

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

Urgent Response Transport Action Plan – updated June 2020

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 next phase of the public health crisis also involves a need for physical distancing. This means that pedestrians will need more space, retail premises will need space for queuing, and over time restaurants and cafes may 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 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

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- 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, 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.

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.
- Massively reduced levels of motor traffic has 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 are unable to leave their homes and many are now relying on the council to provide them with essential supplies.

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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.

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 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, still need to travel during the lockdown period. 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.

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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 have been provisionally allocated £594,000 in Tranche 1. This will be followed by an indicative £2,376,000 for Tranche 2. The council made an application for Tranche 1 funding on 5th June.

Before the government is prepared to lift the lockdown measures they have stated that five tests will need to be met:

- i. Evidence that the NHS has adequate capacity.
- ii. A sustained and consistent fall in the daily death rate from coronavirus.
- iii. Evidence that the rate of infection is decreasing to manageable levels.
- iv. Testing capacity and PPE supply is available and able to meet future demand.
- v. Confidence that any adjustments will not risk a second peak of infections.

The government has and will continue to be preparing to announce its lockdown exit strategy to restart the economy whilst keeping the spread of the virus in check. The announcement on the 10th May by the Prime Minister indicated that construction and those that cannot work from home can return to work. While a clear message was to avoid Public Transport it has to be acknowledged that it has a major part in moving people around the city and the Action Plan does include measures for enhancing Public Transport and needs to take into account the possible effect that any changes might make on the Public Transport network. Further announcements will be made as the lockdown is further relaxed and the Action Plan adapted as necessary.

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.

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- 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, 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 come out of lockdown. They are broken down into 3 phases of work, short term (the now), medium term (coming out of lockdown), and long-term recovery. 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.

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6.1 Short Term – Urgent Response

1. Madeira Drive

Background

Madeira Drive has been closed 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 vehicles. Access for businesses is still possible 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 using the Dukes Mound entrance.

Local businesses and some individuals who use the road 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. There are two petitions on Madeira Drive currently being put to the council, one supporting a full closure and the second to open the road, both are due to be presented to Full Council in July. Demand for access to the seafront is increasing and the loss of parking income as a result is significant. The legislation used for the closure is based upon the link with public safety, and as demand increases this is no longer valid. To continue with the closure moving forward, there is a need to consult with local businesses. It is possible to introduce a scheme that would provide improved walking and cycling along the road, re-open 70-80% of parking, and allow it to be reopened. The scheme could be implemented quickly and would address the concerns of the traders.

Plan Update

The road is still closed and managed by a steward at the top of Dukes Mound. The closure has been well supported as 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.

Options

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.

1. A) Keep the road closed and continue to manage the closure with stewards at Dukes Mound. The access at the top of Madeira Drive would need to have a more robust barrier as the current arrangement is temporary. The enabling development works at the Marina will require trips by construction vehicles to service the site. Managing

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access would continue to be difficult as business would still require access.

B) Move the road closure to the bottom of Duke's Mound, allowing access to Black Rock for all vehicles. New disabled parking bays to be created at the bottom of Duke's Mound and a review to be undertaken of how businesses access Madeira Drive.

2. Introduce a one-way access from the Aquarium roundabout to the bottom of Dukes Mound and create more walking and cycling by removing the parking on the southern side of the road. Echelon parking would remain on the northern side of the road and this will provide 70-80% of normal parking capacity and revenue. An indicative drawing can be seen in Appendix 3.
3. Reopen the road as it was previously. The road is clearly dominated by vehicles parking and does suffer from use by vehicles avoiding queues on Marine Parade. Cyclists would have to share the promenade with pedestrians for long lengths of the road.
4. Close the road at the Aquarium end, this option would still require two-way working for all vehicles for the full length reducing available width for reallocating road space to cyclists. Large vehicles would have to turn around to exit the road.

Recommendations:

To note the options available and it is recommended to keep Madeira Drive closed on a temporary basis from the Aquarium roundabout to the bottom of Duke's Mound whilst further engagement takes place on future arrangements. The closure would now require an Experimental Traffic Regulation Order to keep the road closed pending review. The access arrangements for businesses will be reviewed.

