Contains Confidential or Exempt Information | No
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Title | Boston Manor Road – Cycle Improvements
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For Consideration By | Isleworth and Brentford Area Forum
Date to be Considered | 14 July 2016
Implementation Date if Not Called In | 26 July 2016
Affected Wards | Brentford
Keywords/Index | Boston Manor Road, Cycling, Transport, TfL

1. Details of Recommendations

That the Area Forum:

1.1 Delegate authority to the Executive Director for Regeneration, Economic Development & Environment (REDe) to undertake detailed design for the proposals set out in Appendix A.

1.2 Delegate authority to the Executive Director for REDe to carry out the required statutory consultations on the proposals.

1.3 Delegate authority to the Executive Director for REDe to resolve where possible any objections received to the statutory consultation.

1.4 In the event that any objections received remain unresolved, delegate authority to the chair of the Forum to determine the objections in consultation with Ward Councillors.

1.5 If no objections are received or once any objections received are resolved, delegate authority to the Executive Director for REDe to implement the scheme.

If the recommendations are adopted, how will residents benefit?

| Innovating – Learning from experience. Learn from the errors of the existing cycle facilities; develop a scheme that benefits all road users and encourages a higher cycle mode share. | 2016/17 |
| Innovating – The scheme has been designed with reference to the London Cycle Design Standards, to align the cycle facilities with current best practice. | 2016/17 |
| Spending Wisely – Subject to approval, this scheme will be delivered in partnership with Hounslow Highways. This provides time and cost efficiencies in commissioning and delivering the scheme. | 2016/17 |
2. **Report Summary**

2.1 This report details the results of the consultation on the revised design for improvements to Boston Manor Road for cyclists consisting of a two way track on the western side of the road between the borough boundary with the London Borough of Ealing to the north, and the junction with the A4 to the south.

2.2 This design is based on ‘Option A’ as set out in the previous outline consultation held in 2014. It has been modified since the initial concept was developed, to take into account a number of comments received during an initial consultation and the recommendations of the Isleworth and Brentford Area Forum agreed in January 2015.

2.3 These recommendations are being made because Boston Manor Road has been identified as a key strategic link for cyclists to access Brentford from the north. Furthermore, the road offers connectivity for cyclists between the underground stations at Boston Manor and Northfields (via Blondin Park) to the ‘Golden Mile’ employment corridor on the A4. Existing cycle facilities are out-dated and in need of an upgrade and there is evidence of safety concerns particularly for cyclists on this link. The width of the road offers the opportunity to redistribute space and provide cycle facilities that are accessible, safe and continuous.

2.4 If adopted, the key financial implications for the Council are to be funded by Transport for London (TfL) from the approved Local Implementation Plan (LIP) budget for transport. The cost estimate for option A, based on the initial design work undertaken, is £600k. The scheme is subject to full detailed design work to determine the final cost estimate. Following this, a final pricing exercise will be undertaken by Hounslow Highways.

2.5 An additional point to note is that work will be aligned with the Hounslow Highways core investment period resurfacing programme, to minimise disruption and lower costs where possible.

3. **Reason for Decision and Options Considered**

3.1 The Council is committed to improving cycle facilities across the borough, a part of a transport strategy that looks to improve air quality, reduce congestion and encourage active and healthy communities. Hounslow, along with London as a whole, has seen rapid growth of cycling in recent years and has one of the highest modal shares of cycling for an outer London Borough. However, we still have a long way to go to meet our Local Implementation Plan for transport (LIP) target to double the number of cyclists by 2026. This is a vision shared and supported by TfL, who have dedicated funding through our LIP to improve the quality of our local cycle facilities.

3.2 To meet such ambitious goals, it is important that we develop and implement schemes that offer the greatest potential to have a truly transformative impact on cycling mode share. It is equally important that as far as practicable we
focus our efforts on schemes that will also deliver benefits to all road users, whatever their means of transport.

3.3 With all of this in mind, Boston Manor Road has been identified as a priority for an upgrade. Traffic surveys indicate that speeds are often well above the 30mph limit, with 85\%ile speeds of 33mph (northbound) and 35mph (southbound) recorded in the most recent survey. The road is a busy connector road, linking to the A4, with average daily vehicle volumes of between 16,000 and 17,000 vehicles. The road has an established cycle flow, with the most recent independent survey counting 653 cyclists in a 14 hour period. This is in spite the poor quality of the existing cycle lanes, with conflicting line markings on the carriageway and frequent blockages caused by parked vehicles. Personal injury accident data shows six accidents for pedestrians and cyclists in a three year period, out of a total of 14 accidents along the road. Of this total one involved a pedestrian and five involved cyclists. This could be considered a high proportion of cyclist injuries given the relative flow.

