



Executive Director Housing, Regeneration & Public Realm

Report title: 2020/21 bus priority programme

Date: 5 March 2021

Key decision: Yes.

Class: Part 1.

Ward(s) affected: Bellingham, Catford South, Crofton Park, Downham, Grove Park, Lee Green, Lewisham Central, Rushey Green and Sydenham,

Contributors: Louise McBride, Head of Highways & Transport

Outline and recommendations

This report provides the detail and background for implementation of the 2020/21 bus priority programme. The primary aim of this programme is to improve bus journey times and facilities, based on feedback from TfL and residents on routes that are subject to delay or other associated issues.

The Executive Director for Housing, Regeneration & Public Realm is recommended to:

- Approve the 2020/21 bus priority programme which includes the following:
 - I. Route 273 – Bus Stop Accessibility Design and Feasibility
 - II. Westwood Hill junction with Crystal Palace Park Road – Review road marking changes
 - III. Brockley Road, southbound bus stop 26076 – Relocation of bus shelter and flag
 - IV. Brockley Rise – Bus cage resurfacing, improvement to pedestrian crossing facility and remodelling of bus stand are to remove overhang
 - V. Alan Pegg Place – Bus stop resurfacing to remove carriageway rutting
- Agree to officers using their existing delegated powers, to progress and implement these measures, as necessary, including:
 - Finalising designs
 - Undertaking the required public/stakeholder engagement on schemes
 - Making the necessary traffic orders,
 - Implementing the necessary amendments including, but not limited to, bus stop/shelter relocations, signing/lining, relocation/removal of parking, carriageway resurfacing, and creation of new accessible bus stops.
 - Entering into section 8 agreements as necessary to allow TfL to complete bus stop works on the highway

Timeline of engagement and decision-making

There have not been any previous decisions relating to the 2020/21 bus priority programme. However, all measures outlined in this report are consistent with the longer term objectives of the borough's Transport Strategy and Local Implementation Plan 2019-2041, which was agreed by Mayor & Cabinet in January 2019 (see Background Paper 1).

1. Summary

1.1 This report provides the detail and background for implementation of the 2020/21 bus priority programme. The primary aim of this programme is to improve bus journey times and facilities, based on feedback from TfL and residents on routes that are subject to delay or other associated issues.

2. Recommendations

2.1 The Executive Director for Housing, Regeneration & Public Realm is recommended to:

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3. Policy Context

3.1 Lewisham's Transport Strategy and Local Implementation Plan recognises the importance of the bus network in providing an alternative option to rail. Bus travel offers greater flexibility and connectivity across the borough, particularly for east-west travel, as well as being relatively affordable and therefore inclusive.

3.2 Lewisham has an agreed target in the Local Implementation Plan (LIP) to increase the number of daily public transport trips by 49% by 2041, in addition to improving bus speeds by 5-15%, also by 2041. The aim is for bus journeys to be quicker and more

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reliable, therefore providing an attractive alternative to the car. This mirrors the objectives set out in the Mayor of London's Transport Strategy.

- 3.3 The Council recognises the interconnected nature of bus speeds with journey time and reliability, and will therefore aim to achieve an improvement in bus speeds by targeting bus journey time reliability, improvements to bus priority and dwell times. The primary aim of the bus priority programme is to improve bus journey times and facilities, based on feedback from TfL and residents on routes that are subject to delay or other associated issues.
- 3.4 Last autumn, as COVID lockdown restrictions were eased, traffic levels across much of London approached pre Covid-19 levels. In order to prevent a car led recovery it is essential that confidence in public transport is high and that passenger numbers increase in step with the easing of Covid-19 restrictions in London. As lockdown lifts, demand for travel will increase. This is likely to be phased and incremental and will pose a series of challenges, especially as public transport is running at much lower levels of capacity than pre-COVID-19 in order to continue to provide space for social distancing. A car-based recovery has significant risks to:
- Road safety (and meeting the Vision Zero aim)
 - Public health (COVID-19 related, physical activity, poor air quality etc.)
 - Economic recovery (delayed journey times)
 - Air quality (due to increased carbon and particulate emissions)
 - Contradicting the long term aims of the Mayor's Transport Strategy.

4. Background

- 4.1 Lewisham received notification of the funding that will be available for bus priority works this year very late in the financial year. Following a freeze on all LIP expenditure by TfL last year as a result of the COVID pandemic, TfL has now provided boroughs with a tight timescale within which to both plan and implement measures. This has led to the prioritisation of quick win schemes and the deferral of more complex schemes that require consultation or more significant civil works to the following financial year.
- 4.2 Lewisham is waiting for confirmation of the funding from TfL that will be available for 2021-2022 bus priority programme. TfL is unable to provide this information until the Department for Transport confirms the TfL funding settlement and the timescale that it will cover. TfL has indicated that subject to this agreement, it would like to see a return to the pre-COVID funding structures, programme and amounts.