2. Old Shoreham Road temporary Cycle Lanes

Background

The new temporary cycle lanes on Old Shoreham Road have been operating for a number of weeks and have generated both positive and negative views from the public. The cycle lanes were subject to an independent Road Safety Audit and this did not identify any major concerns with the layout, but they are being monitored to pick up any issues as they arise. These are being recorded and will form the evidence for a future decision on retaining or removing the lanes.

Plan Update

Improvements are planned later this month by installation of cycle wands at conflict points and to stop vehicles using the lanes to undertake other vehicles particularly at the approach to junctions. Counters will be installed to monitor usage of the cycle lanes and to monitor

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the impact for all users using the route. The right turn into Olive Road is an area where we are currently receiving complaints due to queuing so this will be monitored.

Following the monitoring of the scheme an extension to link up with a West Sussex proposal could be considered.

Recommendations:

To monitor the impact of the temporary cycle lanes on Old Shoreham 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. The future decision on keeping or removing these cycle lanes will be brought to the September ETS Committee.

3. City wide junction signals

Background

The city's traffic signals seek to minimise congestion and to provide a safe crossing at busy junctions. They often prioritise cars over pedestrians and often run with very long cycle times.

Plan updates

Overall traffic signal cycle times have been reduced and capped at key junctions in the city, providing shorter waiting times for pedestrians.

Recommendations:

To continue to monitor pedestrian crossings at junctions and reduce traffic signal cycle times where possible to reduce waiting times for pedestrians.

6.2 Medium Term

1. A259 Cycle Lane improvements Aquarium Roundabout to Hove

Background

The existing footway cycle lane along the A259 between the Aquarium roundabout and Hove Lawns is narrow and along its length there are a number of areas where pedestrians and cyclist come into conflict due to the volume of people walking and cycling. The Action Plan looked at providing two options previously to increase capacity, but for safety reasons neither were felt to be possible due to the risk to cyclists.

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However, further evaluation has identified an option that will increase the capacity of the cycle lane as a temporary solution. A new cycle lane will be created by removing the near side lane of the A259 from vehicles and reallocating this space to cyclists travelling westbound. This enables the existing footway cycle lane to be used by cyclists travelling eastbound only. The scheme will start from the Aquarium roundabout and extend to Fourth Avenue in Hove where it will return to the normal road layout – this section is Phase 1 of this scheme. Phase 2 will include extending the scheme to the West Sussex boundary linking up with a potential proposed scheme in West Sussex. The outline proposal is included within Appendix 4.

The scheme will require the removal of the inside traffic lane and implementing the scheme on a temporary basis will provide an opportunity to monitor the impact on traffic movements across the city. Access to loading and disabled bays will be maintained wherever possible but there will be a requirement to reduce the available parking by 60% in the first phase to accommodate the required layout changes.

The proposed scheme will address the immediate need to increase capacity along this busy route. However, it is recognised that it will not address the historic issue of conflict between high numbers of pedestrians and cyclists in some of the narrow sections. The Interim LCWIP identifies the A259 as a key linkage in the network plan and highlights the importance of providing a high-quality cycle route that links into the city at key points. The seafront is a major destination as well as providing connectivity across the city.

As the Interim LCWIP identifies this cycle route is key to unlocking active travel across the City, the feasibility of a high-quality permanent scheme has also been commissioned that overcomes many of the safety issues identified within the earlier review. The permanent scheme would require significant funding due to the need for major changes to the existing road layout. It would also require more extensive data collection and modelling to manage the potential impact on the wider network. Consideration could also be given to introducing Low Traffic Neighbourhoods in the future to the north of the A259 to limit the traffic that uses the road to connect to the seafront.

The guidance and timeframes for the Tranche 2 Active Travel Emergency Fund have not yet been announced but with further development it is possible that the permanent scheme could be included in a future bid submission. If the scheme does not meet the requirements, then an alternative funding source would need to be identified before the permanent scheme could be taken forward. A high-level feasibility study for a potential permanent cycle facility on the A259 is included within Appendix 5.

Plan Update

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A scheme has been developed to provide a temporary improvement to the cycle facilities along the A259 between the Aquarium Roundabout and Fourth Avenue. Further plans to extend this temporary facility to the western boundary of the city are also emerging, with a view to extending the scheme as soon as is feasible following the completion of the first phase. Options for a potential permanent facility have also been explored and are presented for future consideration as part of this report.