3.4 Furthermore, while the width of the road contributes to the high incidence of speeding, it also presents a rare opportunity to redistribute space in a way that can benefit all road users.

3.5 Two possible options were consulted upon in late 2014. ‘Option A’ - a two-way segregated cycle track, on the western side of the road. ‘Option B’ – existing cycle lanes being made mandatory. The results of which were reported to the Isleworth and Brentford Area Forum in January 2015, with the decision agreed as follows (amended at the March 2015 meeting), that officers progress with Option A, subject to the following:

a) A review of the existing ‘BM’ Controlled Parking Zone, including consulting the residents of Boston Gardens. This should include a review of existing dropped kerbs, and opportunities for additional parking spaces off street.

b) Development of a design option which is parking neutral; i.e. does not reduce the existing total length of CPZ bays within the BM zone. This will include looking into use of the second footway/grass verge on the western side of the road (from the Swyncombe Avenue junction northwards) and a review of the length of existing bus stops.

c) A review of potential locations for new controlled crossings.

d) Careful consideration of pedestrian / cyclist interaction, particularly at bus stops and for residents accessing vehicles.

e) That, in tandem with progressing Option A as set out above, a new Option B is also developed, which seeks to improve the markings delineating the existing on-road, un-segregated cycle lanes but without impacting on parking provision.

f) That, subject to successful resolution of the above, a detailed design would be presented to councillors for decision at the Isleworth and Brentford Area Forum.

3.6 In keeping with these resolutions, Officers first looked again at the option of improving the on-carriageway cycle lanes. Given the nature of the road in traffic terms – high volumes, bus route, relatively high speeds compared with
residential type-roads – any on-street cycle lanes would need to be fully segregated to encourage more cycling.

3.7 As we looked into this further, it became apparent that there are no significant improvements we can make to the existing lanes which would make them more attractive to cyclists of all abilities – widening, providing a buffer between the lane and on-street parking bays – without having too severe an impact on parking or requiring the removal of the bus lane, because of the limitations on carriageway space available, and our desire to retain the vast majority of street trees which help to give the road its character.

3.8 As a result, we have not been able to suggest any improvements to the existing lanes which would help to encourage cycling and provide a facility for all levels of cyclist, in line with the Borough’s policies and commitments, and we then began to focus on developing Option A with further consideration of the key issues emerging from the initial consultation around parking capacity, pedestrian crossing facilities, interaction between pedestrians and cyclists, and bus stop arrangements.

3.9 The review of the ‘BM’ controlled parking zone took place at the same time as this revised cycling consultation and is subject to a separate report to this forum.

3.10 The revised design’s (Option A) impact on parking is that overall approx. 4 spaces are lost. However, it should be noted that 11 pay & display spaces would be lost on the south western end of Boston Manor Road. However, additional parking bays are being created or relocated on the north eastern side of the road. Full details of the existing and proposed parking spaces resulting from the proposals are shown in Appendix C.

3.11 Based on feedback from the 2014 consultation, two new locations for controlled crossings were considered: the existing pedestrian islands adjacent to 263 and 87 Boston Manor Road. Both locations were assessed by video footage to determine the current pedestrian user numbers (p) and traffic volumes (v) on a weekday and weekend day. The northern position, adjacent to number 263, would provide improved access for residents into Blondin Park. However, the highest PV² value is below the recommended threshold for new signals as set out in guidance (Local Transport Note 1/95) from the Department for Transport. A new signalised crossing is therefore not proposed at this location. The southern location, adjacent to number 87, returned a similar figure for the weekend survey, however the midweek survey was significantly higher, above the threshold for a new controlled crossing. However, in order to retain the bus lane and provide a dedicated two way cycle facility, it will not be possible to retain this island within the new highway’s design. Pedestrians will therefore be directed to cross at the GSK junction to the south.

3.12 Officers also explored options for signalising the junction of Boston Manor Road and Swyncombe Avenue, and commissioned traffic modelling on this junction to assess the impact of that. The traffic modelling process determines the increase in delay at the junction should traffic signals be installed. The results of this process determined that during the AM and PM peaks there would be severe queue formation and congestion at the junction. It is therefore not recommended that this junction is signalised at this time. The existing mini
roundabout will remain, with alterations designed to ensure larger vehicles can manoeuvre more easily. A major benefit of the two way track for cyclists is that it allows a bypass of this junction, and removes any collision possibility for cyclists using the track with vehicles turning into Swyncombe Avenue.

