

<b>Subject:</b>	<b>Interim Covid-19 Response Local Cycling and Walking Infrastructure Plan (LCWIP)</b>		
<b>Date of Meeting:</b>	<b>23 June 2020</b>		
<b>Report of:</b>	<b>Executive Director Economy, Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Laura Wells</b>	<b>Tel: 01273 291028</b>
	<b>Email:</b>	<a href="mailto:Laura.j.wells@brighton-hove.gov.uk">Laura.j.wells@brighton-hove.gov.uk</a>	
<b>Ward(s) affected:</b>	<b>All</b>		

## FOR GENERAL RELEASE

*Note The special circumstances for non-compliance with Council Procedure Rule 7, Access to Information Rule 5 and Section 100B (4) of the Local Government Act as amended (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) were that additional time was required to complete technical work to inform this report, which was requested by the Policy & Resources Urgency Sub-Committee 14 May 2020.*

### 1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 This report identifies evidence-based short-term recommendations for improvements to Brighton and Hove's walking and cycling network to aid the city's recovery from the Covid-19 pandemic and support people to safely travel in more active ways. As a city with high public transport use, there is a need to take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable physical distancing as the city moves to the next phase of the pandemic response.
- 1.2 The report responds to the decision at the 14 May 2020 Policy & Resources Urgency Sub-Committee that an Interim Covid-19 Response Local Cycling and Walking Infrastructure Plan (LCWIP) [Interim LCWIP] be produced for review at this committee. This is in addition to ongoing development of a wider LCWIP document. The report also responds to the statutory guidance issued by government on 9 May 2020 in which local authorities are urged to consider how towns and cities can do what is necessary to ensure transport networks support recovery from the Covid-19 emergency and provide a lasting legacy of sustainable, safer transport; as well as the announcement from government on 28 May 2020 for the provision of the Emergency Active Travel Fund (EATF).
- 1.3 Additionally, this report also responds to a request from the Environment, Transport and Sustainability Committee on 8 October 2019 regarding the council's approach to the provision of cycle parking in the city. This response has been addressed in this report in the context of the wider LCWIP work being undertaken.
- 1.4 At the national level the government's Department for Transport (DfT) launched the Cycling and Walking Investment Strategy (CWIS) in April 2017, which aims to

make walking and cycling the natural choice for shorter journeys, or as part of a longer journey. Through the CWIS, local authorities are strongly encouraged by DfT to prepare LCWIPs in order to take a more strategic approach to planning walking and cycling networks, a 10-year timeframe is suggested.

- 1.5 At the local level the Local Transport Plan 4 (LTP4) document sets out priorities, projects and programmes that need to be progressed in the future to help people move around the city more safely, sustainably and easily. Strategic goals in the LTP4 include providing equality, mobility & accessibility; improving health and wellbeing; reducing carbon and increasing safety & security. Encouraging and enabling more walking and cycling for local journeys will therefore assist in meeting these goals, especially the target to achieve carbon neutrality in Brighton and Hove by 2030.

## **2. RECOMMENDATIONS:**

That the committee:

- 2.1 Agree the findings of the Interim Covid-19 Response Local Cycling and Walking Infrastructure Plan (included as Appendix 1 to this report) as an independent analysis of options which provides a strategic overview for delivering further walking and cycling measures during the Covid-19 recovery period;
- 2.2 Agree the recommendations contained in Section 8 (8.1 – 8.26) of the updated Urgent Response Transport Action Plan (included as Appendix 2 to this report); as the delivery plan for measures identified in the Interim Covid-19 Response Local Cycling and Walking Infrastructure Plan; and to give delegated authority to the Executive Director Economy, Environment and Culture to take all steps necessary to deliver these recommendations.
- 2.3 Note that the schemes included in the recommendations contained in Section 8 (8.1 – 8.26) of the updated Urgent Response Transport Action Plan (included as Appendix 2 to this report) are all subject to securing appropriate levels of external funding to support delivery, principally the government's Emergency Active Travel Fund.
- 2.4 Agree that officers will bring a report which reviews the progress of the Urgent Response Transport Action Plan to the September meeting of the Environment, Transport and Sustainability Committee.
- 2.5 Agree that the proposed approach to significantly increasing provision of cycle parking within the city will be included as part of the main Local Cycling and Walking Infrastructure Plan process, as set out in paragraph 3.8 of this report.

