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Temporary Traffic Regulation Order Impact Evaluation

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Contents

Executive Summary

Under the 1984 Road Traffic Regulation Act, Local Authorities have powers to issue Traffic Regulation Orders (TROs) that regulate the use roads by road vehicles or by pedestrians. Ipsos MORI was commissioned by the Department for Transport (DfT) in September 2020 to undertake an evaluation of the impacts of The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020 and the Network Management Duty guidance. The evaluation involved an online survey of Local Authorities and depth interviews with Local authorities and groups representing road users.

Headline findings

The central findings of the evaluation show:

- **Reactions to emergency measures**: Emergency traffic regulation measures to support management of the COVID-19 pandemic have attracted some local resistance and complaints. These issues largely relate to the measures that have been implemented rather than their communication. In some cases, the measures were developed with urgency and without the level of informal consultation that may have otherwise taken place. This has resulted in design issues that have created frictions for some groups of users and a perception amongst some communities that they were not sufficiently consulted.

- **Views on business as usual arrangements**: While not the main focus of the research, it was established that business as usual arrangements for notifying road users about traffic regulation measures are not considered effective by Local Authorities or road users. Local newspapers are rarely effective in reaching residents affected. While road users with national footprints receive electronic communications, the volume and variable form in which they are presented makes them difficult to process efficiently.

- **Opportunities of digital communication methods**: Digital communication methods offered opportunities for cost savings and improvements in the reach and quality of communications. No Local Authorities reported complaints linked to a transition to digital communication methods, and there was widespread support among Local Authorities and groups representing road users for giving Local Authorities a permanent option to publicise notifications digitally. Further improvements could be attained if the publication of Temporary TROs could be standardised across Local Authorities.

- **Cost implications of emergency procedure**: Measures introduced under the emergency procedure did not always entail cost savings and sometimes involved greater costs. This was linked to the complexity of the measures introduced, which required more staff time to develop than simpler non-emergency measures. Savings in advertising costs were not always realised because some Local Authorities saw a risk that sole use of digital communications could exclude some groups of (mainly older) residents. These Local Authorities continued to use local newspapers and incurred greater costs.

1 Introduction

Ipsos MORI was commissioned by the Department for Transport (DfT) in September 2020 to undertake an evaluation of the impacts of The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020 and the Network Management Duty guidance. This report sets out the findings of the evaluation.

1.1 Background

The 1984 Road Traffic Regulation Act established powers for Local Authorities to issue Traffic Regulation Orders (TROs). These allow Local Authorities to prohibit, restrict or regulate the use of a road, by road vehicles or by pedestrians. There are different types of TROs – permanent, experimental, temporary or for special events. TTROs can be introduced if works are required, if there is a likelihood of danger to the public or serious damage to the road, or for litter clearing and/or street cleaning. TTROs can be in force for a maximum of 18 months. Under the terms of the legislation, Local Authorities have a duty to notify the public with at least seven days' notice by advertising their intention to make an order in local newspapers and near the affected area. Local Authorities must also publish a notice in local newspapers at least 14 days after making the order.

On 22nd May 2020, the Government implemented emergency legislation to enable Local Authorities to make TTROs using an emergency procedure ('emergency TTROs') to deal with the effects of COVID-19 and enable social distancing. For this category of TTRO, Local Authorities must publish their intention to make the order within seven days using digital modes of communication. The temporary legislation also enables Local Authorities to use digital media to publish notices of intention to make permanent and temporary (non-emergency) TROs, if a local newspaper is not in circulation. The temporary legislation expires on the 30th April 2021. The DfT issued complementary Network Management Duty Guidance (NMDG) on 9th May 2020 on measures that could be implemented to respond to COVID-19. This guidance was updated to include advice on the emergency TTRO process on 23rd May 2020.

1.2 Study aims and objectives

The aim of the evaluation is to assess the impact of the temporary amendments to the procedures for emergency and non-emergency TTROs. The key evaluation questions defined in the terms of reference for the study comprise:

- **Use of emergency traffic orders** - how frequently these have been used, for what measures and how effective have amendments to the process been and are there any barriers to implementation?
- **Speed of application** - how long did it take for emergency traffic orders to be approved, and how this compared to non-emergency traffic orders and whether this speed was appropriate, particularly in terms of how Local Authorities were able to engage with stakeholders?

- **Use of digital communication methods** - how frequently they were used and for what types of measures (for both emergency and non-emergency orders).
- **Responses from stakeholders** – has the move to digital elicited more or fewer responses from local businesses and residents, how effective has the move to digital been in reaching stakeholders and were there any differences in the characteristics of those responding?
- **Costs and benefits** – what are the costs of making an emergency TRO, are these appropriate and how do they differ from non-emergency TROs? Were there any other benefits or dis-benefits?
- **Network Management Duty Guidance** - what types of measure was the NMDG used for and how helpful was it in determining what types of measure it should be used for? What level of support or resistance was there for these measures?

At the time of writing, the legislative amendments had been in place for a relatively short period, were due to expire in April 2021, and little was known about their effectiveness. This study will also support an Impact Assessment being undertaken in early 2021 to inform future policy decisions about whether aspects of the legislative changes should be made permanent or not.

1.3 Methodology

A mixed methods approach was used to generate the evidence presented in this report:

- **Online survey of local authorities**: An online survey was distributed by the DfT to 154 Local Authorities, covering the following topic areas:
  - use of Temporary and Permanent Traffic Orders
  - the Network Management Duty Guidance
  - speed of putting in place TROs
  - use of digital communication methods
  - stakeholder response to TROs, and
  - costs of making Traffic Orders.

  The survey was in the field for three weeks. Thirty-five Local Authorities responded to the survey, a response rate of 23% of the population (broadly in line with expectations given the survey mode and length of time it was in the field). As the survey was distributed on an anonymised basis, the level and nature of non-response bias is unknown. Survey findings should be treated as indicative.
- **Depth interviews with local authorities**: Eighteen depth interviews with Local Authorities were undertaken to explore the evaluation questions in qualitative depth. Interviews were mostly conducted with a single stakeholder from each Local Authority, across a range of

traffic management, civil engineering and legal roles held by stakeholders interviewed. The sample was identified by the DfT and covered a mix of urban and rural areas across England.

- **Depth interviews with groups representing road users**: The study team undertook five depth interviews with groups representing different types of road user. The interviews explored the effects of TROs on road users before and after the legislative changes, views on digital communication methods and the possible impacts of permanent changes to the legislative framework. The groups consulted were Logistics UK, the Road Haulage Association, the Confederation of Passenger Transport, the Disabled Persons Transport Advisory Committee (DPTAC), and Living Streets.

This study did not obtain views directly from road users owing to the short timeframe in which it was delivered. However, views were sought indirectly through consultation with local authorities and the interviews with bodies that represent road users' interests.

1.4 Types of Traffic Regulation Order

This study focuses on the temporary changes to the legislation allowing Local Authorities to make TTROs using the emergency procedure. However, the report also refers to other categories of TRO:

- **Temporary TROs using the non-emergency procedure**: Section 14(1) of the 1984 Act states that TTROs can be made to prohibit, restrict or regulate the use of a road by traffic for one of three reasons (because works are being proposed, because of the likelihood of danger to the public or of serious damage to the road, or for litter clearing and cleaning). These orders typically have a maximum limit of 18 months' duration.

- **Temporary TROs using the emergency procedure**: A recently added regulation 18 of Part VI of The Road Traffic Procedure Regulations 1992 allows authorities to make a TTRO for reasons set out in Section 14(1) of the 1984 Act and for purposes connected to COVID-19. In these cases, the TRO can be published using alternative modes other than local newspapers.

- **Permanent TROs**: Section 1(1) of the 1984 Act states Local Authorities in England and Wales can make these orders to prohibit, restrict of regulate the use of a road by traffic for a variety of reasons, including avoiding danger to a person, preventing damage to the road or nearby building, facilitate the passage on the road, prevent the use of the road by vehicles that are deemed unsuitable to the existing character, preserve the character of the road where it is used by persons on horseback or on foot, preserve the amenities of the area or preserve/improve local air quality.

- **Experimental TRO**: Section 9 and 10 of the 1984 Act that states that a TRO can be made to prohibit, restrict or regulate the use of a road by traffic for experimental schemes of traffic control. These TROs allow Local Authorities to undertake significantly reduced consultation

before the order is made, with a 6-month objection period following making of the order to allow for statutory consultation, monitoring, evaluation and feedback on the scheme.

1.5 Structure of this Report

The remainder of this report is structured as follows:

- **Section 2** provides an overview of current views on the established legislation relating to TTROs and recent trends in COVID-19-related work being implemented by local authorities.
- **Section 3** presents the findings from the survey of local authorities and the depth interviews with a cross-section of local authorities and representatives from DfT-nominated stakeholder groups in relation to the topics outlined in section 1.3.
- **Section 4** provides conclusions based on the findings outlined in section 3.

2 Temporary Traffic Regulation Orders

This section provides context for the evaluation and outlines the impacts of Traffic Regulation Orders on road users, efforts made by local authorities to mitigate those impacts, and the publicity requirements defined in the legislation. This section draws on evidence gathered through the programme of research undertaken as part of this evaluation and a brief review of the available literature.

2.1 Adapting to traffic regulation measures

Temporary road closures and other measures regulating road traffic will require road users to adapt their behaviour. The programme of consultations with local authorities and groups representing road users during this evaluation were used to explore how different groups of road users generally adapted to temporary traffic regulation measures prior to the COVID-19 pandemic:

- **Residents**: TTROs can be used to implement temporary road closures or access restrictions. Residents may need to reroute their journeys or undertake them by different modes. Some groups (such as those with disabilities) may find it more difficult to adapt.
- **Bus and coach operators**: TTROs have a variety of effects on bus operators. Bus lanes provide reliability and punctuality benefits for bus services, but other measures, such as road closures to through traffic, can cause disruption to services. Operators may need to divert routes, move or close bus stops and update timetables in response and update the public accordingly.
- **Road freight and deliveries**: TTROs, particularly those involving closing roads to HGVs or apply weight limits, can cause access restrictions that require organisations to re-route deliveries. In some cases, TTROs can affect kerbside access that would be used for temporary parking when making a delivery, requiring drivers to make alternative drop-off arrangements.
- **Business community**: TTROs have varied impacts on the business community. Where TTROs are used to temporarily remove, or relocate parking bays, this can limit the parking space available for delivery drivers, staff and customers, requiring businesses to make alternative arrangements. However, measures that facilitate access for other modes can also increase footfall and demand.

2.2 Informal engagement with road users

Local Authorities consulted during this evaluation highlighted that under normal conditions, they would typically engage stakeholders informally before a notice of intention to make a TTRO was published. The aim of this informal consultation would be to bring stakeholders onboard and identify modifications that could mitigate issues raised during the engagement process. There is no formal consultation required by legislation covering TTROs, but LAs must allow a 7-day notice period for residents and businesses to raise an objection or comment on proposals. The

emergency regulations did not change this aspect of existing procedures. Groups representing road users consulted suggested levels of engagement have varied:

- **Residents:** Groups representing road users considered that engagement of residents has traditionally been strong and has been improved with the use of community street audits. However, some suggested that engagement with those with disabilities and other vulnerable groups has been insufficient, resulting in design issues. Examples given included temporary relocation of bus stops, which have had adverse effects on those who are visually impaired. These measures require those using guide dogs to be re-trained to learn the new route. It was also suggested that there was an overreliance on individuals coming forward to present issues with TROs and there should be greater emphasis on the organisation proposing changes to ensure the right people had been consulted.

- **Road freight and deliveries:** Formal consultation processes with the road freight and logistics industries are in place for permanent orders. However, informal consultation was reportedly often limited to Local Authorities sending proposed TROs via email. In both cases, owing to the volume of orders and the variable form in which different authorities would present the information, not all would be reviewed due to capacity constraints. Consultees also noted each Local Authority takes a different approach to engagement.

- **Bus and coach operators:** Similar sentiments were reported by bus and coach operators. Bus operators also noted that the level of informal engagement would depend on the presence of pre-established relationships with Local Authorities. In some cases, officials holding relationships with the bus operator would be unaware of the proposed TROs as they were handled by a different department, limiting the level of informal engagement.

2.3 Literature review of the publicity requirements for TROs

Local Authorities are required to notify the public with at least seven days' notice of their intention to make a TRO by advertising in local newspapers. This requirement was introduced in the 1990s by regulations that still apply and calls for reforms have increased as the importance of print media as a source of information has declined. The legislation has been challenged for two related reasons:

- **Effectiveness of newspaper advertising:** Research by Oxford's Reuters Institute for the Study of Journalism found that only 10% of people read their regional or local print newspaper every week[1]. In December 2018, the DfT commissioned GeoPlace, the British Parking Association and Ordnance Survey to undertake discovery research into the process by which TROs are made. This study found that 7% of road users find out about plans for roadworks and future road network changes through an official notice in the local newspaper based on research by Transport Focus.[2]

- **Costs of advertising:** A consultation completed in Autumn 2018 by PATROL (Parking and Traffic Regulations Outside London) found that district, county and unitary authorities

[1] Mediatique report for Department for Digital, Culture, Media & Sport, Overview of recent dynamics in the UK press market, April 2018
[2] GeoPlace report for Department for Transport, TRO discovery, 2019.

outside of London incurred advertising costs of up to £1,000 for a single advert. Sheffield City Council gave evidence to the House of Commons Transport Committee[3] in June 2019 that adverts can cost up to £3,000, while Surrey County Council reported they spend approximately £75,000 per year on advertising parking restriction notices alone. These costs are often passed on to utility companies in the case of TTROs needed for street works. These advertisements are an important source of revenue for local newspapers and the impact of reforming legislation on their financial viability has been raised as a concern in the past.

The survey of Local Authorities completed as part of this study suggested that the costs associated with the newspaper advertising may be lower than suggested above. Eleven of 32 respondents reported an average cost of less than £250 to advertise their notice of intention to make a TTRO, and only a minority (five of 32) reported costs of more than £500. However, the Local Authorities consulted considered advertising through local newspapers to be a laborious process with limited effectiveness in reaching affected road users. They highlighted that the nearest local newspaper may have no circulation amongst the residents of the streets affected and were less effective than signposting where TROs were expected to affect a small group of highly localised road users. Newspaper publication dates also dictated when a notice of intention could be made, potentially delaying when an order could be made and come into effect.