5. 2020/21 Bus priority programme

5.1 Project 1: Route 273 Hail and Bus Stop Conversion and Accessibility Scheme

- 5.1.1 This financial year, the proposal is to carry out a bus route test and assessment to determine fixed stop locations along Southbrook Road, and the hail and ride route in both directions where the roads affected are Horncastle Road, Woodyates Road, Guibal Road, Winn Road, Jevington Road, Senlac Road and Exford Road. Please see Appendix 1 for a map of route 273.
- 5.1.2 Typically bus stops are placed approximately 300-400 meters apart. Journey times are affected by the number of stops on a route, so ensuring there is a good balance is important.
- 5.1.3 It will be important to make sure that there is enough room for the buses to stop safely at a fixed stop. Potential sites will be visited and the route walked along. Proposals

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take into account the road layout, traffic calming features, proximity to houses and any existing street furniture such as lampposts and road signs.

- 5.1.4 The Area Network Controller – Stagecoach London has also raised safety concerns along Manor Park, at the Northbrook Road stop and Kellerton Road stops in both directions where fixed stops are located within controlled parking zone bays. Due to the level of parking at these locations, bus drivers have difficulties boarding/alighting passengers, deploying the wheelchair ramp safely, and the lack of space for wheelchair users to wait before boarding.
- 5.1.5 It is intended to introduce bus stop markings on the road, referred to as bus cages. This area would ensure there is enough room for the bus to approach, stop and pull away from the stop safely. The frequency and size of the bus used on this route will determine the length required for the bus cage on the road. No stopping or parking of other vehicles would be permitted in this area, and any changes to the CPZ would be subject to consultation, both statutory and any non-statutory, with the community and would need to be reflected in the traffic order.
- 5.1.6 Scheme designs and cost estimates for the proposals will be progressed this financial year. Transport for London Bus Priority team will carry out the consultation process with stakeholders and the public in the financial year 2021/2022.

5.2 **Project 2: Westwood Hill junction with Crystal Palace Park Road**

- 5.2.1 This project involves reviewing the road marking changes that were implemented as part of the Bus Priority improvement measure carried out in the financial year 2019/2020. TfL raised concern regarding visibility for pedestrians at this junction. The right turn pocket from Westwood Hill into Crystal Palace Park Road was extended so that buses and other traffic turning right were not restricted by the eastbound traffic movement and visibility was improved. Please see appendix 2 for a plan.
- 5.2.2 Transport for London has requested that the borough carry out a review to determine if the changes are fit for purpose. A Road Safety Audit will be commissioned and any changes recommended will be implemented.

5.3 **Project 3: Brockley Road near junction of Adelaide Avenue, Southbound**

- 5.3.1 Transport for London has requested that the bus flag and shelter at this stop, which is currently in the middle of the bus cage, is relocated. Problems arise when more than one bus stops at this location, which makes it very difficult for other vehicles to pass.
- 5.3.2 It is therefore proposed to relocate the bus flag and shelter to the end of the bus cage nearer to Ivy Road ensuring sightlines are maintained for traffic coming out of this junction onto Brockley Road. Please see appendix 3 for a plan.

5.4 **Project 4: Brockley Rise Bus Stop Accessibility, Crossing and Road Surfacing Improvements**

- 5.4.1 After receiving complaints from passengers, Transport for London has requested that the borough review the accessibility at the P12 and 172 bus stops in Brockley Rise. Meetings have been held with TfL and the bus operators for this area.
- 5.4.2 It is proposed to resurface the bus cage area outside 72-86 Brockley Rise where the integrity of the carriageway surfacing has failed. This has led to passenger discomfort when bus is pulling into the stop. An informal pedestrian crossing facility will also be constructed where dropped kerbs, tactile paving and a colour surfacing will be introduced to improve the movement of pedestrians crossing Brockley Rise within the vicinity of the bus stop.
- 5.4.3 It is also proposed to increase the length of the bus stand area by 2 metres retaining a 2.3m wide footway outside 109A Brockley Rise (Honor Oak Park). This is to allow two buses to park and not overhang outside of the stand into the carriageway, which at

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times can block the road to through traffic and impede visibility. Please see appendix 4 for a plan.

5.5 **Project 5: Alan Pegg Place – Bus Stop Improvements –**

- 5.5.1 Three bus stops require improvements as there is carriageway rutting and the integrity of the road make up is failing. This has led to the block paving becoming dislodged which is also affecting the profile of the bus stopping areas and drainage.
- 5.5.2 Transport for London has requested that the borough make improvements to this area as the benefit to buses where the carriageway is rutting and the road surface is failing will improve bus stop dwelling times, accessibility and passenger comfort, which all have a direct impact on bus journey times and reliability. Please see appendix 5 for a location plan.