## **3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 The council is in the process of developing a Local Cycling and Walking Infrastructure Plan (LCWIP), in line with government technical guidelines. Production of this full LCWIP is underway using consultant technical support. The current programme is for the LCWIP document to be completed by December 2020.

3.2 As part of the Covid-19 response, the government's Department for Transport (DfT) strongly instructed local authorities on 9 May 2020 to introduce meaningful temporary cycling and walking measures in order to assist with physical distancing, the need for increased active travel (and associated need to avoid public transport where possible) and the reopening of the economy. Associated national guidance and funding opportunities have accompanied this instruction, including the Emergency Active Travel Fund (EATF).

3.3 The city has therefore ensured that it responds quickly and appropriately to the pandemic and has to date implemented emergency active travel measures as follows:

- Experimental closure of Madeira Drive to motor vehicles (except for access), to allow space for people to exercise and make essential journeys while physical distancing (measure introduced on 20 April 2020);
- Provision of a temporary cycle lane on Old Shoreham Road, to the west of the existing segregated cycle facility, providing an additional cycle lane between The Drive and Hangleton Road (measure introduced on 11 May 2020); and
- Provision of additional footway space for pedestrians to maintain physical distancing in city locations with high footfall such as St James's Street, Old Town/The Lanes and London Road (measures were put in place prior to 15 June 2020 to tie in with the date from which non-essential shops were permitted to re-open).
- Increased signage and floor markings along the seafront and in the city centre to remind people to use shared walking and cycling space responsibly and to maintain physical distance.

3.4 To ensure a short-term strategic, evidence-based, independent approach could be taken to this work, it was agreed at the Policy and Resources Urgency Sub-Committee on 14 May 2020 that an Interim LCWIP also be commissioned and produced in advance of, but alongside, the main LCWIP document. The Interim LCWIP is attached in Appendix 1 of this report. That committee also considered and agreed an Urgent Response Transport Action Plan, detailing the emergency measures undertaken or being considered urgently at that time. The Urgent Response Transport Action Plan document has now been updated and is attached at Appendix 2 of this report, containing recommendations for delivering measures identified and assessed in the Interim LCWIP. The additional production of the Interim LCWIP work alongside the main LCWIP commission has ensured economies of scale, as elements of this work have been expedited to allow for the Interim LCWIP to be produced and to independently review potential temporary measures in the city.

3.5 The Interim LCWIP has three main purposes:

- To provide a high-level review of measures proposed by the council to date, including those detailed in the Urgent Response Transport Action Plan;
- To provide an initial response to stakeholder input on walking and cycling issues in the city; and
- To review the emerging LCWIP network to identify the need for and opportunities for additional temporary measures.

- 3.6 The Interim LCWIP takes a strategic view of routes and, as such, the design suggestions included are high-level. Measures taken forward from the Interim LCWIP will require further detailed design and safety review prior to implementation.
- 3.7 Regarding cycle parking provision, the council's current approach to on-street cycle parking is as follows:
- The Parking Infrastructure team provide on-carriageway cycle stands wherever possible as part of implementing Controlled Parking Zones (CPZs) and have a small Local Transport Plan (LTP) capital budget to respond to requests for cycle parking on pavements; and
  - Occasionally, on-street parking can be delivered through new developments (though where possible this is delivered off-street as part of the development site as this is more convenient to site users).
- 3.8 Due to short timescales, it has not been possible to fully analyse cycle parking provision across the city and include proposals in the Interim LCWIP, however it has been possible to include some recommendations for improved cycle parking facilities to take place over the coming weeks as outlined in recommendation 8.26 in Appendix 2 to this report. The Interim LCWIP document provides a commitment to addressing this as part of the main LCWIP work, which will include:
- Analysis of current cycle parking provision;
  - High-level analysis of future demand for cycle parking; and
  - A recommended cycling parking approach for the city.
- 3.9 As part of the council's Tranche 1 bid to the government's Emergency Active Travel Fund, several locations were included for provision of additional permanent on-street cycle parking in the Valley Gardens area to cater for known demand in this area. The bid also included provision for up to six additional BikeShare hubs across the city to support new demand for cycling. Provision of further facilities is currently being considered as part of the Tranche 2 bid and other funding opportunities will be sought in future where appropriate. For BikeShare more broadly, current and future infrastructure provision will also be considered as part of the main LCWIP document, as BikeShare provides a key form of public transport in the city particularly at interchanges e.g. train stations and bus interchanges. The future procurement options for the BikeShare scheme is the subject of another report on the agenda of this committee.
- 3.10 The cycling and walking network measures identified in the Interim LCWIP document, set out as a summary map in Figure 6.1 of Appendix 1 of this report, have been assessed against a range of criteria including available space, strategic fit and equalities implications. The Interim LCWIP details the outcome of this and makes recommendations for each measure, as well as a range of complementary measures and approaches to monitoring.