Recommendations:

To implement proposed temporary cycle lane improvements along the A259 between the Aquarium roundabout and the western boundary.

To continue to develop plans for a permanent high-quality on-carriageway two-way cycle facility along the A259 between the Aquarium Roundabout and the western boundary of the City, linking in with plans from West Sussex County Council.

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, 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.

Plan Update

The Old Town area has been assessed and two options have been identified that remove cars from the Old Town and offer some opportunity to allow permeable cycling through the area, introduce a new modal filter for Ship Street & Black Lion Street and improve walking by widening footways.

The opening of retail on 15th June placed pressure on the limited space available for accessing businesses and keeping a safe distance. To provide more space, parking throughout the Old Town has been removed temporarily to allow some pavement widening. This has been implemented using temporary barriers in a limited way. A full traffic restriction will allow more reallocation of road space, allow a reconfiguring of the area

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increasing cycle parking, introduce modal filters at Ship Street and Black Lion Street and allowing cyclists to permeate through the Old Town. The restriction will be an experimental traffic order to allow monitoring and a greater time for the community to comment.

Options

1. A 24 hour traffic restriction that prohibits all vehicles using the area, close Black Lion Street at the northern end, close Ship Street at the North Street junction and keep the Market Street and East Street restrictions as existing. Loading, Blue Badge Holders and private access would continue to be allowed at all times.
2. A 24 hour traffic restriction that prohibits all vehicles using the area, close Black Lion Street at the northern end, close Ship Street at the North Street junction and keep the Market Street and East Street restrictions as existing. Loading restricted from 07:00 to 10:00 every day, private access and Blue Badge Holders allowed at all times.

A similar approach to Option 2 can be found on Cliffe High Street in Lewes and while this scheme did receive some initial resistance it is now considered a success.

It is recognised that any such restriction will be open to abuse as currently only the Police can enforce a restriction. For this reason, both options start the restriction on Middle Street at the junction of Boyce's Street. This allows anyone who enters Middle Street an opportunity to leave the area. A gateway treatment will be required at the end of Middle Street at its junction with the A259 and at its junction with Boyce's Street.

Recommendations:

To implement an Experimental Traffic Regulation Order for the Old Town (The Lanes) area: a 24 hour traffic restriction that prohibits all vehicles using the area, close Black Lion Street at the northern end, close Ship Street at the North Street junction and keep the Market Street and East Street restrictions as existing. Loading, Blue Badge Holders and private access would continue to be allowed at all times.

3. Footway Widening

Background

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

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- 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

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 and without temporary barriers, improving access for the visually impaired and those with mobility issues. The works outside Marks & Spencer on Western Road did not go ahead after consulting with the bus operator who will be deploying staff to manage queues at this location. This will be monitored for the future.

Recommendation:

To note that 650m of footway widenings were installed prior to 15th June in all locations identified for Footway Widening within the Action Plan and that all sites will be monitored.

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.

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Plan Update

The bus company have been consulted and support the idea to remove vehicles from travelling south on Queens Road and have suggested closing Queens Road as it enters West Street. While southbound traffic movements could be closed if a restriction was introduced, northbound movements would be difficult to restrict as this is the only way of accessing Queens Square. This proposal is supported within the Interim LCWIP as a priority route for temporary measures.

Recommendation:

To implement an Experimental Traffic Regulation Order to remove southbound traffic (except buses, taxis and cycles) on Queens Road between North Road and the Clock Tower and to close West Street to southbound traffic (except cycles).

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5. City Wide – pedestrian crossings

Background

The many standalone pedestrian crossings (i.e. those *not* at junctions) in the city work by monitoring traffic flow and then change when either there is no traffic approaching or a maximum period of time is reached. It is possible that a facility is implemented that ensures the crossing changes immediately when the pedestrian button is pressed, unless it has just operated. Changing all crossings to this way of working will reduce waiting times for pedestrians.

Plan Update

The crossings in the city have started to be updated and this should be complete by the end of July.

Recommendation:

To note the changes to the operation of stand-alone pedestrian crossings to benefit pedestrians.