6. Financial implications

- 6.1 Lewisham has received very late notification of the funding that will be available for bus priority works this year. Following a freeze on all LIP expenditure by TfL last year as a result of the COVID pandemic, TfL has now provided boroughs with a tight timescale within which to both plan and implement measures. This has led to the prioritisation of quick win schemes and the deferral of more complex schemes that require consultation or more significant civil works to the following financial year. The schemes outlined in section 5 of this report and summarised in Table 1 below are considered deliverable this financial year, and TfL has released funding on this basis.
- 6.2 It is challenging to provide detailed costs at this stage as there remain a number of unknown factors, which may emerge further in the process. Initial cost estimates have been developed for those schemes that can be implemented by the end of this financial year. The estimated cost of these measures, which includes design and implementation costs are detailed in the table below, and fall within the allocated funding from TfL. There will be no call on the Council's resources for this scheme as all costs will be contained within the funding allocation.

Project	Total allocation
BP - 273 Hail and Ride Design and feasibility	£23,400.00
BP - Westwood Hill road markings	£27,300.00
BP - Brockley Rd S/B bus stop	£52,000.00
BP - Brockley Rise - Improvements bus stand area and resurface	£65,000.00
BP - Alan Pegg Place	£80,600.00

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7. Legal implications

- 7.1 Council as a local highway authority has a duty to maintain its highways and has powers in relation to their improvement and alteration under the Highways Act 1980, together with powers under other enactments to provide bus shelters and similar facilities and this would include those measures set out in Paragraph 5 of this report. In addition S8 of that Act permits the Council to enter into agreements with TfL being another highway authority in relation to such works.
- 7.2 The Road Traffic Regulation Act 1984 (RTRA) sets out the legal framework for traffic management orders. These will be required for some of the schemes undertaken as part of Projects set out in Paragraph 5 of this report.
- 7.3 Section 122 of the Act imposes a duty on the Council to exercise the functions conferred on them by the RTRA as (so far as practicable having regard to the matters specified in S122 (2)) to 'secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians and the provision of suitable and adequate parking facilities on and off the highway'.
- 7.4 The matters set out in S122 (2) are:-
- a) the desirability of securing and maintaining reasonable access to premises;
 - b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) 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 strategy prepared under section 80 of the Environment Act 1995 (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
- 7.5 The procedures for making permanent and experimental traffic management orders and the form that they should take are set out within the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and they, prescribe inter alia, specific publication, consultation and notification requirements that must be followed. The results of any traffic order process are to be reported separately through the existing delegated approval process and the Council is legally obliged to take account of any representations made during the statutory consultation period before deciding whether or not to make the TMO
- 7.6 The Traffic Management Act 2004 (TMA) is the primary legislation for the management of parking in England. It reinforces the legal duty under the RTRA to ensure the expeditious movement of traffic. Part 6 of the TMA affects parking and is accompanied by statutory and operational guidance documents. Councils are legally obliged to 'have regard to' the former, while the latter sets out the principles underlying good parking management and recommends how this can be achieved.
- 7.7 The main principles advocated in the TMA statutory guidance are:
- Managing the traffic network to ensure expeditious movement of traffic, (including pedestrians and cyclists), as required under the Traffic Management Act 2004 Network Management Duty
 - Improving road safety

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- Improving the local environment
 - Improving the quality and accessibility of public transport.
 - Meeting the needs of people with disabilities, some of whom will be unable to use public transport and depend entirely on the use of a car
- 7.8 The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 7.9 In summary, the Council must, in the exercise of its function, have due regard to the need to:
- a) eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - b) advance equality of opportunity between people who share a protected characteristic and those who do not;
 - c) Foster good relations between people who share a protected characteristic and persons who do not share it.
- 7.10 The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 7.11 The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <https://www.equalityhumanrights.com/en/publication-download/technical-guidance-public-sector-equality-duty-england>.
- 7.12 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty
- 7.13 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance>.

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8. Equalities implications

- 8.1 All staff are trained to meet their responsibilities as outlined in the Equality Act 2010.
- 8.2 Section 149 of the Equality Act 2010 (“the Act”) imposes a duty that the Council must, in the exercise of its functions, have due regard to:-
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and those who do not;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.3 The protected characteristics under the Act are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.4 The duty is a “have regard duty” and the weight to attach to it is a matter for the decision maker bearing in mind the issues of relevance and proportionality.
- 8.5 A full Equalities Analysis Assessment (EAA) was undertaken as part of the Council’s Transport Strategy and Local Implementation Plan 2019-2041 (LIP3). The proposals set out in this report align with the objectives set out in LIP3, and indeed the LIP3 contained the proposals:
- Everyone will be able to travel spontaneously and independently.
 - Lewisham aims to have a street network that is safe, secure and accessible to all.
- 8.6 Table 1 provides an overall assessment of the current proposals as a whole. The analysis that follows then considers in more detail the protected characteristics where it is considered that there is an impact, and the reasons for this.