Groups representing road users with a national footprint also highlighted that the way in which TROs were publicised was often not helpful for those without detailed knowledge of the local area, arising from:

- The variable form in which individual Local Authorities published the notices.
- The expert knowledge often required to extract the important information from published notices.

[3] House of Common Transport Committee, Pavement parking. Thirteenth Report of Sessions 2017-19 (HC 1982), September 2019.

3 Impacts of Legislative Changes

This section explores the use and impact of TTROs since temporary legislative changes were introduced in May 2020. It also explores the impacts of the use of digital communication to advertise TTROs and their effectiveness in reaching the target audiences. This section draws on the survey of Local Authorities, and the qualitative research with both Local Authorities and groups representing road users.

3.1 Local authority responses to COVID-19

Key Findings:

- Most Local Authorities introduced measures to support social distancing in response to the COVID-19 pandemic, though there has been considerable variation in volumes. Measures have generally aimed to enable social distancing in town centres, facilitate active travel from suburban zones to town centres, or limit through traffic in residential areas.
- Not all Local Authorities used or were aware of the Network Management Duty Guidance. Those making use of the guidance offered mixed views in terms of its clarity and helpfulness in terms of developing measures to respond to the COVID-19 pandemic.
- The measures implemented have often been locally divisive and, in some cases, created practical challenges for bus operators and the freight industry (such as preventing deliveries or buses stopping). Some Local Authorities have withdrawn measures in response to local opposition.

3.1.1 Objectives

The COVID-19 pandemic that emerged in Spring 2020 has created a need for temporary traffic arrangements to facilitate social distancing to limit the spread of the virus. Most respondents to the survey (33 of 35) reported they had implemented measures to facilitate the reallocation of road space for walking and cycling in response to COVID-19. Depth interviews suggested measures had three main objectives:

- **Enabling social distancing in city centres** – widening footways to both provide pedestrians with more space.
- **Facilitating active travel from suburban zones into city centres** – such as segregating cycle lanes from vehicle traffic on radial routes.
- **Limiting 'rat-running'** – closing roads to through traffic in residential areas to reduce traffic volumes and encourage walking and cycling (often supported through DfT's Active Travel Fund).

Not all measures were fully connected to management of social distancing and, in some cases, legislative changes had accelerated measures that were planned prior to COVID-19, for

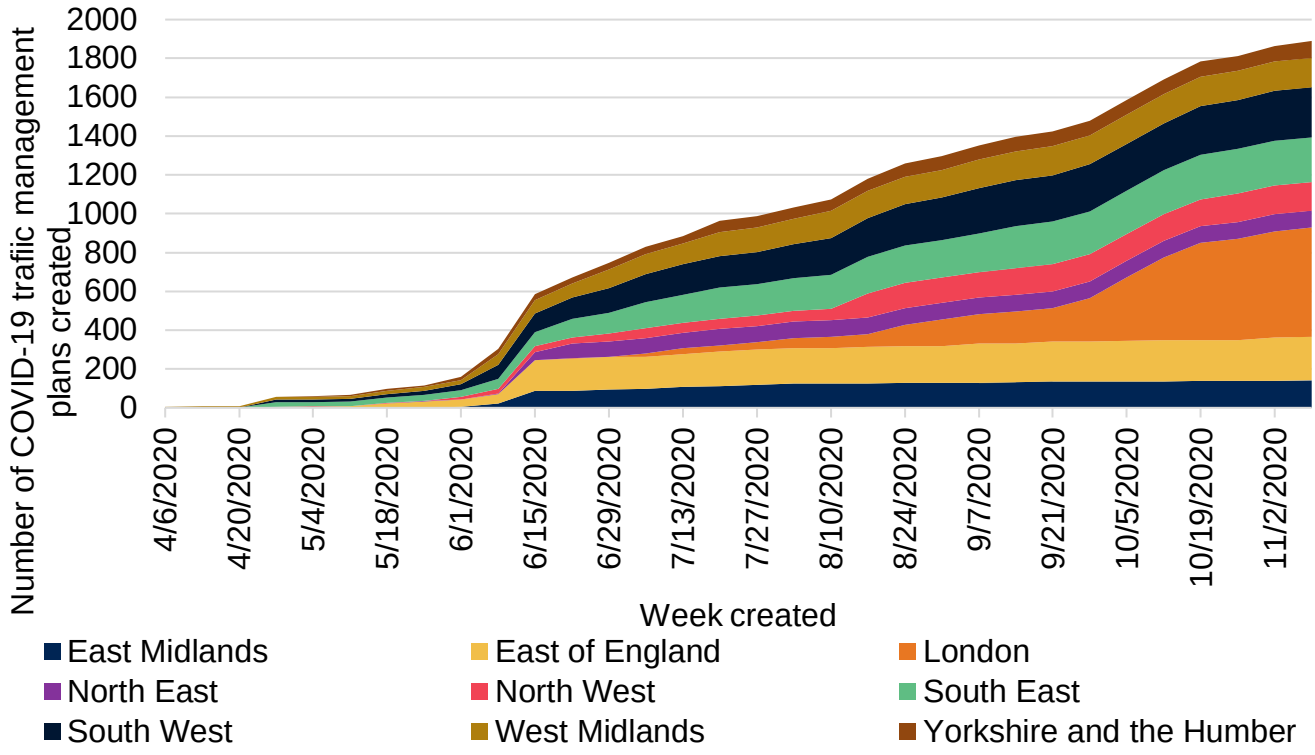
example, measures to encourage active travel, such as installation of pedestrian and cycle zones.

3.1.2 Volume and type of measures

There is no official central database of traffic management measures implemented by Local Authorities. An online platform (one.network) collects roadworks and other disruption data from local and national highway authority roadworks systems, DfT Street Manager and numerous urban traffic management control systems (covering all Local Authorities in England, Wales and Scotland). This data is supplemented by detailed traffic management measures which are plotted within the one.network system by 120 Local Authorities in England (79% coverage). This provides an overview of traffic management plans created in response to Local Authority COVID-19 strategies.

Figure 3.1 below shows the number of traffic management measures has increased steadily since the Network Management Duty Guidance was published on 9th May 2020, and particularly in the lead up to the announcement of the re-opening of non-essential retail in England on the 15th June. Growth since August 2020 has largely been driven by Local Authorities in London, suggesting most areas introduced measures at an early stage of the pandemic and have not sought to supplement them as restrictions evolved. This may be due to a number of factors, such as the adverse responses which some of the measures have generated (see section 3.1.4).It is also possible that allocations for tranche two of the Active Travel Fund were not announced until mid-November, at which point Local Authorities were likely to have had little tranche one funding left and had not yet been able to bid for further plans to use tranche two funding.

Figure 3.1: Cumulative number of traffic management plans created in response to 90 Local Authority COVID-19 strategies across England



Source: one.network. Data provided covers the period April – November 2020 and is collected from a range of sources and systems that plots road changes and traffic management measures. 95 Local Authorities plotted traffic management measures related to COVID-19 strategies of which 90 were in England.

There is also substantial variation in the volume of measures implemented by Local Authorities. Depth interviews with Local Authorities suggested this could be explained by:

- The extent of existing cycling and walking networks – with some Local Authorities highlighting that scope or need to implement additional measures was limited.
- Effects of the pandemic in delaying or reducing the volume of street works completed by utility companies reducing demand for TTROs in areas where social restrictions were tighter.
- The decisions made by some authorities to pause permanent TROs owing to difficulties in completing statutory consultation with residents and other groups.

The most commonly implemented measure reported in the survey (based on those defined in the Network Management Duty Guidance) was the widening of footways to provide pedestrians with more space to facilitate social distancing, followed by road closures to through traffic, reduced speed limits, installing ‘pop-up’ cycle facilities and introduction of school streets (as

illustrated in Figure 3.2[4]). The interviews also highlighted other issues around the motivations for, and choice of, measures:

- Interviewees considered widened footways to be the most needed measure in enabling social distancing during the lockdown. This was particularly important in towns with historic centres and narrow footpaths. Widening of footways was also critical in ensuring pedestrian safety as more space was available, including the times when bars and cafes had outdoor seating so that they could operate once the non-essential shops and hospitality were re-opening.

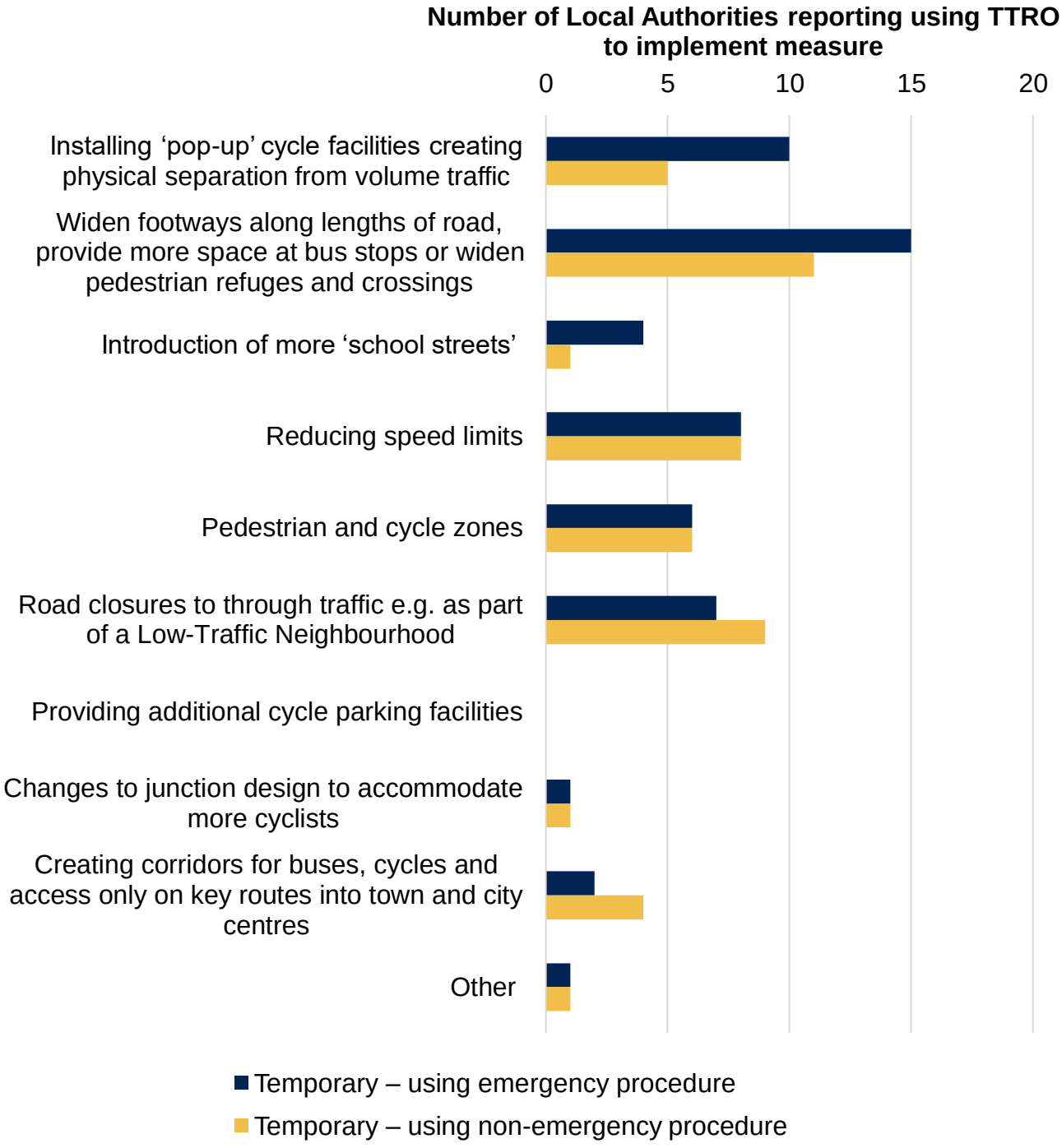
- Interviewees highlighted specific issues with 'school street' measures[5] outside London as Local Authorities did not have the legal powers to enforce these measures, for example through use of CCTV cameras. One Local Authority highlighted an example that required teachers to be stationed at the end of a cul-de-sac to prevent drivers entering the school's street.

- The relatively low number of Local Authorities implementing corridors for buses and cyclists could also be explained by the complexity of the scheme compared to other types of measures (requiring enforcement through camera technology and/or via support from local police). These may have been more difficult to implement within the timeframes set on funding provided to Local Authorities.

[4] A more detailed breakdown by type of measure is provided in Annex A.

[5] School Streets were one of the measures put forward in the NMDG of 9 May and funded through the Active Travel Fund, to encourage more walking and cycling on the 'school run'.

Figure 3.2: Local Authorities' use of TTROs using the emergency and non-emergency procedure to facilitate the reallocation of road space for walking and cycling since emergency procedures were introduced on 23rd May 2020, by type of measure.



Base: All respondents (35)

3.1.3 Use of Network Management Duty Guidance (NMDG)

Interviews with Local Authorities suggests that awareness and use of the Network Management Duty Guidance to develop measures to respond to the COVID-19 pandemic varied. Some highlighted its usefulness in suggesting potential measures to encourage active travel and had used it to reallocate road space to extend pedestrianised areas in town centres. However, others were either unaware of the guidance or had not used it in any way. Views of the clarity and helpfulness of the guidance were also mixed (see Figure 3.2):

- **Guidance on measures:** Of those responding to the survey, 17 of 35 (around half) agreed or strongly agreed that guidance on techniques and measures for reallocating road space for pedestrians and cyclists was clear. Those expressing positive views in depth interviews highlighted:

  - **Vision of a green re-start post-COVID-19**: When businesses re-opened in Summer 2020 following the COVID-19 lockdown, the guidance helped convey the Government's intentions to catalyse a 'green re-start' in securing a modal shift from public transport to enable social distancing. This helped Local Authorities plan the timing of measures.

