

**For general release**

<b>REPORT TO:</b>	SCRUTINY & OVERVIEW COMMITTEE 23 March 2021
<b>SUBJECT:</b>	CRYSTAL PALACE AND SOUTH NORWOOD LOW TRAFFIC NEIGHBOURHOOD
<b>LEAD OFFICER:</b>	Mark Averill, Head of Highways and Parking
<b>CABINET MEMBER:</b>	Cllr Muhammad Ali, Cabinet Member for Sustainable Croydon
<b>PERSON LEADING AT SCRUTINY COMMITTEE MEETING:</b>	Mark Averill, Head of Highways and Parking

**CORPORATE PRIORITY/POLICY CONTEXT/AMBITIOUS FOR CROYDON:**

**Corporate Priority/Policy Context/ Ambitious For Croydon**

The recommendations of the decision that is the subject of the call in address the Council's 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

**Climate Emergency**

The recommendations address priorities in the Climate Change report and the resulting declaration of a 'Climate Emergency', priorities including:

- Croydon Council become carbon neutral by 2030;
- Work with the Mayor of London to meet the aim for London to be a zero-carbon city by 2050;
- Work with communities across Croydon to ensure that all residents and businesses are empowered and encouraged to play their part in making the Croydon the most sustainable borough in London;
- Role of all elected Members in leading this agenda.

**1. EXECUTIVE SUMMARY**

- 1.1** This report details the officer response to the grounds for call-in.
- 1.2** The reports presented to the Traffic Management Advisory Committee on 12<sup>th</sup> January and 15<sup>th</sup> February outline the Council's approach to creating and managing a low traffic neighbourhood, now referred to as a Healthy Neighbourhood, in support of the policy objectives of both the Council and the Mayor of London.
- 1.3** The call-in has not suggested the decision on implementing the Healthy Neighbourhood be reversed, it has raised a number of specific queries that this report seeks to answer.

- 1.4 The officer response describes how the proposal will be managed in light of the points raised.

## **2. CRYSTAL PALACE AND SOUTH NORWOOD LOW TRAFFIC NEIGHBOURHOOD**

### **2.1 POLICY BACKGROUND**

2.1.1 The policy background is outlined at length in the reports presented to TMAC in January and February.

2.1.2 The aim of the scheme is to

- Promote sustainable transport alternatives, such as walking, cycling, car clubs etc., by removing extraneous traffic from the local residential network
- Improve air quality by reducing traffic levels
- Help to combat the obesity crisis by providing safe routes for people to exercise and access local shops etc.

### **2.2 ENGAGEMENTS**

2.2.1 The original scheme proposal was consulted upon in late 2020. A large number of residents responded, with the majority of respondents expressing a desire for the scheme to be removed in its entirety.

In light of the policy context a revised scheme has been proposed that will run as an Experimental Traffic Management Order. The new scheme uses Automatic Number Plate Recognition (ANPR) cameras to manage the traffic using the Healthy Neighbourhood, allowing residents full permeability whilst also satisfying the requests of the emergency services for full access to the neighbourhood.

### **2.3 RESPONSE TO REASONS FOR REFERRAL of the CRYSTAL PALACE AND SOUTH NORWOOD LOW TRAFFIC NEIGHBOURHOOD**

2.3.1 The Members that have brought forward the Call In are broadly in favour of the decision, there are however seven points that they wish to be considered and, where possible, incorporated in to the experimental scheme. Any amendment to the scheme will be made in accordance with the scheme of delegation.