Protected Characteristic	Overall Assessed Impact of Proposals
Age	Minor positive
Disability	Minor positive
Gender reassignment	N/A
Marriage and civil partnership	N/A
Pregnancy and Maternity	N/A
Race	Minor positive
Religion or Belief	N/A
Sex	Neutral
Sexual Orientation	N/A

Table 1 – Overall assessment of proposals

- 8.7 Table 2 provides an assessment of each of the projects shown in section 5. Impacts have been assessed as minor, major, neutral, positive and negative.

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	Proposal	Impact	Extent	Period	Protected group
1	BP - 273 Hail and Ride review	Positive	N/A	Permanent	As above
2	Westwood Hill road markings	Positive	N/A	Permanent	As above
3	Brockley Rd S/B bus stop	Positive	N/A	Permanent	As above
4	BP - Brockley Rise - remodel bus stand area and resurface	Positive	N/A	Permanent	As above
5	BP - Alan Pegg Place	Positive	N/A	Permanent	As above

Table 2 - Assessment of each recommendation

- 8.9 All those with protected characteristics who use the bus services outlined in this report will benefit from the proposed changes. There are not considered to be any negative impacts on any one group with protected characteristics. A TfL Bus user survey undertaken in 2014 identified the demographic profile of a sample of bus users across London. Although there will be regional differences across London based on local demographics, it gives an indication of the segments of the population in particular that might be more likely to benefit from the measures identified in this decision report.
- 8.10 The TfL survey identifies that on average, 57% of daytime bus users were female (compared to 51% of the London population who are female), whilst 64% of night-time users were male (compared to 49% of the London population). The majority of daytime passengers were in the 25-34 and 35-44 age groups, with night-time passengers being a marginally younger demographic. However, mobility impairments and age related mobility difficulties were amongst the most mentioned disabilities by day bus passengers. Also the number of disabled bus users has slightly increased since the 2008 Bus user survey. Although the largest segment, the proportion of bus passengers who are White is around 10 percentage points lower than among the London population in general. Asian bus passengers are also slightly under-represented. Conversely the proportion of Black or other ethnic group passengers is higher than that of Londoners in general.

9. Climate change and environmental implications

- 9.1 There is a legal requirement on the local authority to work towards air quality objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part. Encouraging more journeys to be made by public transport rather than private transport will help to protect against a car based recovery from the COVID-19 pandemic, and the negative impacts associated with vehicular traffic. Keeping traffic and congestion to a minimum will help maintain the improved air quality that has been experienced under lockdown conditions. This will, in turn, help in achieving the objectives set out in the Council's Air Quality Action Plan and Climate Action Plan.

10. Crime and disorder implications

- 10.1 There are no specific crime and disorder implications resulting from these measures.

11. Health and wellbeing implications

- 11.1 The bus priority schemes should be implemented to increase the viability of public

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transport and passenger numbers, and to tackle the increase in traffic, with its concomitant increase in pollution. It is also essential to tackle this traffic growth to reduce road danger and meet road safety targets.

12. Background papers

1. Transport Strategy and Local Implementation Plan 2019-2041 (LIP3)
<https://lewisham.gov.uk/inmyarea/regeneration/transport-and-major-infrastructure/local-implementation-plan>
2. Lewisham Air Quality Action Plan (2016-2021)
<https://www.lewisham.gov.uk/myservices/environment/air-pollution/Documents/LewishamAirQualityActionPlanDec2016.pdf>

13. Glossary

The table below includes a glossary of terms, abbreviations and acronyms used in this report

Term	Definition
COVID-19	Coronavirus disease (COVID-19) is an infectious disease caused by a newly discovered coronavirus
DfT	Department for Transport
EHRC	Equality and Human Rights Commission
EAA	An Equalities Analysis Assessment (EAA) is undertaken when making changes to the way a service is being delivered to ensure that the Council is meeting its obligations in relation to the Equality Act 2010 and the Council's equality objectives
Equality Act 2010	The Equality Act 2010 legally protects people from discrimination in the workplace and in wider society.
Highways Act 1980	An Act of the Parliament of the United Kingdom dealing with the management and operation of the road network in England and Wales
RTRA 1984	The Road Traffic Regulation Act 1984 is an Act of Parliament in the United Kingdom, which provides powers to regulate or restrict traffic on UK roads, in the interest of safety
TfL	Transport for London
TLRN	Transport for London Road Network – a network of roads for which Transport for London is the Highway Authority

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Term	Definition
TMA	The Traffic Management Act 2004 (TMA) is an act of parliament that was introduced to tackle congestion and disruption on the road network. The TMA places a duty on local authorities to make sure traffic moves freely and quickly on their roads and the roads of nearby authorities
TMO	A Traffic Management Order (TMO) is a legal order made by a Local Authority which manages the behaviour of all road users and which is consulted on prior to restriction being made live
Zero carbon	Achieving net zero carbon dioxide emissions by balancing carbon emissions with carbon removal or simply eliminating carbon emissions altogether