3.13 Careful consideration has been given within the revised design to the interaction between pedestrians and cyclists. This includes the following measures within the design:

a) Widening the footway opposite the entrance to Boston Manor underground station, to provide a wide shared use footway to allow more space for pedestrians and cyclists to interact. A parallel cycle crossing is proposed adjacent to the existing pedestrian crossing to separate pedestrian and cycle movements across the road and into the two way cycle track.

b) Widening of the ‘buffer’ area between parking bays and the cycle track. This was initially proposed to be 0.5m; however 1.0m can now be achieved in the majority of locations. This will provide more space for residents accessing and exiting vehicles.

c) The cycle track will now be built up to footway level, rather than being at carriageway level as previously proposed, this will negate the need for an narrow segregating islands, which could have been seen as a trip hazard.

d) The provision of dedicated bus stop waiting areas for bus passengers, with bus stop bypasses provided for cyclists. This will allow pedestrians to access and exit buses without conflicting with cyclists.

e) The provision of tactile paving waiting areas between the cycle track and carriageway at informal crossing points along Boston Manor Road.

3.14 The cycle track is 3.0m for the majority of its length, for the section to the north of Swyncombe Avenue this includes utilising the second ‘outer’ footway, currently adjacent to the parking bays on Boston Manor Road. Small sections of the verge will also be required as illustrated in Appendix A. This design option requires less carriageway space and allows for the retention of more parking bays. The western footway adjacent to the properties will remain.

3.15 The section of Boston Manor Road adjacent to GSK, between the A4 and elevated M4, is the most constrained section of the route with regards to width. It is proposed to relocate the existing GSK fence line behind the trees currently located within the GSK boundary. These trees would be adopted as LBH street trees and maintained under the PFI contract. This would provide a significantly wider footway; however still not the width for a dedicated 3.0m two way cycle track and adjacent footway. This section would therefore be signed as shared use for pedestrians and cyclists. In order to provide suitable width at the northern end, five trees currently within the GSK boundary would need to be removed. Cyclists would cross the GSK junction on a widened toucan crossing, with the two way track starting to the north as shown on the designs in Appendix A.

4. Key Implications

4.1 The scheme is in line with the council’s LIP objectives for a safe, environmentally sustainable and healthy transport network for borough
Residents. Delivery will assist the borough in meeting the following performance targets as identified in the LIP delivery plan:

a) 6% of all trips to be made by cycle by 2016/17.
b) 30.5% of all trips to be made by walking by 2016/17.
c) Reduction in the total number of people killed or seriously injured on the borough’s road.
d) Reduction in CO2 emissions (ground based) in the borough by 2017.

5. Financial Details

a) Financial Impact On The Budget (Mandatory)

5.1 The scheme is funded from the 2016/17 and 2017/18 ‘Network 2020 East’ LIP budget. The LIP is adopted Council policy that details Hounslow’s transport priorities and the projects for which TfL funding will be allocated.

5.2 Following completion of detailed design the council will commission Hounslow Highways (or another suitably appointed contractor) to construct the scheme. This role will include pricing of the detailed designs. The current cost estimate for construction of the route, based on outline designs, is £600k. This figure is based on the existing outline design work and subject to change.

c) Comments of the Assistant Director Strategic Finance

5.3 This report commits the Council to an estimated £600k of expenditure to implement the Boston Manor Road Cycle Improvements.

The £600k will be funded by Transport for London’s (TfL) Local Implementation Plan grant. The grant funding is confirmed and there are no other commitments against this grant funding. The projects expenditure must be in line with the grant funding conditions as determined by Transport for London.

6. Legal (completed in conjunction with the Legal Department)

a) Legal Details

6.1 Under section 65 of the Highways Act 1980 a highway authority may construct a cycle track in or by the side of a highway maintainable at public expense.

6.2 Under section 122 of the Road Traffic Regulation Act 1984, when exercising functions under the Act (such as the making of Traffic Management Orders), it is the duty of the authority to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians and cyclists) and the provision of suitable and adequate parking facilities on and off the highway. So far as practicable, the authority shall have regard to –

a) the desirability of securing and maintaining reasonable access to premises;

b) the effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
c) the national air quality strategy;

d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and

e) any other matters appearing to the local authority to be relevant.

6.3 When making a Traffic Management Orders, it should be noted that such orders may be made for purposes specified in the Road Traffic Regulation Act 1984 section 1(1)(a) to (g) and Schedule 1. In this case, it is considered that the current proposals come within the statutory criteria.

b) Comments of the Assistant Director Corporate Governance

6.4 The assistant Director Corporate Governance has been consulted on this report and supports the recommendations.

7. Value For Money

7.1 The scheme will be priced using the agreed Hounslow Highways schedule of rates (Schedule 31) agreed as part of the PFI contract, signed in August 2012. These rates were subject to an open market tender process and have been signed off by the council.

8. Sustainability Impact Appraisal

8.1 No sustainability impact has been conducted specifically for this scheme. As mentioned above, improved cycle facilities contribute to the borough’s objectives for a more sustainable borough and higher quality of life for residents. This is further supported by the improved pedestrian crossings, reduced speed limits and traffic calming measures.

