

Decision Maker: ENVIRONMENT & COMMUNITY SERVICES PORTFOLIO
HOLDER

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

Date: Wednesday 10 October 2018

Decision Type: Non-Urgent Executive Key

Title: BROMLEY'S THREE YEAR TRANSPORT PLAN (LOCAL
IMPLEMENTATION PLAN3 2019-2022)

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Chief Officer: Nigel Davies, Executive Director of Environment & Community Services

Ward: (All Wards)

1. Reason for report

To inform members of the process for Bromley's third Local Implementation Plan (LIP3), to gain input from the Environment PDS to assist with the development of the LIP 3 and to approve the release of the LIP 3 document for public consultation.

2. **RECOMMENDATION(S)**

2.1 That the Portfolio Holder approves that public consultation of the LIP3 document should begin on 2nd November 2018.

2.2 To delegate amendments, post-consultation, to the Executive Director in consultation with the Portfolio Holder for Environment.

Impact on Vulnerable Adults and Children

1. Summary of Impact: A full equalities impact assessment has been prepared alongside the LIP submission
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Corporate Policy

1. Policy Status: New Policy:
 2. BBB Priority: Quality Environment Safe Bromley Supporting Independence Vibrant, Thriving Town Centres Healthy Bromley Regeneration:
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Financial

1. Cost of proposal: No Cost: There is no spending associated with the LIP3 itself, however proposals for projected TfL allocations are set out in the document. Annual spending programmes will be brought forward each year of the term of the LIP and permission to spend for each scheme will be sought via Delegated Authority or the PDS.
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: To be confirmed by TfL
 4. Total current budget for this head: Allocation to be confirmed by TfL
 5. Source of funding: TfL LIP funding
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Personnel

1. Number of staff (current and additional): 1
 2. If from existing staff resources, number of staff hours: 50
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Legal

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

1. Summary of Procurement Implications: N/A
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Customer Impact

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

1. Have Ward Councillors been asked for comments? No. Officers have engaged with the Chairman and Portfolio Holder throughout the LIP3 development processes who have in turn fed in Ward Member views. Ward Members are also able to submit responses to the public consultation.
2. Summary of Ward Councillors comments:

3. COMMENTARY

LIP 3 Strategy

- 3.1 The basis for each London Borough's (Local Implementation Plan) LIP document is the Mayor's Transport Strategy (MTS). This sets a high level vision and objectives for transport across London. All London Boroughs are required to set out how their respective programmes will contribute to the high level objectives of the MTS in their LIP documents.
- 3.2 The LIP is a statutory document prepared under section 145 of The Greater London Authority Act 1999 (The GLA Act) and sets out how boroughs will deliver the MTS in their area. Each borough is required to produce a LIP, which must be approved by the Mayor. This is the third LIP and is therefore known as the LIP3. A LIP must contain the borough's proposals for implementing the MTS in its area, a timetable for implementing the different proposals and the date by which all the proposals will be implemented. The proposals must be adequate for the purposes of delivering the MTS and consistent with it.
- 3.3 Section 159 of The GLA Act sets out the general power of TfL to grant funding, in this case to the boroughs to support delivery of their LIPs. However, even if a borough accepts or receives no TfL funding, there is still a requirement to produce a LIP.
- 3.4 The third LIP for the London Borough of Bromley covers the period 2019/20 to 21/22 and includes delivery proposals for this period. It also sets targets and outcomes that the Borough is seeking to achieve with the most detailed delivery plan provided for the first year under which the LIP3 will apply, 2019/20. Furthermore it includes references to longer term aspirations that the borough believes are necessary to achieve the MTS outcomes by 2041.
- 3.5 Bromley's LIP3 identifies how the Borough will seek to work in a locally appropriate manner to achieve the MTS objectives of:
- Healthy Streets and healthy people
 - A good public transport experience
 - New homes and jobs
- 3.6 In the context of a growing city, Bromley's population is expected to increase by almost 30,000 by 2032. This level of population growth will present challenges for the Borough's transport networks, in ensuring that residents can still move about safely and efficiently to access employment, education, health provision and leisure opportunities. If this growth in demand for travel were to be accompanied by an equal growth in car use, congestion would get worse, with slower journeys for residents and businesses and poorer air quality.
- 3.7 To accommodate this increase in demand requires the Borough to make the most efficient use of the capacity on local transport networks, through space efficient modes. Essentially this means that high quality, attractive alternatives to car travel need to be developed to provide genuine transport choice and to avoid gridlock in the more built up parts of the Borough.
- 3.8 The development of proposals to meet this challenge have been focused on the Borough's high level objectives as set out in 'Building a Better Bromley', with transport having a key role to play. For example by providing attractive walking and cycling infrastructure, residents will be able to undertake exercise as part of their everyday routine, such as travelling to the station improving their health and reducing the risk of disease, thereby supporting independence and promoting a healthy Bromley.

