

Brighton and Hove City Council Urgent Response Transport Action Plan and policy framework

Urgent Response Transport Action Plan – updated September 2020

Executive Summary

The urgent response transport action plan was last updated at the Environment, Transport and Sustainability Committee on the 23rd June. The following table summarises the status and next steps for each of the schemes as of 15th September. Further details on each scheme are contained within the action plan update that follows.

Action Plan Stage	Scheme	Status	Proposed way forward
Short-term Urgency Response	Madeira Drive	Complete	Amend scheme as per recommendation 2.3 in main report
	Old Shoreham Road temporary Cycle Lanes	Complete	Amend scheme as per recommendation 2.2 in main report
Medium-term – (Tranche 1 - Emergency Active Travel Fund)	A259 Cycle Lane improvements Palace Pier Roundabout to Fourth Avenue	Complete	Monitor and report back to committee at a later date as per recommendation 2.1 in main report
	The Old Town – (The Lanes)	Complete	Monitor and report back to committee at a later date as per recommendation 2.1 in main report
	Footway widenings	Complete	Monitor and report back to committee at a later date as per recommendation 2.1 in main report
	Queens Road from the Clock Tower to North Road	On-hold	Additional funding to be identified as part of a future LTP programme
	North Laines	Complete	Monitor and report back to committee at a later date as per recommendation 2.1 in main report
	A23 Cycle Lane improvement by Argyle Road	On-hold	Some elements have been installed such as CCTV, but final elements on hold whilst access issues for refuse collection are resolved
	School Streets	Out of 14 proposed schemes: - 6 x complete	Monitor and report back to committee at a later date as per recommendation 2.1 in main report

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		4 x pending 3 x awaiting input from schools 1 x withdrawn	
	A23 Valley Gardens to Cheapside	On-hold	To be reviewed as part of the Tranche 2 – A23 London Road Active Travel Corridor Scheme, subject to funding
	Bikeshare – additional hubs to support temporary active travel measures	Out of the six planned sites: - 1 x complete 3 x pending 2 x under review	Monitor and report back to committee at a later date as per recommendation 2.1 in main report
Long-term (Tranche 2 – Emergency Active Travel Fund)	Five schemes were included in a bid submission to the Department for Transport – Details included in Section 6.3 of this document	Waiting for funding announcement	A report to be brought to a special or urgency committee following outcome of the funding submission as set out in recommendation 2.4 in the main report
Completed Schemes/Schemes to be considered under a future LTP programme	Richardson Road - Closures	On-hold	To be removed from the Action Plan and considered as part of a future LTP programme
	City Wide Traffic signals – priority for walking and cycling	Complete	No further action required
	Signalised pedestrian crossings – increased priority for pedestrians	Complete	No further action required
	St James Street pedestrianisation	On-hold	To be presented to a future ETS committee as a separate report.
	Boundary Road/ Station Road	Progress under a different programme of works	To be progressed as part of the interim LTP programme.
	Dyke Road to A27 – Not eligible for Tranche 2 funding, not suitable as a	On-hold	To be removed from the Action Plan and considered as part of a future LTP programme

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	temporary measure and will be picked up within the LCWIP		
	St Georges Road – Not eligible for Tranche 2 funding will be considered in review of LTP programme	On-hold	To be removed from the Action Plan and considered as part of a future LTP programme
	Basin Road South	Complete	No further action required
	Lewes Road mandatory cycle lanes enforcement	Complete	No further action required
	A259 Roedean Road to Ovingdean Roundabout Bus Lane	On-hold	To be removed from the Action Plan and considered as part of a future LTP programme
	Hanover Low Traffic Neighbourhood	On-hold	To be removed from the Action Plan and considered as part of a future LTP programme

1. Background

The coronavirus (Covid-19) public health crisis has had a significant impact upon the lives and health of people in the city, as well as significant economic consequences. It has also resulted in cleaner air and quieter streets and an increase in residents cycling and walking.

As the city begins to see more people go back to work, there is need for residents to carry on cycling and active travel. With public transport capacity reduced, the city could experience significant congestion unless an increase in alternative sustainable options including cycling is facilitated.

The current phase of the public health crisis also involves a need for physical distancing. This means that pedestrians will need more space, retail premises need space for queuing and restaurants and cafes also need more space to be able offer a service outside their premises.

As a result of these changes to how people are traveling and using space, towns and cities in the UK and around the world are making or proposing radical changes to their highway networks to accommodate active travel. Re-allocating road space for active travel will not

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only help the city to respond to the next phase of the pandemic but will also promote healthy and active living to help the city become more resilient for the future.

On 9th May 2020, government issued statutory guidance *Traffic Management Act 2004: network management in response to COVID-19*. The guidance refers to a once in a generation opportunity to deliver a lasting transformative change in how we make short journeys in our towns and cities.

In advance of this guidance being issued, the City Transport service took some immediate steps to ensure the continued delivery of vital services, support vulnerable people and keep the city moving, including:

- Introducing 24hr concessionary bus travel for disabled and older people to support them in accessing shops earlier in the day to buy essential items
- Automatic renewal of concessionary travel pass holders to ensure continued provision during the pandemic
- Prioritising parking enforcement on unauthorised disabled bay parking and dangerous obstructions to support disabled road users.
- Closing Madeira Drive to provide more outdoor space for exercise during lockdown and to reduce the safety risk to people walking and cycling
- Providing free parking for social carer workers and NHS staff in on-street parking bays and Council-owned car parks to ensure key workers can continue to provide essential care to the most vulnerable during the crisis
- Automatic renewal of Blue badges and completion of eligibility assessments for new applicants by phone, instead of face-to requests
- Making the Bike Share scheme available for free to NHS staff and council-contracted care staff during the pandemic, to support the continued care of vulnerable people in the city
- Ensuring important larger-scale redevelopment work in the city can continue with staff working on site taking precautions to protect themselves and the public in line with government guidance.
- Ensuring all necessary highway inspections are taking place and essential works and repairs are completed in a timely way by adjusting working practices to maintain social distancing and new processes that limit the amount of contact staff have with one another.

