

Further Background to the Evolution of the Temporary LTN

The Covid19 Pandemic and the Evolution of the Temporary LTN

- 1.1 In the latter part of 2019, officers began engaging with, and via, Cypress School on the notion of a Healthy School Neighbourhood, including with residents of Southern Avenue.
- 1.2 On 18 January 2020, Steve Reed MP, The Croydon Council Cabinet Member for Environment, Transport and Regeneration, and the Council's Head of Transport, attended a public meeting called by Croydon Living Streets at St John the Evangelist Church at Sylvan Road/Auckland Road, to hear and discuss concerns about traffic issues in the area. The Head of Transport outlined the intended application of the 'Healthy Schools Neighbourhood' approach in the area around Auckland Road, with the Council carrying out surveys of traffic conditions, and engaging with residents and other stakeholders with a view to arriving at a consensus as to whether there are issues that needed to be addressed, and what those issues are, then seeking to achieve a consensus as to how those issues should be addressed.
- 1.3 Traffic surveys were in the process of being commissioned, but were then not progressed as the UK entered lockdown as a result of the Covid19 Pandemic on 26 March 2020 ('Lockdown'). The ability to obtain any meaningful data was not only impacted by the effects of Lockdown, but also by:
 - SGN having closed Auckland Road for emergency gas works, and
 - a car crashing into a shop on Church Road, and the temporary scaffolding placed in Church Road to support the damaged building, necessitating the closure of one side of Church Road and the introduction of temporary traffic signals.
- 1.4 In response to the Covid19 Pandemic, Croydon Council published its Croydon Streetspace webpages which included offering to work with residents to create low traffic streets to provide space for exercise etc.
- 1.5 On 2 May and 6 May 2020 respectively, Lancaster Road was closed at its junction with Southern Avenue and Warminster Road closed using emergency Notices under Section 14(2) of the Road Traffic Regulation Act 1984 and then by temporary traffic orders¹ made under S14(1) of the Act. The closure of Lancaster Road was made feasible by the SGN closure of Auckland Road. At the same time similar temporary closures were being introduced in nearby Albert Road and Holmesdale Road and in other streets in Croydon and across London.
- 1.6 On 6 May 2020 the Mayor of London published his Streetspace Plan for London² explaining that '*TfL, working with London's boroughs will make changes - unparalleled in a city London's size – to focus on three key areas*'. One of these is '*Reducing traffic on residential streets, creating low-traffic*

¹ <https://www.croydon.gov.uk/sites/default/files/articles/downloads/PN878.pdf>

² <https://www.london.gov.uk/press-releases/mayoral/mayors-bold-plan-will-overhaul-capitals-streets>

neighbourhoods right across London to enable more people to walk and cycle as part of their daily routine, as has happened during lockdown.'

The Mayor explained:

'The emergency measures included in our major strategic London Streetspace programme will help those who have to travel to work by fast-tracking the transformation of streets across our city. Many Londoners have rediscovered the joys of walking and cycling during lockdown and, by quickly and cheaply widening pavements, creating temporary cycle lanes and closing roads to through traffic we will enable millions more people to change the way they get around our city.'

TfL informed the London local authorities that funding previously intended to support their implementation of proposals within their LIPs, would not be provided, at least for the first half of 2020/21. Instead, funding would be made available with which to implement London Streetspace Plan measures.

- 1.7 On the same day, the Department for Transport (DfT) published statutory guidance 'Traffic Management Act 2004: Network Management in Response to COVID-19' (updated on 23 May 2020 and again on 13 November)³. In his foreword to the Guidance of 23 May, the Secretary of State for Transport explained that:

'..as people go back to work we need millions more people to cycle. Over 40% of urban journeys are under 2 miles – perfectly suited to walking and cycling. Active travel is affordable, delivers significant health benefits, has been shown to improve wellbeing, mitigates congestion, improves air quality and has no carbon emissions at the point of use. Towns and cities based around active travel will have happier and healthier citizens as well as lasting local economic benefits. Central government therefore expects local authorities to make significant changes to their road layouts to give more space to cyclists and pedestrians.'

The Guidance stated:

'Reallocating road space: measures

Local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart..... Local authorities where public transport use is low should be considering all possible measures.

