

Council

26 March 2015

Agenda Item 78

Brighton & Hove City Council

Subject:	Local Transport Plan		
Date of Meeting:	26 March 2015 19 March 2015 – Policy & Resources Committee		
Report of:	Executive Director Environment, Development & Housing		
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Ward(s) affected:	All		

The special circumstances for non-compliance with Council Procedure Rule 3, Access to Information Procedure Rule 5 and Section 100B(4) of the Local Government Act 1972 (as amended), (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) were that the LTP was required to be considered by the Policy & Resources Committee at its meeting on the 19th March 2015, and changes to the plan may have been required prior to it being finalised for approval by full Council. With no changes being required the report has been released at the earliest opportunity.

FOR GENERAL RELEASE**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 Local highway authorities have a statutory requirement to have a Local Transport Plan [LTP]. The document outlines how the council plans to manage and deliver transport in the future and, in doing so, where it intends to invest available funding, including the grant funding it receives from the government in the Local Transport Capital Settlement. The current LTP (known as LTP3) was approved in 2011 and therefore it is considered to be an appropriate time to review and update the plan.
- 1.2 The LTP should include a long-term Strategy and short-term Delivery Plan, including a capital investment programme of schemes and measures to maintain, manage and improve the city's transport network and assist in meeting much wider local and policy objectives to grow the economy, protect and enhance the environment, and improve the safety, equality and health of the city's residents, communities, businesses and visitors. The new document has been developed with due regard for key policy documents such as the council's Corporate Plan and City Plan; the city's Community Strategy and the Coast to Capital Local Enterprise Partnership's Strategic Economic Plan. It will therefore provide robust evidence and a clear indication of the City Region's and council's strategic and local needs and priorities when submitting bids for additional funding to invest in the city's Transport infrastructure, especially where additional investment will support the delivery of sustainable economic growth or measures that will protect public health within communities and support environmental sustainability within the city's local built and natural environments.

- 1.3 The Environment, Transport & Sustainability [ET&S] Committee considered a report about the development of the new LTP, known as LTP4, which included an outline of the proposed framework and content of the final document, and explained the public engagement and discussion that has taken place to assist in developing the draft plan. The ET&S Committee endorsed the framework and sought endorsement of the draft LTP4 from this Committee, prior to its consideration and approval at Full Council in March 2015.

2. RECOMMENDATIONS:

- 2.1 That the Committee recommends Council to approve the draft Local Transport Plan [LTP4], as attached in Appendix 2 in March 2015.
- 2.2 That the Committee authorises the Executive Director for Environment, Development & Housing to make presentational and other minor changes to the Local Transport Plan and the report before its submission to full Council.
- 2.3 That the Committee approves the 2015/16 Local Transport Plan capital programme budget of £5.450 million for the Capital Renewal (Maintenance) and Integrated Transport work programmes set out in Appendix 3.
- 2.4 That the Committee approves funding for the LTP programme of £4.261 million from the LTP 2015/16 grant allocation as set out Appendix 3, and up to £1.189 million brought forward from the LTP 2016/17 grant allocation specifically to contribute towards the LTP capital renewal/maintenance block allocation to:-
- a) complete the final phase of works on the King's Road Arches (east of the i360 site); and,
 - b) enable the Executive Director of Environment, Development & Housing to work with the Head of Property & Design and Assistant Chief Executive to identify and review the potential opportunities presented by the structural condition of the now vacant, former West Street Shelter Hall and develop designs to rebuild the structure and revise the junction layout, as set out at paragraphs 3.15 to 3.17 of this report.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The government process which requires local authorities to have a Local Transport Plan [LTP] recommends that the plan should 'best meet the area's needs'. It no longer requires authorities to follow prescriptive guidance in terms of content and timescales, and allows discretion as to how this is approached. The development of the new LTP for the city builds on the previous plan (LTP3), and the success of schemes and measures that have been delivered. This includes the overall approach to developing the Strategy and the principles that feature within the Delivery Plan.
- 3.2 The creation of the Coalition Government in 2011 has led to a number of changes in local transport governance and funding, primarily based on decentralising and devolving power, decision-making and funding to more local levels. Although this has not directly affected the LTP process, it has altered the

ways in which authorities have been able to access and secure additional funding for transport measures.