Many ad hoc requests for further measures are being received, particularly related to cycling and walking. The seafront in particular is the focus of many of the concerns being expressed by the public. This has only increased the need to act quickly.

In response to the pandemic the council has accelerated the work being carried out on walking and cycling in the city. An Interim local Walking and Cycling Infrastructure Plan (LCWIP) has been developed and approved. This has identified and assessed the key corridors that could be progressed quickly with a coherent and strategic approach. Key elements of the plan have been added into this action plan.

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2. Key challenges for Transport Network Management

The pandemic has transformed the context in which transport across the city is operating and has highlighted some key challenges:

- The need to impose physical distancing measures has highlighted some of the inadequacies inherent in the way space is allocated on the public highway and in public spaces generally.
- A significant reduction in public transport services, at a time when it is vital for key workers to access workplaces safely, has highlighted the currently lack of high-quality routes for cycling for use as an alternative mode which allows social distancing.
- Reduced levels of motor traffic have encouraged many people to turn to walking and cycling, but issues remain with road danger as speed has increased on many roads
- Local businesses are struggling to survive and will need to find new ways to reach their customers
- Vulnerable people have been unable to leave their homes and many have had to rely on the council to provide them with essential supplies.

Whilst there may be a desire to return to the status quo, pre-Covid-19, this is not likely to be possible for transport and environmental objectives. When planning a transport response to the current situation a key consideration should be avoiding a return to pre-existing motor traffic levels. During the lockdown vehicle movements have been 60% lower than usual, although there is beginning to be an increase as the lockdown continues and demand for parking is expected to rise considerably as the measures are eased.

Clearly, with a focus on social distancing, there is a risk that the good work undertaken in the city to encourage the use of public transport over cars could be undone. To manage this there will be a need for traffic reallocation, together with measures that further promote and enable sustainable forms of travel.

3. Key principles

In context of Covid-19, key principles for the Transport response are identified as follows:

A. Support vulnerable people

More than 3000 people in the city have either been identified by their GPs as being clinically extremely vulnerable (or shielded) or have requested additional support from the government. Working with the local NHS and key partners we are reaching out to all these residents to ask what help they need through our community advice and support hub.

Any changes to the kerbside, including the reallocation of road space or parking suspensions, will need to consider vehicle access for vulnerable households.

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B. Enable compliance with government guidance

'Lockdown' and social / physical distancing have been the main tools available to reduce virus transmission. The need for distancing is likely to continue well into the recovery period or until such time as other tools become available.

C. Enable essential journeys to be made safely

Key workers, including those providing health and social care, will still need to travel if a further lockdown is put in place. As restrictions ease, wider groups are likely to be added to the current list and trip making will increase. Journeys both on public transport and by road need to be managed to ensure safety and to maintain low levels of private motor vehicle traffic.

D. Support the local economy

As restrictions ease and businesses reopen those that rely on footfall and face to face customer contact, e.g. markets, and more compact shopping areas, e.g. the Lanes, may find conditions particularly difficult. New options for linking businesses and their customers may need to be explored.

E. Plan for now, near and longer term

The council has taken urgent actions to date, principally to satisfy B and C above – protecting public health by enabling physical distancing and reducing road danger. Beyond this we are now considering how to manage the transport network. We therefore need a phased approach to our response.

F. Consistency and transparency

Any measures, particularly changes to the highway, must be carefully considered and sit within the existing policy and legislative framework, including our approach to road danger reduction and the relation of this to the Covid-19 public health context. The Council's actions must be clear and transparent to stakeholders.

4. Government's lockdown exit strategy

Government have released an Emergency Active Travel Fund where Brighton & Hove were awarded £663,625 in Tranche 1. A further bid for Tranche 2 was submitted on 7 August for a further programme of works to the value of £2.68m.

The table below summarises the key stages in the exit strategy since the action plan was last published.

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DATE	ACTION
13 Jun 2020	UK lockdown eases: Households with one adult may become linked with one other household of any size, creating a 'support bubble'
15 Jun 2020	UK lockdown eases: <ul style="list-style-type: none"> • Non-essential retail reopens. • Face masks are required on public transport.
25 Jun 2020	BHCC awarded £663,625 Emergency Active Travel Funding (Tranche 1) for implementing 21 urgent, temporary walking and cycling measures, including A259 scheme.
04 Jul 2020	UK lockdown eases: <ul style="list-style-type: none"> • Hospitality begins to reopen.
10 Jul 2020	DfT issues invitation for Local Authorities to bid to Tranche 2 of the EATF.
27 Jul 2020	Department for Transport issues new guidance on cycle infrastructure design that details specific quality requirements, including the use of segregation to safely separate cyclists from other road users.
07 Aug 2020	BHCC submits Emergency Active Travel Fund Tranche 2 bid for £2.68m to deliver 5 key cycling schemes + 13 complementary measures.
Early Sep 2020	All children return to school .
14 September	UK lockdown restrictions increased: Rule of 6 – no more than six people can meet in a group, both indoors and outdoors.

Whilst the government have eased lockdown measures over the last few months, on 14 September, restrictions began to increase and are expecting to continue in this manner until the R-Rate returns to below 1.

The guidelines will continue to address:

- The continued need for social distancing until a vaccine has been developed.
- Wearing of personal protective equipment and adherence to enhanced cleaning and hygiene protocols where social distancing is not possible.
- Plans to avoid overcrowding on public transport.
- Constraints on indoor work environments and the need for people to continue working from home.

The Secretary of State for Transport has also issued new guidance “The Traffic Management Act 2004: network management in response to COVID – 19. This guidance will support the Action Plan.

5. Legal considerations

Any changes to the highway have to conform to the legislation that is available. The Road Traffic Regulation Act 1984 provides the powers for Highway Authorities to close roads,

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make one ways and other changes. Traffic Regulation Orders (TROs) are permanent, experimental or temporary; each type has specific processes that have to be followed in relation to consultation and engagement with the community, including specific requirements on advertising and consultation.