- 3.11 The assessment criteria have been selected based on the issues that government guidance advises should be considered in the development of temporary schemes. This includes the ‘strategic fit’ of potential schemes with the wider network, including the network emerging through the LCWIP process. Recommended actions to be taken forward from the Interim LCWIP are detailed in the Urgent Response Transport Action Plan (attached in Appendix 2 of this report).

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 A ‘do nothing’ option has been considered, but is not appropriate as this is likely to result in:
- Inability of residents to comply with government guidance on ‘physical distancing’;
  - Increased road danger as a result of higher vehicular traffic levels, speeds, collisions and harmful emissions;
  - Modal shift away from sustainable modes to private cars;
  - Increased inequalities as those that can work from home do so, or drive. National research shows these tend to be higher income earners; and,
  - Weaker and less diverse economy as small businesses struggle to adapt to new conditions.
  - Lack of Opportunity for future Department for Transport funding bids as LCWIP is now a key bid criteria.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 The first stage of the main LCWIP stakeholder engagement took place in late May / early June 2020, and as part of this officers were also able to incorporate feedback and suggestions from stakeholders on temporary measures.

The wider public will be consulted at a later stage in the main LCWIP process, this Autumn.

- 5.2 At this stage, stakeholder engagement was focused on walking and cycling issues on the network, enabling feedback to be provided on problems and potential solutions rather than commenting on the council’s network analysis and suggestions. This provided a constructive first stage of the process, learning from best practice from LCWIPs elsewhere and the national programme.
- 5.3 A range of stakeholder groups were consulted including ward councillors, neighbouring authority officers, residents’ associations, local groups, walking and cycling groups and groups representing equality, disability and diversity.
- 5.4 Stakeholder engagement had to take into account the movement restrictions and physical distancing rules due to Covid-19 and was therefore carried out virtually. All stakeholders were invited to fill in an online survey where they could comment on local walking and cycling issues, including a map to note the location of the issue. In addition, two workshops were held, one for the city’s Transport Partnership and the other for stakeholder groups representing walking, cycling and equality & accessibility. Discussions at these workshops included focusing on different local areas of the city as well as city-wide issues and suggestions.

This initial engagement has proved valuable for feedback both on the permanent network and temporary measures for the city.

- 5.5 The council has also put in place a survey for the public to feedback on temporary, Covid-19 response transport and travel measures in the city. This survey enables respondents to indicate their level of support for the scheme as well as an opportunity to provide comments on the measures and indicate whether the measures have supported social distancing and enabled them to travel more actively. Additional measures will be added to the survey as and when they are put in place across the city.