14. Report author and contact

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15. I approve the recommendations in this report

Signed:



Kevin Sheehan

Executive Director for Housing, Regeneration and Public Realm

8th March 2021

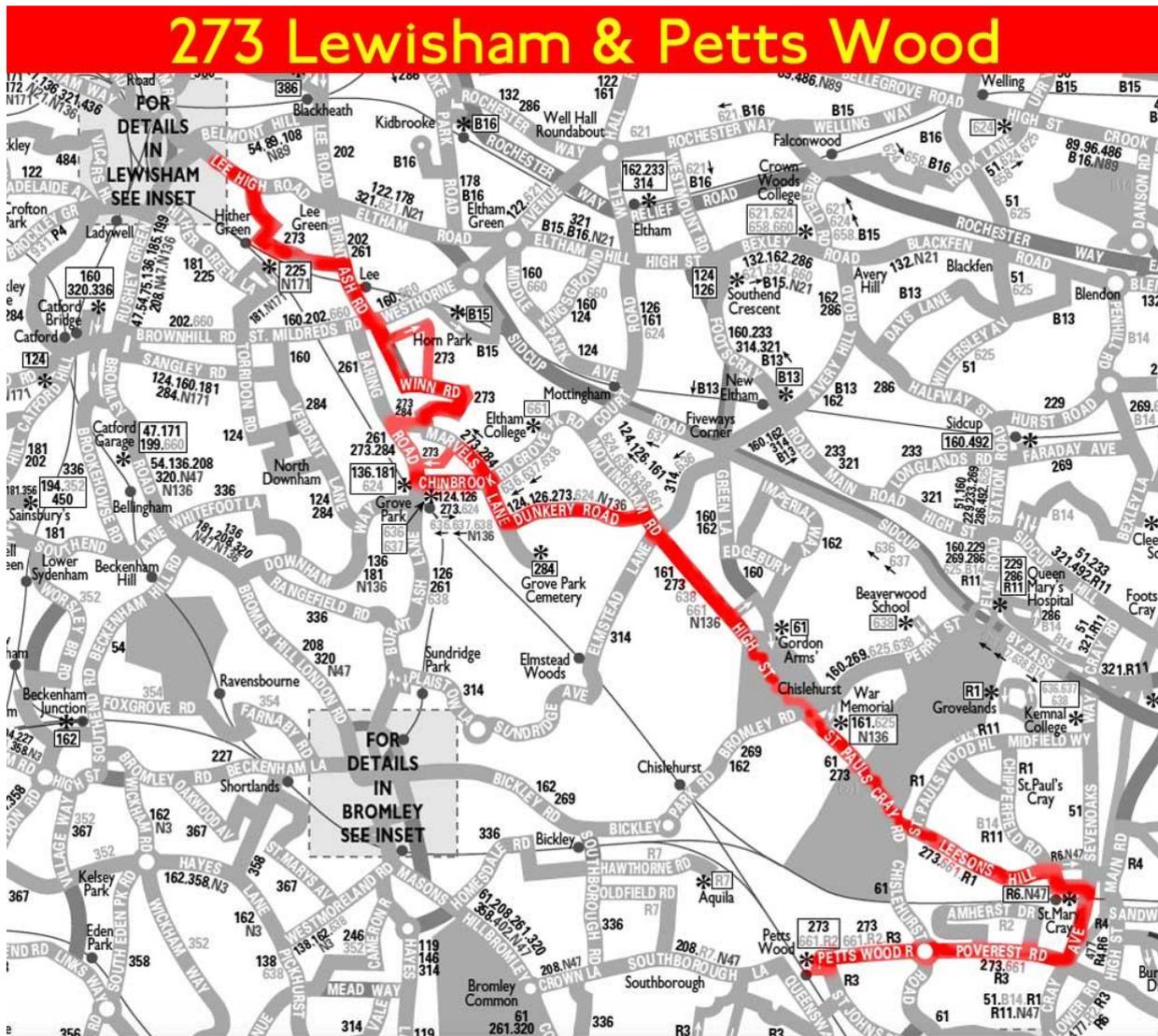
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Appendix 1