Permanent TROs are advertised first to allow anyone to object to the order and they have 21 days to lodge an objection that has to be either reconciled or taken through a formal consideration process (a committee decision). Experimental orders have to be advertised as an intention for 7 days and can then be implemented for a period of 18 months to trial a scheme. There is a 6-month objection period from the start of the order.

Temporary orders have specific reasons as to why they can be used and are normally related to road collapses or works on the highway where the road has to be closed to facilitate works or for the safety of the public. This is the process that was used for Madeira Drive due to the risks to pedestrians and cyclists with speeding vehicles and increased use of the road. The road only has a limited number of businesses and all of these are currently shut so this is a unique road. Normally shutting roads in the city centre, with the need to maintain access for residents and businesses, would have to follow the full permanent or experimental route and associated consultation.

Lane closures and changes to footways can be made using delegated powers without the need for Traffic Regulation orders.

The DfT have relaxed some of the requirements for advertising, but this has not changed the process so will have little effect in shortening the process.

6. Interventions

The measures below detail the identified interventions that could be carried out in the city as a package of measures to help the city until some level of normality returns. They are broken down into 3 phases of work, short term (urgent response), medium term (Emergency Active Travel Fund Tranche 1), and long-term recovery (Emergency Active Travel Fund Tranche 2). A number of other measures were assessed and not progressed for a variety of reasons. The short-term strategic network analysis has been undertaken as part of the Interim LCWIP, which feeds into this work.

6.1 Short Term – Urgent Response

1. Madeira Drive

Background

Madeira Drive has been closed to vehicular traffic between the bottom of Dukes Mound and the Palace Pier Roundabout since the beginning of lockdown to facilitate walking and cycling for local residents and to reduce the risk to people accessing the road due to speeding

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vehicles. Access for businesses has been maintained using Dukes Mound and a steward is in place from 8am to 8pm. Blue Badge holders are able to access the Black Rock car park and some bays close to the closure point. They are also allowed through the closure to use the changing facility at the Colonnade.

Some local businesses and some individuals who use the road, particularly those accessing the disabled changing facility, are requesting that the road is opened again as the urgent need for the area is diminishing as lockdown restrictions are eased. Others are asking that the changes be made permanent. Two petitions on Madeira Drive were put to full council in July - one supporting the closure to remain and the other to open the road. Demand for access to the seafront is increasing and the loss of parking income as a result of the continued closure is significant.

Action Plan Update

The road is still closed to vehicular traffic and managed by stewards close to the bottom of Dukes Mound. The closure has been well supported by some as it creates an area that can be used safely to walk and cycle, but the businesses are unhappy with the restriction as they feel that the closure limits access to their business. Blue Badge holders are currently restricted in how they access the road and complaints are being received. Returning the road back to its original configuration will remove the opportunities that the closure has offered by increasing space for walking and cycling. There is some confusion in how the road is used as generally pedestrians still use the Esplanade and cyclists the cycle lane. The number of business now open has resulted in a significant number of vehicles accessing the closed road at speed. This is putting vulnerable road users at risk as often family groups are in the middle of the road with delivery vehicles travelling at speed past them. The Police have raised a major concern related to a gun club that operates on Madeira drive as members now have to access the club walking with live ammunitions.

Full details of the public survey feedback and ETRO formal responses can be viewed in Appendix C.

Options

Officers have considered that a full closure is difficult to maintain in the long term with the need to facilitate the development at Black Rock and access for Blue Badge holders, but the closure has made a real difference to how pedestrians and in particular cyclists can share the area. Businesses also support the road being open for access.

Officers have considered access concerns raised by traders and Blue Badge Holders and have liaised with stakeholder groups to provide a design solution which can be implemented to provide pedestrian and cycle improvements while creating better Blue Badge Holder access and loading and parking bays to support the traders.

This solution will introduce a one-way access from the Palace Pier roundabout to the bottom of Dukes Mound and create more walking and cycling space by removing the parking on the southern side of the road. Parking would remain on the northern side of the

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road and this would provide 70-80% of normal Pay & Display parking capacity and revenue. An indicative drawing along with details of the impact on parking is provided in Appendix B.

This option allows the cycle lane to be moved onto the carriageway creating a wider Esplanade and a defined area for people reducing the risk to cyclists and pedestrians, allows access for Blue Badge Holders to significant numbers of parking bays and creates defined crossing points where the steps from Marine parade meet Madeira Drive. Stewarding is no longer required and access to businesses including the Gun club is reinstated.

Updated status:

It is recommended to re-open Madeira Drive to one-way traffic by introducing a one-way access point from the Palace Pier roundabout to the bottom of Dukes Mound and create more space for walking and cycling by removing the parking on the southern side of the road. Closing or making the road one-way will require a Traffic Regulation Order. It should however be noted that the option outlined in Appendix B represents an outline design and can be amended through detailed design.

2. Old Shoreham Road temporary Cycle Lanes

Background

The new temporary cycle lanes on Old Shoreham Road have been in operation since 11th May 2020 with light segregation in the form of flexible bollards being installed around 25th May. A risk assessment was carried out prior to the implementation of this scheme and a full independent Stage 3 Road Safety Audit was carried out following completion. Neither document identified any significant cause for concern and the route continues to be monitored in terms of usage and user feedback.

Monitoring

Data collection has included traffic volume and speed as well as changes in the number of cyclists using the route. We have also reviewed changes in use of nearby BikeShare hubs as an indicator of increased cycle uptake in the surrounding area.

Following feedback on congestion around the Olive Road junction in the early stages of the scheme we also commissioned queue length surveys at this location.

The monitoring data collected for this scheme along with a summary of the public survey feedback and other representations can be viewed in Appendix C.

Below is a summary of the key monitoring data and trends that have been identified to date:

- 61% increase in the number of cyclists using the new section of cycle lane
- 8-15% increase in the number of cyclists using the existing cycle facilities to the east of the scheme
- Between 10% and 74% increase in Bikeshare use in the 4 nearest hubs during May and June compared to the same period last year. This compares to a city-wide increase in usage of less than 2% over the same time period.