## **6. CONCLUSION**

- 6.1 The Interim LCWIP sets out a strategic, evidence-based approach to the walking and cycling network, with proposed networks and schemes assessed against a range of criteria. It provides a basis on which to not only take forward temporary measures as appropriate, but also to develop the full LCWIP.
- 6.2 The updated Urgent Response Transport Action Plan is the delivery mechanism for temporary walking and cycling measures, building on recommendations from the Interim LCWIP work and recommends a series of actions to take forward measures relating to delivering temporary transport measures in response to Covid-19. A review of the Urgent Response Transport Action Plan will be presented to the Environment, Transport and Sustainability Committee in September.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 7.1 The Urgent Response Transport Action Plan will be funded from existing revenue budgets and the Local Transport Plan capital funding where that is applicable. Central government funding will also be sought – the council has submitted a bid to Tranche 1 of the government’s Emergency Active Travel Fund and is working on a bid for Tranche 2. The city has been provisionally allocated £594,000 in Tranche 1 and £2,376,000 in Tranche 2.
- 7.2 The LCWIP work has been funded via a one-off allocation of £75,000, agreed at the Budget Council in February 2019. The delivery of the priorities identified within the LCWIP, when completed, will be achieved through capital works funded mainly by future Local Transport Plan (LTP) capital programmes. Other funding sources will include ongoing or new funds which could become available from the government and Coast to Capital Local Economic Partnership (LEP), for example, or via the Planning process. Government’s Department for Transport states in its technical guidance for LCWIPs that the production of an LCWIP document ensures that Local Authorities will be well placed to make the case for future investment in walking and cycling schemes.
- 7.3 It should be noted that some of the measures detailed in the Urgent Response Transport Action Plan will remove parking spaces in the city. The removal of any spaces will impact on the income that the council receives. The following table estimates forecast parking income implications as a result of the initial schemes

identified – please note that as the detail of Tranche 2 schemes has not yet been confirmed, this information is subject to change based on the detail of the schemes being taken forward.

<b>Proposal / Project</b>	<b>Monthly cost implication from lost parking income</b>	<b>Annual cost implication from lost parking income</b>
Full closure of Madeira Drive	£108,334	£1,300,000
A259 – Palace Pier to Fourth Avenue	£27,146	£325,756
Old Town	£9,750	£117,000
London Road	£3,917	£47,000
Church Road	£2,634	£31,606
St James’s Street	£1,833	£22,000
<b>Total with full closure of Madeira Drive</b>	<b>£153,614</b>	<b>£1,843,362</b>

Table 1: Parking revenue implications of initial schemes outlined in the Urgent Response Transport Action Plan

7.4 The council’s 2020/21 Local Transport Plan capital programme was approved by the 30 April Policy & Resources Committee as an interim measure, as officers were instructed to urgently explore how the work of the LTP and associated council transport plans can be rendered more flexible, in order to respond to the impact of the Covid-19 pandemic and future needs. Officers have therefore begun reviewing the programme further in the context of the work on the development and delivery of the Urgent Response Transport Action Plan and Interim LCWIP. The review of the programme will take account of the Covid-19 measures that are to be progressed and the funding arrangements and staff resources that are available to do so.

7.5 In the interim, as the report explains, the measures proposed in this report are in response to the Covid-19 pandemic and related government initiatives. The pandemic has had a severe impact on parking incomes generally and on many of the council’s other income sources and taxation, and the Financial Update report to 27 May Policy & Resources Committee identified a funding shortfall of £15m to the end of June with further financial impacts expected throughout 2020/21. The proposed measures in this report will result in continued losses of approximately £0.460m over a period of 3 months from July to September when the committee will review the position. These costs are eligible to be charged against Covid-19 funding, however, as mentioned this already falls significantly short of projected Covid-19 costs and losses to the end of June. Due to the substantial financial impact of these measures, any decision to extend measures beyond September is likely to require Policy & Resources Committee approval unless the measures continue to be directly in response to Covid-19 or are provided for by new government funding provision.

*Finance Officer Consulted: Paul Tucknott / Jessica Laing      Date: 18/06/20*

### Legal Implications:

- 7.6 The government published statutory guidance on 9 May 2020 in which local authorities are urged to consider how they can do what is necessary in towns and cities to ensure transport networks support recovery from the Covid-19 emergency.
- 7.7 The LCWIP (and Interim LCWIP) are not statutory reports for government and therefore there are no direct legal implications. Any measures that come forward through the LCWIP and as part of the Urgent Response Transport Action Plan will need to comply with relevant legislation in terms of their implementation and would be subject to a separate process for detailed design and safety reviews as required. Where Traffic Regulation Orders are required, these have been identified in the recommendations detailed in the Urgent Response Transport Action Plan (Appendix 2 to this report).