- 3.9 At a London wide level, The Mayor of London has set an ambitious target for 80 per cent of all trips in London to be made on foot, by cycle or by public transport by 2041, compared to 63 per cent today. This is not a one size fits all target for the whole of London and instead recognises the need for mode share targets for each borough, which in the case of Bromley is for 60% of trips to be made by public transport, walking and cycling by 2041. Whilst this is ambitious it recognises that in some parts of the Borough, these modes are unlikely to be realistic modal choices for many residents or are unsuitable for the type of journeys being made.

Summary of the LIP

- 3.10 The strategy sets out how the borough will deliver the MTS locally for the benefit of residents in the long term. There is great potential for walking and cycling in Bromley so the Borough will seek to work alongside TfL to deliver high quality strategic cycle network routes in the Borough, something which has already begun with the delivery of the proposed Quietways. It will also look to deliver a series of local routes including upgrades to the existing London Cycle Network to create routes that serve town centres, stations and act as feeders to the strategic cycle network. This will be complimented by investment in cycle parking and small scale local schemes to reduce barriers to cycling. Consideration will also be given to how an electric bike hire scheme can be implemented alongside private sector partners to open up cycling to a wider range of people.
- 3.11 Walking is already a popular mode of transport in the Borough and to unlock further potential for walking the Borough will continue to invest in improved footways and new crossing facilities including on the Walk London network to make walking an attractive and enjoyable choice for local trips. Walking investment will also be directed towards promoting walking to school to reduce the negative congestion and parking impacts associated with the school run and promote healthy active lifestyles from a young age. Larger area based schemes will also be considered to promote walking including ones that benefit public realm in town centres and supports the Building a Better Bromley priority of vibrant town centres.
- 3.12 The LIP3 reaffirms the Council's long term commitment to make the Borough's roads safer by adopting the Vision Zero ambition of no deaths or serious injuries on the roads by 2041. This is a challenging target and one that the borough can't achieve alone. However the Borough will play its part by working to improve the safety of collision hot spots, especially for vulnerable road users who make up a disproportionately high proportion of KSIs. The borough will also continue its education programme to encourage safe use of roads and smarter choices.
- 3.13 Reducing congestion and reducing the impact of excess parking are key borough priorities. Therefore to manage demand the Borough will continue to develop the car club network to encourage residents to think more about their mode choice and to reduce the need to own multiple cars by provide residents with the choice of a car when they need one as part of the modal mix. By enabling residents to choose to own fewer cars and enjoy the cost savings this brings, there will be less demand for overstretched supplies of parking, addressing a key resident concern. The Borough will also look to work with communities to implement appropriate parking controls around stations and town centres to reduce the impact and better manage parking around these high demand areas.
- 3.14 The borough will also seek to develop the car club offer for businesses to allow them greater choice of low emission vehicles at an affordable cost. Working through Business Improvement Districts, the borough will seek to work with local businesses to make deliveries more efficient and reduce the impact of freight on peak hours' congestion.

