

Brighton & Hove City Council

Environment, Transport & Sustainability Committee

Agenda Item 85

Subject: Local Transport Plan – Engagement Outcomes

Date of meeting: 15 March 2022

Report of: Executive Director – Economy, Environment & Culture

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Ward(s) affected: All

For general release

1. Purpose of the report and policy context

1.1 The Local Transport Plan (LTP) is a statutory document setting out the strategy for the maintenance, management and improvement of the city's transport network. It identifies the priorities and projects required to help people move around the city more safely, sustainably, and easily.

1.2 This report summarises the feedback and responses to the initial engagement undertaken during autumn 2021 on the development of the council's fifth Local Transport Plan [LTP5]. Based on the feedback, the report seeks approval of amendments to some of the principles, priority areas and initial set of proposed interventions set out in the 'Developing a new Transport Plan for Brighton & Hove' consultation document which was approved by this committee for consultation in June last year. The report also sets out the next steps in the development of LTP5.

2. Recommendations

2.1 That the Committee approves the proposed amendments to the Local Transport Plan's three key principles, as set out in paragraph 3.23 of this report.

2.2 That the Committee approves the proposed amendments to the Local Transport Plan's six priority areas and interventions, as set out in Appendix 6 of this report.

2.3 That the Committee notes the next steps and indicative programme for the completion of Local Transport Plan 5, as set out in paragraph 3.33.

3. Context and background information

3.1 The LTP5 will replace the current LTP4 (adopted in 2015) and will set out a transport strategy to 2030 and summary delivery plan. The development of the new LTP for the city will build on LTP4, and what has been achieved through annual investment in schemes and measures. A new LTP is one of the identified actions in the Carbon Neutral Programme to support the delivery of a carbon neutral city by 2030 and will have an important role in supporting the continued recovery of the city from the Covid-19 pandemic.

'Direction of travel' document

3.2 In June 2021, this committee approved the 2030 transport vision, key outcomes and principles for a new LTP. These, along with the priority areas and initial set of proposed interventions, formed the basis of a public consultation from 30 September to 15 November 2021, which was undertaken jointly with consultation on the council's draft Local Cycling and Walking Infrastructure Plan [LCWIP]. The LCWIP will be a key plan to support the delivery of LTP5 objectives.

3.3 The LTP5 'direction of travel' consultation document was prepared to support the public consultation and is attached as Appendix 1. '*Developing a new Transport Plan for Brighton & Hove*' includes:

- Socio-economic and transport and travel trends in the city
- Challenges relevant to transport and travel along with opportunities for a more inclusive, healthier and safer city
- The role of transport and travel in tackling the Climate Emergency and supporting the city's recovery from the pandemic, highlighting the key recommendations of the Climate Assembly in autumn 2020
- Examples of how the council has successfully worked with partners during recent years to improve travel options for residents and visitors, and how these are improving quality of life and supporting local businesses
- The 2030 transport vision, key outcomes and principles, and priority areas and initial set of proposed interventions

Consultation and engagement results

3.4 The Consultation Report in Appendix 2 of this report, sets out the details of over 900 responses to the consultation survey questions, along with feedback from the wider engagement activities undertaken during the public consultation, which included:

- Four public drop-in sessions (over 250 people engaged)
- Focus groups held with older people, disabled people and Black, Asian and Minority Ethnic [BAME] people
- Focus groups held with young people including the Youth Council and at four secondary schools
- Workshops with stakeholders across the city including local interest groups and transport providers
- Attendance at various partnership meetings across the city including the Connected City's Transport Partnership, the Equalities & Inclusion Partnership, the Destination Experience Group, and a Transport & Public Health Officer Group

