

Croydon Council

For General Release

REPORT TO:	Executive Director of Place 23 June 2020
SUBJECT:	Croydon's Streetspace Improvement Programme (CSIP) Phases 1 and 2: Proposals and Funding Submission to Transport for London
LEAD OFFICER:	Heather Cheesbrough, Director, Planning and Strategic Transport Steve Iles, Director, Public Realm Ian Plowright, Head of Transport
CABINET MEMBER:	Cllr Stuart King, Cabinet Member for Environment, Transport & Regeneration (Job Share)
WARDS:	Multiple
CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON <i>The recommendations address the Council's Corporate Plan priorities:</i> <ul style="list-style-type: none">• <i>Easy, accessible, safe and reliable, making it more convenient to travel between Croydon's local places</i>• <i>Less reliance on cars, more willingness to use public transport, walk and cycle and</i>• <i>Invest in safe cycle lanes between central Croydon and local centres</i> <u>Corporate Plan for Croydon 2018-2022</u>	
FINANCIAL IMPACT Croydon CSIP measures are planned for delivery in two phases the cost of which are intended to be met with funding from TfL. Bids to TfL have been prepared for each of the two phases totalling £1,720,000. The bids are for 100% of the costs.	
KEY DECISION REFERENCE NO.: 0120PL The decision is due to be taken under Special Urgency (notice published on 18 June 2020). The making of this decision is urgent to allow the council to submit proposals to TfL to release Streetspace Plan for London funding (in response to COVID19) within the required and extremely short timeframe. The agreement of the Chair of the Scrutiny & Overview Committee has been obtained.	

1. RECOMMENDATION:

The Executive Director of Place is recommended to agree to proposals with bids totalling £1,720,000 be submitted to Transport for London in order to deliver the Croydon Streetspace Improvement Programme.

2. EXECUTIVE SUMMARY

2.1 The report gives the background to the Croydon Streetspace Improvement Programme (CSIP), a programme developed with the upmost urgency as a response to Covid-19, and seeks authority to submit proposals and funding bids to TfL in order to deliver the Programme. The report:

- provides the Department of Transport (DfT) and Transport for London (TfL) policy background;
- outlines the evidence on which the Programme is based; and
- describes the resulting Programme, including the consultation to be undertaken before any of the measures would be made permanent.

The CSIP measures give more road space to pedestrians and cyclists. These are being introduced across much of Croydon. The measures are intended to:

- make it easier for residents to maintain social distancing at busy areas such as the entrances to parks, shops and transport hubs; and
- travel on foot and by bike, avoiding public transport (on which capacity is constrained due to social distancing), and providing an alternative to car use.

3. The Croydon Streetspace Implementation Programme

Department for Transport Guidance and TfL's London Streetspace Plan

3.1 On 15 May 2020 the Department for Transport issued guidance to local authorities. In his forward, the Secretary of State for Transport explained:

'The coronavirus (COVID-19) crisis has had a terrible impact on the lives and health of many UK citizens, as well as severe economic consequences. But it has also resulted in cleaner air and quieter streets, transforming the environment in many of our towns and cities.

And millions of people have discovered, or rediscovered, cycling and walking. In some places, there's been a 70% rise in the number of people on bikes - for exercise, or for safe, socially distanced travel.

When the country gets back to work, we need them to carry on cycling, and to be joined by millions more. With public transport capacity reduced, the roads in our largest cities, in particular, may not be able to cope without it.

We also know that in the new world, pedestrians will need more space. Indications are that there is a significant link between COVID-19 recovery and fitness. Active travel can help us become more resilient.

That is why towns and cities in the UK and around the world are making or proposing radical changes to their roads to accommodate active travel.

We recognise this moment for what it is: a once in a generation opportunity to deliver a lasting transformative change in how we make short journeys in our towns and cities. According to the National Travel Survey, in 2017-18 over 40% of urban journeys were 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.

The government therefore expects local authorities to make significant changes to their road layouts to give more space to cyclists and pedestrians. Such changes will help embed altered behaviours and demonstrate the positive effects of active travel. I'm pleased to see that many authorities have already begun to do this, and I urge you all to consider how you can begin to make use of the tools in this guidance, to make sure you do what is necessary to ensure transport networks support recovery from the COVID-19 emergency and provide a lasting legacy of greener, safer transport.'