- 3.15 The Borough will focus initiatives to reduce the impact of air pollution in the areas of highest exceedance, primarily within the Air Quality Management Area (AQMA) or where vulnerable people may spend significant amounts of time, for example schools. These interventions will be developed in detail in the Borough's Air Quality Action Plan review which will be assessing how various Air Quality issues might be tackled most effectively in future years. From a transport perspective the borough will consider how it can reduce unnecessary pollution and waste through anti-idling education campaigns, continued introduction and facilitation of the switch to alternative fuel technologies and measures to reduce emissions from its own fleet where cost effective, practical and reliable. The Borough will also seek to green the car club fleet, requiring suppliers to move to hybrid and EV cars and vans. It will also lobby TfL to speed up the greening of the bus fleet in outer London. Tree planting as part of transport schemes will also act to provide a green lung to capture pollutants and improve the environment with shade and shelter.
- 3.16 The provision of efficient and high quality public transport is a key priority for the Borough, especially the fast rail links to central London from the Borough's town centres. However a key challenge is to provide additional capacity on these services to accommodate growth in Bromley Town Centre. Also, orbital public transport connectivity from many areas of outer London is poor, creating conditions where the car is the default choice for many of these trips. Therefore providing frequent, fast and reliable public transport on key orbital routes will play an important role in mode shift and reducing congestion in the Borough and outer London.
- 3.17 A further key connectivity gap is between Bromley town centre and Canary Wharf /Docklands. Improving connectivity on this corridor is a key Borough priority because it will improve residents' access to jobs and support the Borough's regeneration of office space. The Borough is therefore looking to work with TfL and other industry partners to develop deliverable and cost effective solutions that offer fast, frequent and convenient public transport services at an affordable cost for funders.
- 3.18 Considering connectivity to the wider south east region, journeys from Bromley to North West Kent are often slow and circuitous. The Borough therefore supports proposals from the Kent Route Study for a direct service between Bromley and Ebbsfleet International. Improving connectivity on this corridor by rail will importantly act to reduce car dependency in this part of Kent and open up employment and leisure opportunities including in the proposed Paramount Leisure Resort on the Swanscombe peninsula.
- 3.19 The way that the rail network has developed has meant that much of it is not accessible to those with mobility issues, heavy luggage or travelling with young children. The Borough is therefore strongly supportive of measures to make the rail network more accessible and will lobby for funding to make more of the Borough's stations step free. This will be complimented by the Borough's own station access improvements on the routes to stations.
- 3.20 Buses form an important part of the Borough's public transport network and could be further developed, incrementally, based on changes in demand. The Borough, however, wishes to work closely with TfL to develop the network and new and innovative bus services. The borough will seek to work with TfL to support the potential limited stop bus corridor identified in the MTS between Beckenham and Bexleyheath, which connects with the London Tram network at Beckenham Junction. The Borough will also seek to work with TfL to understand whether there is a case to provide interchange opportunities between this corridor and the Elizabeth Line at Abbey Wood.
- 3.21 To support the development of the Biggin Hill SOLDC and reduce car dependence the Borough will work with TfL to reduce congestion through the Keston Mark junction to improve bus reliability. In addition to this, the Borough would like to see whether express or limited stop

services to the SOLDC could act as rail feeders to reduce car borne trips that the employment growth in this area will create.

- 3.22 The Borough will also lobby TfL to improve bus services throughout the borough, notably to improve weekend services, improve connectivity with hospitals and provide new school bus routes to support reduced school run trips which cause congestion and local parking issues.
- 3.23 An efficient and reliable bus network is essential in providing a good public transport experience in the Borough and in many areas of the Borough that aren't served by rail or tram, buses are the only form of public transport available. In such cases they play a vital role in reducing car dependence and isolation for those without access to a car. So maintaining a reliable network is important in providing a quality public transport network. Whilst much of this rests with the operators, the Borough will play its part by undertaking schemes to reduce congestion on bus routes and reviewing existing bus priority measures.
- 3.24 Public transport investment will be linked to housing growth which is detailed in the Borough's draft Local Plan. By focusing growth in the areas of highest accessibility the transport impact on the borough's road network can be minimised. Although, given the pressure that this growth will put upon existing transport networks, the Borough will lobby TfL, Network Rail and other funders to deliver new public transport capacity and connectivity.

LIP3 Programme

- 3.25 The Borough is expecting an allocation of £2.076m per year for the three year life time of the LIP3 to implement the projects proposed within it. This funding allocation is confirmed by TfL on an annual basis. At a high level the three year programme indicates where the Borough intends to allocate these resources. The programme is split into eight sub-programmes, outlined below which relate to particular improvement the Borough will make.

LIP3 Outline programme			
Programme	2019/20	2020/2021	2021/2022
Network Reliability	£ 210,000	£ 615,000	£ 585,000
Casualty and Road danger reduction	£ 295,000	£ 295,000	£ 295,000
Local Cycle infrastructure	£ 600,000	£ 180,000	£ 190,000
Walking infrastructure development	£ 194,000	£ 239,000	£ 264,000
Public Transport interchange and access	£ 187,000	£ 150,000	£ 145,000
Parking controls and Kerb space management	£ 143,000	£ 138,000	£ 138,000
Scheme development and review	£ 66,100	£ 78,100	£ 78,100
RS education and Behaviour Change initiatives	£ 381,000	£ 381,000	£ 381,000
Total	£ 2,076,100	£ 2,076,100	£ 2,076,100

- 3.26 **Network reliability** focuses on smoothing traffic flow at key pinch points to reduce congestion and improve reliability of bus routes, contributing to an improved public transport experience. The Borough will focus on key strategic projects that will improve network reliability; therefore it is intended to make a contribution of the LIP allocation to the Shortlands Ravensbourne and Bromley Better Villages Liveable Neighbourhood bid each year (2019/20 **£50k**, 2020/21 **£340k**, 2021/22 **£360k**), given the potential this has to make improvements through Shortlands both to improving the junction and reducing congestion by shifting short local trips from car to other modes such as walking. This match funding will be crucial in potentially unlocking several million pounds of Liveable Neighbourhood funding via the bid process.