- 3.5 The following paragraphs summarise the feedback from the consultation survey and wider engagement, and set out proposed amendments to elements of the emerging LTP5. It should be noted that all references to 'walking' include use of wheelchair or mobility scooter within the pedestrian environment, and all references to 'public transport' include bus, train, taxi/private hire vehicle and community transport.
- 3.6 Overall, the majority of respondents to the survey supported the key principles, priority areas and proposed interventions set out in the consultation document, and provided some suggestions for additional interventions. A number of key stakeholders also confirmed their support for the overall vision, aims and direction of LTP5 including Brighton and Hove Bus and Coach Company, Friends of the Earth, Living Streets and the University of Brighton. These and other stakeholders suggested improvements to the elements of the plan including additional and/or bolder interventions, and highlighted the need to work closely with neighbouring authorities.
- 3.7 The survey included questions on **current travel patterns**. It asked respondents to select the method of travel they most use (main method of travel, used for the longest distance part of the journey) for a selection of journey purposes such as commuting to or from work, getting to school/college/university or training, shopping, visiting parks, or meeting friends or relatives/socialising
- 3.8 The full results are provided in section 4 of Appendix 2. Some key findings (% of responses by those who make the type of journey) are:
- Walking was chosen as the main mode for at least two in three responses for journeys to local shops (73.2%), and visiting parks, playgrounds or open spaces (67.4%).
 - Walking or cycling were chosen as the main mode for at least one in two responses for half of all journey types, with up to 83.0% for local shops
 - Public transport was chosen for over one in three responses for traveling to City Centre shopping (35.0%), and for over one in four for meeting friends or relatives / socialising (28.0%), commuting (26.6%) and travel as part of work (26.6%)
 - With the exception of food shopping (45.6%) and travel as part of work (64.2%), walking, cycling or public transport was chosen for at least three in four responses
 - Car/van (as driver or passenger) was most commonly selected (54.4%) as the main method of travel for food shopping (weekly shop). It was also selected for 31.6% of responses for visiting leisure / sports facilities, 25.3% for commuting, 15.0% for City Centre shopping and 12.1% for local shops
- 3.9 The response to this question demonstrates the significant levels of sustainable travel that already take place in the city. It highlights areas in which LTP5 needs to support encouraging and enabling more sustainable

travel for more local journeys, including leisure/sports activities and City Centre shopping.

- 3.10 The survey also asked respondents to select the method of travel they most use for journeys over various distances such as their local neighbourhood, into the city centre or leaving the city for neighbouring areas. The full results are provided in section 4 of Appendix 2. Some key findings (% of responses by those who make the type of journey) are:
- Almost half (48.6%) of journeys into the city centre are by walking or cycling, with around one third (33.7%) by public transport
 - Public transport is more commonly used for journeys outside of the city into neighbouring areas (38.4%) than for getting across the city (31.5%)
 - The car (driver or passenger) is the most common method for journeys outside the city (59.7%) and for getting across the city (43.4%). It is also used for 17.0% of journeys into the city centre and 11.3% around the local neighbourhood
- 3.11 Responses to this question also indicated that more than one in ten journeys (11.3%) between neighbourhoods are made by car, suggesting that improvements to sustainable transport infrastructure and/or public transport services could help reduce these cross-city journeys.
- 3.12 The survey asked respondents to state their **level of concern** in relation to a number of issues such as traffic congestion, air pollution, road safety and climate change. Half of respondents are either extremely or moderately concerned about these, with the top concerns (extreme or moderate) being climate change (76.1%), air pollution (72.9%) and road safety (70.1%). Respondents are least concerned (slightly or not all concerned) about journey times. See section 4 of Appendix 2 for further details.
- 3.13 There were some variations in the level of concerns according to the type of journeys or respondent, including:
- Concern with traffic congestion is highest for people mostly walking, wheeling and cycling, and lowest among car drivers and passengers; it is also higher for longer distance journeys (across and out of city)
 - Concern with air pollution is generally very high among respondents who mostly cycle but also high for walking/wheeling and public transport, and significantly lower for car drivers and passengers. There is a similar pattern for noise pollution and climate change.
 - Concern with road safety is generally very high among respondents who mostly cycle but also high for walking/wheeling and public transport, and lower for car drivers and passengers.
 - Females generally have higher levels of concern than males, in particular for air pollution (7.2% more females extremely or moderately concerned), climate change (7.0% more) and personal safety (13.1% more).
 - Younger people (under 45) generally have a higher level of concern about the named issues.

