearside or opposite) except if the road is within a CPZ. Parking enforcement can be requested to address this problem regardless of the presence of yellow lines. Residents are generally advised to apply for white bar marking (at cost) if they encounter frequent obstruction of their crossover.

3.20 Disabled Bay Parking

The Council provides parking bays for disabled badge holders outside or near their place of residence, when a resident demonstrates that they hold a Blue Badge and have no suitable off-street parking facilities. The use of each bay is not restricted to an individual and can be used by any Blue Badge holder.

3.21 Controlled Parking Zone (CPZ)

A CPZ is an area where parking is only allowed on certain parts of the road for a limited time unless you have a permit. Some CPZs also contain free parking bays. The area is mainly controlled by single yellow lines that operate at the same time as each other. A CPZ is identified by zone entry and exit signs. Request for new CPZs have to meet the following criteria before they will be considered:

- The CPZ should not result in significant displacement of parking to other residential streets in the borough

- If off-street parking is available to a majority of residents on the road, a CPZ will not be considered

- There has to be an obvious on-street parking pressure measured through a parking survey
- CPZs will not be introduced on just one road as they need to be a minimum size to operate effectively.
- The Council will be willing to consider CPZs at locations near stations, shops, high street and offices etc.
- Other alternatives to a CPZ such as a Permit Parking Area (PPA) and Restricted Parking Zone (RPZ) will only be considered by the Council under special circumstances.

3.22 Footway Parking

There is a London-wide ban on parking vehicles on the footway and verges. This is covered by Section 15 of the Greater London Council (General Powers) Act 1974 which came into effect in 1985. However, the Council will consider exempting a road and allowing partial or full footway parking if an absolute minimum of 1m can be maintained on the footway for wheelchair and push chair users (in line with Disability Discrimination Act 1995 guidelines), if the footway is suitable for vehicle over-run and if there is a specific reason to allow footway parking. Parking on grass verges is prohibited.

3.23 Summarised process for Traffic and Parking Schemes

It is worth noting that the process for proposing, designing, consulting and implementing any traffic and parking scheme is long and can take months or years. This is because of our obligation to follow the right steps to ensure every scheme adheres to acceptable safety and legal standards, plus ensuring that funding is in place and is prioritised correctly. Failure to follow the right process could lead to safety implications and in some cases, legal challenges. For example, every scheme that involves more than a small change in the physical layout of the road must go through a safety audit process. Every scheme that will be enforced must follow the due consultation and public awareness process before it is installed.

A summary of the steps taken to introduce a new traffic or parking scheme is set out below. In some cases the steps can be overlapped.

- STEP 1 – Scheme initiation through engineer's investigation, safety studies, or following requests from Councillors and/or residents. *[An assessment is usually made within 4 weeks.]*
- STEP 2 – Identify budget / funding source – there might be a current budget or may need an application for funding in a future year.
- STEP 3 – Feasibility study; data collection, site visits, engagement with internal and external stakeholders, cost-benefit analysis etc. *[This stage can take anything from 10 weeks to 6 months depending upon the complexity of the proposed scheme.]*
- STEP 4 – Preliminary design and further cost analysis. *[This stage can take from 1 week to 6 months depending upon the complexity of the proposed scheme.]*
- STEP 5 – Consultation with Ward Members and public consultation. *[This stage can take from 6 weeks to several months for a large scheme that will be of wider public interest.]*
- STEP 6 – Consultation data analysis, amendments, feedback to Ward Members and the public. *[This stage will take up to 3 weeks for large scale consultations.]*

- STEP 7 – Delegated authority approval for minor schemes or report to pre-decision scrutiny committee for major schemes. *[This stage can take from 1 week to 4 months depending upon committee schedules.]*

- STEP 8 – Statutory consultation in the papers. *[This stage is not always necessary, but for many schemes is required and can take from 4 to 12 weeks.]*

- STEP 9 – Detailed design. *[This stage will usually take about 4 weeks but can be delayed if there is a slow response from statutory undertakers.]*

- STEP 10 – Road Safety Audit for larger schemes. *[This stage can take from 2 to 6 weeks depending upon the availability of an independent road safety audit team.]*

- STEP 11 – Handover to build team. *[This stage can take 35 days lead in for minor schemes and 3 to 6 months for major projects where materials may need to be ordered from abroad.]*

3.24 Sponsorship

The Council will consider applications from businesses or residents who wish to sponsor highway improvements. Any such highways improvement must be in line with best practice and accord to safety standards and Council policy.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

Consideration is given when designing all schemes to the needs of all road user groups, including of those with disabilities.

5. TRANSFORMATION/POLICY IMPLICATIONS

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6. FINANCIAL IMPLICATIONS

Funding must be in place for any road improvement scheme to be taken forward.

7. PERSONNEL IMPLICATIONS

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8. LEGAL IMPLICATIONS

The 1988 Road Traffic Act, Section 39, puts a "statutory duty" on the local authority to undertake studies into road traffic collisions, and to take steps both to reduce and prevent them.

The pertinent wording from the Act is:

Each local authority must prepare and carry out a programme of measures designed to promote road safety and may make contributions towards the cost of measures for promoting road safety taken by other authorities or bodies.

Each local authority:

- *Must carry out studies into accidents arising out of the use of vehicles on roads or parts of roads, other than trunk roads, within their area*

- *Must, in the light of those studies, take such measures as appear to the authority to be appropriate to prevent such accidents, including the dissemination of information and advice relating to the use of roads, the giving of practical training to road users or any class or description of road users, the construction, improvement, maintenance or repair of roads for which they are the highway authority and other measures taken in the exercise of their powers for controlling, protecting or assisting the movement of traffic on roads*

9. PROCUREMENT IMPLICATIONS

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10. PROPERTY IMPLICATIONS

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11. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

All schemes proposed in this report are in line with the Council's agenda to promote active travel, support sustainable transport and reduce carbon emissions.

12 CUSTOMER IMPACT

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13 WARD COUNCILLOR VIEWS

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Non-Applicable Headings:	[List any of headings 4 to 13 that do not apply.]
Background Documents: (Access via Contact Officer)	LIP3: Bromley's transport for the future - local-implementation-plan-lip3- (bromley.gov.uk) Parking Policy report 2014: Parking Controls in Residential Areas - Issue - items at meetings - Parking Controls in Residential Areas (bromley.gov.uk)