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- 14% reduction in the number of vehicles in both directions within the scheme area (12-hour, 7 day average)
- 11% reduction in the number of vehicles to the west of the scheme area (12-hour, 7 day average)
- A reduction in average vehicle speed of 1mph between 7am and 7pm within the scheme area. This equates to a potential fall in the accident rate by 6% during these times¹.
- In contrast, there has been an increase in average vehicle speed of 2 mph to the west of the scheme area (between 7am and 7pm) where two lanes of traffic have been retained in each direction. This equates to a potential increase in the accident rate by 12%¹ in an area where the additional lanes have been retained for traffic.

Neighbouring Routes

Since the last Covid-19 action plan was published, WSCC have announced that the implementation of the continuation of the A270 protected cycle route to Shoreham is to be considered in two phases. The first phase from the western end up to the Holmbush roundabout is to be delivered in the coming weeks as part of their EATF Tranche 1 programme of works. The second phase, which would extend the facility to the City boundary and join up with our scheme, is currently being considered as part of their EATF Tranche 2 programme which at the time of writing was yet to be finalised/confirmed.

Amendment to the scheme

Initial feedback on this scheme in the first months of operation identified a potential issue with queueing traffic at the junction with Olive Road. The key issue raised appeared to be the length of the right-turn lane and cars blocking the general traffic lane whilst waiting to turn right. In response to this we commissioned a queue length survey, details of which can be seen in Appendix C.

The outcome of this initial survey showed a maximum queue length of 9 vehicles at peak times but a further survey will be commissioned to verify this data. In the meantime, a potential layout amendment has been identified that would create additional space for right-turning vehicles at this location. Implementation of this revised layout will be considered as part of the Tranche 2 works, subject to the funding being approved. In the meantime we are investigating the feasibility of installing an elongated 'keep clear' marking across this junction to prevent blockages being caused from queue traffic.

Emergency services

This scheme has been designed to allow access for emergency services either via the cycle lane with access points in place along the route or by drivers pulling into the cycle lane to provide space to pass. We are continuing to engage with the emergency services on this scheme but no unresolved concerns have been raised.

Action plan update

The data presented in this report shows that there has already been a considerable shift to active modes of travel along this corridor. As schools have only recently returned, it is recommended that monitoring continues for a further period before any decision is taken

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on whether to amend, remove or consult on a permanent scheme in this location. Deferring this decision will also provide an active travel corridor should a further lockdown take place and will also allow time for further discussions to take place with WSCC on the possibility of creating a continuous route in some form to Shoreham. If Tranche 2 of the EATF is successful, there will be an opportunity to put in place a number of complimentary measure that will support the further uptake of cycling along this corridor as well as to provide safer onward links to local schools.

Updated status:

To continue to monitor the impact of the existing temporary cycle lanes on Old Shoreham Road (between The Drive and Hangleton Road) and gather evidence for a future decision on keeping or removing the cycle lanes. Continue to monitor what West Sussex County Council proposes for the Old Shoreham Road.

6.2 Medium Term – Tranche 1 (Emergency Active Travel Fund - EATF)

1. A259 Cycle Lane improvements Palace Pier Roundabout to Fourth Avenue

Background

A temporary westbound on-road cycle lane was implemented on the A259 between the Palace Pier roundabout and Fourth Avenue on 19th August. The existing two-way cycle track on the footway is very narrow in places and therefore the new facility was designed to free up additional space on the footway for pedestrians to reduce conflict between the two modes and to make taking regular exercise whilst physically distancing more accessible. Whilst it was necessary to remove up to 60% of the existing parking on the southside of the A259, care was taken to ensure there was no loss of loading bays or disabled bays. The amount of retained parking was the maximum that could be retained whilst still providing the cycle facility.

Amendment to the scheme

This scheme was introduced under an experimental traffic order which allows for amendments to be made in response to feedback and observations during the experimental period. In the first few days of operation, the local bus operators raised significant concerns about the congestion caused by reducing the capacity at the Palace Pier roundabout. We also received a significant volume of responses via the online survey (an average of 610/day) raising similar concerns over the first 7 days.

In response to these concerns, adjustments to the signal timings were made to see if congestion could be eased. When this proved ineffective a decision was taken to remove a section of the temporary cycle lane between the Palace Pier roundabout and West Street. This section of the cycle lane was removed on the night of Wednesday 26th August.

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From this point, the spike in online feedback responses has significantly reduced to 21/day since the scheme was amended and therefore it is believed that the quick action to amend the scheme has alleviated the key concerns.

Impacts on parking

The impact on permit holders, particularly in Zone M, has been raised by local residents as a key concern. Whilst every effort was made to maximise the number of parking bays retained within the scheme, the loss of some parking was unavoidable. The table below summarises the change in the number of parking bays as a result of this original scheme.

Zone	Type	Pre-scheme parking bay totals	Total No. bays/space lost (approx)	Total no. of bays/space retained (approx)	Percentage of parking bays/space removed
M	Shared	91	52	39	57%
N	Shared	34	22	12	65%
Pay and Display	Paid	23	14	9	61%

There has been no change in the number of disabled bays available along this section of the A259.

To address concerns, a review of the parking bay layouts in Zone M has been carried out to see if additional spaces can be created within the zone to ease pressures. Following this review an **Experimental Traffic Regulation order was advertised on Friday 11th September which has created 23 Zone M resident permit holder bays and also some further opportunities for residents to park overnight within loading bays and single yellow lines.** The outcome of a further review will be included in the next action plan update report. Below is a table summarising the change in the number of bays available on the southside of the A259 between West Street and Fourth Avenue as a result of this scheme.

We have also received feedback on the layout of the new off-set disabled bays opposite the junction with Western Street. Whilst we did ensure that there was no loss of blue badge parking bays, the design of these bays has caused some concern with two local stakeholder groups. The design was independently safety audited prior to implementation and a further post-implementation (Stage 3) Road Safety Audit is currently taking place. No design issues were raised as part of the initial audit as the layout meets national design standards and is also similar to the existing layout on The Drive. We have however commissioned video surveys to monitor behaviour and use of these bays. The outcome of this survey and any subsequent monitoring/surveys will be presented in the next Action Plan update report.