- 1 Air Quality monitoring along South Norwood Hill, Church Road, Westow Hill, Crown Dale, Beulah Hill, Central Hill is undertaken and appropriate resolution is looked at.
- 2 Explore improving cycling along Church Road and the wider main road network
- 3 Talks resume with Bromley Council to address the Milestone, Patterson, Cintra issue
- 4 The Council sets out its engagement strategy with residents, businesses and the five Boroughs at the outset and this is at the heart of the experimental period
- 5 The Council should consider staging a Citizens Assembly on the LTN and the delivery of the Fresh Air Suburb.
- 6 Engagement takes place with businesses to paint a clear picture of customer travel patterns and congestion on the Triangle and appropriate interventions are made to reduce congestion and pollution while driving up active travel.
- 7 Explore working with delivery firms, app companies and developers to pilot sustainable deliveries in and around the zone using (e-)bikes and ZE-Vehicles.

**2.3.2 Air Quality monitoring along South Norwood Hill, Church Road, Westow Hill, Crown Dale, Beulah Hill, Central Hill is undertaken and appropriate resolution is looked at.**

The Council will be commissioning air quality monitoring and traffic surveys that will look at the impacts of the proposed camera enforced healthy neighbourhood, both on the streets within its boundary and on bordering roads once permission has been given. In fact, over 30% of the budget for the implementation of the camera enforced healthy neighbourhood scheme has already been allocated for surveys of this nature. Once the surveys have been completed and information analysed subject to the availability of funds and resources the Council will consider viable ways to improve air quality on surrounding roads.

**2.3.3 Explore improving cycling along Church Road and the wider main road network.**

The Council has an active Transport for London funded Walking & Cycling Programme that looks at ways in which the borough road network can be improved to make it more accessible for both pedestrians and cyclists. This programme was paused last year because of changes in TfL's funding arrangements as a result of covid-19 and the introduction of the Streetspace for London programme. However, TfL is looking to restart this and other programmes in the new financial year. The Council has an extensive programme that targets improvements for cyclists and pedestrians, part of this includes increasing cycle parking in the form of bikehangars etc. that encourage people to purchase cycles and store them in a secure way. In addition the Council has used Active Travel and Streetspace funding to create segregated cycle lanes in the Town Centre and other Healthy Neighbourhoods. In relation to Church Road specifically, the Council made highway changes here some years ago in order to improve facilities for cyclists, this included removing on street parking bays and traffic islands that created pinch points for cyclists and the introduction of an advisory cycle lane.

**2.3.4 Talks resume with Bromley Council to address the Milestone, Patterson, Cintra issue**

The Council can confirm that from the point of implementing the temporary scheme up until now the Council has communicated with our counterparts in London Borough of Bromley. The Council is committed to continue discussions on the impacts of a proposed camera enforced healthy neighbourhood and agree any mitigation measures for streets within Bromley that may be affected by this scheme. The negotiations with Bromley are legislative and are governed by S121b of the Road Traffic Regulation Act 1984.

**2.3.5 The Council sets out its engagement strategy with residents, businesses and the five Boroughs at the outset and this is at the heart of the experimental period.**

The Council fully accepts and acknowledges that effective communication and engagement is key to make this and other similar schemes successful. All those affected by the neighbourhood will be invited to provide their feedback and this will be at the heart of transitioning from an experimental scheme to a permanent healthy neighbourhood should that be the desired outcome. The Council is actively developing a sound communication and engagement plan that will clearly set out our strategy for communicating details of the proposed camera enforced scheme with all key stakeholders, this includes for residents,

schools, emergency services and neighbouring boroughs.

### **2.3.6 The Council should consider staging a Citizens Assembly on the LTN and the delivery of the Fresh Air Suburb.**

We commit to working with the community to promote engagement along the lines achieved by the original Citizens' Assembly. It is our intention to undertake this work in the late summer/ early autumn.

**Engagement takes place with businesses to paint a clear picture of customer travel patterns and congestion on the Triangle and appropriate interventions are made to reduce congestion and pollution while driving up active travel.**

The Council's communication and engagement strategy for Healthy Neighbourhoods, due to be published soon, will set out clearly how the Council intends to engage with local businesses and understand their needs. The Council understands the challenges associated with congestion and pollution around the Crystal Palace Triangle. Local businesses, like other stakeholders, will be able to provide their feedback on the experimental scheme, this feedback will be reviewed and sustainable solutions will be considered with the aim of reducing congestion and increasing active travel.