The Guidance states that:

'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 ([social distancing in this context primarily refers to the need for people to stay 2 metres apart where possible when outdoors](#)). Local authorities where public transport use is low should be considering all possible measures.

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:

- Installing 'pop-up' cycle facilities with a minimum level of physical separation from volume traffic; for example, mandatory cycle lanes, using light segregation features such as flexible plastic wands; or quickly converting traffic lanes into temporary cycle lanes (suspending parking bays where necessary); widening existing cycle lanes to enable cyclists to maintain distancing. Facilities should be segregated as far as possible, i.e. with physical measures separating cyclists and other traffic. Lanes*

indicated by road markings only are very unlikely to be sufficient to deliver the level of change needed, especially in the longer term.

- *Using cones and barriers: to widen footways along lengths of road, particularly outside shops and transport hubs; to provide more space at bus stops to allow people to queue and socially distance; to widen pedestrian refuges and crossings (both formal and informal) to enable people to cross roads safely and at a distance.*
- *Encouraging walking and cycling to school, for example through the introduction of more 'school streets'. Pioneered in London, these are areas around schools where motor traffic is restricted at pick-up and drop-off times, during term-time. They can be effective in encouraging more walking and cycling, particularly where good facilities exist on routes to the school and where the parents, children and school are involved as part of the scheme development.*
- *Reducing speed limits: 20mph speed limits are being more widely adopted as an appropriate speed limit for residential roads, and many through streets in built-up areas. 20mph limits alone will not be sufficient to meet the needs of active travel, but in association with other measures, reducing the speed limit can provide a more attractive and safer environment for walking and cycling.*
- *Introducing pedestrian and cycle zones: restricting access for motor vehicles at certain times (or at all times) to specific streets, or networks of streets, particularly town centres and high streets. This will enable active travel but also social distancing in places where people are likely to gather.*
- *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.*
- *Providing additional cycle parking facilities at key locations, such as outside stations and in high streets, to accommodate an increase in cycling, for example by repurposing parking bays to accommodate cycle racks.*
- *Changes to junction design to accommodate more cyclists – for example, extending Advanced Stop Lines at traffic lights to the maximum permitted depth of 7.5 metres where possible.*
- *'Whole-route' approaches to create corridors for buses, cycles and access only on key routes into town and city centres.*
- *Identifying and bringing forward permanent schemes already planned, for example under Local Cycling and Walking Infrastructure Plans, and that can be constructed relatively quickly.'*

<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>

- 3.2 TfL published fuller guidance ('London Streetspace Plan – Interim Guidance to Boroughs') <https://tfl.gov.uk/travel-information/improvements-and-projects/streetspace-for-london> on implementing measures to support the above and how to access funding to deliver. The guidance explains:

'Decisions to award projects funding will be made by TfL on the following basis:

- *Deliverability - Considers the complexity of the proposed project, whether there is political support for the project, the level of community support and engagement in and any dependencies that could inhibit the delivery of the project. Past delivery record will also be taken into consideration*
- *Location and Borough – Considers the needs and issues of the location and borough mode share targets to get a high-level understanding of the challenges and opportunities to deliver the outcomes. Metrics that will be considered will include assessment of locations where social distancing is an issue, overcrowding is likely and will pose safety concerns, and where transport, economic and social datasets show a need to intervene*
- *Value – Considers the outcomes and benefit that the proposed intervention will deliver in return for the investment focussing on the immediate public health imperatives and the longer-term ambitions about sustainable movement by walking, cycling and public transport. This will also allow TfL to prioritise funding as the programme is expected to be oversubscribed.'*

The Croydon Proposals

- 3.3 When the Secretary of State wrote in his forward to the DfT Guidance '*I'm pleased to see that many authorities have already begun to do this,.....*' Croydon was one of those authorities. In large part in response to request from the members of the public, a programme of measures was quickly implemented that included:

Low Traffic Streets

Creating low traffic streets by stopping through traffic on some roads. Access is maintained for residents, deliveries and other essential journeys. This is designed to reduce traffic making it safer for residents to use the road near their homes while maintaining social distancing. Cyclists are exempt from the temporary closures giving them access to quieter streets.