(23rd May and 13th November)

³ <https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities/traffic-management-act-2004-network-management-in-response-to-covid-19>

Measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect.

None of these measures are new – they are interventions that are a standard part of the traffic management toolkit, but a step-change in their roll-out is needed to ensure a green restart. They include:

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- *Modal filters (also known as filtered permeability); closing roads to motor traffic, for example by using planters or large barriers. Often used in residential areas, this can create neighbourhoods that are low-traffic or traffic free, creating a more pleasant environment that encourages people to walk and cycle, and improving safety.'*

1.8 The Traffic Orders Procedure (Coronavirus) (Amendment) (England) Regulations 2020 Statutory Instrument No 536⁴ was also made on 23rd May 2020. The 'Traffic Regulation Orders: Guidance on the Traffic Orders Procedure (Coronavirus)'⁵ published 29 June 2020 confirmed that:

'The amendments included in the SI are intended to speed up the time it takes for traffic authorities to make the traffic orders that are needed to put in place measures to deal with the effects of coronavirus, including the need to encourage social distancing and promote active travel, for example, walking and cycling'.

explaining that:

"Purposes connected to coronavirus" may include measures that are made as a response to, or with the intention of mitigating risks related to, the coronavirus pandemic. For example:

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- *restricting certain roads to certain types of traffic'*

and

'Temporary orders can be in place for up to 6 months for footpaths, bridleways, restricted byways, cycle tracks or byways open to all traffic, and 18 months for all other orders.'

1.9 At the beginning of June, SGN announced that it was finishing its works and would be reopening Auckland Road. A swift decision was needed as to whether to re-open Lancaster Road (and hence also Southern Avenue) to through traffic, or to keep Auckland Road closed to through motor traffic, (enabling the 'protection' offered to Southern Avenue and other streets by virtue of the Lancaster Road closure, to continue). Auckland Road was closed by means of

⁴ <https://www.legislation.gov.uk/uksi/2020/536/contents/made>

⁵ <https://www.gov.uk/government/publications/making-traffic-regulation-orders-during-coronavirus-covid-19/traffic-regulation-orders-guidance-on-the-traffic-orders-procedure-coronavirus>

an emergency Notice at the location of the SGN closure on 06 June moving to S14 Order on 03 July 2020⁶ .

- 1.10 Residents of Stambourne Way and Sylvan Hill experienced significantly increased traffic through their streets whilst SGN had closed Auckland Road and the scaffolding was in Church Road. They undertook their own traffic surveys to quantify the magnitude of impact they were experiencing and requested a meeting with the Cabinet Member for Transport. The meeting was held via Zoom and the Cabinet Member and Head of Transport listened to the experiences and concerns of the residents.
- 1.11 On 3rd August 2020 the Council temporarily closed Stambourne Way, Sylvan Hill and Fox Hill to through motor traffic, initially by Notice published under S14 of the Road Traffic Regulation Act 1984 ('1984 Act') and then by Temporary Traffic Order⁷ made under the same section of the 1984 Act. London Borough of Bromley Council ('Bromley Council') was given notice on 28 July 2020 of the intention to implement the temporary closures. At the same time Croydon Council officers reached out to Bromley Council officers to work to implement mitigation in streets in Bromley if it was felt to be needed. In parallel, the temporary closure of Auckland Road was replaced by a 'bus gate' (permitting the passage of buses and cycles) enforced by camera. As these temporary measures were being implemented, the term 'Crystal Palace and South Norwood Temporary Low Traffic Neighbourhood' was increasingly being used. The Temporary LTN was given its own webpage when the Council revamped its Croydon Streetspace section of its website in September.

