

<b>REPORT TO:</b>	<b>Scrutiny Streets, Environment &amp; Homes Sub-Committee Scrutiny 4<sup>th</sup> October 2022</b>
<b>SUBJECT:</b>	<b>Healthy Streets and Active Travel (including Healthy Neighbourhoods, School Streets, Vision Zero, Cycling and Walking Strategy) Update</b>
<b>LEAD OFFICER:</b>	<b>Heather Cheesbrough, Director of Planning &amp; Sustainable Regeneration Steve Iles, Director of Sustainable Communities</b>
<b>CABINET MEMBER:</b>	<b>Cllr Roche, Cabinet Member for Streets and Environment</b>
<b>PERSON LEADING AT SCRUTINY COMMITTEE MEETING:</b>	<b>Ian Plowright, Head of Strategic Transport</b>
<b>PUBLIC/EXEMPT:</b>	<b>Public</b>

<b>ORIGIN OF ITEM:</b>	<b>This report was requested by the Scrutiny Streets, Environment &amp; Homes Sub-Committee Scrutiny as part of its 2022/23 Work Programme</b>
<b>BRIEF FOR THE COMMITTEE:</b>	<b>To receive an update on the Healthy Streets / Active Travel Programme including (Healthy Neighbourhoods, School Streets, Vision Zero, Cycling and Walking Strategy)</b>

## **1. EXECUTIVE SUMMARY**

- 1.1. The report looks over the Croydon Local Implementation Plan and Cycling Strategy. It outlines the changes brought about by and during the Covid Pandemic, and the consequences for national policy and local delivery.

## **2. HEALTHY STREETS / ACTIVE TRAVEL PROGRAMME** Mayor of London Transport Strategy

- 2.1 The Mayor of London is required (by virtue of the Greater London Authority Act) to produce a series of strategies for London including a Transport Strategy<sup>1</sup>. As soon as reasonably practicable after the publication of the Transport Strategy, each London local authority is required to produce a plan to implement the Strategy within its area (a Local Implementation Plan (LIP)). TfL can and does publish guidance on behalf of the Mayor regarding the preparation of LIPs<sup>2</sup>. The Mayor has to approve each LIP, and to do so has to be assured that the plan and resources to implement it are adequate to deliver his Strategy.

<sup>1</sup> <https://tfl.gov.uk/corporate/about-tfl/the-mayors-transport-strategy>

<sup>2</sup> <https://content.tfl.gov.uk/lip3-guidance-for-borough-officers-preparing-lip3-2018.pdf>

2.2 The 'Healthy Streets Approach' sits at the heart of the Strategy. The first Key Theme of the Strategy is:

***'1. Healthy Streets and Healthy People***

*Creating streets and street networks that encourage walking, cycling and public transport use will reduce car dependency and the health problems it creates'*

The Strategy has a series of focused policies and proposals supporting delivery of the Healthy Streets approach:

**Changing the Transport Mix**

***Policy 1*** *The Mayor, through TfL and the boroughs, and working with stakeholders, will reduce Londoners' dependency on cars in favour of active, efficient and sustainable modes of travel, with the central aim for 80 per cent of all trips in London to be made on foot, by cycle or using public transport by 2041*

**Getting all Londoners Walking and Cycling**

***Policy 2*** *The Mayor, through TfL and the boroughs, and working with stakeholders, will seek to make London a city where people choose to walk and cycle more often by improving street environments, making it easier for everyone to get around on foot and by cycle, and promoting the benefits of active travel. The Mayor's aim is that, by 2041, all Londoners do at least the 20 minutes of active travel they need to stay healthy each day*

***Proposal 3*** *The Mayor, through TfL and the boroughs, will:*

- a) Deliver a London-wide strategic cycle network, with new, high quality, safe routes and improved infrastructure to tackle barriers to cycling for both shorter and longer trips. By 2041, 70 per cent of Londoners will live within 400 metres of the strategic cycle network.*
- b) Encourage additional local and neighbourhood improvements, such as using physical restrictions to prevent motorised vehicles from using certain streets, to build on and complement the strategic cycle network.*

(Figure 4 of the Transport Strategy indicates the 'Recommended London-wide Strategic Cycle Network to 2041'. Within Croydon this predominately shows 'proposed future connections' on or paralleling the Roman Way/Mitcham Road, London Road and Brighton Road corridors, with further connections from the Town Centre towards Crystal Palace and out towards the north-western edge of the Borough.)