- 3.14 Specific concerns, issues and problems raised by stakeholders and the public in survey responses or at other engagement activities included clutter and obstructions on pavements e.g. A-boards, bins, signs; pavement parking / poorly parked vehicles, including delivery vehicles; buses sometimes full – particularly challenging for visually impaired passengers; limited access to the seafront on public transport; and bus and train fares are costly, especially for low-income families and larger families. Other comments included poor driver behaviour and high speeds; too much traffic on the roads and not enough parking space for all vehicles.

Vision and outcomes

- 3.15 The **2030 transport vision** approved at ETS Committee in June 2021 is: *‘Better connected residents, businesses and visitors, for an improved quality of life in a healthy, inclusive and carbon neutral city.’* There was no specific engagement on the vision wording. Other than expression of support for the vision from a number of stakeholders, there were no specific comments and therefore no amendment to the vision is proposed.

- 3.16 The six **key outcomes** of LTP5 approved by this committee in June 2021 are:

- A sustainable, strong and fair economy, where everyone has affordable access to education and employment opportunities, and benefits from a growing, open, talented, fair, and sustainable city
- Safe, healthy and welcoming streets and neighbourhoods, where everyone feels confident however they travel, and our streets and local centres become vibrant places to enjoy, relax and socialise
- An accessible city with a transport network that everyone can use, where affordable door-to-door journeys, especially for disabled people and residents living in suburban areas, can be made with ease and certainty
- Improved air quality to safeguard the health of our communities, where the way we travel will ensure that people have the best opportunity to live a healthy, happy and fulfilling life
- Reduced carbon emissions to protect our global environment, and contribute to reaching our 2030 carbon neutral target
- Travel that respects our local environment, by minimising the impact of transport on our natural, built and historic environment

- 3.17 There was no specific engagement on the outcomes. Other than expressions of support for the outcomes from a number of stakeholders, there were no specific suggestions other than linking more closely to ‘20 minute neighbourhood’ concepts. This will therefore be strengthened as part of the three key principles. No amendments to the outcomes are therefore proposed.

Key principles

- 3.18 The three **key principles** of LTP5 approved by this committee in June 2021 are:
- Reduce the need to travel – avoiding or reducing the frequency and length of trips we make by vehicles

- Shift how people travel – prioritising walking and cycling for shorter journeys, and public transport for longer journeys
- Clean vehicle travel – vehicle travel to be low or zero emission, powered by renewable energy sources

3.19 The survey asked which of the key principles people could easily contribute to, or are contributing to. The following is a summary of the response (see section 4 of Appendix 2 for fuller details):

- At least 70% said that they have already avoided, or reduced the length of, trips made by car or van and changed some or more of their short journeys to walking, wheeling or cycling. Almost half (48.3%) said that they already do, or have made some or more, of their longer journeys by public transport, and nearly one in five (18.3%) have changed their car or van to a zero or low emission vehicle.
- Between 13.0% (change to walking, cycling or wheeling) and 21.9% (change to public transport) said that they would not be able to support these changes to travel.
- 38.2% said they could change their car or van to a zero or low emission vehicle with support; the most common support suggested was less expensive electric vehicles (145 comments), easier access to charging / dedicated charging bays (79 comments) and car club / shared electric vehicles (11 comments).
- 12.2% said they could make some or more of their longer journeys by public transport with support; the most common support suggested was cheaper/ free public transport (41 comments) and a range of improvements to services (36 comments) including more direct routes, improved integration, journey times, reliability, and outer/orbital provision.
- The most common support suggested by the 5.8% who said that they could change some / more of their short journeys to walking, wheeling or cycling was more / improved cycle lanes and network (21 comments), and more and better cycle parking provision (10 comments).

