

**Decision Maker:** **Portfolio Holder for Transport, Highways & Road Safety**  
**For Pre-Decision Scrutiny by the Environment and Community Services Policy Development and Scrutiny Committee**

**Date:** **Wednesday 13 March 2024**

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

**Title:** **PROPOSED PEDESTRIAN CROSSING FACILITIES NEAR CHISLEHURST WAR MEMORIAL, AT BROMLEY LANE AND ROYAL PARADE**

**Contact Officer:** Bukola Sobanjo, Traffic Engineering Manager  
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**Chief Officer:** Director of Environment and Public Protection

**Ward:** Chislehurst

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1. Reason for decision/report and options

The purpose of this report is to seek approval for the proposals to introduce pedestrian crossing facilities near Chislehurst War Memorial (CWM). The proposals, which are outlined in Section 3 of this report, aim to improve pedestrian facilities by providing signalised crossings on Bromley Lane and Royal Parade.

Officers have worked closely with Transport for London (TfL) to achieve an optimum solution for the design in order to ensure capacity at the junction is not adversely affected; a number of options were considered as outlined further in Section 3 of this report to reach the final proposed layout recommended.

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2. **RECOMMENDATION(S)**

2.1 **That the Portfolio holder approves the following:**

- **Signalised pedestrian crossings at Bromley Lane and Royal Parade.**
- **Any minor changes to the design to be delegated to the Director of Environment and Public Protection, in consultation with the Portfolio Holder.**

### Impact on Vulnerable Adults and Children

1. Summary of Impact:

This proposal would provide safer and dedicated crossing facilities for all pedestrians including vulnerable road users and children attending nearby schools.

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### Transformation Policy

1. Policy Status: Existing Policy - The proposals outlined below in section 3 are in line with the Borough's Local Implementation Plan (LIP 3) objectives to help deliver more choices for shorter trips.
2. Making Bromley Even Better Priority
- (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.
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### Financial

1. Cost of proposal: £207k
2. Ongoing costs: None
3. Budget head/performance centre: LIP Capital Programme Budget for Safer Corridors and Neighbourhoods 2023/24
4. Total current budget for this head: £1.285M
5. Source of funding: TfL
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### Personnel

1. Number of staff (*current and additional*): 3
2. If from existing staff resources, number of staff hours: 200 hours
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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 highways term contractor.
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### Property

1. Summary of Property Implications: None
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### Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Facilitating more use of sustainable transport, walking and cycling, will help reduce carbon emissions in the Borough
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### Impact on the Local Economy

1. Summary of Local Economy Implications: None
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### Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: This proposal aims to contribute towards making walking an easier choice
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### Customer Impact

1. Estimated number of users or customers (*current and projected*): A large number of pedestrians already cross at this location and the introduction of improved crossing facilities will likely lead to an increase in numbers.
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### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments:

*Chislehurst Ward Councillors “are very pleased to support this proposal which will facilitate the safety of pedestrians crossing at this busy junction and we hope will promote more walking.”*

### 3. COMMENTARY

- 3.1 Footfall in the area around the War Memorial on Chislehurst Common is generally high, with schools and local businesses situated immediately on the south side of the junction and pedestrians and bus passengers arriving from the town centre to the north. There are a number of bus routes serving this location and there is difficulty for passengers wishing to complete their journeys on foot. This is especially difficult for school pupils travelling to and from the nearby Coopers School and St Nicholas Church of England Primary School.
- 3.2 For many years the Council has wished to improve pedestrian crossing facilities at the junction of Bromley Road / Bromley Lane / Centre Common Road / Royal Parade – the Chislehurst War Memorial (CWM) junction.
- 3.3 The most obvious solution appeared to be the addition of a green man pedestrian phase to the traffic signals at the CWM junction. In 2012, a [study](#) by SKM Colin Buchanan was commissioned by the Council to look at the impact and safety implications of doing this. The comprehensive review concluded that adding a pedestrian phase was not recommended, due to the severe congestion that would then occur in the area. The study showed that the CWM junction was already at capacity, if not slightly over capacity, with long queues of traffic already forming at peak hours.
- 3.4 The implications of adding a pedestrian phase to the signals would be that more traffic would be forced to use the minor streets nearby to circumnavigate the CWM junction – streets such as Bull Lane which has no footways and Watts Lane by Coopers School. Overall, it was considered that road safety would be negatively impacted by the addition of a green man phase at the signals. In addition to this, the level of congestion predicted would have led to bus services being curtailed before they reached this part of Chislehurst – a location on several bus routes.
- 3.5 Proposals to improve pedestrian crossing facilities at the junction were therefore reviewed once more by Officers to see if there was perhaps an alternative solution. Following this piece of work, a [report](#) was brought to Members in 2014. Traffic congestion in the wider area had always been a problem, so a wider area plan was conceived to help improve traffic flow sufficiently to allow the introduction of pedestrian crossings over the A222 at the CWM junction. This proposal involved the acquisition of an area of the common that would be needed to widen the CWM junction, to allow a totally new design of signalised junction, whereby a pedestrian phase could be added to the signals with minimal impact on traffic. The proposed quid-pro-quo to avoid an overall loss of commons land included major changes in other areas of the common. However, this concept, apart from being very expensive, was also dependent on the Trustees of the Common agreeing to give up commons land to become highway. Despite a healthy negotiation, Trustee approval was not forthcoming and [this proposal](#) was abandoned.