*Lawyer Consulted: Stephanie Stammers*

*Date: 18/06/20*

### Equalities Implications:

- 7.8 An Equalities Impact Assessment has been carried out for the Urgent Response Transport Action Plan, and a full Equalities Impact Assessment will also be carried out for the full LCWIP document. Engagement with representative / community groups has been and will continue to be carried out in order to help mitigate any potential adverse effects on people with protected characteristics, no matter how sustainable. The public sector equality duty still applies, and in making any changes to road networks, the council must consider the needs of disabled people and those with other protected characteristics. Accessibility requirements apply to temporary measures as they do to permanent ones.
- 7.9 Furthermore, one in three Brighton & Hove households do not have access to a car and without sufficient proactive planning for active and sustainable travel options and managing vehicle use and traffic levels, it is likely that disadvantaged individuals and communities would be most affected, including single parents, those with disabilities, low income groups, women and Black and Minority Ethnic [BAME] groups.

### Sustainability Implications:

- 7.10 The Interim LCWIP and Urgent Response Transport Action Plan measures will provide a strong basis on which to improve the transport network and enable people to use sustainable forms of transport safely and conveniently by reallocating road space.

### Brexit Implications:

- 7.11 There are none.

### **Any Other Significant Implications:**

### Crime & Disorder Implications:



7.5 There are no direct implications for crime and disorder.

Risk and Opportunity Management Implications:

7.6 A number of risk implications have been identified as follows:

- Risk 1 – Changes to the public highway are subject to legislative requirements and procedures under the Highways Act and these must be followed in order to avert legal challenge. Mitigation 1: Consult with Legal Services and other relevant authorities, such as the emergency services, as necessary
- Risk 2: Changes to the public highway are subject to the Equalities Duty and may result in detrimental impacts if not properly considered. Mitigation 2: All Traffic Orders will be subject to EQIA and key stakeholders will be engaged.
- Risk 3: The accelerated delivery of Transport Strategy projects, without the full suite of public engagement measures, may be considered unreasonable by stakeholders and the wider public. Mitigation 3: This Emergency Response to be communicated to stakeholders alongside appropriate justification. Any measures requiring Traffic Orders to be subject to informal engagement with key stakeholders in advance of implementation.
- Risk 4: Accelerating the delivery process results in compressing the normal technical project stages and may lead to oversight of key factors. Mitigation 4: Establish a working group of key officers to identify and advise on key requirements.

7.6 The development of temporary active and sustainable measures to help manage the circumstances created by Covid-19 has also provided the opportunity to consider making certain measures permanent, having considered their contribution towards the council's longer term Local Transport Plan strategy and wider objectives such as improving public health and reducing carbon emissions.

Public Health Implications:

7.7 The measures will support the improvement of public health through enhanced opportunities for physical distancing and active travel. Enabling greater uptake of active travel across the city will provide both short and long term benefits to the mental and physical health of residents. This approach supports the implementation of the Brighton & Hove Health and Wellbeing Strategy.

Corporate / Citywide Implications:

7.8 The Interim LCWIP document considers the whole city and seeks to enable people to reach local destinations easily and safely such as local schools, shopping areas and workplaces. This ensures that the Interim LCWIP delivers better connections for people with their local centres as well as the city centre, and will inform the main LCWIP. The measures will also support the existing Local Transport Plan and the development of the new Local Transport Plan [LTP5].

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Interim Covid-19 Response Local Cycling and Walking Infrastructure Plan
2. Urgent Response Transport Action Plan
3. Madeira Drive one-way option proposal
4. A259 temporary proposal (Phase 1)
5. A259 permanent proposal vision
6. A23 Preston Road cycle improvements

### **Background Documents**

1. Technical guidance - Local Cycling and Walking Infrastructure Plans - Department for Transport
2. Equalities Impact Assessment – Urgent Response Transport Action Plan
3. Tranche 1 bid to Department for Transport’s Emergency Active Travel Fund