3.20 Specific key comments and suggestions raised by stakeholders and the public in survey responses or at other engagement activities included the following. To *'Reduce the need to travel'* it was suggested that travel should be encouraged (in an environmentally sustainable manner) to help connect communities, build a strong and vibrant economy, support local shopping areas and the city centre, and to improve physical and mental health, inclusivity and social inclusion. Emphasis should also be placed on how this applies to motorised vehicles only, and should not apply to sustainable and active travel. The use of shared vehicles should also be promoted in order to reduce the need to own a car and support the aims of creating a circular economy. People also highlighted that homeworking is not possible for many, and that the creation of 20-minute neighbourhoods will support reduced travel distances for some services.

3.21 Regarding the *'Shift how people travel'* principle, people's comments included that buses are essential for a variety of short and long journeys, and that there is a need to also accommodate the needs of disabled people who don't drive or are not Blue Badge holders. Some responses highlighted that some disabled people need to use a car to make journeys, as active

travel is not always possible. Other responses indicated that a switch to a shared vehicle would be possible. Cycling, especially using e-bikes, is also considered viable for medium/longer length journeys too.

- 3.22 For '*Clean vehicle travel*' people suggested that we must not encourage electric vehicle use over more sustainable travel; but that they should only be promoted for essential vehicle trips. This should focus on reducing the need to own a vehicle and prioritise zero (not low) emission vehicles. A number of barriers to electric vehicle uptake for disabled people were highlighted including cost (particularly for large vehicles required for specific needs) and the need for home charging.
- 3.23 Based on the feedback summarised above and detailed in Appendix 2, the **following amendments are proposed to the key principles:**
- *Reduce the need to travel:* Avoiding or reducing the frequency and length of trips we make by motor vehicle (except public transport)
 - *Shift how people travel:* Prioritising walking, wheeling, and cycling for shorter journeys, and public transport for longer journeys
 - *Clean vehicle travel:* Vehicle travel to be zero (or low) ~~or zero~~ emission, powered by renewable energy sources

Priority areas and interventions

- 3.24 The survey asked how important each of the six **priority areas** for interventions are:
- Create an inclusive and integrated transport system
 - Develop streets and places that encourage and enable active travel
 - Increase public transport use
 - Reduce car use
 - Promote and facilitate the use of low and zero emission vehicles
 - Promote and use technology to reduce and manage travel
- 3.25 At least 70% said that they are all important or very important, with the exception of 'promote and use technology to reduce and manage travel' (57.8%). The highest levels of importance (important or very important) for all priority areas was from those who cycle for most journeys, with slightly lower (and often similar) levels for those who walk/wheel or use public transport for most journeys. Those who normally use the car (driver or passenger) attached the lowest levels of importance across all priority areas, with over 20% selecting not very important or not at all important for the majority of priority areas. See section 4 of Appendix 2 for more details. Additional key comments and suggestions raised by stakeholders and the public in survey responses included those set out in Appendix 3 of this report.
- 3.26 The survey asked to what level respondents agreed with the following selection of proposed **interventions:**
- Local neighbourhood mobility hubs
 - Strategic mobility hubs
 - Liveable City Centre
 - Expanded Ultra Low Emission Zone (ULEZ)

- Low Traffic Neighbourhoods
- School Streets
- Behaviour Change programmes

- 3.27 At least 60% of respondents stated that they strongly agree or agree with all of them, with over 70% for School Streets (71.6%) and Liveable City Centre (70.5%). Fewer than 20% either disagree or strongly disagree with all measures except Low Traffic Neighbourhoods (23.8%) and the expanded Ultra Low Emission Zone (ULEZ) (25.5%). See sections 3 and 4 of Appendix 2 for more details.
- 3.28 Additional key comments and suggestions on the proposed interventions (explained on pages 36-38 of Appendix 1) raised by stakeholders and the public in survey responses included those in Appendix 4 of this report.
- 3.29 Other comments and suggestions for developing and delivering the draft LTP5 documents raised by stakeholders and the public in survey responses are set out in Appendix 5 of this report.
- 3.30 Based on the feedback summarised in Appendix 4, the **amendments proposed to the six priority area names and proposed additional or revised interventions** are set out in Appendix 6.
- 3.31 Other suggested new or more detailed interventions will be addressed within the BSIP, LCWIP and other transport or wider strategies, or will be considered in more detail in developing the draft LTP5 and as schemes are taken forward for more detailed design and consultation.