#### **Options Considered Recently – 2021 - 2024**

- 3.6 In 2021, the then Ward Councillor, Cllr Terry, put forward a suggestion for crossings on the A222 Bromley Lane just east of Kemnal Road and for one on Royal Parade near Church Row. These ideas were considered by Officers as a second-best / fall back option if no solution could be found that would enable a crossing to be installed on the primary pedestrian desire-line, i.e. at the CWM junction itself, but agreed with the suggestion that this plan would be better than no crossings. However, at that time there was no funding available for this scheme, so that had to be obtained. In 2022/23 funding was made available for a new study. The current Ward Members were also very supportive of a crossing being installed if a safe solution could be found.

- 3.7 Following engagement with the Ward Members and the Portfolio Holder in 2023, a staggered crossing was proposed on the western arm of the junction, with fresh survey data being analysed. This arm of the junction was chosen after the pedestrian / vehicle survey (PV<sup>2</sup>) showed that this was the busiest arm of the junction. The result of the PV<sup>2</sup> survey can be seen in Appendix B. Any figure above 0.6x10<sup>8</sup> suggests that a formal crossing can be considered at the location. However, although this arm of the junction gave a high figure it was discounted due to the utility service diversion costs on the footway which was not feasible to relocate, plus the congestion that was anticipated when considering the new count data.
- 3.8 There is slightly more road width on the eastern arm of the junction, so a staggered crossing was considered there, as it was considered that this might be a way of lessening the likely congestion. However, this design posed safety concerns as well as still having a negative impact on traffic movement. This resulted in this option being discounted.
- 3.9 A zebra crossing was further considered on Centre Common Road and Royal Parade but was discounted because of the impact it could have on traffic flow. Given the proximity of the CWM junction, zebra crossings would not be suitable, as traffic blocking back through the junction would be quite likely, causing the congestion that was trying to be avoided.
- 3.10 Signalised crossings were further considered on three arms of the junction but this proposal was also discounted due to the congestion it would cause.
- 3.11 Each of the options above were discussed with TfL who have a major stake in the junction, as they are responsible for the safe and efficient operation of all traffic signals across London, even if they are on a borough road, as these are. TfL are also responsible for the operation of buses, and any design that would lead to increased congestion would be likely to lead to the termination of bus services before they reached the Royal Parade area. TfL have therefore been supplied with the latest traffic survey data alongside the various concept design options and have offered feedback on each. None of the above-mentioned designs to offer a pedestrian crossing facility at the CWM junction were supported.
- 3.12 This has led Bromley Officers and the signals team at TfL to conclude that the only way to offer a crossing over the A222 in this vicinity is to locate it near to the junction of Kemnal Road, as was originally suggested by former Cllr Terry. Also, that the crossings would have to be signal controlled so that they can be linked to the CWM junction signals, to avoid blocking of the junction and severe congestion. Linking to the signals at the CWM junction cannot be done with zebra crossings.