6. 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.

The existing traffic order currently does not allow the road to be shut on Gardner Street Monday to Friday. The Sydney Street restriction does allow the complete closure (except for loading) although it is currently not used, any change will require engagement with the businesses in the streets.

Plan Update

The traffic orders have been reviewed and engagement will start with businesses now that they have opened. A further review and monitoring of how the road operates with the restricted pavements will continue, with particular focus on North Road, Bond Street, Jubilee Street and Trafalgar Street. Signing and stencilling have already been deployed through the area. There have also been requests for closure of narrow lanes to improve

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safety for residents. The only legislation available to close the narrow lanes is a Public Space Protection Order that requires recorded details of any anti-social behaviour that is occurring. A normal Traffic Order only applies to traffic movements and therefore cannot be used for shutting lanes. The situation will continue to be monitored in the North Laine area and across the city.

Local businesses in New Road have requested a full or partial closure to facilitate them opening. This will require engagement with the business and an Experimental Traffic Regulation Order.

Recommendation:

To implement an Experimental Traffic Regulation Order to allow the closure of Gardner Street on weekdays.

To note that the current Traffic Regulation Order for Sydney Street allows weekday closures and the potential for extending closure is being explored with local traders

To implement an Experimental Traffic Regulation Order to allow full or partial closure of New Road following engagement with local businesses.

7. Marine Parade Cycle lane

Background

Marine Parade (A259) is a wide carriageway with parking on the southern side that narrows between Lower Rock Gardens and Old Steine. The Interim LCWIP has identified this as a key link in the city's emerging connected network of cycle lanes. This route was not included in the first urgent implementation of active travel via this Action Plan as it was used by a large number of key workers for parking during the pandemic. Now that lockdown is easing, the introduction of a cycle facility would improve connectivity to the north of the seafront and areas currently poorly served and linking with St James's Street. It may be possible to implement a cycle lane and retain some of the parking currently in place, but there are a number of challenges including pedestrian crossing and build outs.

Plan Update

Potential for a cycle lane has been identified within the Interim LCWIP and initial review identified a number of challenges for implementing a route. This scheme will be considered as part of a package of measures in Tranche 2 of the Emergency Active Travel Funding depending on further detailed work on the costing of the scheme.

Recommendation:

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To develop and implement proposals for temporary improvements to A259 Marine Parade

8. A23 Cycle Lane improvement by Argyle Road- including Stanford Avenue and north of Preston Park

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, from 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.

Plan Update

A detailed design has been completed and is included in Appendix 6. To facilitate a safe cycle lane it will be necessary to close Argyle Road at its junction with Preston Road and this will result in the loss of three parking spaces. To install the scheme an Experimental Traffic Order will be required for the contra flow cycle lane and the closure of Argyle Road. Engagement with affected residents will be required. The closure will stop vehicles using the route as a rat run creating a Low Traffic Neighbourhood in this area. No waiting and no loading restrictions will also be installed within the new mandatory cycle lane, to ensure that enforcement can take place remotely along this section, in line with new cycle lane enforcement powers provided to councils by government.

The Interim LCWIP has also identified the need for improved cycle links between Stanford Avenue and the A23 cycle facility as well as the need to improve connections at the north of Preston Park. These links will be included in the development of the route and will be considered for inclusion within the package of measures that will be prioritised within Tranche 2 of the Emergency Active Travel Fund.

Recommendations:

To implement an Experimental Traffic Regulation Order to close Argyle Road at the junction with Preston Road, introduce additional parking restrictions to enable remote enforcement, and to introduce a contra-flow cycle lane on Preston Road between Dyke Road Drive and Argyle Road.

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To develop and implement proposals for temporary improvements to cycle linkages between Stanford Avenue and the A23, and to improve the cycle lane to the north of Preston Park.

9. A259 Roedean Road to Ovingdean Roundabout Bus Lane

Background

The Bus Network Review identified a stretch of the A259 heading east that suffers from peak time traffic queuing. Buses are often caught in the queue of general traffic, leading to delayed services for the important coastal services on this key commuter route into the city. This stretch is relatively easy to reallocate to buses as it is an urban dual carriageway that suffers from speeding issues.