Expanded footways

Creating more temporary footway space at narrow pinch points giving pedestrians and cyclists more space to help keep a social distance. This involves sections of the carriageway or on-street parking bays being cordoned off to provide more space for pedestrians and or cyclists.

Speed awareness

New signs reminding drivers to watch their speed put up in streets across the Borough.

- 3.4 Whilst in many cases, the first round measures responded to public requests, they were part of a wider strategy. TfL published a series of data sets to aid the prioritisation of locations to focus action and particular types of measures. These included the:

- 'Temporary Strategic Cycling Analysis' which identified a series of priority cycling corridors in Croydon, including:
 - the London Road;
 - corridors from Crystal Palace and South Norwood towards the Town Centre;
 - the Brighton Road; and
 - the Roman Way/Mitcham Road.
- 'Analysis on Low Traffic Neighbourhoods' which indicated areas:
 - for potential Low Traffic neighbourhoods; and
 - areas lacking access to 'larger parks and public green spaces appropriate for exercise'
 both predominantly in the north of the Borough.

3.5 In addition, the Croydon Council commissioned Cycling Skills Level Audit was 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. The streets have 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 focussed on as part of the analysis were those in 20mph limit areas but which require advanced cycling skills due largely to the speed and volume of traffic. These streets generally are the 'rat runs' with higher traffic volumes and speed. 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.

3.6 The resulting programme 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 our district and local centres tend to sit and where space to facilitate social distancing within these centres is a priority.

3.7 The resulting Programme includes:

- Semi-segregated cycle lanes on the London Road from Thornton Heath Pond to Handcroft Road (supported by a 20mph limit), with a cycle and pedestrian 'bypass' of the very busy southern end of London Road via a Low Traffic Neighbourhood to be achieved by closures (allowing cycle permeability) of Handcroft Road and Parsons Mead.
- Linked Low Traffic Neighbourhoods from the north east of the Borough (Crystal Palace and South Norwood) to create quieter walking and cycling corridors into the Town Centre. These are to be largely created by means of street closures which allow cycle permeability, but at Auckland Road and Davidson Road they would also permit buses to pass.
- Semi segregated cycle lanes along much of the Brighton Road from Purley towards the Croydon Town Centre. The proposals include retaining the bus lanes but these operating 24/7, and the introduction of a 20mph speed limit. The proposals also necessitate the relocation of

pay and display parking into side streets where possible, and the removal where not.

- 3.8 The Leader has delegated the making of this decision to the Executive Director, Place (Leaders Delegation decision reference no. **3820LR**).

4. CONSULTATION

- 4.1 Measures implemented in the initial phase were largely in response to public concerns about crowding, and about rat running/speeding traffic preventing streets being used for exercise and active travel. Measures were implemented using emergency traffic orders which did not involve any formal consultation. At the same time, central government was amending the Traffic Order Procedure Regulations (<http://www.legislation.gov.uk/ukxi/2020/536/regulation/2/made>) in order that temporary 'Section 14' traffic orders can be made for purposes connected to covid-19. Such orders only require the publication of a notice of intention to make the order. Most of the measures implemented as part of the CSIP have been / will be under such 'Section 14' orders. The Council's website states that: *'All of the new initiatives are being introduced on a temporary basis. Any scheme that proves successful and popular could be made permanent with a formal consultation carried out.'* The intention is that as conditions settle to a new normal, the temporary orders will be replaced by experimental orders, the experimental order period involving formal consultation.

5 PRE-DECISION SCRUTINY

- 5.1 The whole process of developing proposals and then bidding to TfL needs to be undertaken at a rapid pace. The speed of the process has not allowed Scrutiny as a part of it.