### **Current Proposals**

- 3.13 The proposal that would be acceptable in terms of safety and traffic flow is shown in Appendix A. Although this is not the optimal location to assist pedestrians where they often choose to cross unaided, it is considered to be better than having no controlled crossing at all over the busy A222 in an area with lots of pedestrian movements.
- 3.14 Below is a summary of the changes being proposed:
- **Signalised pedestrian crossing on Bromley Lane to the east of Kemnal Road.** This would require the existing grass verge on the southern footway to be converted to a new footway area to accommodate the crossing.
  - Double yellow lines on Bromley Lane to ensure the carriageway remains unobstructed around the proposed crossings.
  - **Signalised pedestrian crossing on Royal Parade southeast of the junction with Church Row.** This would result in the loss of some parking spaces on Royal Parade due to safety

concerns for vehicles pulling out of the parking bays into the crossing. This space might be further converted into a seating area, subject to approvals.

- Yellow box marking at the junction of Bromley Lane, Royal Parade, Centre Common and Bromley Road. This aspect is to prevent the junction from being blocked as a result of any queues backing up from the proposed pedestrian crossings.

3.15 Overall, these new crossing facilities would ensure students, parents and visitors to the area have dedicated provision to cross the road and access the school, bus stops, and local businesses more easily and safely.

3.16 These proposals are brought to Members for their consideration. As mentioned, the proposals are not for a controlled crossing facility at the CWM junction but nearby. Although this is not exactly what stakeholders had asked the Council to try to achieve, this option does provide a significant benefit to those wishing to cross the A222. It is the only acceptable way to add a controlled crossing over the A222 in this vicinity and is considered by Officers to be better than no crossing at all. The crossing over Bromley Lane near Kemnal Road will offer a pedestrian link to and from the bus stop there as well as offering a way to safely cross this busy road. The addition of the proposed controlled crossing over Royal Parade by Church Row completes the walking route and allows pedestrians to cross both the A222 and A208 with assistance.

3.17 The choice is to provide the crossings as set out or to leave the location as it is at present, with no controlled crossings. Funding to install the crossings is currently available but may not be in the future.

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

The proposals consist of the introduction of new signalised crossings. This would provide a better and safer crossing experience on the route to/from schools and local shops.

#### **5. TRANSFORMATION/POLICY IMPLICATIONS**

1. The proposals outlined in section 3 are in line with the Borough's Local Implementation Plan (LIP 3) objectives to help deliver more choices for shorter trips.
2. Making Bromley Even Better Priority:  
For residents to live responsibly and prosper in a safe, clean, and green environment great for today and a sustainable future.

#### **6. FINANCIAL IMPLICATIONS**

- 6.1 Implementation cost is estimated at £207,000
- 6.2 There is sufficient budget within the LIP funding for capital schemes to meet the cost of this improvement, as well as some contingency.

#### **7. PROCUREMENT IMPLICATIONS**

The scheme would be implemented by the Council's highways term contractor.

#### **8. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS**

Facilitating more use of walking and buses will help reduce carbon emissions in the Borough. The scheme avoids creating additional traffic congestion or bus delays.