Plan Update

The site is being reviewed for potential improvements and engagement has started with the bus operator to introduce a bus lane from Roedean Road to the Ovingdean roundabout.

Recommendation

To implement an Experimental Traffic Regulation Order to introduce a bus lane on the A259 eastbound between Roedean Road and the Ovingdean roundabout

10. St James's Street

Background

St James's Street is a busy town centre that has a mixed range of businesses with competing and complex needs. The footways are narrow and the area suffers from cross traffic movements caused by vehicles travelling north to south and south to north across St James's Street. Traffic figures demonstrate that the movements of normal traffic are low travelling along St James's Street at the western end, but these increase further up the street to the east. Under this Action Plan, footways have already been widened to help with social distancing along its length.

Plan update

Engagement with the bus operator showed their resistance to removing buses from the street as they provide a service for many residents who access the shopping in the road and who live to the east of the city. The traffic movement into St James's Street is very low as the bus movements delay normal traffic. Shutting the street would not resolve many of the issues as access would still be required for residents and businesses. Traffic movements

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indicate the main issue is the north/south movements where people are avoiding the Aquarium Roundabout and congestion in the city centre. Valley Gardens Phase 3 will also have an impact on the street so this needs to be considered in any decision.

Recommendation

To note the measures implemented to date for St James's Street and the update provided.

11. School Streets

Background

The reopening of schools in the city means that maintaining social distancing may be difficult outside some school premises. The implementation of the School Streets approach is a way of attempting to manage how the school drop off congestion outside the school can be mitigated and reducing the risk to children and providing a safe space to enter and leave the school by closing roads at appropriate times. Developing and delivering School Streets has been the subject to previous considerations by the Environment, Transport and Sustainability committee in November 2019 and January 2020. This has included a request for a report to consider options for a pilot based on the Hackney model, and their potential inclusion within the council's Access for Sustainable Travel project (Year 4 – Portslade) and Car Free Day activities as taster days.

Plan Update

Work is underway to consider initial school involvement in a School Streets programme. Some schools have expressed an interest in taking part in a scheme. This is being worked on by the School Travel Team. . A further programme of School Streets schemes will be undertaken across the city subject to feasibility in highway terms, adequate budget and staff resource availability from the council, and support / agreement from the school to be involved.

Lead in times can be lengthy due to the need for local consultation with affected residents and often it may not be possible to implement a scheme depending on the complexity of the road layout next to the school. Schemes require significant resource from the school itself as well as council officers. Early discussions with many schools in the city shows some interest, but many are focussed on being able to open their premises safely in the autumn.

Recommendation:

To continue to work on a programme for School Streets in the city, subject to feasibility in highway terms, adequate budget and staff resource availability from the council, and support/agreement from the schools to be involved.

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12. 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 (NCN) route to the north. This has been identified in the Interim LCWIP as a weakness of the route to the north.

Plan update

A temporary solution has been identified to provide a protected cycle lane that will leave Valley Gardens and use Cheapside to connect to the NCN. It can be monitored and if it proves successful can be implemented permanently. This link has been included in Tranche 1 of the Emergency Active Travel fund.

Recommendation:

To implement a temporary protected cycle facility between the A23 and Cheapside, connecting Valley Gardens with the National Cycle Network (NCN20).

13. Boundary Road/ Station Road

Background

The Interim LCWIP has identified Boundary Road for a potential route linking to the new Old Shoreham Road cycle route and A259 routes. A potential cycle route travels through a shopping area and Boundary Road/Station Road is a bus corridor. The area is already identified within the Local Transport Plan (LTP) and funding has already been identified to investigate improvements on this corridor.

Plan update

This is a new addition to the plan

Recommendation:

To explore options for a cycle facility for Boundary Road/Station Road as part of the LTP work being carried out this financial year.

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14. St George's Road – widening footways

Background

St George's Road is a narrow High Street that comprises of a number of independent shops serving the local community. The footways are very narrow and widening these throughout the area would be difficult due to current road widths. While it is possible to remove some parking it would not improve the area significantly as there would be limited benefit. This area was identified in the initial review of the city and also highlighted in the Interim LCWIP. A supported bus service runs along the road providing direct links into the city.