### **2.3.7 Explore working with delivery firms, app companies and developers to pilot sustainable deliveries in and around the zone using (e-)bikes and ZE-Vehicles.**

As part of our communications and engagement strategy our intention is to seek views from delivery companies such as major supermarkets on the scheme. During these discussions we will explore with them how to use greener/cleaner methods of transporting & delivering goods such as bikes or electric vehicles. In an attempt to encourage the purchase and use of electric vehicles the Council is currently working on a programme to implement a number of electric charge points that will help with encouraging residents and possibly delivery firms to use this method of transporting goods in the future.

## **3 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS**

The financial and risk assessment considerations remain as per the original reports to the Traffic Management Advisory Committee.

The scheme is to be wholly funded by TfL via their LIP allocation to the Council

## **4 LEGAL CONSIDERATIONS**

- 4.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Law and Governance that the relevant Key Decision has received a 'Call-In', see Constitution Part 4E Article 11. Therefore the matter should be considered at a meeting of the Scrutiny and Overview Committee. At the meeting the Committee shall decide how the item will be dealt with, including whether or not to review the decision. The Committee may refer the decision back to the Cabinet, who shall then reconsider the decision, amending the decision or not, before making a final decision. The Committee may refer the decision to the Council if it thinks it is outside the Budget and Policy Framework of the Council.

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

## **5 HUMAN RESOURCES IMPACT**

- 5.1 The recommendations in this report do not have any human resources implications. Any HR issues which arise other than in the planned budget and establishment will be managed under the Council's policies and procedures.

*Approved by: Jennifer Sankar, Head of HR Place on behalf of Sue Moorman, Director of HR*

## **6 EQUALITIES IMPACT**

- 6.1 The Equalities Impact Assessment was undertaken to assess the potential impact on groups that share protected characteristics. This is contained within the original reports to TMAC. These concluded:
- that historic decisions continue to have equality implications
  - The Equality Analysis concludes that the potential effects of the proposed change are greatest in terms of effects on members of a group with the 'Age' related protected characteristic. It reports that around a quarter of the population living within the proposed Experimental LTN are under age 18, and consequently cannot drive. Young adults nationally are much less likely to hold a driving licence. Children are the group whose independent mobility has been most curtailed by past decisions, changes and trends. Through reduced freedom to travel actively and to play in the street, they are at risk of long term health issues. They are also the ones who will experience the greatest impacts of Climate Change, if CO2 emissions (including those from road transport) are not addressed. At the other end of the age spectrum, the percentage of journeys made by older people in the UK, is very much lower than in many other northern European countries. Children and young people are amongst those considered most likely to benefit from the proposed scheme, but it can help older people consider returning to cycling or to start cycling, including using E-bikes.
  - The Equality Analysis reports that the street has historically been where much of the life of the town/city takes place. It was community space which also happened to have a movement function. Lowering traffic levels has the potential for the role of the street as community space to return to a degree, depending on the residual traffic level. This in turn can help foster community cohesion and facilitate the fostering of good relations between members of groups with protected characteristics and others (something difficult to achieve if everyone travels to and from their own home, in their own car).
  - The Equality Analysis explains that further equality impact work can and should be undertaken during the operation of the trial scheme and design of anything that might follow it. It recommends that:
    - The further analysis should be informed by research conducted during the trial, focused on the experiences of members of those groups with protected characteristics, predicted to be affected by the trial.
    - There should be a dialogue with Dial-A-Ride, Community Transport and SEN Transport operators and with users, to help refine the operation of the trial and the analysis.
    - The Croydon Mobility Forum has not met during the Pandemic. The Forum should be engaged with during the operation of the trial, its views

informing the analysis, the operation of the trial and the design and operation of any scheme that might follow the trial.

- A subsequent Equality Analysis should be carried out before any decision is made on the outcome of and the future for the trial and should be published as part of the documents used in making the recommendation.
  