Map - Route 273 Bus Stop Accessibility Improvements



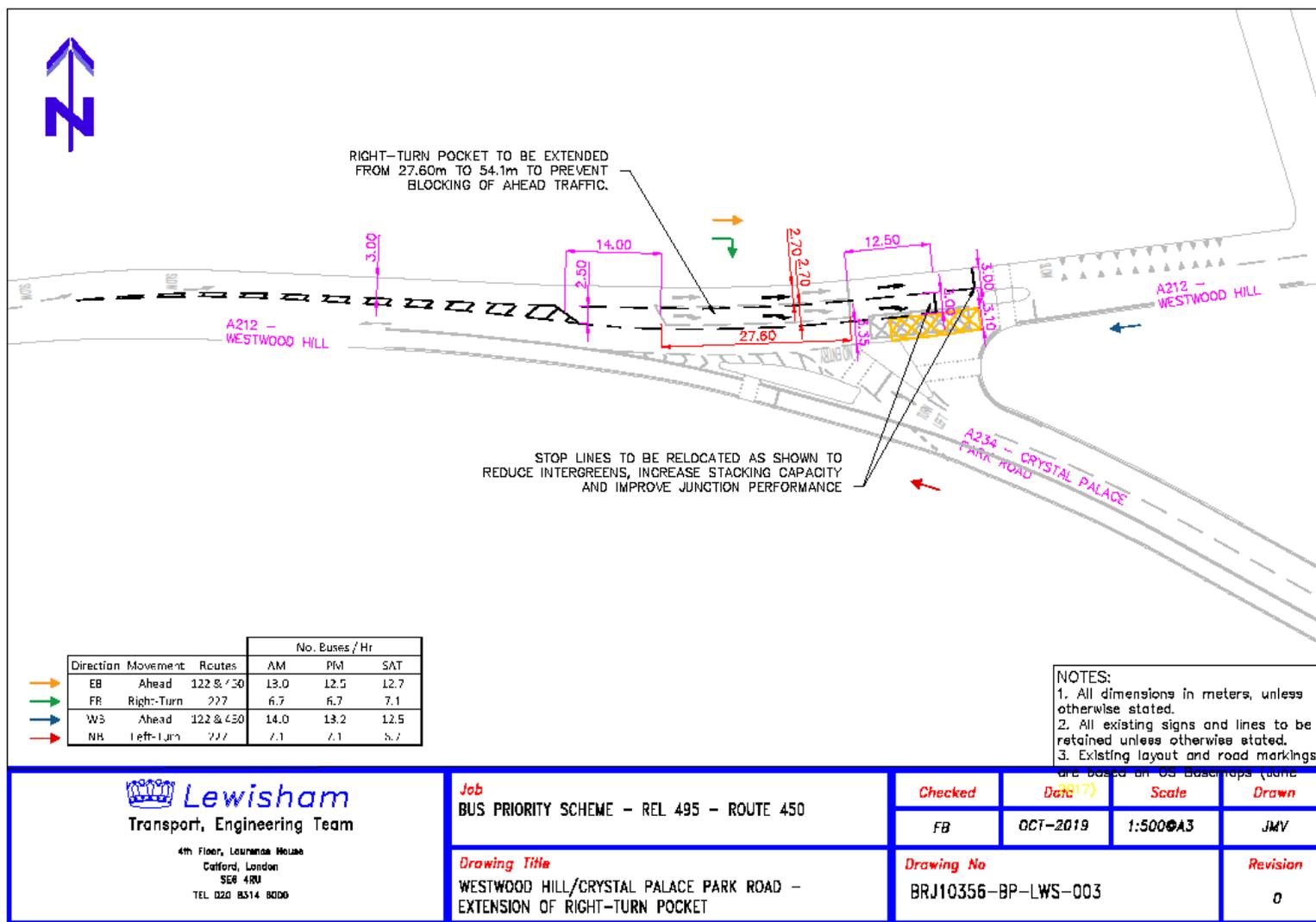
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Appendix 2 –