Plan update

A review concluded that there are two options for the area - to either introduce a one-way traffic system or provide a bus gate so that only public transport can access the road. Both options would require an Experimental Traffic Order and engagement with the local community.

Recommendation:

To explore options for a potential permanent scheme in St George's Road to widen pedestrian space

15. 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.

Plan Update

This is a new addition to the plan

Recommendation:

To implement an Experimental Traffic Regulation Order for the closure of Richardson Road at the junction with New Church Road

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16. Dyke Road - A27 to Old Shoreham Road

Background

Dyke Road north of Highcroft Villas already has an advisory cycle lane although it is substandard and often obstructed by parked vehicles. South of Highcroft Villas to Old Shoreham Road the road is constrained and has a lot of parking for residents. The Interim LCWIP has identified this corridor as a key link and it is possible to improve the north end of the route easily and quickly. However the southern link is harder to achieve quickly and would require significant changes.

Plan Update

This is a new addition to the plan

Recommendation:

To note that improvements to the existing Dyke Road advisory cycle lane are taken forward within the full LCWIP and developed as part of a future LTP programme.

17. Lewes Road

Background

The Lewes Road cycle link between the Vogue Gyratory to Elm Grove is very narrow and mainly consists of an advisory cycle lane. Potential widening through the area is problematic due to the road widths. The existing cycle lanes are often parked in, causing cyclists to have to compete for road space with cars and large vehicles. This corridor has been identified in the Interim LCWIP. The Department for Transport have just released new powers to use CCTV to enforce vehicles that park on mandatory cycle lanes.

Plan update

This is a new addition to the plan.

Recommendation

To implement where possible mandatory cycle lanes in place of existing advisory cycle lanes in Lewes Road

18. Basin Road South

Background

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Uptake of cycling by leisure cyclists has dramatically increased along a section of the National Cycle Route (NCN 2) on Basin Road South. This section of seafront road also services Shoreham Port and several commercial properties that receive on average 500 HGV deliveries per day during the week. Whilst we are very pleased to see the increased uptake of cycling in this area, there is a need to improve signage to ensure that all road users are aware and take extra care along this particularly busy route. The Shoreham Port Authority is already working with its delivery drivers to promote awareness and a social media campaign is being coordinated between BHCC and Adur and Worthing District Council. The proposal within the Tranche 1 bid will support this existing work by installing additional signage along the route to raise awareness of the potential conflict between cyclists and HGVs, improving road safety by ensuring all road users take the appropriate amount of care to share the space responsibly.

Plan update

This is a new addition to the plan.

Recommendation:

To note the awareness and signage measures being carried out on Basin Road South in relation to cycle safety concerns on this route, part of the National Cycle Network (NCN2).

19. City-wide – Cycle Parking and BikeShare

Background

The Valley Gardens improvement scheme is due to be substantially complete in July 2020. As part of these works, we will be introducing 56 additional cycle parking stands providing parking for 112 cycles in the area. There is scope to provide additional cycle parking throughout this area to support the increased demand for cycling in recent weeks and therefore this element of the bid will install a further 50 cycle parking stands to accommodate 100 more cycles

Brighton & Hove have an established bike share scheme with 69 hubs around the City. With the increasing shift towards active travel in the City, demand for the bike hire scheme has never been higher. We are proposing to support this increased demand by extending the network to include six additional hubs strategically placed to support the new cycle infrastructure. This will encourage more people to choose an active form of travel as they try out the new facilities. The location of the new hubs has already been developed and discussions with relevant stakeholders are now taking place to ensure that this can be delivered within the required timescales.

Plan update

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This is a new addition to the plan

Recommendation:

To note the proposals for increased cycle parking and BikeShare hubs.

6.3 Long Term/ recovery

The Interim LCWIP will be developed into a full LCWIP following a full consultation process where the public will have the opportunity to express their views on the plan. The long term elements of this Action Plan will be followed on through the development of the full LCWIP.

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, Lewes Road) which could be used to gather broad motor / cycle traffic trends across the city.

Additionally, the use of anecdotal evidence / qualitative feedback on the efficacy of schemes could be considered given the circumstances.

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.