- 3.3 The principle focus of the government is to ensure that the country has modern transport infrastructure to support and grow a dynamic economy, as well as improve people's well-being and quality of life, and their local environments. This will be achieved by making the transport sector more sustainable, with tougher emission standards and support for new transport technologies. There is a particular emphasis on the role of sustainable travel in delivering local transport solutions, especially for some shorter journeys.

The Strategy

- 3.4 The new LTP therefore includes a number of high level goals that reflect the broad range of outputs that the government expects local transport to support, enable and deliver in a variety of ways, especially when investing capital grant funding. These are similar to those included in LTP3, and are summarised as:-

- Grow the Economy
- Reduce Carbon
- Increase Safety & Security
- Provide Equality, Mobility & Accessibility
- Improve Health & Well-being
- Enhance the Public Realm
- Encourage Respect & Responsibility

- 3.5 These goals are supported by more detailed, strategic transport objectives which are consistent with or reflect the policies and aspirations of a significant number of local strategies that have been reviewed and/or approved by the council. A significant amount of data, statistics and surveys have also become available in recent years, such as the 2011 Census, the city's 2013 Joint Strategic Needs Assessment and results from the annual National Highways and Transport [NHT] Survey. This information and evidence has also been used to help inform priorities and issues that can be addressed through targeted investment. The LTP4 will outline a range of projects that will help achieve these objectives and goals by focussing on renewing roads, pavements, highway structures and street lights; increasing the choice and safety of transport choices for everybody; and using technology and information to reduce congestion and improve air quality, and therefore residents' health and well-being. The primary focuses of the planned investment are based on people, their local neighbourhoods, the places they want to travel to and from, and the different routes and forms of transport that they use to travel. Those three key themes are summarised as:-

- People and Communities
- Places and Destinations
- Links and Routes.

- 3.6 The long-term Strategy for delivering transport improvements looks ahead to 2030, in line with the City Plan. It includes the proposed Vision Statement, high level goals and their associated local, strategic transport objectives.

The Delivery Plan

- 3.7 The LTP Delivery Plan is proposed to cover 4 years (2015/16 to 2018/19) and will set out plans and priorities for investing transport funds that will help to meet the strategic transport objectives. Indicators will be developed to enable the progress made towards meeting objectives to be monitored. The indicators will assist in reviews of the Delivery Plan programmes, alongside consideration of the overall levels of funding available for Transport which will continue to be considered and approved annually by the relevant service committee, following approval of the council's overall budget. A full review of the Delivery Plan is proposed to begin in 2018, in order to inform the development of the next Delivery Plan and/or the overall Strategy.
- 3.8 The Delivery Plan will continue to be based around three simple themes - 'maintain, manage and improve' – which help to outline the broad approach taken to delivering investment in the city's transport network. They are outlined in more detail in Appendix 2. The broad principles that will also underpin the development and delivery of measures will include being innovative and creative; providing and using accurate/robust information; involving partners, stakeholders and communities; ensuring integration and co-ordination; and securing additional investment. The process by which investment is identified and planned is summarised in five separate steps, proposed as being: develop ideas and concepts; deciding on priorities; designing measures in more detail; delivering the project; and determining its success in meeting aims and objectives.
- 3.9 The overall 4-year LTP4 Delivery Plan will be structured in a way that will not constrain the council to delivering schemes, projects or programmes within a specified timeframe. It will provide flexibility in progressing schemes, in order to respond to the future levels of funding available to invest in transport, and changing or new local priorities. Combining LTP budgets with funding from other investment programmes, or using them to match-fund other investment will also help to achieve this, and the council has been very successful in doing this in recent years. Since 2009, more than £30 million has been secured to improve the city's transport network, over and above the capital grant from LTP settlements and the other sources of revenue funding available.
- 3.10 The Delivery Plan will continue to focus on achieving value for money and efficient working by delivering co-ordinated packages of maintenance works and transport improvements, wherever possible, that minimise disruption when being delivered and maximise benefits when completed. Its development and content will be informed by assessing locations and corridors against a number of different issues and identifying where a more comprehensive approach to addressing them could help meet a number of the objectives in the Strategy.
- 3.11 For example, consideration of factors such as local population statistics; indices of deprivation; the city's Air Quality Management Areas; locations of local shopping areas and other key destinations and the routes used to reach them; the amount of accessible infrastructure; areas in need of local regeneration; road safety problems; and maintenance requirements will help identify locations where investment will help mitigate or resolve problems. Suitable, affordable and co-ordinated packages of work can then be developed based on such factors and will be delivered alongside other ongoing specific work programmes of