Croydon Covid19 Response Streetspace 'Strategy'

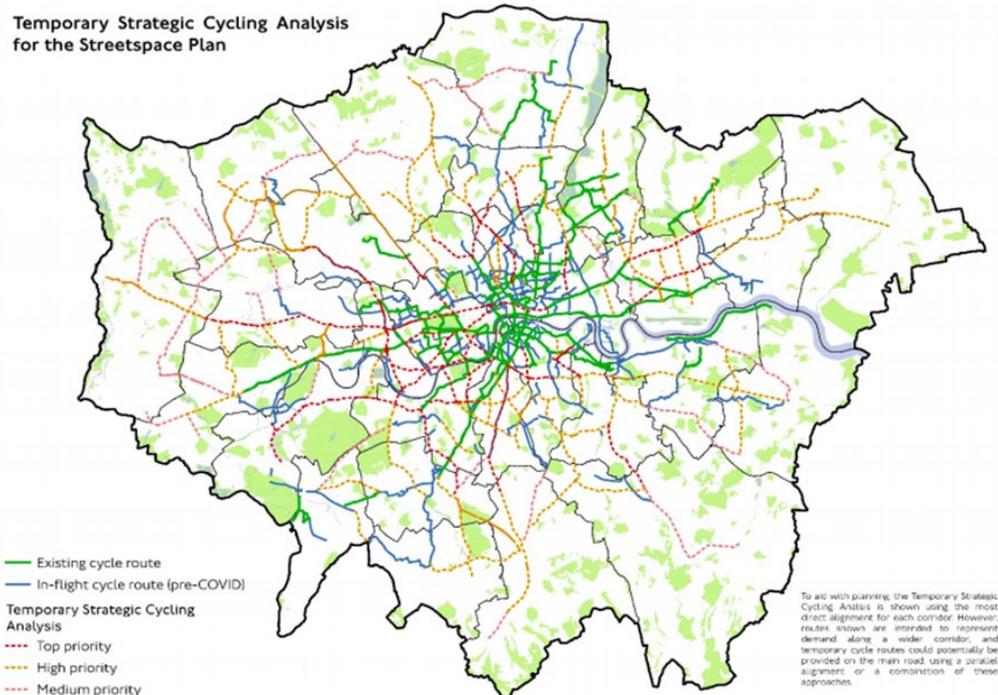
- 1.12 The measures introduced by Croydon Council following publication of the Streetspace Plan for London (such as the temporary closures of Holmesdale Road, Albert Road and Lancaster Road) were initially reactive. They did however become part of a 'rapid response strategy'. In support of the Streetspace Plan for London, TfL published a series of data sets to aid local authority prioritisation of locations to focus action and particular types of measures. These included the '**Temporary Strategic Cycling Analysis**'⁸ which identified a series of priority cycling corridors in Croydon. The one 'Top Priority' corridor in Croydon runs from Crystal Palace and South Norwood towards the Town Centre. The Temporary Strategic Cycling Analysis document explains that TfL has revised its Strategic Cycling Analysis in line with the objectives of the Streetspace Plan to provide an evidence-led blueprint for the Temporary Strategic Cycle Network, called the Temporary Strategic Cycling Analysis. *'TfL will prioritise activity in line with this framework, and boroughs are strongly encouraged to bring forward proposals that align with priority corridors identified in the Temporary SCA.'*

⁶ <https://www.croydon.gov.uk/sites/default/files/articles/downloads/PN912.pdf> .

⁷ <https://www.croydon.gov.uk/sites/default/files/articles/downloads/PN999.pdf>

⁸ <http://content.tfl.gov.uk/lsp-app-four-analysis-temp-sca-v1.pdf>

Figure 1. TfL Temporary SCA Priority Cycling Corridors
 Figure 4.4: Temporary Strategic Cycling Analysis for Streetspace Plan



‘Analysis on Low Traffic Neighbourhoods’⁹ which indicated areas for potential Low Traffic neighbourhoods; these being predominantly in the north of the Borough of Croydon. The document explains that the Analysis divided London into a series of residential neighbourhoods. These act primarily as a common geographic basis for comparing data across different areas of London. This analysis should help boroughs to:

- Understand the challenges schemes may seek to address
- Gauge the potential for LTNs in their area
- Identify different options and prioritise between them
- Provide a basis for evidence-led discussions with stakeholders

The Neighbourhoods are allocated two scores, a traffic filtering score and a general score. These are combined on the map in Figure two below. The traffic filtering score is based on:

- Modelled through traffic
- Recorded walking and cycling casualties
- Modelled potential cycling flows