Objections prior to the start of the scheme were received from the taxi trade about the relocation of the existing taxi rank on Marine Parade to a location 10m further east. There was no loss in the length of the rank but concerns were raised about the visibility of the rank

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from the Pier. To address these concerns, additional surveys were commissioned to assess any impact on the use of the rank before and after the scheme was implemented. The outcome of these surveys will be analysed in due course and mitigation will be considered if necessary based on the data that is being collected.

Monitoring

The monitoring data for this scheme is still being collected however some headline data has been obtained from permanent cycle counters that were already in place. This is summarised in the table below.

	24hr Cycle Count (two-way movement)		Change
	2019 (2nd Sept – 8th Sept)	2020 (31st Aug – 6th Sept)	
5-day Average	2472	2908	+17.6%
7-day Average	2431	2919	+20.1%

NB. These data sets represent one week of data collection and therefore only provide an early snapshot of behaviour following the implementation of the scheme.

Other monitoring data will include traffic counts and speeds, journey time surveys, parking occupancy surveys and video surveys to monitor direction of travel of cyclists and to also monitor ease of use of the two sets of disabled bays. Information from these additional data sets will be included in the next action plan update along with a summary of the ETRO feedback and the public feedback survey.

Action Plan Update

This scheme is still in the early stages and we will continue to monitor it closely as users become accustomed to the new facility. Amendments to the design will be considered if needed to address any significant issues that are identified in the coming weeks and months. This is likely to include additional arrows on the new and existing cycle lanes to encourage the correct direction of travel by cyclists using the facility, and other road safety messaging to support the 'Share the space, share the responsibility' campaign that is used throughout the City. We will also carry out any amendments if needed following the completion of the Stage 3 Road Safety Audit.

Updated status:

To note the amendments that have already been made to the A259 Kingsway cycle lane scheme to address initial concerns raised by stakeholders and local residents and to continue to monitor and make adjustments to the scheme as necessary to ensure safety and compliance with the direction of travel for cyclists.

2. The Old Town – (The Lanes)

Background

The Lanes are a narrow section of roads and interlinking passageways that currently have a high footfall and very narrow footways. Access for cycling is difficult and there are limited opportunities for cycle parking. Many vehicles circle through the area looking to park,

*1 –Based on studies carried out by the Transport Research Laboratory on behalf of DfT (Taylor et al (2002) 'TRL Report 421: The Effects of Drivers Speed on the Frequency of Road Accidents') <https://trl.co.uk/reports/TRL421>

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limiting the opportunity for walking and cycling. Businesses require access for deliveries as do a number of private car parks. Blue Badge holders also require access to the area. There are a number of complex traffic restrictions in place in Market Place, Ship Street and East Street that make it confusing and lead to them being abused by drivers. A previous scheme to remove cars out of the area was stopped after it went to a public enquiry following objections to loading bay removals.

Action Plan Update

The Experimental Traffic Regulation Order (ETRO) to restrict access to vehicles for the Old Town area of Brighton which includes Middle Street, Duke Street, Ship Street, Black Lion Street, Prince Albert Street, Bartholomews, Little East Street and East Street went live on 9th July 2020. Since then works to improve widened footway's, reallocate parking bays and increase the number of disabled bays has been completed and the area is now functioning as envisaged.

As of the end August, only 13 formal comments had been received via the ETRO consultation page and 248 via the feedback surveys. Given the high profile of the area these are very low figures. Conversations with businesses and residents in the area by members of staff have been mostly positive after initial parking and loading issues during the construction phase were overcome. As the works have only recently been completed it will take time for the businesses and users of the area to become used to using the changed space. The situation will continue to be monitored and comments noted.

Full details of the public survey feedback and ETRO formal responses can be viewed in Appendix C.

Updated status:

That members note that the Old Town scheme has received a limited number of comments and will continue to be monitored. Early feedback indicates a general positive reception for the scheme.

3. Footway Widening

Background

A number of key locations were identified in the city as areas where social distancing would be difficult. This plan identified the following roads as key locations:

- London Road, from footway on the western side of the road from Cheapside up to York Hill
- St James Street, from Old Steine to Lower Rock Gardens
- Western Road, from Clock Tower to Montpelier Road
- Church Road, from The Drive to Sackville Road

Action Plan Update

Prior to 15th June, all of the locations listed above have had areas widened, with a total length of 650 metres of footway extensions. The works have been installed with kerbing

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and without temporary barriers, improving access for the visually impaired and those with mobility issues. The areas are being monitored and early indications are that there are few comments.

Further details on the feedback survey for each of the footway widening schemes is included in Appendix C.

Amendments to the scheme

The London Road widening works have been reviewed and following concerns raised by Blue Badge Holders it has been possible to increase the number of bays for Badge holders.

Updated status:

To keep footway widening measures in place at London Road, St James Street, Western Road and Church Road and continue to monitor feedback.

4. Queens Road from the Clock Tower to North Road

Background

Queens Road is a major walking, cycling and Public Transport route linking the station with the main shopping and tourist areas of the city and seafront. The footways are very narrow and it is extremely difficult to maintain social distancing on the length of the road. Buses use the corridor to link the station with many areas of the city. The widening of footways is difficult with the constraints of the carriageway while maintaining existing north and south traffic movements.

Vehicles travelling south from the station could be directed to use North Road and the Valley Gardens area to access the A259. If a traffic restriction was introduced on Queens Road at the junction of North Road that allows only buses, taxis and cycles to travel south, this would offer the opportunity to reduce the flows travelling south, enabling the introduction of give-and-take on Queens Road so that the western footway could be widened in a number of areas. This may also offer another chance to investigate the closure of southbound traffic at the Clock Tower, enabling pedestrians a much wider place to wait to cross the road.