freestanding schemes that will include maintenance, sustainable transport, interchanges, traffic management and road safety, and urban realm improvements.

2015/16 LTP Capital Programme

- 3.12 The proposed allocation of funding to projects within the first year (2015/16) of the Delivery Plan for the new LTP is set out in Appendix 3. The level of LTP funding provided by the government for 2015/16 (£5.682 million) is significantly reduced compared to 2014/15 (£7.479 million) and therefore works on any new, major projects solely requiring LTP funds are unlikely to be able to be started during 2015/16.
- 3.13 The proposed allocation of funds enables investment to continue on committed and prioritised schemes, which are set out in two separate blocks of money for renewal/maintenance and integrated transport for 2015/16. However, the initial £5.682 million figure is reduced by approximately £1.421 million due to a repayment to reserves which was used to help fund the A259 King's Road arch strengthening works adjacent to the i360 site in 2014-15, as agreed by Policy & Resources Committee in March 2014.
- 3.14 Significant works to assess and strengthen highway structures across the city remain a high priority in order to ensure that they remain in a safe condition and are fit for purpose. This work requires a significant amount of investment to assess, maintain and renew structures which are a critical, but ageing, part of the seafront's infrastructure. This issue has been recognised, fully explored and was reported on by the council's Seafront Infrastructure Scrutiny Panel in 2014.
- 3.15 Therefore, the main priority within the LTP capital renewal/maintenance block in 2015/16 is a proposed allocation of £1.4 million to complete the final phase of strengthening of the A259 Kings Road Arches project, which was approved in January 2013. The arches are adjacent to the site of the i360 viewing tower which is now under construction. This proposed funding allocation includes a £1.189 million additional requirement from reserves to be replenished from the 2016/17 LTP allocation. The main benefits of applying forward funding to complete these works during 2015/16 will be financial efficiencies due to the contractor currently being, and remaining, on site and also enable the revised, co-ordinated plan for accommodating the i360 construction works programme to be implemented and complied with.
- 3.16 In addition, the condition of West Street Shelter Hall seafront structure, which was built in the 1880s and supports the upper promenade at the junction of the A259 (King's Road) and West Street, was assessed in 2013. Consequently, it was required to be vacated and has been temporarily, internally propped with scaffold using a complex, internal scaffold structure (at an approximate cost to the council of over £100,000 per year) and is the next priority for reconstruction within the council's seafront structures programme. The structure is directly adjacent to the proposed Waterfront Central site, and the A259/West Street junction which is a key part of the pedestrian and cyclist route to/from and along the seafront (especially from Brighton Station) and provides direct access to a number of city centre parking spaces, including Churchill Square.