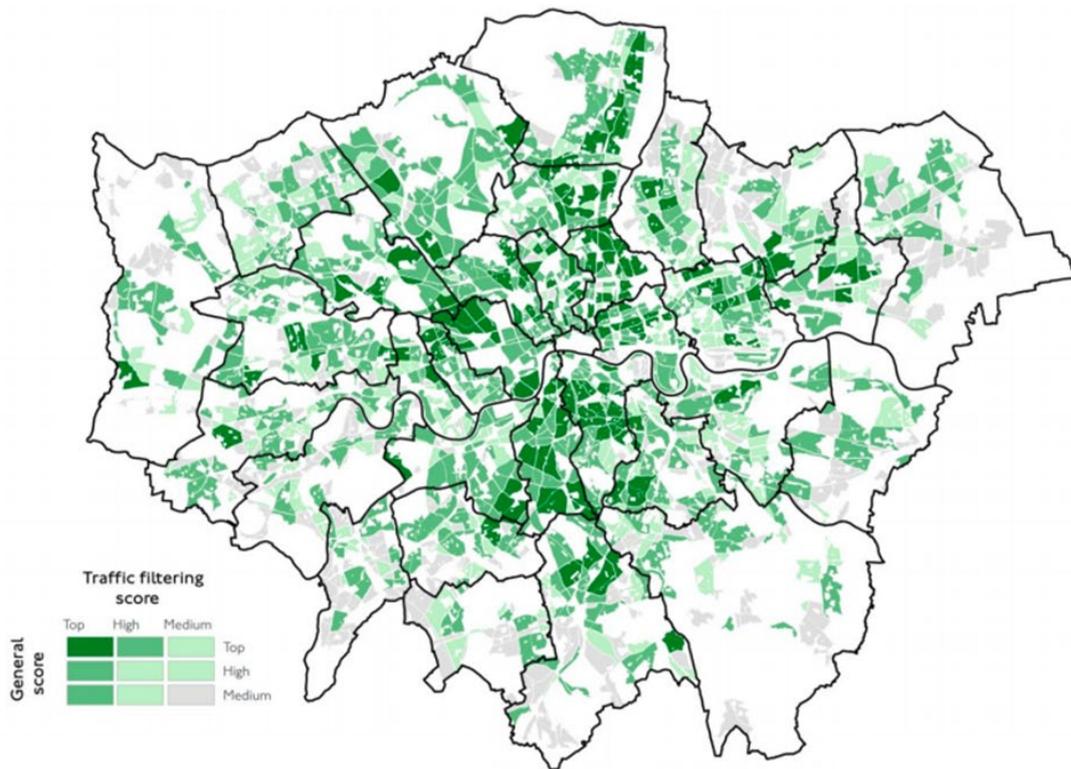
The general score is based on:

- The social distancing challenge (pavement widths and population density)
- The number of schools
- Levels of deprivation
- Total population and low car ownership

Resulting in the ‘SNA overview map’, intended to show a snapshot of the potential for low traffic neighbourhoods (LTNs) across London, and where the greatest need may be.

⁹ <http://content.tfl.gov.uk/lsp-app-six-b-strategic-neighbourhoods-analysis-v1.pdf>