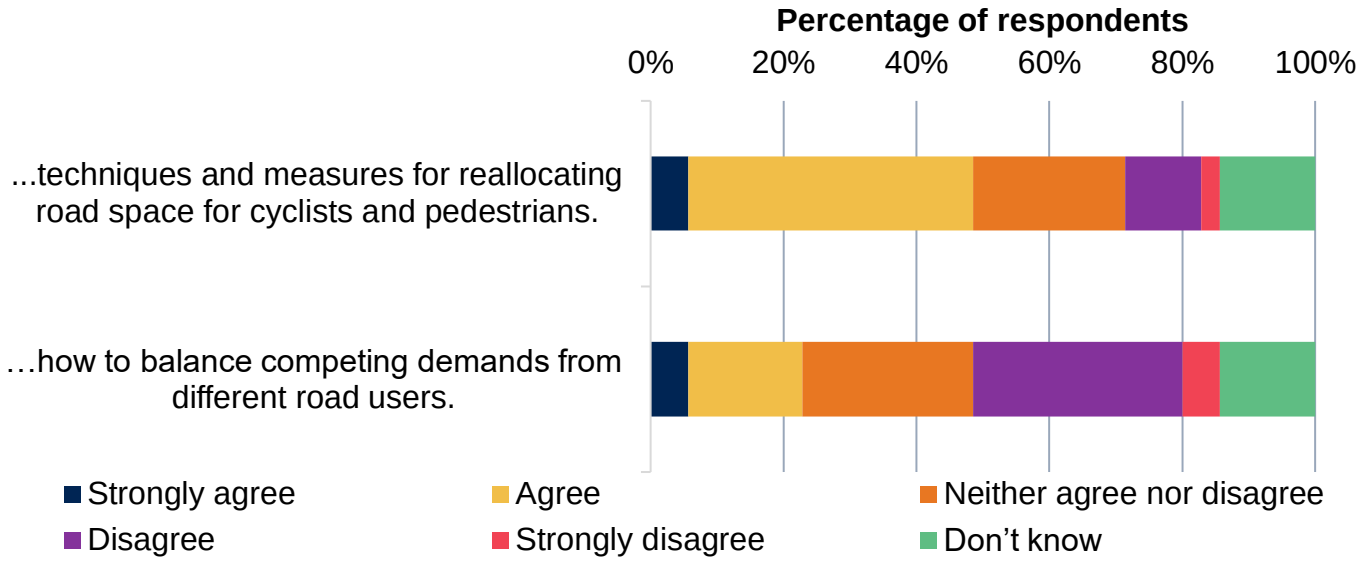
  - **Longer-term active travel vision**: It was noted that the guidance gave Local Authorities a clear vision of the Government's active travel agenda and provided what some considered to be a helpful steer for longer-term planning around encouraging active travel.

  - **Confidence to implement 'risky' measures**: There were some reservations amongst Local Authorities that introducing measures outlined in the guidance could be risky and might attract strong criticism from residents. Publication of official Government guidance gave Local Authorities more confidence or authority to move forward with schemes that may have otherwise not have been undertaken due to fear of a public backlash.

  While some Local Authorities expressed negative views of the guidance not all could provide specific criticisms. One Local Authority considered that the guidance had been rushed, initially encouraging Local Authorities to 'put measures in place to help cyclists.' They noted that more specific guidance was issued which stated that they should be implementing segregated cycle lanes. This resulted in some initial measures being recalled.

- **Balancing competing demands of road-users:** Thirteen respondents disagreed or strongly disagreed that the guidance was clear on the issue of how to balance the competing demands of different road users. This sentiment was echoed by one of the Local authorities interviewed who noted when implementing a segregated cycle lane that interfered with bus stop locations, the guidance did not identify risks or offer mitigation strategies.

Figure 3.3: Number of Local Authorities that thought the additional Network Management Duty Guidance provided clear guidance



Base: All respondents (35)

3.1.4 Level of support for measures implemented

Most Local Authorities reported that the measures implemented in response to the COVID-19 pandemic were often locally divisive. Support or opposition predictably depended on the positive or negative impacts on residents. Public responses received by Local Authorities showed that residents who walked or cycled were generally supportive of measures that reallocated road space in favour of walking and cycling. Opposition amongst drivers stemmed from expectations or experiences of congestion. Measures were more likely to receive support where Local Authorities communicated the benefits of the measures effectively to residents, such as air quality and reduced pollution. In terms of the views of specific groups:

- **Vulnerable groups:** There was a negative reaction towards the measures implemented amongst some vulnerable and disabled road users. Schemes resulting in the removal or relocation of bus stops were widely criticised, despite attempts to mitigate impacts on these groups (such as organising alternative transport). One group representing road users highlighted that even small changes created challenges for those with disabilities – such as requiring guide dogs to be re-trained each time a bus stop is moved.

- **Freight and logistics:** Groups representing road users in the freight and logistics industry suggested that some measures had been implemented without considering negative impacts on deliveries. For example, the removal of on-street parking to widen pavements or installing pop up cycle lanes had the unintended consequence of restricting access for deliveries. Stakeholders indicated that this created congestion and affected the timing, scheduling and security of making deliveries (and increasing the number of delivery vehicles to make up the shortfall, producing additional congestion).

- **Bus operators:** The level of support amongst bus operators depended on the measure being implemented. Bus operators were largely supportive of road closures for vehicles

other than buses as this improved their overall punctuality. Pop-up cycle lanes were viewed less positively as it often meant buses were unable to stop. These impacts were felt primarily in areas with greater population density.

There was reportedly mixed sentiment within the broader business community towards the measures implemented. Measures that have been implemented to widen pavements were met by approval. Where these measures had been implemented by reallocating road space from parking bays, this was viewed less positively amongst those that relied upon parking or if it made it more difficult for customers to park (and access restrictions also created problems for businesses delivering takeaways). It was noted that there had been a fall in demand for parking spaces in some areas due to the COVID-19 lockdown, meaning that the removal of parking bays had not created significant issues for businesses. Some Local Authorities also noted that many businesses had been shut (e.g. in areas facing on-going trading restrictions), making it difficult to infer sentiment.

3.2 Use of emergency and non-emergency TTROs

Key Findings:

- Local Authorities have used a variety of procedures to implement traffic management measures since the temporary legislation was passed. Some Local Authorities considered the wording of the legislation to be ambiguous and were reluctant to use the emergency powers created.
- Clearance for TTROs implemented using the emergency procedures was obtained more rapidly than those using the non-emergency procedures (four weeks versus six weeks). This acceleration was considered broadly appropriate by those responding to the survey but did come at the cost of reducing opportunities for informal consultation with affected stakeholders. Local Authorities also suggested that some measures were developed too rapidly, resulting in design flaws.
- Although clearance was obtained more rapidly, Local Authorities often spent more staff time developing and implementing TTRO made with emergency powers than non-emergency TTROs. This was seemingly linked to the complexity of the measures being implemented rather than to features of the legislation itself.
- Local Authorities did not always experience an overall reduction in advertising costs from permissions to advertise notices to make TTROs using digital methods. Some Local Authorities continued to use newspaper advertisements alongside digital communications, leading to an increase in overall advertising spending.

3.2.1 Use of TROs since the legislation change

Most survey respondents had implemented TTROs using both the non-emergency (29 of 35) and emergency (25 of 35) procedure. Many had also continued to make experimental and permanent TROs, and only one respondent suggested they had made no TROs of any kind

since May 2020.[6] Survey findings show a high level of variation in the number of both sub-categories of TTROs made across Local Authorities since the legislative changes came into force (likely reflecting variation prior to their introduction):

- **Emergency TTROs:** The number of TTROs made using the emergency procedure ranged from one to 653 between Local Authorities and a median of 8.5.
- **Non-emergency TTROs:** The number of TTROs made using the non-emergency procedure were broadly ranged from one to 617 and a median of 50.
- **Permanent TROs:** The number of permanent TROs made between Local Authorities was far lower (0-48). As highlighted above, some Local Authorities paused the introduction of new measures owing to challenges in consulting relevant communities.

As illustrated in Figure 3.2, there was little consistency in the type of TRO used to implement different types of measure. Local Authorities reported using emergency, non-emergency, and experimental TROs to implement most measures. The depth interviews indicated there were some differences in the interpretation and application of the existing TRO legislation across (and within) Local Authorities:

- Interviews highlighted that some Local Authorities officers considered that it was not always clear if measures could be justified 'for purposes connected to coronavirus'. While some were willing to use the emergency legislation to implement measures, others were more cautious and opted to use existing TRO procedures where possible.
- Interviewees also highlighted that while Traffic Order Officers tended to be comfortable with the application of the legislative change, they received resistance from their legal team. Resistance often stemmed from a perception that use of the local press for advertising was necessary if it was still in circulation under the emergency procedure, or hesitancy in exploring ways that could change or speed up the process of making TTROs.
- If it was not necessary to close a road to implement the measure (i.e. by using temporary traffic lights), then the preferred approach would be to do so and not use any kind of TRO.

3.2.2 Procedural changes to the advertising and engagement process

Local Authorities interviewed noted the following core differences in process between making emergency and non-emergency TTROs:

- **Engagement**: Local Authorities suggested that the level of informal engagement with stakeholders when making emergency TTROs was reduced. This was due to:
  - The Network Management Duty Guidance encouraged Local Authorities to expedite making TTROs used to implement measures responding to COVID-19, limiting the time available to consult relevant communities.

[6] Local Authorities were not asked about the volume of experimental orders made as this fell out of the scope of this evaluation.

- Many businesses and representative groups were closed due to lockdown measures (or had furloughed staff), limiting the amount of engagement that could take place.

- Standard mechanisms of engaging the public, including the operation of council offices, were also not available due to closures in response to Government guidance (and channels such as 'pop up' shops were not feasible).

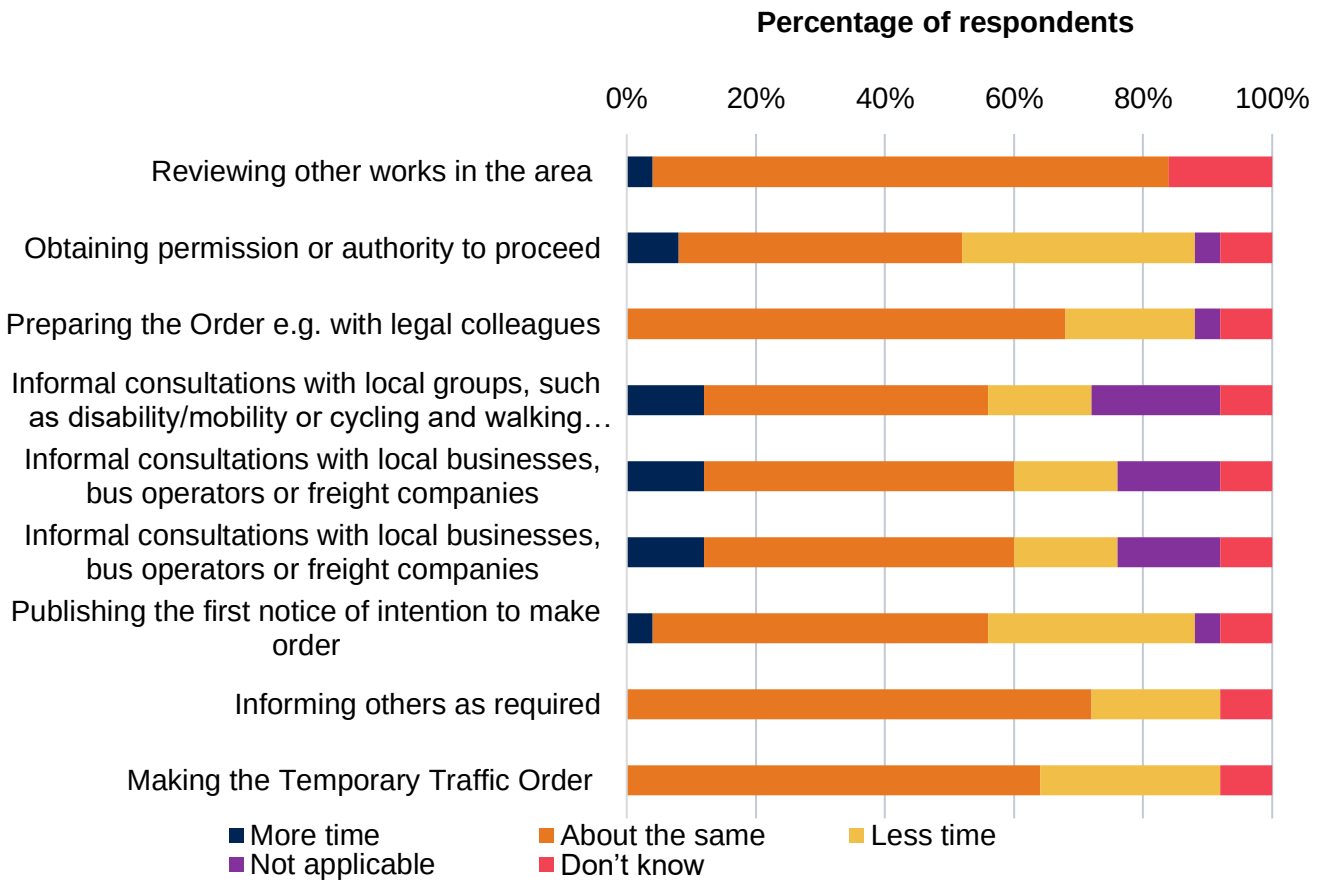
- Local Authorities would often engage stakeholders at the same time as arranging advertisements with their local newspaper company (a process that one Local Authority reported would take three weeks). As Local Authorities switched to using digital methods that are quicker to arrange, the time available to consult stakeholders had also been reduced.

▪ **Advertising**: As noted in Section 2, Local Authorities were able to publicise their first notice of intention to make a TTRO using the emergency procedure through digital modes of communication.