Action Plan Update

The road has been reviewed and the junction of North Road and Queens Road has been identified as an issue due to very narrow footways. While the rest of Queens Road has a high footfall, this has not been currently identified as a particular problem area despite the need for social distancing. The Clocktower junction is already included within the Bus Network Review programme and linked to the Tranche 2 bid of the Emergency Active Travel Fund. Any scheme for the North Road/Queens Road junction will require funding beyond the estimated bid in tranche 1.

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Updated status:

That funding will be sought to implement a junction improvement at the North Road and Queens Road junction. This will also include removing all southbound traffic except, cycles, buses and Taxis.

5. North Laines

Background

The North Laine area of the city is a busy shopping area that consists of a number of interlinking corridors where people are able to walk and shop. Both Sydney Street and Gardner Street currently have a traffic restriction in place to close the roads on weekends (from 11am to 7pm on a Saturday and 11am to 5pm on a Sunday). There have been requests to also close the road during the week.

Action Plan Update

The ETRO for Gardner Street and Sydney Street to restrict vehicle access to certain times went live on 9th July 2020. As of the end of August, we had only received 9 formal comments via the ETRO and 47 via the feedback surveys. Given the high profile these are very low figures. The Sydney Street closure is working well and positive feedback has been received during conversations from businesses and residents.

Amendments to the scheme

The initial plan to close Gardner Street to all vehicles during the day proved to be unworkable as disabled access needed to be maintained for local residents. The Gardner Street ETRO was therefore amended and a new ETRO was advertised and went live on 21st August 2020. The area is now functioning well and businesses are in support.

The New Road evening closure has been well received by businesses, but some concerns have been raised by Blue Badge holders. Due to evening culture of the businesses it is not possible to allow vehicles into the closed area due to the risk of collision with pedestrians. The Theatre Royal is currently closed and no specific opening date has been confirmed. Once the Theatre opens the need for Blue Badge access increases and for this reason further engagement with the businesses will be necessary to investigate if access will be safely possible for Blue Badge holders. It may be necessary to remove the closure for this reason.

Further details on the ETRO response and the feedback survey for schemes in the North Laine area are included in Appendix C.

Updated status

To note the update on the North Laines scheme and continue to monitor the changes to the traffic orders. It is recommended that the Executive Director for Environment, Economy & Culture is delegated the powers to remove the New Road closure if it is felt that safety is compromised when the Theatre opens.

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6. A23 Cycle Lane improvement by Argyle Road

Background

The National Cycle Network (NCN) route linking to the north of the city on the A23 currently has a very narrow section just to the north of Argyle Road where it shares a footpath with pedestrians. The route travels to the north along the A23 and uses Argyle Road and then Campbell Road for cycling south. The intention is to reallocate the inside traffic lane on Preston Road for cycling, between Dyke Road Drive down to Argyle Road. This change will enable separation of walking and cycling providing a good quality cycle lane through this key section of the NCN route.

Action Plan Update

This scheme has been developed and the majority of the site preparatory works are now complete such as signal improvements to the adjacent pedestrian crossing and the installation of a new CCTV camera to aid enforcement. Unfortunately the scheme was temporarily put on hold following concerns raised about access for refuse collection to some properties within the scheme area. To avoid disruption for these residents the final implementation has been delayed whilst new arrangements for refuse collection are put in place.

The final elements of this scheme will be implemented as part of the A23 Corridor improvement scheme that was submitted as part of the EAFT Tranche 2 bid. If the funding is not approved then this scheme will be taken forward separately once the new refuse arrangements are in place.

Updated status:

To note the temporary delay to the delivery of the Argyle Road/Preston Road temporary improvement scheme whilst access for refuse collection is resolved.

7. School Streets

Background

At the ETS committee on 23rd June, a commitment was made to provide school streets (part-time road closure/vehicle restrictions) at as many infant, primary and junior schools as possible in time for the start of the new school term.

Action Plan update

During July and August, traffic and safety assessments were carried out at all infant, primary and junior schools in the City to identify suitable locations to implement a School Streets scheme. Following this, all eligible schools were offered the opportunity to take part and 14 schools replied – these schemes were then taken forward.

During August we offered all schools training for volunteers to become marshals so that they could manage the temporary road closures on a daily basis. Training was provided by a

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third party and further training is being provided throughout September as needed. Site specific risk assessments have been carried out at each site along with the provision of personal protective equipment for volunteers and signage to support the closures.

Experimental traffic orders are now in place with exemptions to allow access to properties within the closures e.g. for residents, deliveries, blue-badge holders and local businesses.

As of 10 September, six schools had started their School Street schemes, with a further four due to start in the week commencing 14 September. Three further schools are still to confirm their start dates and one school has withdrawn from the programme.

Due to the immense pressure on schools at the current time it has not been possible to fill all the volunteer roles from parents and therefore the scheme is currently operating with the support of BHCC members of staff who have offered their time along with volunteers from partner organisations such as Sustrans and Wilbar Associates. The current approach is not sustainable in the long term and therefore the team will continue to work with the schools to provide training for parent volunteers as they become available.

Early feedback from families at the participating schools has been very positive and we will monitor feedback from school communities, residents and businesses as the scheme develops.

Updated status:

To continue to work on a programme for School Streets in the city and to support the recruitment of parent volunteers so that the scheme can become viable in the longer-term.

8. A23 Valley Gardens to Cheapside

Background

The completion of the Valley Gardens scheme has ensured provision of good cycling facilities within the area, but where the scheme finishes on London Road there currently is no connection with the National Cycle Network (NCN20) route to the north. This has been identified in the Interim LCWIP as a weakness of the route to the north.

Action Plan update

A temporary solution to provide a protected cycle lane to link Valley Gardens with Cheapside as part of the NCN has been explored in detail. Unfortunately, no suitable solution could be identified that was suitable for delivery as part of a temporary scheme and therefore this scheme has been put on hold. This location will be revisited as part of the A23 Corridor Improvement scheme that was included in the EATF Tranche 2 bid, subject to funding being approved.