During the LIP3 delivery plan it is envisaged that further reliability improvements will be made to the A224 and the Borough is lobbying TfL to include improvements to reduce congestion and

unlock opportunities for new bus services at the Keston Mark. The programme therefore includes an allocation to make a contribution to any major project that comes forward at the latter which is envisaged as a joint TfL and Borough project linked to development at Biggin Hill SOLDC.

- 3.27 **Casualty and road danger reduction** is a programme intended to identify casualty hot spots and undertake interventions that provide safer road layouts to reduce collisions. It also seeks to reduce resident's fears of road danger where these negatively impact upon their transport choice and where intervention may lead to greater uptake of walking and cycling, reducing congestion on the wider network.
- 3.28 **Local cycle infrastructure** provides infrastructure that can unlock the potential for cycling at a local level. Whilst strategic cycle routes such as Quietways are funded by TfL separately from the LIP settlement these local cycle schemes will deliver smaller scale cycling infrastructure. Local infrastructure might include complimentary schemes to the Quietways to increase their catchment area and enhance the benefits they offer, such as cycle parking at stations served by the routes, or short local feeder routes. It also includes work to develop a local cycle network and other small interventions such as cycle parking and contraflows intended to reduce the barriers to cycling. A key intervention will be the completion of the Crofton Road cycling and walking corridor scheme in 2019/20, which whilst a major route that has been part of a multiyear project, will act as a key local cycle route supporting cycle to rail and access to Orpington town centre.
- 3.29 **Walking infrastructure development** relates to improvements for pedestrians such as new crossings, improved paths and other localised improvements to make walking a safer and more attractive option for travel. This programme will also work with schools to deliver interventions that create attractive and safe walking routes to school, reducing traffic and parking issues associated with the school run by promoting walking to school.
- 3.30 **Public transport interchange and access** focuses on improving the interchange between modes, for example bus and rail, walking and rail and cycle to rail. These improvements may include enhanced routes to stations, cycle parking hubs, bus stop upgrades and new station forecourts.
- 3.31 **Parking controls and kerb space management** is a programme to deliver schemes that effectively manage parking in the borough. It is intended to deliver strategic parking projects such as controls around stations and town centres as well as more reactive projects in response to local resident and ward member concerns about inappropriate and unsafe parking.
- 3.32 **Scheme development and review** is a small allocation to allow the borough to develop larger projects for future years and assess the impact of projects it has undertaken to inform future schemes.
- 3.33 **Road Safety education and behaviour change initiatives** are a package of 'soft' measures aimed at changing behaviour rather than new infrastructure. They are important in encouraging mode shift and safer road behaviour, supporting the infrastructure the Borough is delivering to promote walking and cycling and reduce casualties. This includes Bikeability cycle training and road safety education in schools.

2019/20 Programme in detail

3.34 The 2019/20 programme has been developed based on the policy proposals in the LIP3 document and provides individual projects and interventions under each of the eight main programme headings.

3.35 Network Reliability

If the Liveable Neighbourhood bid is successful, this will be the first year of match funding for the project. Whilst delivery of the project will be over several years, the first year will focus on feasibility and design work. The programme will also see development of proposals for further improvements to the A224 between Spur Road and Kent Road with consideration given to how additional bus reliability funding can be leveraged from TfL for implementation of improvements.

3.36 Casualty and Road danger reduction

In 2019/20 the Borough will work to identify collision hot spots in order to reduce casualties on the Borough's roads. It will also seek to work with communities to deliver local projects to reduce the fear of road danger that inconsiderate road use can create. These schemes could take many forms and the Borough is planning to work with communities to develop appropriate schemes that address danger concerns that act as barriers to walking and cycling. An allocation has also been made to begin the process of area wide reviews of carriageway markings with a view to their safe reduction in order to reduce clutter and act as a low cost speed management measure.

3.37 Local Cycle infrastructure

In 2019/20 an allocation has been made to fund a joint study with Lewisham and TfL to assess options for improved cycle provision either on or parallel to the A21. This supports the Borough's long term aspiration for a segregated cycle route on this corridor, reaffirmed in the LIP3 strategy. Delivery of this study is dependent on funding being available from other parties and their willingness to engage.