## **Vision Zero for Road Danger**

**Policy 3** *The Mayor, through TfL and the boroughs, and working with stakeholders, will adopt Vision Zero for road danger in London. The Mayor's aim is for no one to be killed in or by a London bus by 2030, and for all deaths and serious injuries from road collisions to be eliminated from London's streets by 2041.*

## **Making More Efficient Use of the Street Network (Tackling Congestion)**

**Policy 5** *The Mayor, through TfL and the boroughs, and working with stakeholders, will prioritise space efficient modes of transport to tackle congestion and improve the efficiency of streets for the movement of people and goods, with the aim of reducing overall traffic levels by 10-15 per cent by 2041.*

## **Reducing Harmful Air Pollution from Road Transport**

**Policy 6** *The Mayor, through TfL and the boroughs, and working with stakeholders, will take action to reduce emissions – in particular diesel emissions – from vehicles on London's streets, to improve air quality and support London reaching compliance with UK and EU legal limits as soon as possible. Measures may include retrofitting vehicles with equipment to reduce emissions, promoting electrification, road charging, the imposition of parking charges/ levies, responsible procurement, the making of traffic restrictions/ regulations and local actions.*

## **Achieving a Zero Carbon City and Good Air Quality**

**Policy 7** *The Mayor, through TfL and the boroughs, and working with stakeholders, will seek to make London's transport network zero emission by 2050, contributing towards the creation of a zero carbon city, and also to deliver further improvements in air quality to help meet tighter air quality standards, including achieving a health-based target of 10µg/m<sup>3</sup> for PM2.5 by 2030. London's streets and transport infrastructure will be transformed to enable zero emission operation, and the switch to ultra low and zero emission technologies will be supported and accelerated.*

## The Croydon (3<sup>rd</sup>) Local Implementation Plan

- 2.2 The Croydon LIP<sup>3</sup>, responding to the Transport Strategy, outlines a programme to deliver amongst other things:

*‘...improvements to walking and cycling routes; the rollout of electric vehicle charging infrastructure and Car Club vehicles; a Healthy Schools Neighbourhoods programme; virtual hub and electric bike share schemes; improved bus accessibility in suburban areas; Vision Zero Safer Streets schemes; traffic reduction strategies; and a Liveable Neighbourhood proposal to reconnect Old Town.....’*

It takes Objectives and Targets from the Transport Strategy and translates them into local targets required to support delivery of the London wide Objectives and Outcomes (see Appendix 1).

- 2.3 TfL has traditionally provided local authorities with funding to help support delivery of proposals within their LIPs, with the funding based on a formula reflecting need. As required by TfL, the LIP set out an initial Delivery Plan covering the period 2019/20 – 2021/22. The LIP indicates the potential funding sources with which to deliver over the three years, including:

- approximately £2,362,000 LIP funding per annum through core Corridor, Neighbourhoods and Supporting Measures formula LIP Funding
- anticipating the successful £9.6 million Liveable Neighbourhood LIP Funding Bid
- S106 developer contributions provided as part of planning obligations.

explaining that *‘The largest source of funding for transport improvements in the Borough over the next several years will be from the Croydon Growth Zone’ (Funding Mechanism)*. It indicates no Parking Revenue being employed to support delivery of the LIP. Income derived from Parking and camera enforcement of moving traffic offences (including at Healthy Neighbourhoods and School Streets) could potentially be used to support implementation of the LIP Delivery Plan. Legislation sets out that parking income raised from the Penalty Charge Notices can only be used for specific purposes. Section 55 of the Road Traffic Regulation Act 1984 provides for how parking income surpluses can be used by the Local Authority, with only the following purposes permitted:

- provision or operation of, or of facilities for, public passenger transport services
- provision and maintenance of off-street parking facilities
- highway or road improvement projects

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<sup>3</sup> <https://www.croydon.gov.uk/parking-streets-and-transport/transport-policies-and-plans/third-local-implementation-plan>

- maintenance of roads
- environmental improvement
- implementation of the London transport strategy

However, in Croydon (as is the case across most of London), the surplus is fully taken up funding the Freedom Pass, London's concessionary travel scheme which allows free travel for older and disabled on London's public transport network and on local bus services across England during off-peak hours.

### Cycling Strategy

2.4 Development of the Cycling Strategy preceded development of the 3<sup>rd</sup> LIP by some considerable time. It began with the Streets and Environment Scrutiny Sub-Committee undertaking Pre-Decision Scrutiny into Cycling in Croydon<sup>4</sup> and the Sub-Committee publishing its report 'Cycling in Croydon'<sup>5</sup>. The Pre-Decision Scrutiny included / the Sub-Committee considering a potential draft Cycling Strategy which drew heavily on:

- Outcomes and Principles within Mayor of London Boris Johnson's Vision for Cycling; and
- the work undertaken to prepare the very ambitious Expression of Interest in Croydon becoming a Mini Holland, previously submitted to Boris Johnson Mayor of London.

2.5 The resulting Cycling Strategy<sup>6</sup> was ambitious, reflecting the level of funding expected to be available via the Growth Zone financing mechanism for both the Cycling and Walking and the Corridors Growth Zone Programmes focussed on the Town Centre. The report<sup>7</sup> recommending Cabinet adopt the Cycling Strategy, emphasised that:

*'Delivery of the Strategy is dependent on the allocation of Growth Zone and LIP funding plus other funding to be bid for as opportunities arise. Growth Zone Funding for the cycle route delivery is confirmed for 2018/19 but not beyond. Similarly LIP funding is confirmed for 2018/19 but at a lower level than expected. Not having clarity / certainty as to future funding to support implementation of the Strategy is a risk to its implementation.'*