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Updated status:

To put the provision of a temporary protected cycle facility on the A23 (NCN20) between Cheapside and Valley Gardens on hold pending further investigation as part of EAFT Tranche 2, subject to funding being secured.

9. Bikeshare – additional hubs to support temporary active travel measures

Background

To support a shift to active modes of travel, additional Bikeshare hub locations have been identified in close proximity to the new temporary cycling infrastructure. By placing these new sites near the infrastructure it is hoped that more people will be encouraged take up a more active mode of travel and to try out the new facilities.

Action Plan Update

The EAFT Tranche 1 bid submission committed to the installation of six new bikeshare hubs. More than six locations underwent site assessment and consultation and of these sites three have been given approval to implement. A further two sites are undergoing road safety audits and a new hub at East Brighton Park has also been installed. Further hubs are planned as part of the Tranche 2 bid submission which as subject to funding being approved.

Updated status:

To note the additional provision of Bikeshare hubs in the city to date and the potential for provision of future hubs as part of the EAFT Tranche 2 funding.

10. Richardson Road – closure

Background

Richardson Road is a very local parade of shops in Hove that was identified in the Interim LCWIP. Closure of the road at the New Church Road end would provide the opportunity for local businesses to use the road for outdoor seating and reduce through routing of traffic onto Church Road. Cycling would be allowed through a modal filter onto New Church Road.

Action Plan Update

To implement a change that removes through traffic along the road will have a major impact on how the area works. Early indications demonstrate that there is resistance to any change at this location and for that reason it will be necessary for a full consultation before any scheme is implemented. This scheme is therefore unsuitable as a temporary measure and will therefore be removed from the Urgent Action Plan. It will be considered at a later date as part of the LTP review.

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Updated status:

To note that a full consultation is needed before any scheme can be taken forward in Richardson Road and therefore the scheme will be removed from the Urgent Action Plan and considered as part of a future LTP review.

Completed Schemes/Schemes to be removed from the Action Plan

1. City Wide Traffic signals – priority for walking and cycling - Complete
2. Signalised pedestrian crossings – increased priority for pedestrians - Complete
3. St James Street pedestrianisation– Will be presented at a future ETS meeting as a separate report
4. Boundary Road/ Station Road – included in LTP programme
5. Dyke Road to A27 – Not eligible for Tranche 2 funding, not suitable as a temporary measure and will be picked up within the LCWIP
6. St Georges Road – Not eligible for Tranche 2 funding will be considered in review of LTP programme
7. Basin Road South – complete
8. Lewes Road mandatory cycle lanes enforcement – review complete
9. A259 Roedean Road to Ovingdean Roundabout Bus Lane – Not eligible for Tranche 2 funding and so will be considered in review of LTP programme.
10. Hanover Low Traffic Neighbourhood - Not eligible for Tranche 2 funding and so will be considered in review of LTP programme.

6.3 Longer Term – Tranche 2 (Emergency Active Travel Fund - EATF)

On 7th August the Council submitted a further bid for funding to the Department for Transport under Tranche 2 of the Emergency Active Travel Fund. Schemes included within the bid were primarily selected from those already identified and agreed at ETS on the 23rd June 2020 as part of this action plan and the Interim Local Cycling and Walking Implementation Plan. Schemes were selected in order to meet the strict criteria set by the Department for Transport for the funding and the total value of the bid submission was £2.68 million.

The schemes summarised below were included in the bid document (which is available in full on our website at www.brighton-hove.gov.uk/travel-and-transport). If the bid is successful in securing the additional funds then further details will be brought back to an urgency sub-committee for consideration before the schemes are taken forward. The schemes submitted for Tranche 2 comprised both temporary and permanent elements as was indicated in the government guidance for the funding.

1. Old Shoreham Road, from Hangleton Road to the western border with West Sussex

Measures to be developed and delivered

- Temporary reallocation of road space on a dual carriageway to provide a **new 3m wide temporary segregated cycle lane** in each direction.

*1 –Based on studies carried out by the Transport Research Laboratory on behalf of DfT (Taylor et al (2002) 'TRL Report 421: The Effects of Drivers Speed on the Frequency of Road Accidents') <https://trl.co.uk/reports/TRL421>

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- **Permanent safety improvements to key junctions** with the introduction of cycle advance low-level signals and improved pedestrian facilities.
- Permanent improved links to local schools and facilities, including **filtered permeability on two adjoining routes and a new segregated cycle facility on Nevill Road.**
- Introduction of **two permanent Bike Share hubs** in surrounding streets to support the shift to Active Travel modes by the local community.
- Delivering **School Streets** initiatives, with a view to making schemes permanent where required
- Working with key employers and destinations close to the proposed route to **promote & encourage use of the route and to provide secure cycle parking.** Key employers in this area include Hove Park area (Legal & General and Lloyd's Banking Group)
- **BetterPoints scheme** to promote and incentivise use of sustainable travel on the new facilities and wider network

2. A23 London Road Active Travel Corridor (between Stanford Avenue to north of Church Hill, including Stanford Avenue arm of A23 gyratory)

Measures to be developed and delivered

- **Reallocation of road space to permanently widen the existing on-road cycle facility** along this 3.5km route including the additional of light segregation to provide additional safety and comfort for all cycle users.
- **Key permanent junction upgrades and safety improvements** to allow the existing sections of inadequate shared- use (with pedestrians) cycle facility to be relocated onto the carriageway as a new segregated cycle facility, to improve the quality of the ride and to provide additional space on the footway for pedestrians.
- **Permanent extension of an existing bus lane to improve access into the cycle facility** which will be complemented by the introduction of a floating bus stop to reduce conflicts between buses, cyclists and pedestrians at a busy location near Preston Park.
- **Permanent reallocation of road space on Stanford Avenue to create a segregated contraflow cycle lane** that will link the A23 cycle lanes with the Preston Park residential area.
- **Park Active site** at London Road car park – Park & Cycle / Park & Stride initiative and facilities / promotions, allowing walking and cycling journeys for the 'last mile' by those travelling longer distances into the city.
- Delivering **School Streets** initiatives, with a view to making schemes permanent where required.
- Working with key employers and destinations close to the proposed route to **promote & encourage use of the route and to provide secure cycle parking.** There are numerous small & medium employers & destinations along the route.
- **BetterPoints scheme** to promote and incentivise use of sustainable travel on the new facilities and wider network.