A key cycling investment in 2019/20 is the completion of the Crofton Road segregated cycle corridor which will begin in 2018/19 although due to the size and cost of the scheme is being delivered over two years. This scheme will deliver 1.3km of segregated cycle route on off road tracks and stepped tracks and will be a key feeder route to Orpington Station, this is complimented by the station forecourt and cycle hub scheme that the Borough and Southeastern Railways are delivering in 2018/19. This route forms part of the Orpington Station to Locksbottom connector identified in TfL's SCA and supported in the LIP3 strategy.

An allocation is also made to continue the introduction of Bikehangers and cycle parking at key destinations; additionally it is proposed to deliver a new cycle hub at a station in 2019/20, fulfilling one of the Borough's LIP3 local objectives. Other small interventions such as contraflows or allowing cycles to filter through streets that have been stopped up but do not currently allow cycle permeability will also be developed. Local schemes such as these and cycle parking are key to addressing barriers to cycling for short local trips.

3.38 Walking infrastructure development

In 2019/20 it is planned to deliver new pedestrian crossings, with consideration to be given to one on Crystal Palace Park Road and other locations where severance is identified by communities and Members. During 2018/19 an audit of the Green Chain Walk and London Loop will be undertaken with a view to making small scale improvements to crossings and surfacing to enhance the utility and accessibility of this part of the Walk London network in the Borough. It is also proposed to work with the School Travel Planning team who engage with schools to identify improvements on the approaches to schools that would encourage more pupils to walk or scoot to school.

3.39 Public Transport Interchange and Access

In order to enhance the benefits of the Greenwich to Kent House Quietway it is proposed to deliver new secure cycle parking monitored by high quality CCTV at station(s) along the route, supporting the Borough's cycle to rail ambitions. The programme also makes an allocation for the development of access improvements to Elmers End station, which are intended to complement TfL's investment in the Elmer's End tram branch by improving walking and cycling routes to the station/tram stop, It is also intended that this funding may support improvements to the National Cycle Network route 21 in the area.

3.40 Parking Controls and Kerb Space management

In 2019/20 it is proposed to continue to address member concerns about local parking issues. An allocation has also been made to continue to review the effectiveness on CPZs in the borough with a view to implementing changes where necessary in 2019/20. A small allocation has been made for the trial of alternative fuel technologies to evaluate their effectiveness. It is also intended to develop the car club network with additional bays focused on filling gaps in the current network and providing low emission vans in town centres and industrial areas to offer businesses cost effective ways to green their fleet and reduce parking pressures associated with grey fleet parking on street.

3.41 Scheme development

In 2019/20 consideration will be given to which schemes the Borough wishes to develop for the remaining years of the LIP3, this allocation will be used for initial surveys and feasibility/concept design work. A small allocation has also been made to review the effectiveness of recently implemented schemes; including undertaking 'after' road safety audits to ensure schemes are contributing to Vision Zero targets.

3.42 Road Safety education and behaviour change initiatives

In 2019/20, the Borough will continue to deliver targeted cycle training to areas where there is likely to be the most mode shift. This allocation will also allow the Cycle training team to deliver launch packages for new cycle infrastructure to encourage use and promote safe cycling. This programme will also continue to deliver the Borough's road safety education in schools, to promote safer road user behaviour from an early age alongside an increasing focus on mode shift. Finally the School Travel Planning advisors will continue to work with schools to promote travel to school by non-car modes to reduce peak hours' congestion and work with other teams within the council to reduce the impact of the school expansion programme on travel.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 A full equalities impact assessment has been prepared alongside the LIP3 and will be available as part of the consultation process.

5. POLICY IMPLICATIONS

5.1 The LIP is a new transport strategy for the next three years, and sets out a longer term vision to 2041. However it is an evolution of current policy set out in the Environment Portfolio Plan, Draft Local Plan and 'Building a Better Bromley' priorities.

6. FINANCIAL IMPLICATIONS

6.1 There is no Borough spending associated with the LIP3 itself, however, proposals for how the anticipated TfL allocations are to be spent are set out in the document. Annual spending programmes will be brought forward each year of the term of the LIP and permission to spend for each scheme will be sought via Delegated Authority or PDS.

6.2 It should be noted that if the funding for the outline programme is confirmed by TfL, totalling £2.076m, then this funding will be £373k less than the amount allocated for 2018/19. Should the reduction in funding be confirmed, a review of staffing funded by LIP will need to be undertaken.

7. PERSONNEL IMPLICATIONS

7.1 No personnel implications are anticipated as a result of the LIP3.

8. LEGAL IMPLICATIONS

8.1 Section 151 of The GLA Act requires Boroughs to deliver the proposals set out in their LIP document.

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)	LIP3 draft for PDS to be published online after the publication of this report