Westwood Hill Road Marking Improvements



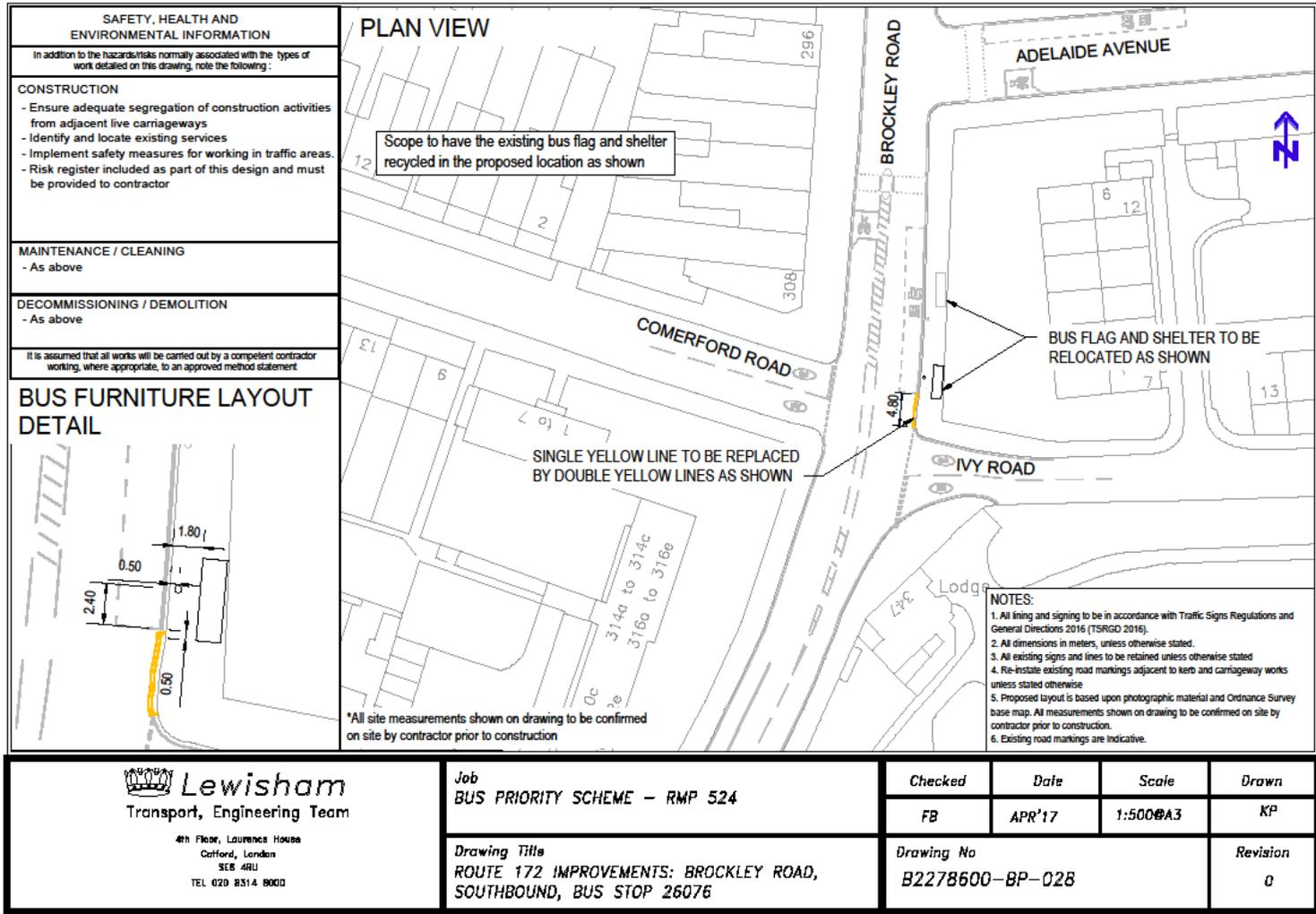
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Appendix 3 –

Brockley Road – Relocation of Bus Flag and Shelter



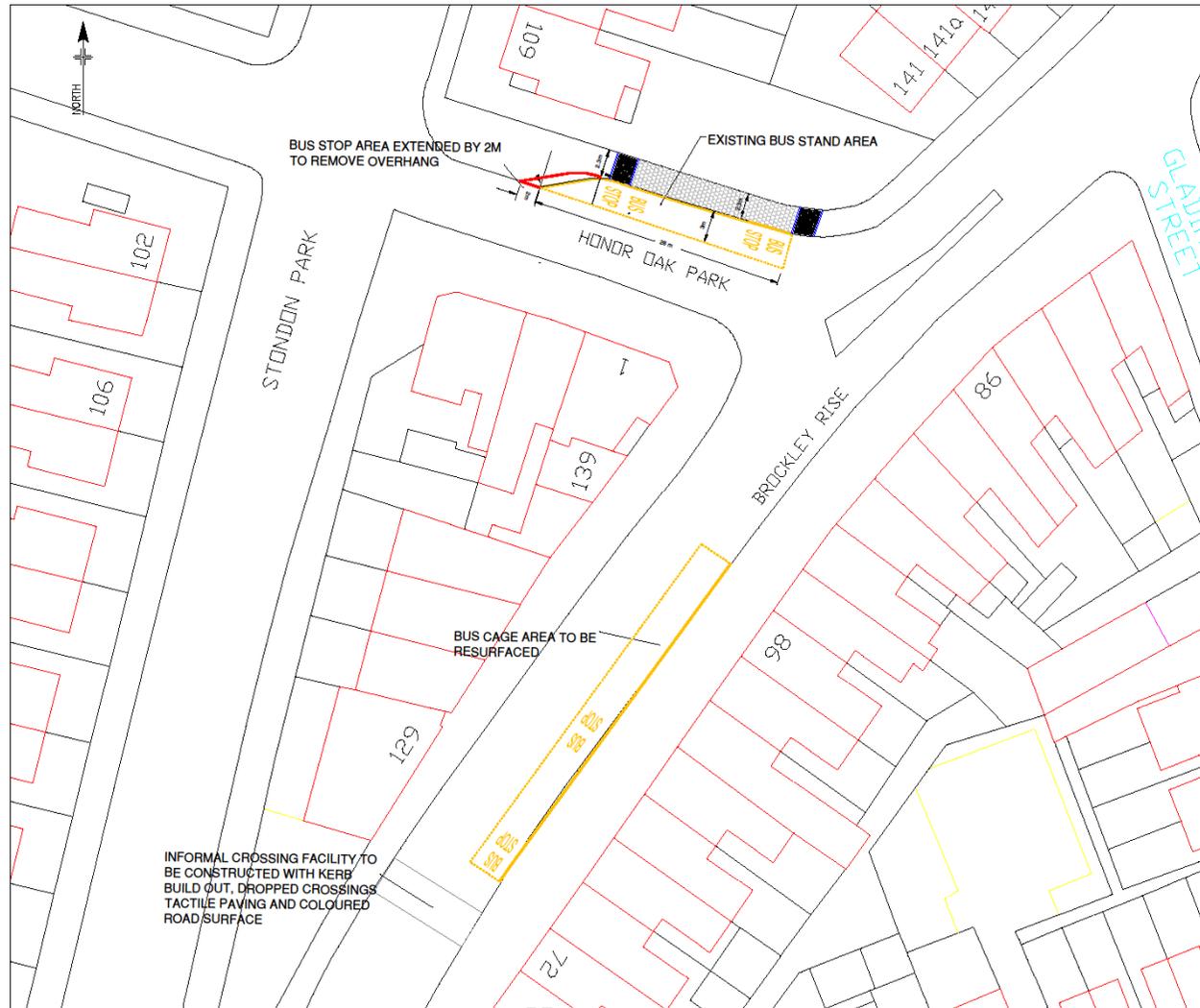
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Appendix 4