3.2.3 Speed of the process in making a TTRO using the emergency procedure

Respondents to the survey suggested that the emergency procedure either accelerated the process of making TTROs relative to the non-emergency procedure (12 of 25) or made no difference (9 of 25). The median length of time reported taken to obtain clearance for a single TTRO using the emergency procedure was four weeks (a range of between one and eight weeks) relative to six weeks for TTROs (a range of between two and 13 weeks). The aspects of the process that were most commonly reported to have been accelerated were obtaining permission or authority to proceed and publishing the first notice of intention to make the order. Local Authorities did not report that the time absorbed by informal consultation was substantially reduced or increased.

Figure 3.4: Impact of the temporary legislation on the time spent carrying out the TTRO process using the emergency procedure compared to the TTRO non-emergency procedure



Base: Respondents who have made a TTRO using the emergency procedure (25)

The survey results indicated that the time needed to obtain clearance for TTROs using the emergency legislation was considered broadly appropriate by Local Authorities. Fourteen (of 25) respondents considered that the time available for obtaining clearance for TTROs using the emergency legislation was 'about right' (five considered it to be too slow). Depth interviews with Local Authorities highlighted a view that there was a need to respond quickly to COVID-19 (and in some to meet the conditions of DfT funding).

However, the speed of the process led to some poorly designed schemes and low levels of public acceptance in some cases. Many Local Authorities interviewed have removed schemes implemented using the emergency TTRO procedure. The reasons for this varied across Local Authorities. Some reported removal of measures due to safety concerns, such as pop-up cycle lanes that were too narrow. Others reported removing measures because they had not been used as more people were working from home. While some (though not all), reported growing public acceptance and an interest in making some measures permanent, it is unclear how far this will hold if or when traffic levels return to levels observed prior to the COVID-19 pandemic.

The speed with which TTROs were made using the emergency procedure was also noted as a concern by representatives of road users. Wayfinding applications (digital solutions compatible with smart devices that help people navigate the physical environment) commonly used by those with some form of disability, were unable to keep up to date with the speed in which orders were made. It was also considered that the increase in speed could reduce the number of impact assessments for disabled people completed (a standard requirement when making a TRO). Bus and coach operators also reported that the speed of implementation often did not give them enough time to re-route their journey or alter their timetable, making journey planning more difficult for their users. Cyclists on the other hand, were positive about the speed in which this category of TTRO were made given the aim of these measures to make cycling safer and more accessible at a time when demand for cycling has increased.

3.2.4 Costs of the emergency legislation

Time spent on procedural aspects of implementing TTROs using the emergency procedure

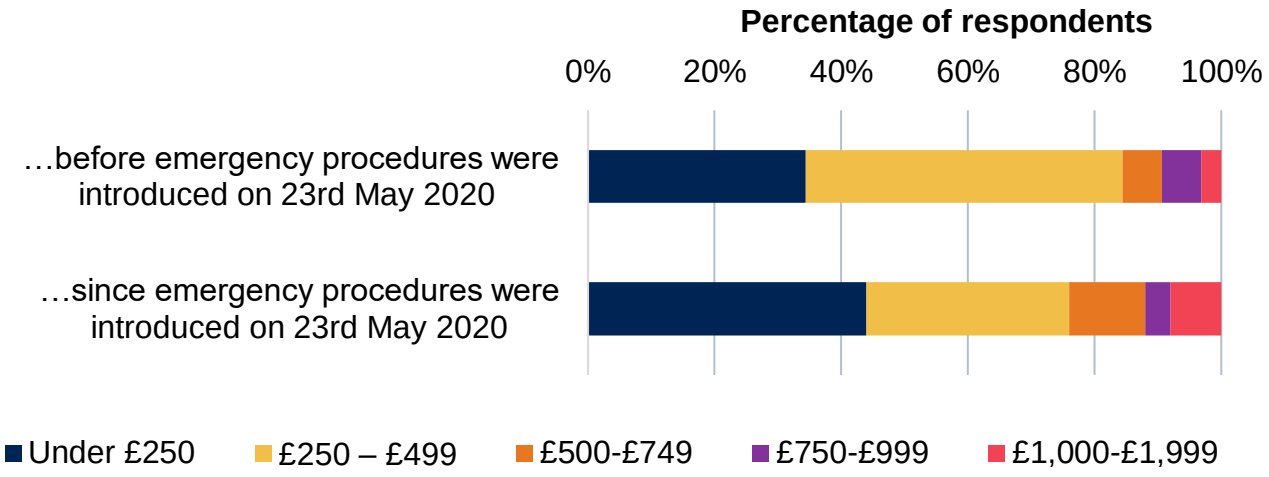
Local Authorities responding to the survey indicated that the staff time spent making a TTRO using the emergency procedure was equal to or greater than the time absorbed by the non-emergency procedure. This may be linked to the nature of the measures that Local Authorities were implementing (i.e. measures implemented using the emergency TTRO procedure could be viewed as more complex than those implemented using non-emergency procedures).

Average cost of advertising

The move to digital advertising appears to have had a variable effect on overall advertising costs. As illustrated in Figure 3.5, the share of respondents reporting that the average cost of advertising TTROs was less than £250 increased following the introduction of the emergency legislation. However, the share reporting average advertising costs of more than £500 also increased. This is explained by Local Authorities continuing to use print media alongside other approaches to advertising adopted by respondents.

Again, it should be noted that the above results are based on a relatively small sample and some Local Authorities participating in depth interviews reported substantially higher print advertising costs. One reported that their cost of advertising in local newspapers could reach up to £1,500, another gave a range of between £3,000-£4,000, and another reported as much as £5,000. Each of these Local Authorities suggested the cost saving potential of completely moving away from advertising in local newspapers was substantial.

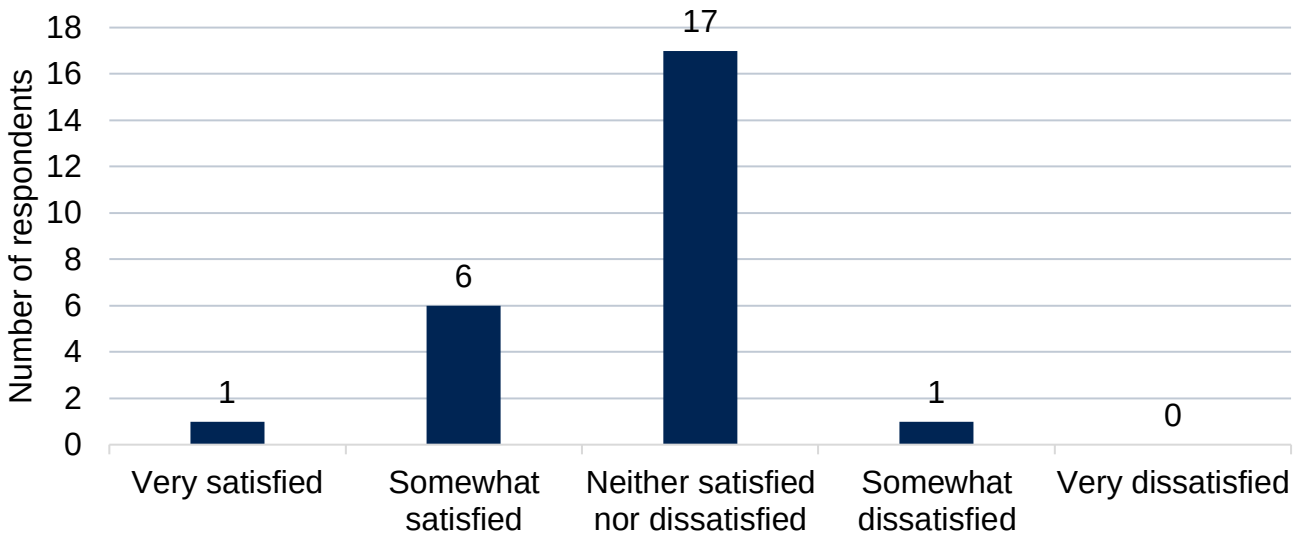
Figure 3.5: Average cost of advertising the first notice of intention to make TTRO using the emergency procedure and non-emergency procedures



Base: Respondents who have made a TTRO using the emergency procedure (25)

Reflecting the relatively small difference in the average cost of advertising before and after the changes in legislation, Local Authority satisfaction with the overall cost of making TTROs using the emergency procedure was largely neutral (see Figure 3.6).

Figure 3.6: Local Authority satisfaction with the overall cost of making TTROs using the emergency procedure



Base: Respondents who have made a TTRO using the emergency procedure (25)

3.2.5 Other views on the procedural changes

Local Authorities interviewed shared further views on the procedural changes and their impacts on daily operations. For one Local Authority, internal governance arrangements (which involved a series of approval board meetings) were not fit for purpose and were overwhelmed by the volumes of proposed TTROs. While new governance arrangements were introduced, care was needed as several judicial reviews were raised against them to ensure they were following the

correct procedure when making emergency TTROs. Local Authorities also highlighted barriers to implementing a TTRO using the emergency procedure that included:

- **Mobilising staff**: One Local Authority said there was a steep learning curve in ensuring there were enough people trained up to put in place the emergency TTROs.
- **Political interference**: One Local Authority noted that political interference blocked them implementing emergency TTROs (such as resistance from district and borough councillors).
- **Culture**: Another Local Authority experienced issues with implementing TTROs using the emergency procedure, due to a risk averse culture within the legal department of the council.
- **Time limits on legislation**: Two Local Authorities highlighted concerns about a lack of guidance on what should be done with traffic management schemes implemented using emergency TTROs when they expire after 18 months. As the legislation is currently set to expire in April 2021, Local Authorities wishing to extend these measures may need to use the permanent TRO procedure, which requires extensive formal consultation with stakeholders, both statutory and non-statutory. They expressed some frustration that the time saved by accelerating some schemes will be offset by statutory consultation with stakeholders in the future, if the measures are to be made permanent.

3.3 Digital communication methods

Key Findings:

- More than half of Local Authorities used a combination of digital media and local newspaper print to advertise their first notice of intention to make a TTRO using the emergency procedure. The use of digital modes of communication did not vary across different types of measure.
- Digital modes of communication were viewed as more effective than local newspapers in reaching target audiences. Digital communications also offer other benefits – such as the ability to allow traffic restrictions to vary over the duration of the TTRO, provide real-time information to users, and offer complementary information to aid communication (such as maps of the affected area). For groups that represent users at a national level, the benefits of digital communication would be maximised if TTROs could be uploaded to a centralised portal.
- Local Authorities reported receiving larger volumes of complaints and enquiries to measures implemented using the emergency TTRO procedure than measures introduced prior to legislative changes. This was driven mainly by the controversial nature of the measures introduced. No Local Authorities reported receiving complaints about the move to digital communication methods.

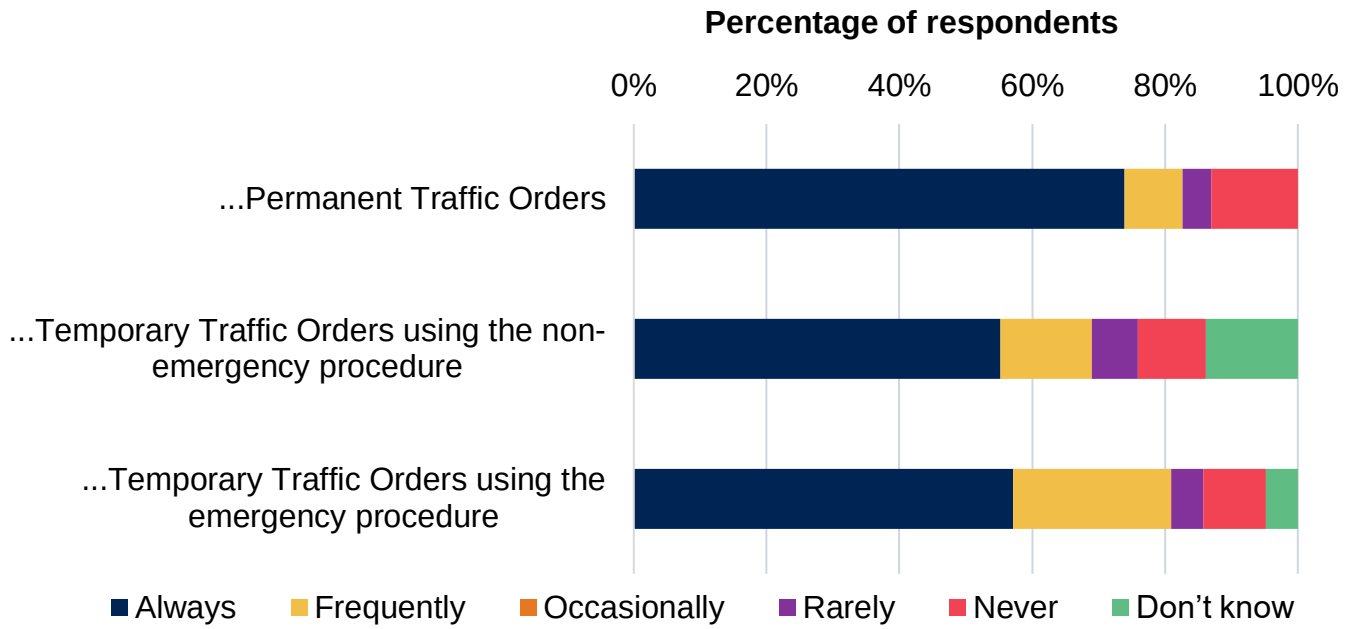
- The primary concern with moving to digital communications were issues of digital exclusion that could arise where some residents are reliant on print media for information. Many Local Authorities indicated while they would support permanent changes to legislation, they would exercise options to continue using newspaper advertising. Giving Local Authorities an option to use digital communications could therefore increase overall advertising costs, at least in the short run.