- 3.17 The pressing need to rebuild this particular structure presents an opportunity to fully assess this section of the seafront and the associated highway structures, and the operation of the junction. The proposed funding allocation to this project (£250,000) will enable the site to remain safe and work to begin in earnest, with due regard to the current status of the Waterfront project proposals. Progress would enable design options to be developed that would be considered as part of the two bidding processes that the council will be pursuing, either through the government's new Highways Maintenance Challenge Fund bid, or the development of a Business Case for LGF money from the LEP.
- 3.18 Within the Integrated Transport block of funding, it is proposed to give priority to delivering a number of existing, approved schemes, such as Brighton Station Gateway and 20mph speed limits. The proposed 2015/16 programme also includes local funding contributions as commitments required to support strategic Local Growth Fund projects. These include £200,000 for Phases 1 and 2 of the Valley Gardens project which has recently received final approval by the Coast to Capital Local Transport Body, on behalf of the LEP, to receive £8 million between 2015/16 and 2017/18, which will be matched by a total £1.6 million local contribution from the council over those 3 years. The project's development has been considered by the council's Environment, Transport & Sustainability Committee on a number of occasions; most recently on 17 March this year. Funds have also been identified to support other projects which are the subject of applications for other additional funding streams. Sums will only be allocated to certain projects if the results of, as yet, undecided bids are successful. The programme will also deliver ongoing local priorities and programmes for investment in improvements such as road safety schemes and pedestrian crossings.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 Local highway authorities have a statutory requirement to have a Local Transport Plan [LTP]. The LTP therefore needs to be consistent with, and will help to deliver, other citywide strategies. It therefore needs to be up to date and include approaches to delivering transport improvements which will successfully help to address existing and forecast issues in the city.
- 4.2 Since 2011, the country has been experiencing the effects of the worldwide economic recession, although research has shown that the city has demonstrated a good degree of economic resilience. In that same period, a significant amount of progress has been made in the city to improve travel and transport as a result of securing and investing Transport funding and resources. New national, regional and local data and evidence have also been published and various strategies, policies, plan and priorities have been reviewed and updated. In that same period, the council has had to address ongoing reductions in government grants and support, and will have to continue to do so for the next few years. This requires consideration of the likely implications for budgets that support or deliver transport and travel options for the city, such as supported bus services and management and charging for parking.
- 4.3 New partnership working across wider areas, such as the establishment of the Coast to Capital Local Enterprise Partnership and the Local Transport Body, and the emergence of the Greater Brighton City Region as a result of the successful

City Deal application has also changed the way in which transport needs to be considered and can be provided. More local initiatives, such as Neighbourhood Plans, have also helped identify issues within the city and its communities. The formal establishment of the South Downs National Park and the newly designated Brighton and Lewes Downs Biosphere will materially influence the way in which the city is used and managed. It is therefore considered to be an appropriate time to update the LTP.

- 4.4 The content of the proposed new document, in terms of the overarching strategy and the majority of the measures that are being proposed or will be investigated, will not vary significantly from those included in LTP3. Therefore, other background studies or analysis underpinning that document still remain valid and have been taken into account in developing the new LTP.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 As well as new data and survey results, the development of LTP4 has drawn on a considerable amount of consultation and evidence from current/recently approved strategies and plans. The new LTP has regularly been the subject of a number of active discussions during meetings of the city's Local Strategic Partnership's Transport Partnership, which have helped to shape and influence the new document. The Transport Partnership includes a wide range of interests, including those who use or provide transport within in the city.
- 5.2 Some specific LTP4 workshops have been held to help identify the needs of communities who have 'protected characteristics' (those against which discrimination is unlawful) as defined by the Equality Act 2010. These involved representatives from many groups including the Older People's and Youth Councils, the Fed(eration for Disabled People), and Speak Out (an independent charity which supports adults with learning disabilities).
- 5.3 Opportunities to further engage with a wider range of interests have also been taken such as a workshop for city councillors; a Community Works Network event; an Age-Friendly City Forum; a focused discussion with people with learning disabilities; a stakeholder event with representatives from the other Strategic Partnership themed partnerships; and meetings with Rottingdean Parish councillors and local bus company operators. The outputs and feedback from these events have helped to refine the overall approach to the LTP and confirm principles and priorities, as well as considering the relative merits of particular transport measures that could be used to achieve them.
- 5.4 The council also seeks public views in order to inform the development of specific schemes or projects through public consultation, and this process will continue in relation to any individual proposal that comes forward within the duration of the LTP4.

6. CONCLUSION

- 6.1 The Committee is being requested to consider and endorse the current, draft LTP4 document. As the LTP4 will be a new council strategy document, it is also required to be approved by Full Council.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The LTP4 will provide the basis for outlining how future levels of Local Transport capital funding received from the government will be invested to deliver transport improvements in the city. This funding will be split between programmes of work for Maintenance and Integrated Transport schemes. The council has now been advised by the Department for Transport of the following agreed and indicative sums of Local Transport capital grant to be received over the LTP4 period.