Brockley Rise - Bus cage resurfacing, improvement to pedestrian crossing facility and bus stand area to remove overhang



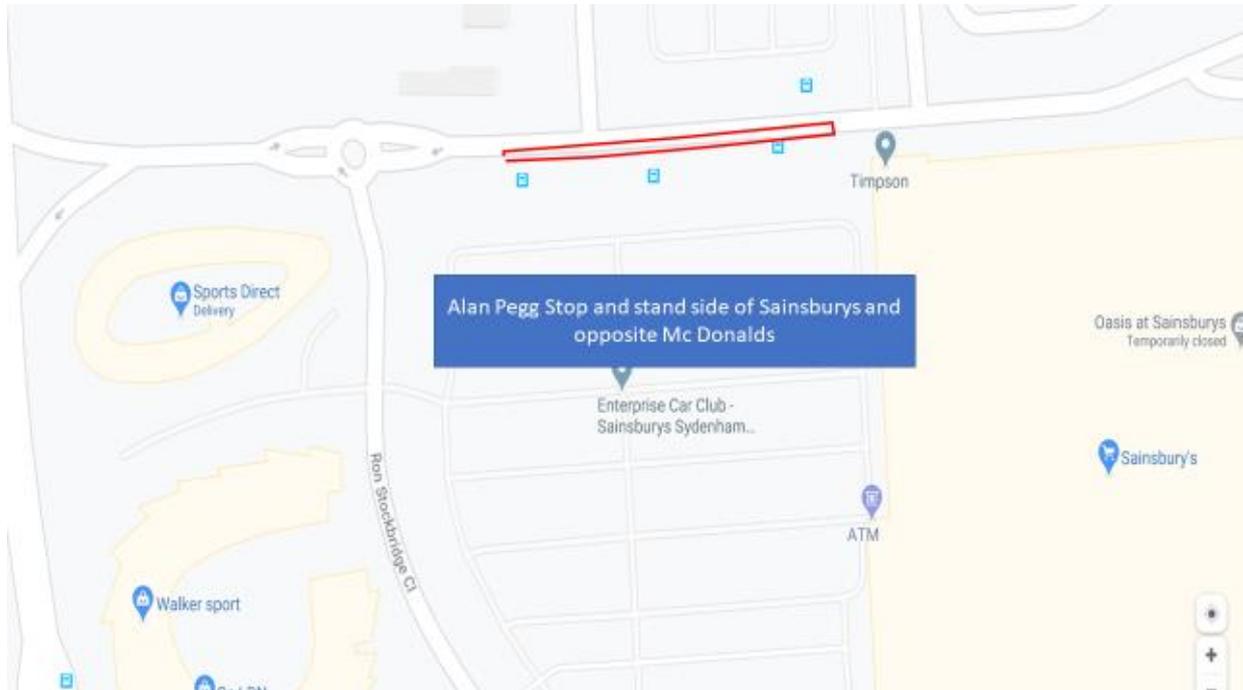
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Appendix 5 –

Alan Pegg Place – Bus stop and stand resurfaced



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