3.3.1 Use of digital communication methods to publicise notices of intention to make a TTRO

The survey of Local Authorities suggested that the emergency legislation has led to increased use of digital communication methods but did not fully displace newspaper advertising:

- More than half of the respondents to the survey indicated that since emergency procedures were introduced, they have always or frequently utilised digital advertising methods alongside advertising in printed local newspapers, as illustrated in Figure 3.7.
- A variety of modes of communication were used and few would use a single domain when publishing a single TTRO. Publishing the notice on the Local Authority website was the most common digital mode used, followed by the use of social media (primarily Twitter), one.network and direct emails to affected stakeholders.
- More than half noted they use a combination of digital media and local newspaper print to advertise their first notice of intention to make a TTRO using the emergency procedure. Reasons for continuing to use local newspapers to advertise emergency TTROs given during interviews included:
  - a public expectation that this was how TTROs should be advertised and a reluctance to move entirely away from print advertising
  - a misunderstanding of some Local Authorities that they were required to advertise using local newspapers, even for TTROs made using the emergency procedure; and,
- Just over a quarter were using digital media only.
- Only one Local Authority reported using local newspaper print only, as their legal advice was not comfortable with the use of digital media (though the Local Authority also noted their continued use of the local newspaper was possibly linked to a long-term contract with the local newspaper).

Figure 3.7: Impact of the temporary legislation on Local Authorities' decision to use digital publicity methods used alongside advertising printed local newspapers

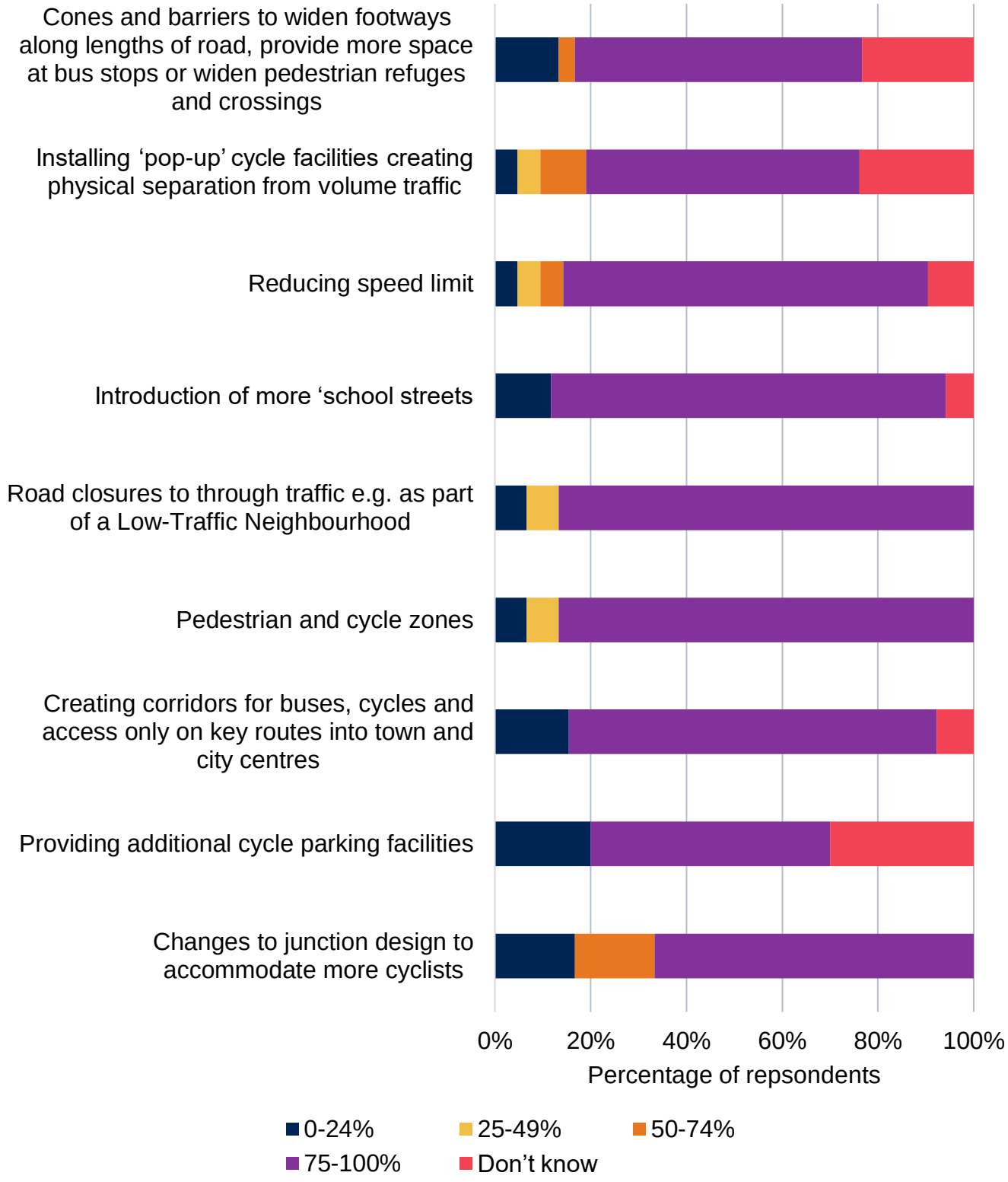


Base: Respondents implementing the category of TRO

3.3.2 Digital communication by traffic management measure

There was little variance in the use of digital communications across different types of traffic management measures. The survey indicated that most Local Authorities implementing emergency measures used digital publicity between 75% and 100% of the time (see Figure 3.8) and this did not vary by measure. Local Authorities interviewed did not consider the category of order or the type of measure to influence whether (or what type of) digital communication method was used.

Figure 3.8: Proportion of road management techniques that were publicised digitally since emergency procedures were introduced on 23rd May 2020



Base: Respondents who have implemented the measure since emergency procedures were introduced on 23rd May 2020.

3.3.3 Effectiveness of digital communication methods in reaching a wider target audience

Local Authorities interviewed were generally positive about the effectiveness of digital communications in reaching a wider target audience. Stakeholders representing groups of road users were also supportive of the move to digital communication methods. Key themes emerging from the research included:

- **Reach of digital communication methods**: Interviewees noted that Local Authorities can reach a wider audience using digital modes. Groups representing road users suggested that careful consideration is needed to choose the right digital mode as the saturation of digital technologies has resulted in different demographics using different platforms. Some of the more commonly favoured modes include:

  - **Social media**: This was viewed as an effective digital mode of communicating with younger generations, as a large share use smart phones as information sources. Groups representing road users also favoured Local Authorities using Facebook pages to target small and independent businesses, which often access local information through this domain. It was also suggested there are various social media groups representing road users with disabilities that would be relevant forums for engagement with this group. However, it was considered there was a risk that some individuals, particularly the older generation or those less affluent, may be excluded if they were not signed up to social media platforms (and, as such, some reticence to abandon newspaper advertising was expressed by stakeholders). One Local Authority also saw the use of Facebook as a means of publicising problematic as they "*see it as a place for angry people to vent their views*."

  - **Email communications**: Some interviewees (mostly Local Authorities) considered emails to be a suitable option for notifying affected stakeholders of the proposed TRO as they are a highly targeted method of contacting people and businesses. This sentiment was not shared by all stakeholders – groups representing road users with national footprints (e.g. freight and logistics industry) raised concerns that the volume of emails generated made it challenging to identify and respond to those that were critical to their operations. Some doubts were raised as to how far Local Authorities had adequate information on what businesses operated in their areas (especially where they were headquartered outside the area). However, it was noted by one Local Authority that any affected business that was excluded from email communications could straightforwardly be included in all future correspondence if they revealed themselves (e.g. by raising a compliant or inquiry).

- **Speed in which information is circulated**: Local Authorities also saw advantages in digital communications as it enables users able to share, re-post or directly send the information onto their wider network (increasing reach).

- **Time saved searching for TRO proposals**: Some groups representing road users suggested there were potentially significant time-saving benefits from using a common online platform that would host all categories of TRO being proposed and already in place.

One stakeholder suggested using multiple platforms, each tailored to the target audience the Local Authority is trying to reach. For example, in the cycling community, there is currently an online tool that sends relevant notifications to users of any planning applications and proposed cycling schemes in their local area. They suggested, given the broad coverage of users accessing information through this tool, TROs could be notified to users as well.

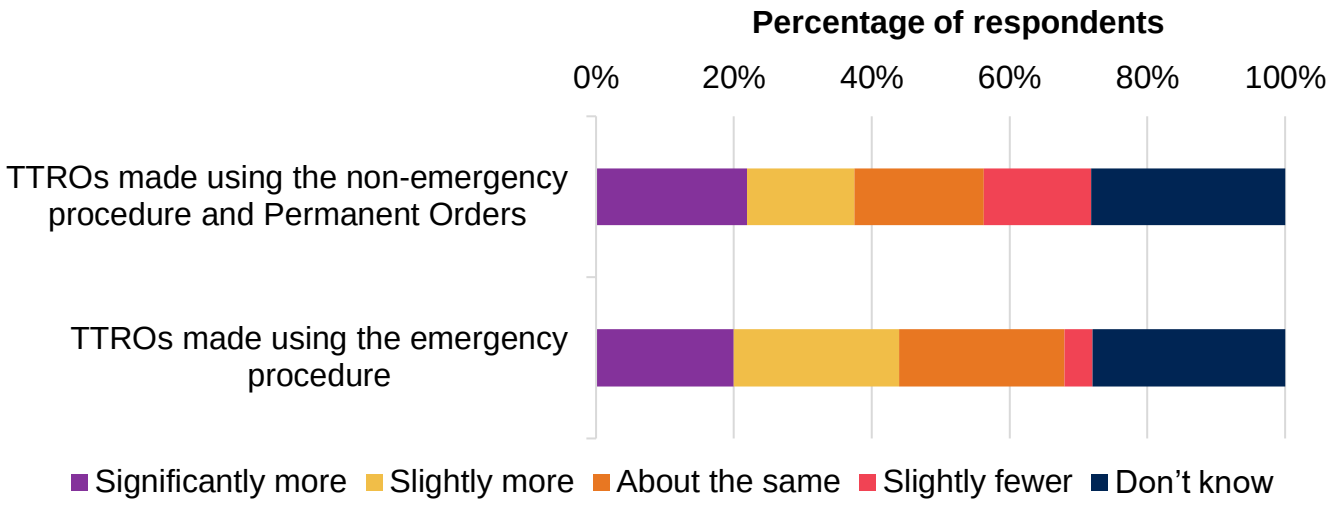
- **Easy to receive feedback**: Some Local Authorities noted that the use of consultation hubs/engagement portals as a way of publicising the notice of intention to make a TRO was also a helpful way of gathering direct feedback on proposed schemes and associated orders. These consultation hubs are normally open-access, meaning any member of the public can see proposed works and provide feedback. One Local Authority attached a survey to the TRO notice to make giving feedback even easier.

- **Improved presentation of information:** Local Authorities noted digital advertising enabled them to append more descriptive information to the notice, including a map showing the extent of the works and the affected areas. One Local Authority gave the example of resurfacing a road - one day the road would be closed to allow the old tarmac to be taken up, the next day the engineers would reset manholes, which may not require a complete road closure and instead may only need temporary traffic signals. The final day, the road would be closed again to allow engineers to lay fresh tarmac. By using digital modes of communication and appending this level of detail, it is possible to be more specific on what days the road would be closed. Newspaper adverts would not allow them to do this – they would simply say the road was closed all three days. Another Local Authority raised the point that digital modes of communication are better at accommodating the needs of those who are visually impaired or with learning disabilities, as online pages often have built-in accessibility functions that allow text to be read aloud.

3.3.4 Volume and nature of stakeholder responses generated through digital advertising

Local Authorities reported an increase in the number of complaints made by local businesses and residents about TTROs made using the emergency procedure. Of the Local Authorities that had made TTROs using the emergency procedure (n=25), 11 received either ‘significantly more’ or ‘slightly more’ complaints than in relation to TTROs made before the 23rd May.

Figure 3.9: Impact of the temporary legislation on the volume of complaints received by local businesses and residents about TROs



Base: Respondents who have made TTROs using the emergency procedure since 23rd May 2020 and who made TTROs using the existing procedure prior to 23rd May 2020.

Local Authorities linked the increase in the number of complaints and enquires to:

- The locally controversial nature of the measures implemented.
- Improved engagement using digital communications (e.g. the use of engagement hubs intended to gather feedback and are an easy-to-use tool).
- Informal nature of some complaints or enquiries received - comments or tweets on social media should be differentiated from formal responses received through a central email account or letter. Local Authorities reflecting on this noted that the number of formal complaints had not changed, but the number of informal complaints through social media had increased considerably (and were expressed with a less restrained tone).

The nature of the responses that Local Authorities received tended to relate to:

- Whether the Local Authority had followed the correct procedure when making the TTRO using the emergency procedure;
- Complaints regarding the lack of consultation;
- Requests for more information on the proposed traffic management scheme.
- It was notable that no Local Authority reported received complaints in any material volume specifically in relation to the move to digital modes of communication.

Only four of 33 survey respondents reported they collected monitoring data to measure the effectiveness of using digital publicity methods to inform target audiences about TROs.

3.3.5 Benefits and dis-benefits associated with using digital modes of communication

Benefits associated with using digital modes of communication

In addition to greater reach (discussed in section 3.3.2), Local Authorities also highlighted other benefits of moving away from advertising in local newspapers to digital modes:

- **Greater flexibility**: The date on which a Local Authority can advertise its intention to make a TRO is often driven by the publication dates set by local newspapers. Moving away from the use of local newspapers removes this issue and allows changes to be made following feedback received during the consultation phase.
- **Real-time communication**: Digital communication potentially offers real-time updates – viewed as a particular benefit for bus operators that would be better able to alter timetables or re-route to non-affected areas.
- **Relevance**: This benefit specifically relates to the use of one.network – a platform that allows highway authorities to plot road changes and traffic management interventions – which allows members of the general public to filter by their local area or their chosen area to see what traffic management schemes are in place.
- **Translation**: One Local Authority mentioned that regardless of the mode of communication, attention needs to be given to how to communicate the orders in areas with multi-lingual populations. In some cases, online modes of communication will automatically translate the page.

Dis-benefits associated with using digital modes of communication

While Local Authorities were positive of the shift to using digital modes of communication, some also highlighted disadvantages:

- **Digital exclusion:** The main concern expressed by Local Authorities was that a small number of individuals still rely on newspapers as their source of information, though this was considered an issue of decreasing significance.
- **IT costs:** A move to digital modes of communication may require investment in supporting IT infrastructure. One Local Authority interviewed noted that in the short term, there will be an increase in costs as they tender for the development of a portal that can publicise their notices of intention to make TROs.