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<sup>4</sup><https://democracy.croydon.gov.uk/CeListDocuments.aspx?CommitteId=335&MeetingId=1363&DF=02%2f12%2f2014&Ver=2>

<sup>5</sup> <https://www.croydon.gov.uk/sites/default/files/articles/downloads/Cycling%20report.pdf>

<sup>6</sup> <https://democracy.croydon.gov.uk/documents/s5603/Croydon%20Cycling%20Strategy%202018-2023%20-%20appendix.pdf>

<sup>7</sup> [Informal Cabinet Report Template \(croydon.gov.uk\)](https://www.croydon.gov.uk/informal-cabinet-report-template)

## The Covid Pandemic

- 2.6 Early in the implementation of both the LIP Delivery Plan and the Cycle Strategy, the Covid Pandemic struck. As a result of loss of fare and congestion charge income, TfL was nearing bankruptcy requiring financial bailout from central government. LIP funding ceased, replaced by very short-term funding allocations (either directly from the DfT to local authorities, or via TfL), with which to swiftly implement measures to help people walk and cycle etc. At the same time (May 2020) the Secretary of State for Transport issued Statutory Guidance calling on all local authorities to respond swiftly to the Pandemic, to create space for social distancing, walking and cycling, with measures including using planters to close streets to create Low Traffic Neighbourhoods. (The Guidance has been updated several times, becoming 'Traffic Management Act 2004: network management to support active travel' guidance).<sup>8</sup> The Mayor of London and TfL published their Streetspace Plan for London and associated guidance, to guide delivery of active travel infrastructure as the first Lockdown eased. In parallel, the Council's own financial position was becoming clearer. Consequently, the Growth Zone programme (including the very ambitious Cycling and Walking and Corridors programmes) were brought to a swift halt. In place of the planned Cycle Strategy and LIP Programme delivery, a programme of rapid roll out of Temporary Low Traffic Neighbourhoods and pop-up cycle infrastructure was embarked up.
- 2.7 In July 2020, central government published 'Gear Change: A Bold Vision for Cycling and Walking' the England Walking and Cycling Strategy, which seeks to transform the role of cycling and walking in our transport system and get England moving differently. It provides detail to the Secretary of State's statutory guidance. In parallel, central government published 'Cycle infrastructure design (LTN 1/20)' guidance<sup>9</sup> setting the standards for cycle infrastructure expected by central government. The following year central government published 'Gear Change: One Year One', setting out the reason why Low Traffic Neighbourhoods and other active travel infrastructure should be introduced and retained, unless there is strong evidence to suggest otherwise. It makes clear the financial consequence for local authorities that do not vigorously implement 'Gear Change' initiatives or fail to do so to the standards expected by central government.
- 2.8 In London, the stop-start transport investment drip feed has continued. At its 26 July 2021 meeting<sup>10</sup>, Cabinet considered a report which outlined and recommended expenditure for 2021/22 on a new programme to deliver Croydon Local Implementation Plan objectives; Central Government's Sustainable and Active Travel objectives; and the Mayor of London's/TfL's Streetspace Plan objectives. The report explained that the recommended spend could not be precise, as (at the time of writing the report) the results of funding requests to TfL were unknown. In anticipation of the return of LIP

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<sup>8</sup> <https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities>

<sup>9</sup> <https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120>

<sup>10</sup> [Agenda for Cabinet on Monday, 26th July, 2021, 6.30 pm | Croydon Council](#)

Funding, TfL required the London local authorities to draft new Delivery Plans and to submit requests for LIP Funding for 2022/23. In January of this year, Cabinet considered a report<sup>11</sup> recommending approval of the Spending Submission to TfL for 2022/23 LIP Funding, and as the basis of a draft Delivery Plan (2023/23 – 2024/25) component of the Croydon LIP. The report included the caveat that spend will be subject to the resulting funding allocation from TfL and Spending Control Panel Approval (a LIP funding announcement is still awaited). The report and programme reflected and built on that considered by Cabinet on 26 July 2021, setting out a programme of Healthy Neighbourhoods, School Streets, cycling infrastructure etc.

- 2.9 Croydon officers continue to pursue funding opportunities with the potential to support delivery of central government's and the Mayor of London's active travel and Healthy Streets objectives. On 6 July this year, the Croydon Executive Mayor, in Cabinet<sup>12</sup>, considered a report summarising a Croydon Town Centre Levelling Up Fund bid. The bid seeks to physically transform the Town Centre delivering a series of public realm, walking and cycling improvements to stitch key Town Centre destinations back together.

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**CONTACT OFFICER:** Ian Plowright, Head of Transport

**APPENDICES TO THIS REPORT** *(to follow)*

Appendix 1. LIP Objectives, Outcomes, Indicators and Targets  
Appendix 2. School Streets

**BACKGROUND DOCUMENTS:** None

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<sup>11</sup> [Agenda for Cabinet on Monday, 24th January, 2022, 6.30 pm | Croydon Council](#)

<sup>12</sup> [Agenda for Cabinet on Wednesday, 6th July, 2022, 6.30 pm | Croydon Council](#)