Figure 2. SNA overview map

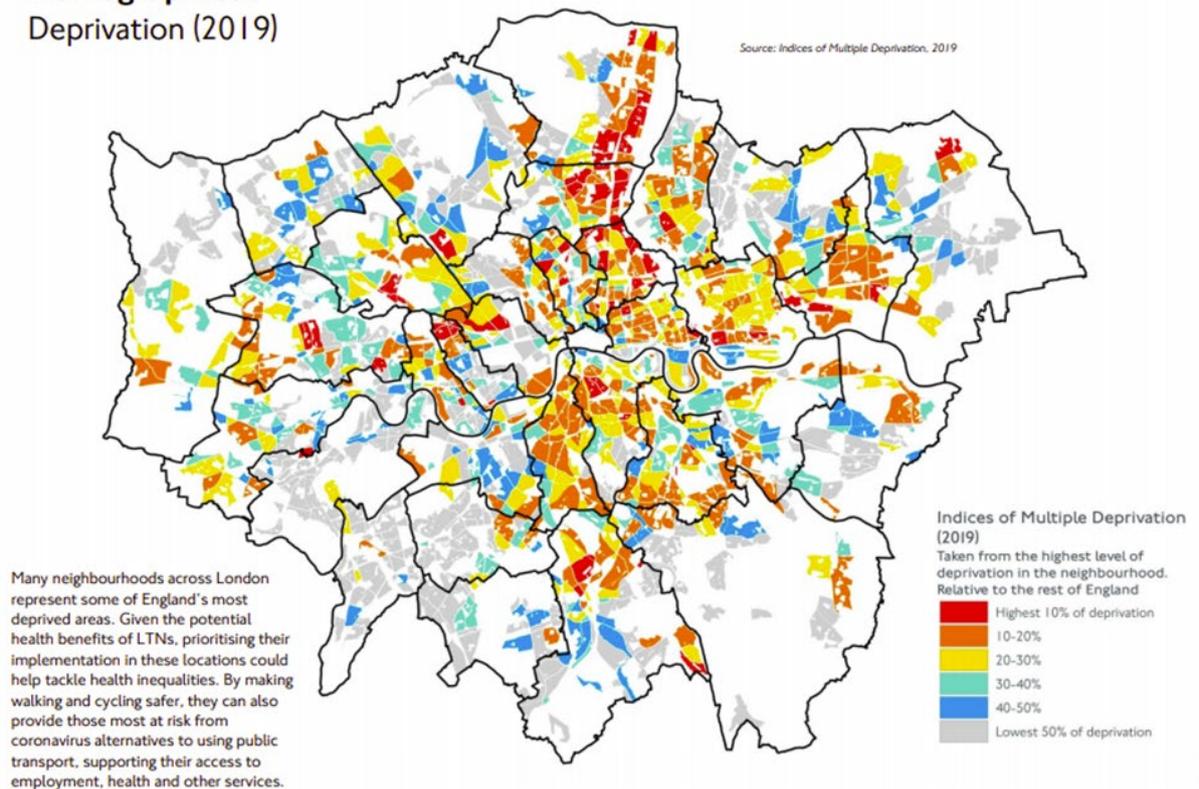


The Analysis document separately maps each of the factors incorporated into the Analysis, eg Deprivation

Figure 3. SNA Mapping of Deprivation

Demographics:

Deprivation (2019)



- 1.13 The Croydon Council commissioned 'Cycling Skills Level Audit' (2019) was also employed. This study looked at every street in the Borough, classifying the level of cycling ability needed to cycle within each street. The majority of streets are suitable for cycling by beginners, having low traffic levels / low traffic speeds. Consequently they are also places where it is relatively safe and pleasant to walk. However these tend not to be linked together into meaningful routes. The streets focused on (when developing the Covid response Streetspace 'Strategy') were those in 20mph limit areas, but which require advanced cycling skills due largely to the speed and volume of traffic. These streets are generally unclassified roads that are being used by drivers making longer distance through journeys. Many would have been 'access' streets in the old Road Hierarchy, but are acting as 'distributor roads' as they make useful connecting routes for drivers. These routes can do the same for people on bikes and people walking, if the traffic environment permits / encourages it. As a consequence of the volume and speed of traffic in these streets, many of them are where residents requested action be taken to address both.
- 1.14 The proposed programme resulting from / responding to this 'strategy' looked to create cycling and walking routes away from the busiest street corridors, where possible. On these busy corridors, the competition for space is greatest. It is also where the district and local centres tend to sit and where space to facilitate social distancing within the centres was a priority. They are also where vulnerable road user casualties are concentrated. The 'strategy' envisaged Auckland Road, Lancaster Road and Southern Avenue being part of a strategic cycling and walking route picking up the Top Priority Cycle Corridor identified by TfL through its 'Temporary Strategic Cycling Analysis', connecting Crystal Palace to the Croydon Town Centre via Holmesdale Road.
- 1.15 Two requests were submitted to TfL for Streetspace Plan for London funding. The first was for the initial reactive measures. The second and much larger request was predominantly for funding to implement the 'rapid response strategy'. This second funding request took the combined bid over £1m and hence the requests were the subject of a Key Decision (Decision ref: 0120PL)¹⁰

¹⁰ <https://www.croydon.gov.uk/sites/default/files/0120PL%20Decision%20Notice.pdf>