8. Recommendations

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

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Agree the recommendations contained in Section 8 (8.1 – 8.26) of this report; as the delivery plan for measures identified in the Interim Covid-19 Response Local Cycling and Walking Infrastructure Plan; and to give delegated authority to the Executive Director Economy, Environment and Culture to take all steps necessary to deliver these recommendations:

- 8.1. To note the options available and it is recommended to keep Madeira Drive closed on a temporary basis from the Aquarium roundabout to the bottom of Duke's Mound whilst further engagement takes place on future arrangements. The closure would now require an Experimental Traffic Regulation Order to keep the road closed pending review. The access arrangements for businesses will be reviewed.
- 8.2. To monitor the impact of the temporary cycle lanes on Old Shoreham 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. The future decision on keeping or removing these cycle lanes will be brought to the September ETS Committee.
- 8.3. To continue to monitor pedestrian crossings at junctions and reduce traffic signal cycle times where possible to reduce waiting times for pedestrians.
- 8.4. To implement proposed temporary cycle lane improvements along the A259 between the Aquarium roundabout and the western boundary.
- 8.5. To continue to develop plans for a permanent high-quality on-carriageway two-way cycle facility along the A259 between the Aquarium Roundabout and the western boundary of the City, linking in with plans from West Sussex County Council.
- 8.6. To implement an Experimental Traffic Regulation Order for the Old Town (The Lanes) area: a 24 hour traffic restriction that prohibits all vehicles using the area, close Black Lion Street at the northern end, close Ship Street at the North Street junction and keep the Market Street and East Street restrictions as existing. Loading, Blue Badge Holders and private access would continue to be allowed at all times.
- 8.7. To note that 650m of footway widenings were installed prior to 15th June in all locations identified for Footway Widening within the Action Plan and that all sites will be monitored.
- 8.8. To implement an Experimental Traffic Regulation Order to remove southbound traffic (except buses, taxis and cycles) on Queens Road between North Road and the Clock Tower and to close West Street to southbound traffic (except cycles).
- 8.9. To note the changes to the operation of stand-alone pedestrian crossings to benefit pedestrians.

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- 8.10. To implement an Experimental Traffic Regulation Order to allow the closure of Gardner Street on weekdays.
- 8.11. To note that the current Traffic Regulation Order for Sydney Street allows weekday closures and the potential for extending closure is being explored with local traders.
- 8.12. To implement an Experimental Traffic Regulation Order to allow full or partial closure of New Road following engagement with local businesses.
- 8.13. To develop and implement proposals for temporary improvements to A259 Marine Parade
- 8.14. To implement an Experimental Traffic Regulation Order to close Argyle Road at the junction with Preston Road, introduce additional parking restrictions to enable remote enforcement, and to introduce a contra-flow cycle lane on Preston Road between Dyke Road Drive and Argyle Road.
- 8.15. To develop and implement proposals for temporary improvements to cycle linkages between Stanford Avenue and the A23, and to improve the cycle lane to the north of Preston Park.
- 8.16. To implement an Experimental Traffic Regulation Order to introduce a bus lane on the A259 eastbound between Roedean Road and the Ovingdean roundabout
- 8.17. To note the measures implemented to date for St James's Street and the update provided.
- 8.18. To continue to work on a programme for School Streets in the city, subject to feasibility in highway terms, adequate budget and staff resource availability from the council, and support/agreement from the schools to be involved.
- 8.19. To implement a temporary protected cycle facility between the A23 and Cheapside, connecting Valley Gardens with the National Cycle Network (NCN20).
- 8.20. To explore options for a cycle facility for Boundary Road/Station Road as part of the LTP work being carried out this financial year
- 8.21. To explore options for a potential permanent scheme in St George's Road to widen pedestrian space
- 8.22. To implement an Experimental Traffic Regulation Order for the closure of Richardson Road at the junction with New Church Road
- 8.23. To note that improvements to the existing Dyke Road advisory cycle lane are taken forward within the full LCWIP and developed as part of a future LTP programme.

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- 8.24. To implement where possible mandatory cycle lanes in place of existing advisory cycle lanes in Lewes Road
- 8.25. To note the awareness and signage measures being carried out on Basin Road South in relation to cycle safety concerns on this route, part of the National Cycle Network (NCN2).
- 8.26. To note the proposals for increased cycle parking and BikeShare hubs.