Allocation	Confirmed allocation (£'000) 2015/16	Confirmed allocation (£'000) 2016/17	Confirmed allocation (£'000) 2017/18	Indicative allocation (£'000) 2018/19
Integrated Transport Block	3,059	3,059	3,059	3,059
Maintenance Block	2,623	2,404	2,332	2,110
Total Grant Funding	5,682	5,463	5,391	5,169
Repayment to Reserves	(1,421)			
Total Funding Available	4,261	5,463	5,391	5,169

- 7.2 The council's 2015/16 capital programme was agreed at Budget Council in March this year, and Appendix 3 of this report sets out the proposed use of the £4.261million available funding in 2015/16. The 2015/16 funding takes account of the repayment to the council's capital reserves for the forward funding in the 2014/15 LTP capital programme, as approved at Policy and Resources Committee in March 2014.
- 7.3 It is proposed that the 2015/16 LTP programme is funded from the approved LTP funding allocation of £4.261 million and £1.189 million of 2016/17 LTP funding. The £1.189 million would be forward funded temporarily from reserves which would be replenished from the 2016/17 LTP allocation. This will result in the 2016/17 LTP capital programme being reduced by £1.189 million and therefore could limit flexibility to allocate funds in that year. The confirmed allocation of LTP funding for 2016/17 from the government will be £5.463 million.
- 7.4 Future years' capital programmes will require Policy and Resources Committee approval.
- 7.5 The LTP capital programme will support bids for other funding opportunities such as the Local Highways Maintenance Challenge Fund and Local Growth Fund.

Finance Officer Consulted: Monica Brooks

Date: 03/03/2015

Legal Implications:

- 7.6 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 Local Transport Plan [LTP], to keep the LTP under review and to alter the LTP if considered appropriate. The LTP may be replaced as the local transport authority thinks fit.

7.7 The Local Transport Plan is required to be adopted by Full Council.

Lawyer Consulted:

Elizabeth Culbert

Date: 24/02/2015

Equalities Implications:

7.8 The consultation undertaken on developing the LTP4 has focused on securing, understanding and taking into account the views of people who are identified as having 'protected characteristics' (those against which discrimination is unlawful) as defined by the Equality Act 2010. They have been invited to attend and participate in a number of events in order to develop the LTP4.

7.9 In developing specific projects and programmes, the needs of these communities will also be prioritised from the outset, and wherever possible will be incorporated into projects and scheme designs in order to overcome barriers to movement that may be experienced. In doing so, this will ensure that the transport network is made accessible to all, irrespective of any protected characteristic. The development of the LTP4 has taken account of the council's Equality & Inclusion Policy, and an appropriate level of Equalities Impact Assessment has been undertaken in line with it.

Sustainability Implications:

7.10 Achieving continued and increased levels of sustainability through transport policies and strategies and investment in transport and highway infrastructure and initiatives is a principal aim of the council. The council's One Planet Living Sustainability Action Plan outlines key measures that are currently in place and will continue to be within LTP4. Examples include a focus on active travel – walking and cycling – which are zero-carbon forms of transport, and measures to reduce the need to travel which reduce levels of traffic and congestion and therefore related emissions. As part of the LTP4, a Transport Carbon Reduction Plan will be developed to help focus on and deliver the specific objectives within it. Sustainable techniques and practises are also used during construction and engineering works, such as recycling materials and improving the city's street lighting.

Any Other Significant Implications:

7.11 As the LTP is a strategic document for the city, and transport and travel have a significant role in supporting and helping achieve the city's and council's wider objectives across a number of service departments. These are set out in Appendix 1.

SUPPORTING DOCUMENTATION

Appendices:

1. Other significant report implications
2. Draft LTP4 document
3. Proposed 2015/16 LTP Capital Programme

Documents in Members' Rooms

1. None

Background Documents (include)

1. 2011 Local Transport Plan
2. The Connected City – Sustainable Community Strategy for Brighton & Hove
3. Brighton & Hove City Plan - Part 1
4. Brighton & Hove Joint Strategic Needs Assessment 2013
5. Coast to Capital LEP Strategic Economic Plan
6. Policy & Resources Committee report – 20 March 2014 : 2014/15 LTP Capital Programme