6 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

- 6.1 As part of the financial bailout of TfL agreed with central government, TfL is not providing Local Implementation Plan funding to local authorities this year. Instead it is encouraging local authorities to submit proposals to deliver its Streetspace Plan for London in response to the covid19 pandemic, bidding for a share of £48m. The recommendation is to submit proposals to the value of £1,720,000. Table 1 below assumes all Croydon bid proposals are fully funded by TfL and delivered up to the value of the bid amounts.
- 6.2 Some of the proposals involve the relocation of pay and display parking bays, which may impact on parking revenue. Other proposals involve the use of cameras to enforce 'bus gates'. Whilst it is hoped that the 'no entry except buses and cycles' signs will be observed, Penalty Charge Notices issued to those breaching the restriction will be income generating.

1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2020/21	2021/22	2022/23	2023/24
	£'000	£'000	£'000	£'000
Revenue Budget available				
Expenditure				
Income				
Effect of decision from report				
Expenditure				
Income				
Remaining budget				
Capital Budget available				
Expenditure	£1,720			
Effect of decision from report				
Expenditure	£1,720			
Remaining budget	£0			

2 The effect of the decision

If the £1,1720k bid is accepted this will allow the Streetspace Improvement Programme to be undertaken, replacing TfL LIP funding of £2.462m that was originally in the 2020/23 3-year capital programme approved at Cabinet Feb 2020 and which will no longer be forthcoming from TfL.

3 Risks

The risk of none of Croydon's proposals being funded is low. However, there is a risk that not all will be funded and a decision will need to be made about alternative arrangements.

4 Options

The options considered are set out at section 13 of this report.

5 Future savings/efficiencies

None

Approved by: Felicia Wright Head of Finance – Place and Resources

7. LEGAL CONSIDERATIONS

7.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance & Deputy Monitoring Officer that there are no additional legal implications other than those mentioned in the Report.

Approved by Sandra Herbert, Head of Litigation and Corporate Law on behalf of the Director of Law and Governance & Deputy Monitoring Officer

8. HUMAN RESOURCES IMPACT

- 8.1 There is no HR impact in arising from this report, if any do arise these will be managed under the Council Policies and Procedures.

Approved by Jennifer Sankar, Head of HR Place, for and on behalf of Sue Moorman, HR Director

9. EQUALITIES IMPACT

- 9.1 The Equality Act 2010 introduced the Public Sector Equality Duty. This requires all public bodies, including local authorities, to have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
 - Advance equality of opportunity between people who share a protected characteristic and those who do not
 - Foster good relations between people who share a protected characteristic and those who do not

- 9.2 This report outlines the new Croydon Streetspace Improvement Programme (CSIP) measures to be delivered to give more road space to pedestrians and cyclists, in direct response to the Covid-19 pandemic. The measures outlined are aimed at making it easier for residents to maintain social distancing at busy pinch points such as entrances to parks, shops and transport hubs. Once implemented it will help people of all protected characteristics to move around the borough more safely when walking or cycling. The measures need to be implemented at a fast pace under temporary traffic orders, and do not require formal consultation. Many of the measures may be considered radical for Croydon, particularly by those determined to continuing driving, however will have positive impact for the overwhelming majority who do not drive including the young, the elderly and those who suffer with respiratory vulnerabilities.

Due to the speed at which the Croydon Streetspace Improvement Programme had to be developed, the Equality Analysis undertaken to inform the making of the Croydon Cycling Strategy, <https://democracy.croydon.gov.uk/documents/s5602/Croydon%20Cycling%20Strategy%202018-2023.pdf> was relied upon in the development of the CSIP.

- 9.3 That Equality Analysis concluded that the implementation of a Cycling Strategy is an opportunity to promote greater equality and have a positive effect in enabling more children and young people, more disabled people, more women and more people from BME groups to cycle and enjoy the access and health benefits of cycling. This is in keeping with the Council's duty of care under the Equality Act 2010. To achieve this, the Council needs to implement facilities that reduce road danger and the fear of road danger.

- 9.4 For all protected groups under the Equality Act 2010, cycling is an aid to mobility. However, barriers need to be removed if the potential of bikes, trikes, hand cycles and other non-standard cycles is to be realised as a means by which disabled people can extend their independent mobility. The Croydon Cycling Strategy aims to remove physical barriers and not introduce new ones. Consequently, as street closures / filtered permeability measures are designed and implemented as part of CSIP, care is taken to ensure that they allow for the passage of the full range of non-standard cycles. As individual CSIP measures are designed, the potential effects of those individual measures on members of protected groups are considered.