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- Provision of Variable Messaging Sign (VMS) for **promotion and monitoring of routes** and Park Active initiative.

3. A259 Kingsway / Wellington Road Active Travel Corridor (between the junction with Fourth Avenue and the western City boundary)

Measures to be developed and delivered

- **Temporary reallocation of road space and removal / reconfiguration of parking to create a temporary on-road westbound segregated cycle lane** to meet the high demand for cycling on this busy Active Travel Corridor. While this scheme is temporary, the council has agreed to progress plans for a high quality, bi-directional segregated cycle lane along the whole length of this scheme (Tranches 1 and 2), from the Palace Pier to the western City boundary. These plans are at the design stage and would represent a significant legacy from the emergency measures, linking with parallel permanent plans by West Sussex County Council to implement similar facilities which would result in a high-quality segregated cycle lane from Brighton to Shoreham (approx.10km). The western end of the scheme will require consideration of different approaches to the rest of the route, due to reduced carriageway widths at this section of the route, as noted in the Interim LCWIP.
- **Permanent safety improvements to key junctions** with the introduction of cycle advance low-level signals.
- **Park Active site** at King Alfred Leisure Centre car park – Park & Cycle / Park & Stride initiative and facilities / promotions, allowing walking and cycling journeys for the ‘last mile’ by those travelling longer distances into the city.
- Working with key employers and destinations close to the proposed route to **promote & encourage use of the route and to provide secure cycle parking**. Key employers in this area include Shoreham Port Authority.
- **BetterPoints scheme** to promote and incentivise use of sustainable travel on the new facilities and wider network.
- Provision of Variable Messaging Sign (VMS) for **promotion and monitoring of routes**

4. A259 Marine Parade Active Travel Corridor (between Palace Pier and Duke’s Mound)

Measures to be developed and delivered

- **Temporary reallocation of road space and removal / reconfiguration of parking to create a new temporary on-road segregated cycle lane** to meet the demand for an Active Travel facility on this busy corridor.
- **Permanent safety improvements to a key junction** with the introduction of cycle advance low-level signals.
- Working with key employers and destinations close to the proposed route to **promote & encourage use of the route and to provide secure cycle parking**. Key employers in this area include Royal Sussex County Hospital.

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- **BetterPoints scheme** to promote and incentivise use of sustainable travel on the facilities and wider network.

5. **Western Road Active Travel Corridor** (between the junctions with Dyke Road and Montpelier Road)

Measures to be developed and delivered

- **To provide pedestrian improvements and strategic route enhancements** to complement £1.5m Highway Maintenance Challenge Fund (HMCF) scheme (pedestrian / cycle / resurfacing improvements)
- Simplify traffic movements and provide important **safety improvements** on this busy Active Travel Corridor.
- **Rationalisation of bus stops and traffic islands** to simplify traffic movements and reduce crossing distances for pedestrians.
- Decluttering of footways and introduction of **improved footway loading and disabled bays** to support the revival of the city centre.
- Working with key employers and destinations close to the proposed route to **promote & encourage use of the route and to provide secure cycle parking**. Key employers in this area include Churchill Square shopping centre
- **BetterPoints scheme** to promote and incentivise use of sustainable travel on the facilities and wider network.

7. Monitoring the impact of interventions

Existing traffic data tools such as Traffic Master can provide us with 'normal' expected traffic levels for a certain street / area as a baseline in relation to these measures, particularly in terms of informing where measures should be implemented. However in terms of monitoring the impact of such measures, the data is only updated every six months and therefore cannot be utilised as 'after' data relating to measures implemented in this fast-changing environment. In this unprecedented situation it will be difficult to ensure all schemes and measures are measured to the same degree as normal.

There are a series of traffic counters / cycle counters in place at key locations across the city (e.g. Old Shoreham Road, A23, A259) which have been used to gather broad motor / cycle traffic trends across the city as well as to provide before and after data for specific schemes where possible. In cases where permanent counters are not available, additional surveys have been commissioned where feasible. This has included the following survey types as appropriate.

- Temporary Automatic Traffic Counts (ATCs) to measure the speed and volume of traffic at sites where existing counters are not in place
- The existing permanent traffic counter network has been expanded to include a new permanent site on Old Shoreham Road for both traffic and cycles and a new on-road

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cycle detector installed on the A259. A further on-road cycle detector is planned for the A23 near Argyle Road.

- Video surveys to collect temporary pedestrian and cycle counts and to monitor user behaviour at key locations
- Manual queue length surveys
- Manual snapshot parking surveys
- Journey time surveys

The council has also put in place a survey for the public to feedback on temporary transport & 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.

11. Recommendations

In summary the recommendations for the Environment, Transport and Sustainability (ETS) committee from this Action Plan are as follows:

The Committee is recommended to:

- 2.1 Note the update to temporary measures that have been implemented as part of the Urgent Response Transport Action Plan contained in Appendix A, and that the committee agrees they remain in place while the threat from Covid-19 is again escalating, and that officers continue to monitor those schemes and report findings back to a future Committee.
- 2.2 Delegate authority to the Executive Director Economy, Environment & Culture to review and make amendments to the Old Shoreham Road cycle lane in respect of specific traffic movements, including the right hand turn into Olive Road to ease congestion.
- 2.3 Give approval for the Executive Director Economy, Environment & Culture to commence detail design and the Traffic Regulation Order process to re-open Madeira Drive one-way eastbound, improve blue badge capacity and relocate cycle facilities as detailed in paragraph 3.17 of this report and the plan contained in Appendix B
- 2.4 Agree that subject to the Council securing funding for Tranche 2 of the government's Emergency Active Travel Fund, a report is brought to a Special or Urgency Committee to agree the measures being taken forward and the associated consultation plan.

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