3.3.6 Views on the permanent changes to the legislative framework

Local Authorities were generally very positive about the changes in legislation allowing them to publicise digitally and would be receptive to this being made part of a permanent legislative framework, noting “it’s a modernisation of the process and bringing it up to date.” However, Local Authorities held strong views that any permanent changes should preserve their freedom to choose the most appropriate approach (which may involve newspaper advertising).

Groups representing road users were supportive of changes to legislation to allow alternative publicity arrangements but were more cautious. Three groups representing cyclists, logistics and freight road users suggested a centralised system/platform be implemented which people can register with to get updates. Government guidance on the form and structure of communications was viewed as essential in enabling users to locate relevant TROs and assess their potential significance. Others saw value in a mix of digital communication modes, though there were some concerns that a vocal minority can dominate a less vocal minority, particularly on social media.

4 Conclusions

This section sets out the key conclusions and limitations of the evaluation. The aim of the evaluation is to assess the impact of the temporary amendments to the procedures for emergency and non-emergency TTROs and provide evidence to inform a decision as to whether to make aspects of the temporary legislation permanent. This legislation was introduced to address temporary issues created by the COVID-19 outbreak, and some impacts of the legislation may not be relevant to decisions regarding permanence. The assessment of costs and benefits provided at the end of this section seeks to separate permanent and temporary issues to help inform these considerations.

Headline findings

The central findings of the evaluation show:

- **Reactions to emergency measures**: Emergency traffic regulation measures to support management of the COVID-19 pandemic have attracted some local resistance and complaints. These issues largely relate to the measures that have been implemented rather than their communication. In some cases, the measures were developed with urgency and without the level of informal consultation that may have otherwise taken place ahead of implementation. This has resulted in design issues that have created frictions for some groups of user (e.g. by inhibiting deliveries and customer collection arrangements) with a perception amongst some communities that they were not sufficiently consulted.

- **Views on business as usual arrangements**: While the main focus of the research was on the impact of temporary amendments to procedures, it identified that business as usual arrangements for notifying road users traffic regulation measures are not considered effective by Local Authorities or road users. Local newspapers are rarely effective in reaching residents affected. While road users with national footprints do receive electronic communications, the volume and variable form in which they are presented makes them difficult to process efficiently (and sometimes requires detailed knowledge of the local area to interpret correctly). These findings align with those obtained in recent DfT user research[7].

- **Opportunities of digital communication methods**: Digital communication methods offered both opportunities for cost savings and improvements in the reach and quality of communications. No Local Authorities reported complaints linked to a transition to digital communication methods, and there was widespread support for giving Local Authorities a permanent option to publicise notifications digitally. However, the diversity of platforms used and the fragmented patterns of their use have created complications. Further improvements could be attained if the publication of TTROs could be standardised across Local Authorities.

- **Cost implications of emergency procedure**: Measures introduced under the emergency procedure did not entail cost savings and sometimes involved greater costs. This was partly

[7] DfT (2020) Traffic Regulation Orders and Associated Data: Policy Alpha Report

linked to the complexity of the measures introduced, which required more staff time to develop than simpler non-emergency measures. Scope for savings in advertising costs were not always realised because some Local Authorities saw a risk that sole use of digital communications could exclude some groups of (mainly older) residents. These Local Authorities continued to use local newspapers and incurred greater costs.

Use of emergency traffic orders

Most Local Authorities introduced measures to support social distancing in response to the COVID-19 pandemic. Measures have generally aimed to enable social distancing in town centres, facilitate active travel from suburban zones to town centres, or limit through traffic in suburban areas. The most commonly implemented measures were widening footways, Low Traffic Neighbourhoods, pop-up cycle lanes and reduced speed limits.

Local Authorities have used a variety of procedures to implement traffic management measures since the temporary legislation was passed. Emergency TTROs were reportedly used as frequently as non-emergency procedures, with variation across areas driven by:

- The extent of existing measures to promote active travel.
- The nature and duration of lockdown restrictions which have influenced volumes of street works.
- The degree to which it was considered necessary to use a TRO to implement measures.
- Differences in interpretation of legislation - some Local Authorities considered the wording of the legislation to be ambiguous and were reluctant to use the emergency powers created.
- Political support for measures was also reported as a barrier in Local Authorities' ability to use the new emergency procedure.

Network Management Duty Guidance

Most Local Authorities interviewed and surveyed had read the Network Management Duty Guidance published in May 2020 and gave mixed views on its usefulness. Some suggested it provided clear direction to Local Authorities on implementing active travel initiatives before non-essential retail re-opened. Others considered it could have given more practical advice on the risks of implementing traffic management schemes and mitigating measures. Some questions were also raised as to how much it added to existing guidance and what Local Authorities were doing already.

The measures implemented were often locally divisive. Pedestrians and cyclists were typically supportive while drivers were often vocal in their opposition. Some of this was linked to the design of the measures, which were often developed rapidly and with a reduced level of informal consultation with stakeholders. Issues were highlighted where schemes (such as pop-up cycle lanes) prevented deliveries being made or buses stopping. Movement or re-routing of bus routes also reportedly had negative effects on those with disabilities, despite mitigating

actions being taken. Some Local Authorities reported that they had removed measures in response to local opposition.

Speed of application

Clearance for TTROs implemented using the emergency procedures was obtained more rapidly than those using the non-emergency procedures (four weeks versus six weeks). This acceleration was considered broadly appropriate by those responding to the survey – especially given the need to respond to the COVID-19 outbreak with speed – but came at the cost of reducing opportunities for informal consultation with affected stakeholders. Design issues arising in some schemes were attributed to reduced informal consultation. Increased speed also created issues for existing governance arrangements that were sometimes overwhelmed by the volumes created.

Use of digital communication methods

More than half of Local Authorities used a combination of digital media and local newspaper print to advertise their first notice of intention to make a TTRO using the emergency procedure. A further quarter solely used digital communications since the temporary legislation was passed. The on-going use of newspaper advertising was explained by:

- a public expectation that this was how TTROs should be advertised
- a misunderstanding amongst some Local Authorities that they were required to advertise using local newspapers, even for TTROs made using the emergency procedure.

Where Local Authorities used digital communications, a variety of methods were used including the Local Authority website, social media, one.network and email communication. The use of digital modes of communication did not vary across different types of measure.

Responses from stakeholders

Local Authorities reported receiving larger volumes of complaints and enquiries to measures implemented using the emergency TTRO procedure than measures introduced prior to the temporary legislative changes. This was driven largely by the controversial nature of the measures introduced.

Costs and benefits

In terms of the overall costs and benefits of the temporary legislation:

- **Costs:** TTROs made using the emergency procedure did not entail significant cost savings and in some cases involved greater costs than measures introduced under non-emergency procedures. This is linked to:
  - **Staff time:** Although clearance was obtained more rapidly, Local Authorities often spent more staff time developing and implementing TTROs made with emergency powers than non-emergency TTROs. This was linked to the complexity of (and controversy associated with) the measures being implemented rather than features of the legislation

itself. This may not be considered relevant in any decision to make measures permanent.

- **Advertising costs:** Local Authorities did not always experience a reduction in advertising costs because some continued to use newspaper advertisements alongside digital communications. Some Local Authorities indicated they would continue using newspaper advertising to avoid the risk of digital exclusion issues. Making temporary changes permanent may thus increase rather than reduce some Local Authorities' overall advertising costs in the short run.

- **Benefits:** Digital modes of communication were viewed as more effective than local newspapers in reaching target audiences. Digital communications also offer other benefits – such as the ability to allow traffic restrictions to vary over the duration of the TTRO, provide real-time information to users, and offer complementary information to aid communication. No Local Authorities reported receiving complaints about the move to digital communication methods.

- **Disbenefits:** The primary disbenefits of the temporary legislation related to:

  - **Reduced consultation period:** The temporary legislation resulted in reduced levels of informal consultation and this was a contributory factor to design issues reported by stakeholders. This was largely driven by the need to respond quickly to the COVID-19 outbreak and may not be considered relevant in a decision to make the temporary measures permanent. However, it is considered good practice to begin informal consultation before adverts are booked (some three weeks ahead of publication). This window will be narrowed because digital adverts can be arranged more rapidly, and consultation processes may therefore need to begin further in advance of the notification process.

  - **Digital exclusion:** As highlighted, the exclusion of some (mainly older) groups of residents was viewed as the primary risk associated with a move to digital communication methods. While Local Authorities supported a permanent change to legislation, it was considered that any such changes should not rule out the option to advertise in local newspapers.

Limitations of the evaluation

As noted at the outset, this evaluation is based on comparatively small sample sizes and the level of non-response bias is unknown. Findings from the survey should be considered indicative. Evidence was not obtained directly from road users but from groups that represent their interests. Finally, assessing the effectiveness of the temporary legislative measures as they were introduced broadly at the same time as the COVID-19 pandemic, so there are other confounding effects that need to be considered, but which cannot be controlled for.

Annex A: Use of TROs by measure

Figure 4.1: Number of local authorities reporting use of TROs to implement traffic regulation measures defined in the Network Management Duty Guidance since 23rd May 2020