LTP guidance

- 3.32 Further work on developing LTP5 will be informed by forthcoming updated guidance from the government on requirements for LTPs. This will replace the guidance issued in 2009 and is expected to be published in Spring this year. Following the publication of the government's Transport Decarbonisation Plan in July 2021, the government will also be releasing a local authority toolkit of guidance and information, to support local authorities in planning and delivering measures to reduce carbon emissions from transport. This will help local authorities build business cases, develop innovative sustainable transport policies, secure funding and deliver measures. This toolkit should therefore further support the development of LTP5.

Next steps

- 3.33 A draft LTP5 will be prepared in line with the new guidance and toolkit, to include a high level delivery programme and headline targets. This will be subject to a formal public consultation planned for summer/autumn 2022, with approval of the final LTP5 expected in winter 2022/23. In the meantime, the council will continue to work with partners, stakeholders and local communities to develop and deliver measures that will be funded from the council's LTP capital programme. The proposed capital programme for 2022/23 is the subject of another report on the agenda of this meeting.

4. Analysis and consideration of alternative options

- 4.1 Local highway authorities have a statutory requirement to have an LTP. It needs to be consistent with, and help to deliver, other citywide strategies, including the City Plan and 2030 Carbon Neutral Programme. It therefore needs to be up to date and include approaches to delivering transport improvements which will successfully help to address existing and forecast challenges, and grasp opportunities, in the city.

5. Community engagement and consultation

- 5.1 Effective and inclusive community and stakeholder engagement is essential for the delivery of a successful LTP5. This will depend on securing buy-in and support from all those affected by the plan, including residents, visitors, businesses, and local community and interest groups including equality and inclusion groups.
- 5.2 The focus of the initial engagement and consultation exercise in autumn 2021 was to seek feedback on the priorities and emerging proposed interventions, and to identify attitudes and concerns, and current travel patterns. Paragraph 3.4 of this report summarises the engagement activities undertaken during this public consultation.
- 5.3 Feedback from this initial LTP5 engagement and consultation will be used to inform the development of the more detailed draft LTP5 documents for a formal public consultation during summer/autumn 2022. This will be supported by a comprehensive engagement and communications programme, as was delivered for the autumn 2021 consultation.

6. Conclusion

- 6.1 This report summarises feedback to the initial engagement undertaken during autumn 2021 on the development of the fifth Local Transport Plan (LTP5) and seeks approval of amendments to some of the principles approved by this committee in June 2021, along with the priority areas and initial set of proposed interventions. The report also sets out the next steps in developing LTP5, including the work to developing the draft LTP5 documents for further public consultation later this year.

7. Financial implications

- 7.1 Transport improvements in the city, including maintenance of the existing network, are funded mainly by a combination of central government grants, national and regional funds (dependent on successful bids), including Local Enterprise Partnership (LEP) funding, capital borrowing financed through the revenue budget, surplus parking revenues, contributions from developers including Section 106 contributions, and investment by local bus, rail and other transport providers.
- 7.2 The LTP process provides future levels of Local Transport capital funding from the Government which will be invested to deliver transport

improvements in the city. The LTP process is the council's primary source of annual capital funding for investment in transport infrastructure, providing up to £6.400m per annum which is split between Highways Maintenance and Integrated/Sustainable Transport schemes. The 2022/23 LTP capital programme will be considered on the agenda of this meeting, and recommended for approval by Policy & Resources committee later this month.

- 7.3 The planned consultation and engagement for LTP5 has been funded within existing revenue budgets.