9. Risk Management

9.1 As part of the scheme design a designer’s ‘hazard checklist / risk reduction register’ will be prepared. This clearly details the risks in constructing the scheme, the probability and impact of the risks and mitigation measures. Hounslow Highways must ensure such risks are clearly managed in their role as principle contractor.

9.2 An independent Stage 1 / 2 Road Safety Audit (RSA) will be undertaken. The process seeks to highlight and address any design issues that may have an adverse effect on road safety, and ensures the design process considers necessary mitigating measures. Following construction a Stage 3 RSA will be carried out to assess the implemented scheme and identify any items of concern that may need adjustment.

10. Links to Council Priorities

10.1 This scheme assists the council in meeting a number of its LIP objectives:

   a) Reduce the percentage of trips made by car in the borough, contributing to an overall reduction of 8% between 2009 and 2031 as set out in our Hounslow Transport Strategy.
b) Facilitation of active travel and embedding physical activity into daily routine, cycle mode share of 6% by 2026. Walking mode share of 30.5% by 2031.

c) A 40% reduction in casualties, based on 2005-09 levels, on borough maintained roads by 2020.

11. Equalities, Human Rights and Community Cohesion

11.1 The Council has had due regard to its Equalities Duties, in particular with respect to its duties arising pursuant to the Equality Act 2010, section 149.

11.2 A detailed Equalities Impact Assessment has been carried out on the Transport Local Implementation Plan (which provides the strategic framework for the development of such schemes as presented in this report) and consulted on widely amongst community groups representing each of the population sectors protected by the relevant legislation.

11.3 Cyclists mostly have a total disregard for the Highway Code. Being disabled I have to be particularly careful of cyclists’ total disregard of the lights on the crossing outside Boston manor station. The enforcement of traffic signals is a matter for the police. It is accepted that some cyclists do choose to ignore traffic signals. However, across the Borough there no recorded accidents involving cyclists failing to stop at a red traffic signal.

Wish to know whether ramp access on to buses will be impaired. Even now sometimes the pavement is too low or cluttered for the ramp to lower satisfactory or be operated at all.

As part of the scheme, all bus stops in this section of BMR will be made full compliant with the bus stop accessibility guidelines. This includes providing a minimum kerb of 125mm clearly marked bus stop cage and a clear area on the footway to allow all passenger board and alight.

12. Staffing/Workforce and Accommodation implications:

Not applicable.

13. Property and Assets

13.1 The scheme will require the acquisition of a section of GlaxoSmithKline land as para. 3.12 to public highway. This land will need to be adopted by and maintained by the Council.

14. Consultation

14.1 The consultation was conducted between 9 May and 3 June 2016. Local residents and businesses were sent a summary document, overview design plans and a questionnaire, and all documents were uploaded to the consultation page of the council’s website. Two consultation events were held in Boston Manor House on 17 and 18 May 2016 to enable residents to meet council officers to ask questions, approximately 20-25 people attended.
14.2 In total, 722 sets of consultation documents were sent out to local residents on Boston Manor Road and adjoining streets, together with organisations on the Great West Road and other interested groups or organisations.

14.3 27 questionnaires were received and 72 online comments via SurveyMonkey or email.

14.4 Of the online comments and questionnaires, 45 were from local residents on Boston Manor Road or within the consultation area. This represents a very low response rate of just 6%. Of these 52% supported the revised proposals. The remaining 54 were from outside the consultation area and were received online or email. The preferences of all comments received are as follows:

Support – 57
Do not support – 26
Neither – 16

Several organisations responded to the consultation:
GlaxoSmithKline – support
Hounslow Cycling – support in principle
London Borough of Ealing – Not favourable, raised concerns
Boston Manor Residents Association – acceptable, albeit with raised questions

14.5 The comments received to the consultation are summarised in Appendix B.

15. Timetable for Implementation

15.1 An indicative timetable is shown below. Due to the scale of the proposed changes along the length of the road, construction will need to be carefully planned to minimise disruption to residents. This will lead to the prioritisation of certain sections of the road with regards to delivery. It is likely that implementation will be split across two financial years; 2016/17 and 2017/18, in order to utilise a spread of LIP funding. This scoping exercise is still to be completed, and will be driven to a large extent by the Hounslow Highways core investment programme. It will be essential to liaise closely with Hounslow Highways to ensure changes proposed as part of this scheme are delivered prior to the resurfacing of sections of carriageway and footway.

15.2 Completion of Detailed Designs December 2016
Statutory Consultation November/December 2016
Commence Construction: January/February 2017
Scheme Completion: Summer 2017

16. Appendices

16.1 Appendix A – Consultation materials
Appendix B – Consultation comments
Appendix C – Summary of parking provision

17. Background Information

17.1 Parking survey
Accident statistics

REPORT ENDS