#### **9. IMPACT ON HEALTH AND WELLBEING**

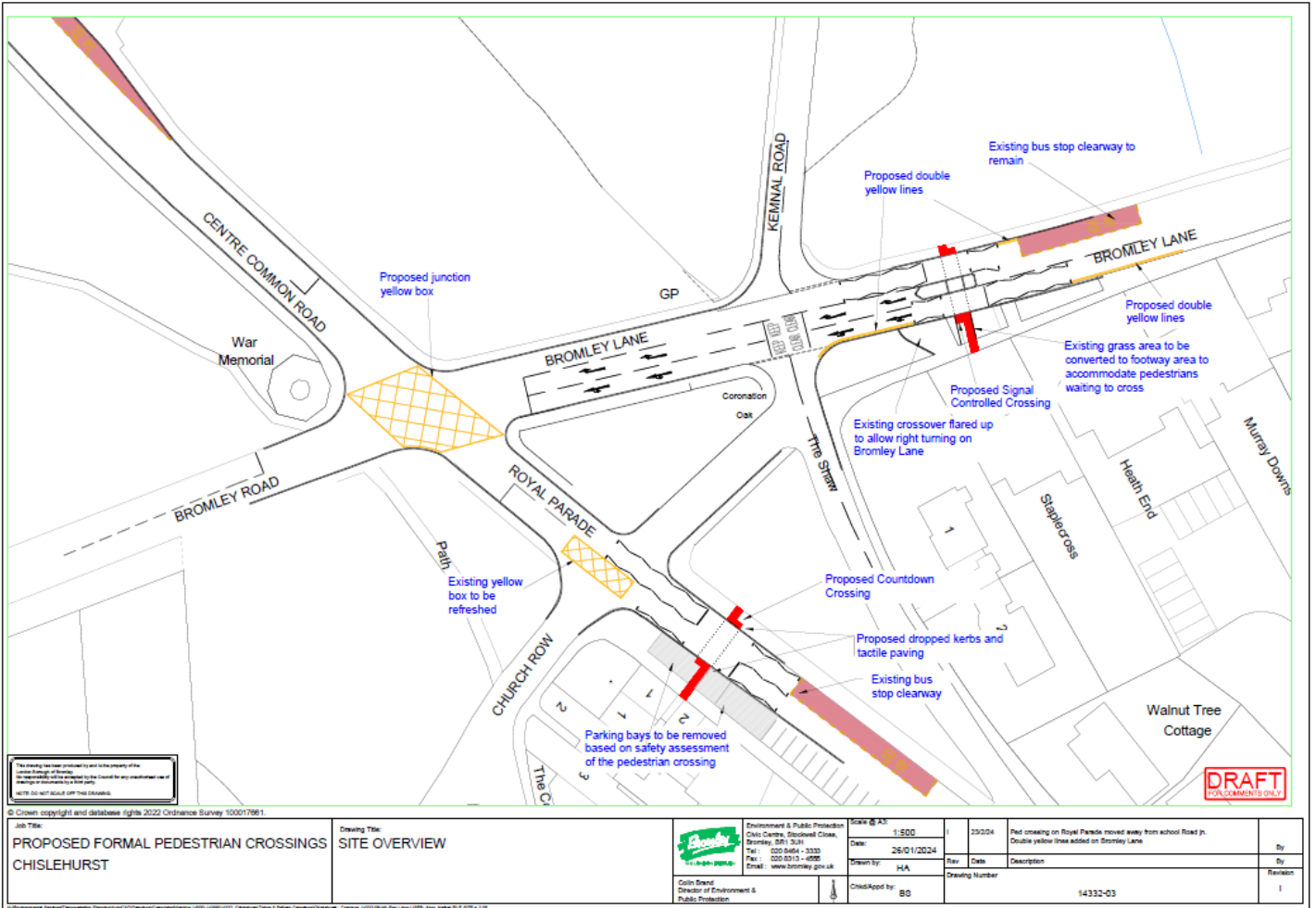
Summary of Health and Wellbeing Implications: This proposal aims to improve walking infrastructure which will give road users more options to choose healthier forms of travel.

## 10. WARD COUNCILLOR VIEWS

Ward Councillors are very pleased to support this proposal which will facilitate the safety of pedestrians crossing at this busy junction and they hope will promote more walking. They have a concern about the loss of 8 parking bays on the Royal Parade shops which Officers will investigate at the detailed design stage to determine if there is scope to reduce this number at all whilst maintaining safety and visibility for those crossing.

<p><b>Non-Applicable Headings:</b></p>	<p>Personnel Implication Property Implications Legal Implication Impact on Local Economy</p>
<p>Background Documents: (Access via Contact Officer)</p>	<p>LIP3: Bromley's transport for the future - <a href="http://bromley.gov.uk/local-implementation-plan-lip3/">local-implementation-plan-lip3-</a> (<a href="http://bromley.gov.uk">bromley.gov.uk</a>)</p> <p>Council commissioned study from 2012 by SKM Colin Buchanan <a href="http://bromley.gov.uk/Supplementary%20information%201.pdf">Supplementary information 1.pdf</a> (<a href="http://bromley.gov.uk">bromley.gov.uk</a>)</p> <p>PDS Report 2014 - A222 CHISLEHURST COMMON IMPROVEMENTS - <a href="http://bromley.gov.uk/Report%20No">Report No</a> (<a href="http://bromley.gov.uk">bromley.gov.uk</a>)</p> <p>Related briefing notes from 2015 and 2016 - <a href="http://bromley.gov.uk/Supplementary%20information%202.pdf">Supplementary information 2.pdf</a> (<a href="http://bromley.gov.uk">bromley.gov.uk</a>)</p>

# Appendix A



# Appendix B