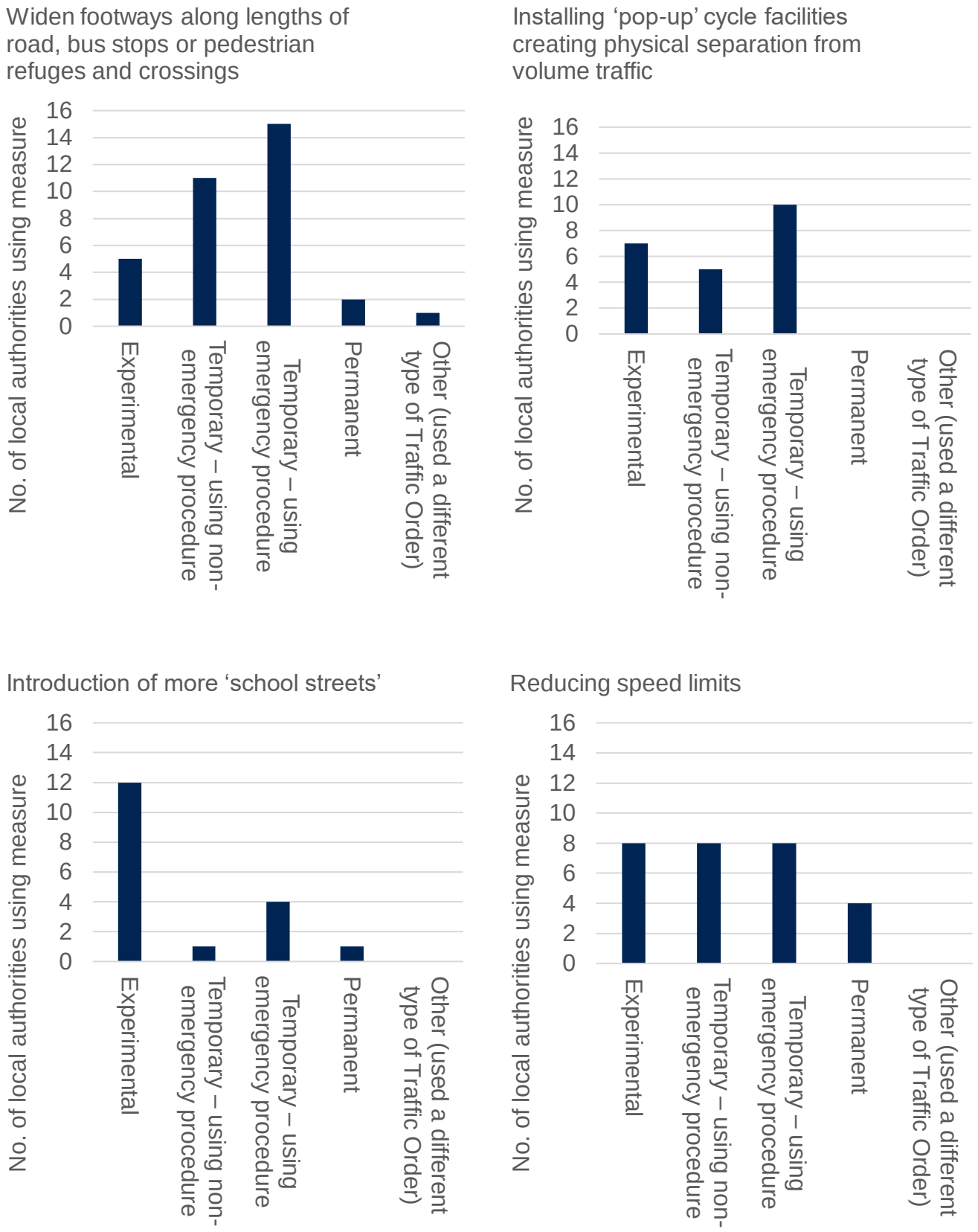
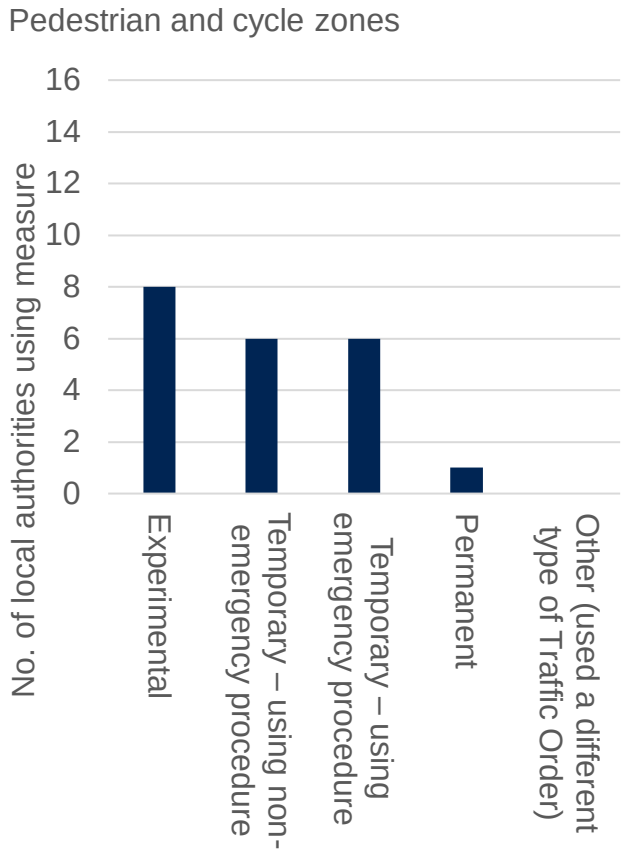
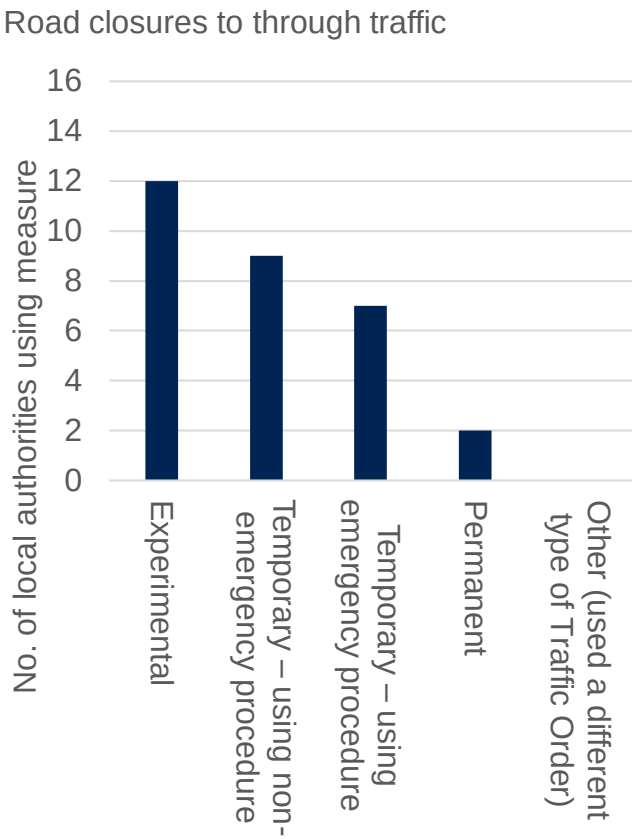
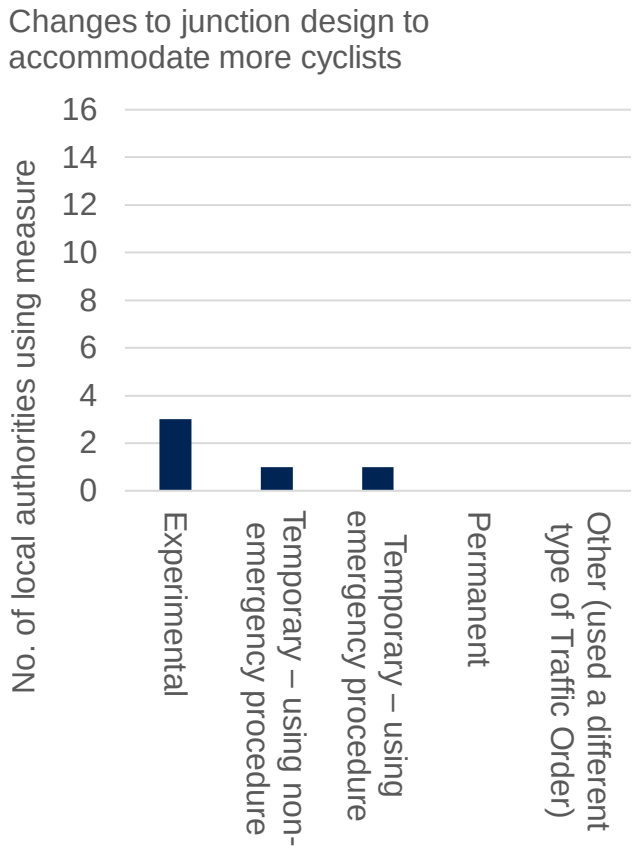
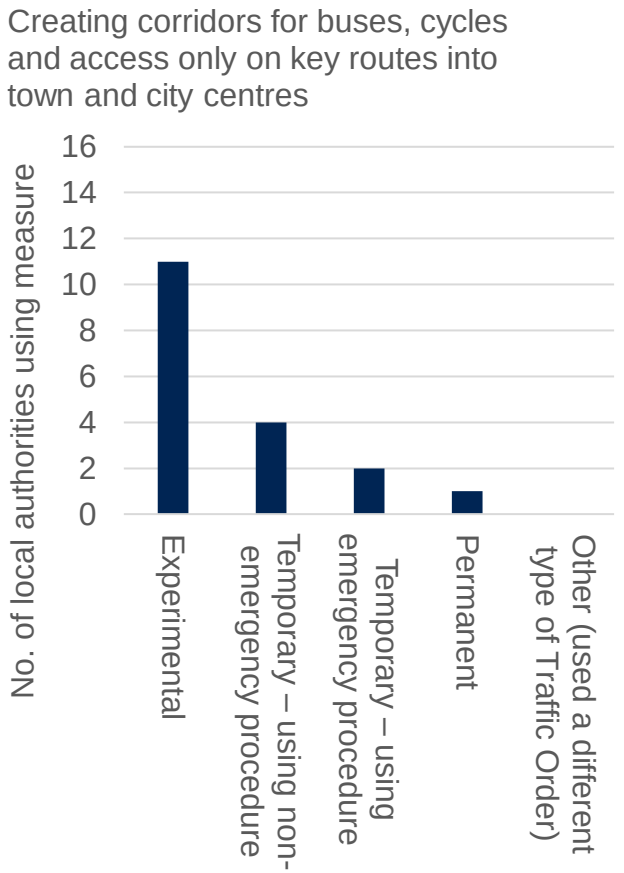


Figure 4.2: Figure 4.1 (continued)









Annex B: Local Authority survey

INTRODUCTION

Local Authorities are required to use Traffic Regulation Orders to make and enforce changes to a road's use or its design. The main types of Traffic orders used can be permanent, temporary or experimental. Before the Covid-19 pandemic, Local Authorities use either the **Road Traffic (Temporary Restrictions) Procedure Regulations 1992** legislation or **The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996** to make Traffic Orders.

In response to the Covid-19 pandemic, the Department for Transport (DfT) issued Statutory Instrument no.536, The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020. The Statutory Instrument came into force on **23rd May 2020**.

The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020, which relates specifically to traffic orders, introduced emergency procedures for Temporary Orders, and additional amendments to the publicity requirements for both temporary and permanent orders.

The Emergency Procedure - Speeding Up Temporary Orders:

The amendments included in the Statutory Instrument were **intended to speed up the time it takes for Local Authorities to implement measures which are necessary for purposes connected to Covid-19,** including measures to promote social distancing (e.g. widening pavements) and encourage active travel (e.g. installing cycling lanes).

The Emergency Procedure - Alternative Publicity Arrangements:

The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020 outlines alternative publicity requirements for Permanent, Temporary and Experimental Traffic Orders.

The **emergency procedure** allows for publication of Temporary and Permanent Orders via digital media in the first instance, for example, using websites, online publications, social media or email.

For Temporary, Permanent and Experimental Traffic Orders, the **emergency procedure** permits alternative publicity requirements. For example, In cases where it is not reasonably practicable, for reasons connected to coronavirus, for Local Authorities to comply with the requirement to advertise notices in local print newspapers, the relevant authority are permitted to publicise Traffic Orders via digital media in the first instance. Digital publicity methods include the use of websites, online publications, social media or email.

Purpose of the research:

Ipsos MORI has been commissioned by the DfT to evaluate the impact of the Statutory Instrument no.536: **The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020.**

This evaluation will help the DfT to better understand the impact of the legislative amendment. The Survey will cover the following topic areas:

- Use of Temporary and Permanent Traffic Orders
- The Network management duty guidance
- Speed of temporary traffic order application
- Use of digital communication methods
- Key stakeholder response to Traffic Orders
- Cost of Traffic Orders

Section A: Use of Temporary and Permanent traffic orders before and after legislative change

INTRO_TROPUR

The first set of questions will ask about the use of traffic orders since the **emergency procedures** came into force on 23rd May 2020.

Please note, we understand that Local Authorities use a range of different types of Traffic Orders. However, this survey will focus primarily on the use of **Temporary** and **Permanent** Traffic Orders.

TROPUR1
[ASK ALL]
[MA]

Since emergency procedures were introduced on 23rd May 2020, have you issued any of the following types of Traffic Order?

Please select all that apply.

1. Temporary Order – using emergency procedure
2. Temporary Order – using non-emergency procedure
3. Permanent Order
4. Experimental Order
5. None of the above [EXCLUSIVE – END SURVEY]
6. Don’t know [EXCLUSIVE]

TRORMT
[ASK ALL]
[MA]

Since emergency procedures were introduced on 23rd May 2020, have you implemented any of the following measures?

1. Installing ‘pop-up’ cycle facilities creating physical separation from volume traffic
2. Cones and barriers to widen footways along lengths of road, provide more space at bus stops or widen pedestrian refuges and crossings
3. Introduction of more ‘school streets’ [INFO BUTTON: For example. part time vehicle access restrictions outside schools)
4. Reducing speed limits
5. pedestrian and cycle zones
6. Road closures to through traffic e.g. as part of a Low-Traffic Neighbourhood
7. Providing additional cycle parking facilities
8. Changes to junction design to accommodate more cyclists

9. Creating corridors for buses, cycles and access only on key routes into town and city centres
10. Other (please specify) [OPEN TEXT]
11. None of the above [EXCLUSIVE]
12. Don't know [EXCLUSIVE]
13. Prefer not to say [EXCLUSIVE]

TROPUR2
[ASK IF TRORMT=1-10]
[GRID MA PER ROW]

Since emergency procedures were introduced on 23rd May 2020, which type of Traffic Order did you use for each measure?
Traffic orders may be used for multiple purposes. Please select all that apply.

COLUMNS*:*
1. Temporary – using emergency procedure
2. Temporary – using non-emergency procedure
3. Permanent
4. Experimental
5. Other (used a different type of Traffic Order)
6. Not applicable (The measure didn't require a Traffic Order)
7. Don't know

ROWS:
{PULL IN ALL ANSWERS SELECTED AT TRORMT=1-10; display column headers again after every 7 rows}

TROPUR3
[ASK IF ANY SELECTED AT TROPUR1=1-4)
[GRID SA PER ROW]

Since emergency procedures were introduced on 23rd May 2020, approximately what percentage of Traffic Orders were…

We understand that you may not know the exact percentage. Please provide your best estimate.

COLUMN:
1. 0-24%
2. 25-49%
3. 50-74%
4. 75-100%
5. Don't know

ROWS:
{PULL ANSWERS FROM TROPUR1=1-4}

TROPUR4:
[ASK IF TROPUR1=1]

Since emergency procedures were introduced on 23rd May 2020, approximately how many **Temporary** Traffic Orders has your Local Authority made using the emergency procedure?

We understand that you may not know the exact answer. Please provide your best estimate.

1. [OPEN TEXT BOX. NUMERICAL ONLY]

2. Don't know
3. Prefer not to say

TROPUR5:
[ASK IF TROPUR1=2]

Since emergency procedures were introduced on 23rd May 2020, approximately how many **Temporary** Traffic Orders has your Local Authority made using the non-emergency procedure?

We understand that you may not know the exact answer. Please provide your best estimate.

1. [OPEN TEXT BOX. NUMERICAL ONLY]

2. Don't know
3. Prefer not to say

TROPUR6
[ASK IF TROPUR1=3]

Since emergency procedures were introduced on 23rd May 2020, approximately how many **Permanent** Traffic Orders has your Local Authority made?

We understand that you may not know the exact number. Please provide your best estimate.

1. [OPEN TEXT BOX. NUMERICAL ONLY]

2. Don't know
3. Prefer not to say

Section B: Network management duty guidance

INTRO_NETMAN

In May 2020 the Department for Transport updated the **Traffic Management Act 2004 statutory guidance** in response to the Covid-19 pandemic.

The **Network Management Duty Guidance** was issued by the Secretary of State for Transport on 23rd May 2020. It provides Highway Authorities in England with additional advice on **techniques for managing roads to deal with issues** related to Covid-19 pandemic.

Advice covered the following areas:

- **Reallocating road space for cyclists and pedestrians**: e.g. Using cones or barriers to widen footways along lengths of road or introducing pedestrian and cycle zones

- **Balancing competing demands from different road users:** e.g. using a 'Whole-route' approach to create corridors for buses or cycles on key routes into town and city centres, or implementing Modal filters (also known as filtered permeability)

It is important that the DfT gather feedback from Local Authorities about the **Network Management Duty Guidance.** The next question will ask about your opinion of the guidance.

NETMAN1
[ASK ALL]
[SA CAROUSEL GRID FORMAT]

To what extent do you agree or disagree with the following statement?

The additional Network Management Duty Guidance provides <u>clear guidance</u> on…

A. *…techniques and measures for reallocating road space for cyclists and pedestrians [***INFO BUTTON**: For example, installing 'pop up' cycle facilities, widening existing cycle lanes, using cones and barriers to widen footways, reducing speed limits or introducing pedestrian and cycle zones]

B. *…how to balance competing demands from different road users [***INFO BUTTON**: For example, using a 'Whole-route' approach to create corridors for buses or cycles on key routes into town and city centres, or implementing Modal filters, changing junction design to accommodate more cyclists*]*

Please select one answer only for each statement

1. Strongly agree
2. Agree
3. Neither agree nor disagree
4. Disagree
5. Strongly disagree
6. Don't know

<u>Section C: Speed of Temporary Traffic Order Application</u>

SPEEDAPP_INTRO

The emergency procedure introduced in The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020 were intended to **speed up the time it takes for Local authorities to obtain clearance for Temporary Traffic Orders** connected to the Covid-19 pandemic.