Approved by: Barbara Grant on behalf of Yvonne Okiyo, Equalities Manager

10. ENVIRONMENTAL IMPACT

- 10.1 As well as a response to the Covid-19 pandemic, the CSIP programme is intended to enable many more people travel with the minimum environmental impact, namely by walking and cycling.

11. CRIME AND DISORDER REDUCTION IMPACT

- 11.1 Speeding is possibly the crime that directly kills or seriously injures more people in the UK than any other. In 2018/19 there were 579 police recorded 'causing death or serious injury by dangerous driving' offences in England and Wales. <https://www.statista.com/statistics/303473/death-by-dangerous-driving-in-england-and-wales-uk-y-on-y/> . This compares with a total of 671 victims of murder, manslaughter and infanticide in the same year <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/homicideinenglandandwales/yearendingmarch2019>
- 11.2 The many of the CSIP measures are designed to protect people from the crime of speeding and to help reduce the incidence of the crime.

12. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 12.1 The recommendation is made in order to:
- respond to Guidance issued by the DfT and TfL
 - Implement TfL's Streetspace Plan for London within Croydon
 - take the opportunity offered to deliver key Corporate Plan transport related priorities, especially after the ceasing of LIP funding from TfL.
- 12.2 The CSIP proposals have been developed as two phases. The bids to TfL for funding with which to implement the proposals are being made in two tranches. The second tranche takes the total funding request over £1million. Hence, the decision to submit the bid becomes a Key Decision. Additionally, implementation of any funded proposals will affect more than one ward.

13. OPTIONS CONSIDERED AND REJECTED

- 13.1 The Guidance published by both the DfT and TfL, is only 'guidance'. There is the option of not acting upon it. However, following the guidance and seeking to implement it within Croydon, is a further opportunity to deliver the Corporate Plan priorities:
- Easy, accessible, safe and reliable, making it more convenient to travel between Croydon's local places;
 - Less reliance on cars, more willingness to use public transport, walk and cycle; and
 - Invest in safe cycle lanes between central Croydon and local centres.
- 13.2 Developing the CSIP programme and submissions to TfL, was guided by the principles set out by TfL, namely 'Deliverability', 'Location' and 'Value'. Paragraph 3.7 above describes the resulting programme recommended for submission to TfL. Further potential schemes were considered but not included. A scheme to provide segregated cycling on Ampere Way is ready for implementation. However, as this is a permanent scheme, it is high cost relative to the funding available to London, so is not included in the submission to TfL. We have designs (which have been modelled) for segregated cycling along the Roman Way / Mitcham Road (one of the priority cycle corridors identified by TfL). These designs can be adjusted to make them quicker and cheaper to deliver. However, implementation would still be high cost, and the new infrastructure could not be delivered within the required timescale. Hence this scheme is not included in the submission. Towards New Addington, there are a number of wide roads offering the opportunity to implement semi-segregated cycle lanes with relative ease. However, such measures are relatively high cost, and this is not a location where TfL has identified a high potential for cycling or the location for priority cycle corridors. Hence, this option was rejected on the grounds of 'Location' and 'Value'.

14. DATA PROTECTION IMPLICATIONS

- 14.1 Delivery of the CSIP will involve the processing of personal data. Formal consultation is not being undertaken as part of the initial implementation of the CSIP. However, implementation of measures is resulting in feedback and comments, predominately in the form of emails which will be held whilst measures are possibly reviewed and amended and any formal consultation associated with making the measures permanent is undertaken.

- 14.2 Data Protection Impact Assessment (DPIA) yet to be undertaken.

The Director of Public Realm comments that DPIA will be embarked upon straight after the recommendation is approved (if approved).

Approved by: Ian Plowright, Head of Transport, on behalf of the Director of Planning and Strategic Transport

CONTACT OFFICER:

Ian Plowright, Head of Transport, ext 62927

BACKGROUND PAPERS:

'Croydon Cycle Network Review' Transport
Initiatives, August 2019