Name of finance officer consulted: Rob Allen Date consulted: 16/02/22

8. Legal implications

- 8.1 The Transport Act 2000, as subsequently amended by the Local Transport Act 2008, introduced a statutory requirement for local transport authorities to consult on and produce a LTP, to keep the LTP under review and to alter the LTP if considered appropriate. The LTP must include the authority's policies for the "promotion and encouragement of safe, integrated, efficient and economic transport to, from and within their area" and its proposals for the implementation of those proposals (s108 of the 2000 Act). The LTP can be replaced when the local transport authority deems appropriate. The final LTP will be considered and adopted by Full Council.

Name of lawyer consulted: Hilary Woodward Date consulted: 16/02/22

9. Equalities implications

- 9.1 Many residents currently face barriers to accessing education, health and employment. LTP5 will support in creating an inclusive, liveable city for everyone including disabled people, those on low incomes, vulnerable residents and young people, who are often the ones most affected by a lack of available public transport, high costs of travel and poor air quality.
- 9.2 The key outcomes for LTP5 include an accessible city with a transport network that everyone can use, where affordable door-to-door journeys for disabled people and residents living in suburban areas, can be made with ease and certainty. Many of the proposed interventions set out will support the delivery of this outcome, including those under the 'Create an inclusive and integrated transport system' priority area.
- 9.3 The future LTP5 will also seek to improve travel options for residents and visitors without access to a car, who are more likely to be lone parents, on low incomes, from disadvantaged communities, from BAME groups or disabled people. Walking, cycling and public transport are options for the majority of residents and visitors, unlike private vehicle journeys. An Equalities Impact Assessment would be required during the development of interventions.

10. Sustainability implications

- 10.1 The proposed LTP5 principles and priority areas as set out in the 'direction of travel' document support carbon reduction, improving health and air quality, and strengthening active and sustainable transport connectivity. The full set of interventions would improve sustainable travel options, including opportunities to reallocate road space in the city centre to walking and cycling. This, along with the encouragement of cleaner low emission vehicles and lower car ownership, will help the city to become carbon neutral by 2030 and contribute to the aims of a circular economy.

11. Other Implications

Social Value and procurement implications

- 11.1 There are no direct social value and procurement implications associated with the content and recommendations in this report.

Crime & disorder implications:

- 11.2 There are no direct implications arising from the development of LTP5. Key proposed outcomes of LTP5 include improved highway and personal safety: the emerging proposed interventions as set out in the 'direction of travel' document would contribute to improving road safety and personal security and, wherever possible, they would seek to support the aims and priorities of the council's Community Safety and Crime Reduction Strategy, especially in helping to deliver measures that improve the physical environment, ensure communities are stronger, and help people feel safer. Improvements are expected to include interventions that improve public spaces and streets so that people feel safer, while discouraging crime and anti-social behaviour.

Public health implications:

- 11.3 Transport and travel are critical to delivering the city's public health objectives as they contribute significantly to some of today's greatest challenges to public health, including road traffic injuries, physical inactivity, the adverse effect of traffic on social cohesiveness and the impact on outdoor air and noise pollution.
- 11.4 Key outcomes of LTP5 set out in the 'direction of travel' document include improved health and air quality. The emerging proposed interventions would help address the challenges through reducing the length or number of some vehicle trips, encouraging and enabling an increase in levels of active travel (for all or part of the journey) and a shift to the use of cleaner vehicles. LTP5 will help to improve air quality by reducing harmful emissions if people and deliveries switch from motorised transport or to cleaner vehicles. This will help deliver the objectives and actions set out in the council's Air Quality Action Plan, such as enabling greater use of alternatives to the car for some journeys. Creating less dangerous and more attractive environments through, for example, public realm schemes, will improve individual and

community health and quality of life, and contribute to the wider objectives of the Joint (council/NHS) Health and Wellbeing Strategy.

Supporting Documentation

1. Appendices

1. 'Developing a new Transport Plan for Brighton & Hove' consultation document (September 2021)
2. Consultation Report – LTP5 Consultation (February 2021)
3. Consultation responses to LTP5 Priority Areas
4. Consultation responses to LTP5 Interventions
5. General responses to LTP5 consultation document
6. Proposed amendments to priority areas and interventions

2. Background documents

None.