- Members of the public have suggested that the current Temporary LTN has had the effect of increasing traffic congestion elsewhere, including on the A Roads at the edges of the Temporary LTN. It is suggested that this has worsened air quality at these locations, and these are locations where greater numbers of members of Black and Minority Ethnic groups are living. This is a factor which has been considered in making the recommendation to implement the experimental TRO. This aspect should be investigated as part of the monitoring strategy for and the further equality impact analysis of the Experimental LTN.
- The recommendations for an Experimental Traffic Order have been the subject of a detailed equality analysis. This analysis will continue to be updated and developed as new information emerges including from the monitoring of the recommended Experimental LTN (if implemented). In January, Transport for All published the report 'Pave the Way'.

This Equalities Impact section should be read in conjunction with that in the 12th January 2021 and 15th February 2021 Reports, when considering the recommendations.

- 6.2 The Council will ensure the communication and engagement plan has equality considerations and we take all the necessary steps to engage with vulnerable groups and groups that share protected characteristics. This will also include engaging with a diverse spectrum of local businesses. Similarly, we will ensure all communications are easy to understand and accessible in relation to language and format.
- 6.3 We will also ensure the Citizens Assembly type engagement is diverse and representative of all communities

*Approved by: Yvonne Okiyo, Equalities Manager*

## **7 ENVIRONMENTAL IMPACT**

The purpose of the scheme is to promote sustainable transport alternatives, such as walking, cycling, car clubs etc., by removing extraneous traffic from the local residential network. This will contribute to an overall reduction in emissions of NOx and on average will improve air quality in the Borough.

## **8 CRIME AND DISORDER REDUCTION IMPACT**

- 8.1 There are no foreseeable impacts on this.

## **9 REASONS FOR RECOMMENDATIONS/PROPOSED DECISION**

- 9.1 There has been considerable public concern expressed regarding the perceived effects of the Temporary LTN. In the light of that concern, a recommendation to implement a permanent scheme of a similar nature at this location is not proposed. Rather a trial, the effects of which can be monitored and assessed, is recommended. Much of the concern expressed relates to the view that the Temporary LTN has led to increased congestion elsewhere, with

resulting environmental effects impacting certain groups to a greater extent. An experimental traffic order is time limited and allows a traffic management scheme to be 'modelled in reality', allowing a realistic and more accurate assessment of effects. An experiment allows some further adjustment and improvement of measures whilst it is running. If deemed unsuccessful the experiment can be halted and / or not made permanent.

- 9.2 Engagement on the future of the Temporary LTN was broad (reaching a good many people, many living a considerable distance from the LTN) but was not deep. In the Covid19 Pandemic it was difficult to reach out to members of groups mostly likely to be positively or negatively affected by the measures. The Experiment is the opportunity to reach out to these groups and include their experiences within the monitoring and assessment.

## **10 OPTIONS CONSIDERED AND REJECTED**

The options considered and rejected are:

- 1) removing the Temporary LTN and not replacing it with anything
- 2) removing the Temporary LTN and replacing it with a Permanent LTN

## **Appendices**

*No Appendices*

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**CONTACT OFFICER:** *Mark Averill, Head of Highways and Parking*

## **BACKGROUND DOCUMENTS:**

- 1: [Traffic Management Advisory Committee, 12 January 2021, The Crystal Palace and South Norwood Low Traffic Neighbourhood](#) – Pages 29 to 370
  - 2: [Decision, 29 January 2021, Crystal Palace and South Norwood Low Traffic Neighbourhood](#)
  - 3: [Traffic Management Advisory Committee, 15 February 2021, Crystal Palace and South Norwood Low Traffic Addendum Report](#)
  - 4: [Decision, 23 February 2021, Crystal Palace and South Norwood Low Traffic Neighbourhood](#)
  - 5: [Corporate Plan for Croydon 2018-2022](#)
  - 6: [Climate Change report](#)
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