By '**obtaining clearance'**, please think about the time taken from initial scoping and design of potential traffic management measures to implement, to drafting orders and processing and getting the final order made

The next series of questions will help the DfT understand how **emergency procedures** were used in the context of making Temporary Traffic Orders.

SPEEDAPP1

[ASK IF TROPUR1=1]
[SA]

Since emergency procedures were introduced on 23rd May 2020, has the overall length of time taken to obtain clearance for a **Temporary** Traffic Order using the emergency procedure been longer or shorter than before? [HELP BUTTON: Please think about the time taken from initial scoping and design of potential traffic management measures to implement, to drafting orders and processing and getting the final order made.]

1. *Much shorter*
2. *Shorter*
3. *About the same*
4. *Longer*
5. *Much longer*
6. *Don't know*

SPEEDAPP2
[ASK IF TROPUR1=1]
[SA]

Since emergency procedures were introduced on 23rd May 2020, how long has it typically taken to obtain clearance for a single **Temporary** Traffic Order using the emergency procedure? [HELP BUTTON: Please think about the time taken from initial scoping and design of potential traffic management measures to implement, to drafting orders and processing and getting the final order made.]
We understand that length of time may vary, and you may not know the exact number of weeks. Please provide your best estimate.

Please enter number in weeks.

[OPEN TEXT BOX. NUMERICAL ONLY]
2. Don't know

SPEEDAPP3
[ASK IF TROPUR1=1]
[SA]

Before emergency procedures were introduced on 23rd May 2020, how long did it typically take to obtain clearance for a single **Temporary** Traffic Order? [HELP BUTTON: Please think about the time taken from initial scoping and design of potential traffic management measures to implement, to drafting orders and processing and getting the final order made.]
We understand that length of time may vary, and you may not know the exact number of weeks. Please provide your best estimate.

Please enter number in weeks

[OPEN TEXT BOX. NUMERICAL ONLY]

2. Don't know

SPEEDAPP4
[ASK IF TROPUR1=1]

[GRID SA PER ROW]

The emergency procedures that were introduced on 23rd May 2020 aimed to speed up the time it takes to obtain clearance for **Temporary** Traffic Orders.

Which, if any, aspect(s) of the **Temporary** Traffic Order process using the **emergency procedure** have taken a longer or shorter time to complete since the emergency procedures were introduced?

Please select one answer for each aspect.

COLUMNS:

1. More time
2. Less time
3. About the same
4. Not applicable (INFO BUTTON: For example, you have not carried out this aspect)
5. Don't know

ROWS:

a. Reviewing other works in the area
b. Obtaining permission or authority to proceed
c. Preparing the Order e.g. with legal colleagues
d. Informal consultations with local groups, such as disability/mobility or cycling and walking groups
e. Informal consultations with local businesses, bus operators or freight companies
f. Consultations with local chiefs of police and emergency services
g. Publishing the first notice of intention to make order
h. Informing others as required
i. Making the Temporary Traffic Order

SPEEDAPP5
[ASK IF TROPUR1=1]
[SA]

Since emergency procedures were introduced on 23rd May 2020, would you say that the process for obtaining clearance for a single **Temporary** Traffic Order using the emergency procedure is... [HELP BUTTON: Please think about the time taken from initial scoping and design of potential traffic management measures to implement, to drafting orders and processing and getting the final order made.]

1. Too slow
2. About right
3. Too fast
4. Don't know

SPEEDAPP6
[ASK IF SPEEDAPP5= 3]
[MA]

For which, if any, of the following reasons do you think the process for obtaining clearance for a **Temporary** Traffic Order using the emergency procedure is **too fast**? [HELP BUTTON: Please think about the time taken from initial scoping and design of potential traffic management measures to implement, to drafting orders and processing and getting the final order made.]

Please select all that apply.

1. Insufficient time to consider internally
2. Insufficient time to engage with travel operators
3. Insufficient time to engage with road users, such as drivers, cyclists, walkers, etc.
4. Insufficient time to engage with local businesses affected
5. Insufficient time to engage with residents affected
6. Insufficient time to install traffic signs that may be needed to inform pedestrians, cyclists and drivers of changes to road layouts
7. Other (please specify) [OPEN TEXT]
8. Don't know [EXCLUSIVE]
9. Prefer not to say [EXCLUSIVE]

Section D: Use of digital communication methods

DIGCOM_INTRO

The Traffic Orders Procedure (Coronavirus Amendment) Regulations 2020 outlines alternative publicity arrangements for Traffic Orders during the Covid-19 pandemic.

The **emergency procedure** allows for publication of **Temporary and Permanent Orders via digital media in the first instance**, for example, using websites, online publications, social media or email.

DIGCOM1
[ASK IF TROPUR1=1]
[MA]

Since emergency procedures were introduced on 23rd May 2020, which of the following digital communication methods have you used to publicise **Temporary** Traffic Orders using the emergency procedure?

Please select all that apply

1. Local news website(s)
2. Local Authority website
3. One.Network
4. Social media
5. Email communications to affected premises
6. Other forms of digital communication (please specify) [OPEN TEXT]
7. None of the above [EXCLUSIVE]
8. Don't know [EXCLUSIVE]

DIGCOM2:
[ASK IF TROPUR1=1]

[GRID SA PER ROW]

Since emergency procedures were introduced on 23rd May 2020, approximately what proportion of **Temporary** Traffic Orders using the emergency procedure were publicised using these digital methods?

We understand that you may not know the exact percentage. Please provide your best estimate.

COLUMN:
1. 0-24%
2. 25-49%
3. 50-74%
4. 75-100%
5. Don't know

ROW:
{PULL ALL ANSWERS THAT ARE SELECTED AT DIGCOM1=1-6}

DIGCOM3
[ASK IF DIGCOM1=1-6]
[SA]

Since emergency procedures were introduced on 23rd May 2020, how frequently were digital publicity methods used **alongside** advertising printed local newspapers to publicise **Temporary** Traffic Orders using the **emergency procedure**?

1. Always
2. Frequently
3. Occasionally
4. Rarely
5. Never
6. Don't know

DIGCOM4:
[ASK IF TROPUR1=2]
[SA]

Since emergency procedures were introduced on 23rd May 2020, how frequently were digital publicity methods used **alongside** advertising printed local newspapers to publicise **Temporary** Traffic Orders using the **non-emergency procedure**?

1. Always
2. Frequently
3. Occasionally
4. Rarely
5. Never
6. Don't know

DIGCOM5:
[ASK IF TROPUR1=3]
[SA]

Since emergency procedures were introduced on 23rd May 2020, how frequently were digital publicity methods used **alongside** advertising printed local newspapers to publicise **Permanent** Traffic Orders?

1. Always
2. Frequently
3. Occasionally
4. Rarely
5. Never
6. Don't know

DIGCOM6:
[ASK IF TRORMT=1-10]
[GRID SA PER ROW]

Since emergency procedures were introduced on 23rd May 2020, what proportion of the following road management techniques were publicised digitally?

We understand that you may not know the exact percentage. Please provide your best estimate.

Please select one answer for each technique.

COLUMN:
1. 0-24%
2. 25-49%
3. 50-74%
4. 75-100%
5. Don't know

ROW:
{PULL ALL ANSWERS THAT ARE SELECTED AT TRORMT=1-10}

DIGCOM7
[ASK IF TROPUR1=1]
[SA]

Since emergency procedures were introduced on 23rd May 2020, how frequently have the Local Authority needed to make changes to **Temporary** Traffic Orders using the **emergency procedure**, after the first notice of intention was published?

[**HELP BUTTON:** By changes, we mean any change to the Traffic Order which is made after the Traffic Order is proposed and before the Traffic Order is made. Changes are based on feedback to proposed orders, for example a parking restriction may be changed following feedback from local businesses.]

1. Very Frequently

2. Frequently
3. Occasionally
4. Rarely
5. Very Rarely
6. Never
7. Don’t know

DIGCOM8
[ASK IF TROPUR1=2]
[SA]

Since emergency procedures were introduced on 23rd May 2020, how frequently have the Local Authority needed to make changes to **Temporary** Traffic Orders using the **non-emergency procedure**, after the first notice of intention was published? [**HELP BUTTON:** By changes, we mean any change to the Traffic Order which is made after the Traffic Order is proposed and before the Traffic Order is made. Changes are based on feedback to proposed orders, for example a parking restriction may be changed following feedback from local businesses.]

1. Very Frequently
2. Frequently
3. Occasionally
4. Rarely
5. Very Rarely
6. Never
7. Don’t know

DIGCOM9
[ASK IF TROPUR1=3]
[SA]

Since emergency procedures were introduced on 23rd May 2020, how frequently have the Local Authority needed to make changes to **Permanent** Traffic Orders after the first notice of intention was published?

[**HELP BUTTON:** By changes, we mean any change to the Traffic Order which is made after the Traffic Order is proposed and before the Traffic Order is made. Changes are based on feedback to proposed orders, for example a parking restriction may be changed following feedback from local businesses.]

1. Very Frequently
2. Frequently
3. Occasionally
4. Rarely
5. Very Rarely
6. Never
7. Don’t know

Section E: Key Stakeholder Response to Traffic Orders

DIGRESP1:
[ASK IF TROPUR1=1-3]
[SA]

Since emergency procedures were introduced on 23rd May 2020, have you collected any monitoring data to measure the effectiveness of using digital publicity methods to inform target audiences about Traffic Orders?

1. Yes
2. No
3. Don't know
4. Prefer not to say

DIGRESP2:
[ASK IF DIGRESP1 =1]

What is your approach for collecting monitoring data?

Please give a brief description:

[OPEN TEXT]

DIGCOMP:
[ASK IF TROPUR1=1]

Since emergency procedures were introduced on 23rd May 2020, approximately how many complaints have you received about Temporary Traffic Orders made using the **emergency procedure**?

We understand that you may not know the exact number. Please provide your best estimate.

[OPEN TEXT BOX. NUMERICAL ONLY**]**
2. Don't know

DIGRESP3
[ASK IF TROPUR1=1]
[SA]

Thinking about complaints made by local businesses and residents about **Temporary** Traffic Orders made using the emergency procedure…

Since emergency procedures were introduced on 23rd May 2020, have you received more or fewer complaints about Traffic Orders than **before the 23rd May 2020**?

1. *Significantly more*
2. *Slightly more*
3. *About the same*
4. *Slightly fewer*
5. *Significantly fewer*
6. *Don't know*

DIGRESP4
[ASK IF TROPUR1=2-3]
[SA]

Thinking about complaints made by local businesses and residents about both **Temporary** and **Permanent** Traffic Orders …

Since emergency procedures were introduced on 23rd May 2020, have you received more or fewer complaints about Traffic Orders than before the 23rd May 2020?

1. *Significantly more*
2. *Slightly more*
3. *About the same*
4. *Slightly fewer*
5. *Significantly fewer*
6. *Don't know*

Section F: Costs

COST1
[ASK IF TROPUR1=1]
[GRID SA PER ROW]

Thinking about the process of implementing a single **Temporary** Traffic Order using the emergency procedure…

Since emergency procedures were introduced on 23rd May 2020, how many staff hours are spent on the following activities in a typical week?

We understand that you may not know the exact number. Please provide your best estimate.

COLUMN:
a) [OPEN TEXT]
b) Don't know

ROWS:
1. Informal consultation local groups before publicising the order
2. Administrative procedures
3. Publicising the intention to make the order
4. Handling inquiries and complaints
5. Making the TTRO and obtaining clearance

COST2
[ASK IF TROPUR1=1]
[SA]

Since emergency procedures were introduced on 23rd May 2020, what was the average cost of advertising the first notice of intention to make **Temporary** Traffic Orders using the emergency procedure?

We understand that the cost may vary, and you may not know the amount. Please provide your best estimate.

1. Under £250
2. £250 – £499
3. £500-£749
4. £750-£999
5. £1,000-£1,999
6. Over £2,000

COST3
[ASK IF TROPUR1=1 OR 2]
[GRID SA PER ROW]

Thinking about the process of implementing a single **Temporary** Traffic Order…

Before emergency procedures were introduced on 23rd May 2020, how many staff hours are spent on the following activities in a typical week?

We understand that hours may vary, and you may not know the exact number. Please provide your best estimate.

COLUMN:
c) [OPEN TEXT BOX. NUMERICAL ONLY]
d) Don't know

ROWS:
6. Informal consultation local groups before publicising the order
7. Administrative procedures
8. Publicising the intention to make the order
9. Handling inquiries and complaints
10. Making the TTRO and obtaining clearance

COST4:
[ASK IF TROPUR1=1 OR 2]
[SA]

Before emergency procedures were introduced on 23rd May 2020, what was the average cost of advertising the first notice of intention to make **Temporary** Traffic Orders?

We understand that the cost may vary, and you may not know the amount. Please provide your best estimate.

1. Under £250
2. £250 – £499
3. £500-£749
4. £750-£999
5. £1,000-£1,999
6. Over £2,000

COST5
[ASK IF TROPUR1=3]
[SA]

Since emergency procedures were introduced on 23rd May 2020, what was the average cost of advertising the first notice of intention to make **Permanent** Traffic Orders?

We understand that the cost may vary, and you may not know the amount. Please provide your best estimate.

1. Under £250
2. £250 – £499
3. £500-£749
4. £750-£999
5. £1,000-£1,999
6. Over £2,000

COST6
[ASK IF TROPUR1=3]
[SA]

Before emergency procedures were introduced on 23rd May 2020, what was the average cost of advertising the first notice of intention to make **Permanent** Traffic Orders?

We understand that the cost may vary, and you may not know the amount. Please provide your best estimate.

1. Under £250
2. £250 – £499
3. £500-£749
4. £750-£999
5. £1,000-£1,999
6. Over £2,000

COST7
[ASK IF TROPUR1=1]
[SA]

Since emergency procedures were introduced on 23rd May 2020, are you satisfied or dissatisfied with the **overall** cost of making Traffic Orders using the **emergency procedure**?

1. *Very satisfied*
2. *Somewhat satisfied*
3. *Neither satisfied nor dissatisfied*
4. *Somewhat dissatisfied*
5. *Very dissatisfied*
6. *Don't know*

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