

# Birmingham City Council

## Report to Cabinet Member for Transport and Environment

12th April 2022



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**Subject:** ACTIVE TRAVEL FUND TRANCHE 2 –  
PACKAGE 2: KINGS HEATH PLACES FOR PEOPLE  
STRATEGY REPORT

**Report of:** Strategic Director, Place, Prosperity and  
Sustainability

**Relevant Cabinet  
Member(s):** Councillor Waseem Zaffar – Transport and  
Environment

**Relevant O &S Chair(s):** Councillor Liz Clements – Sustainability and  
Transport

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Are specific wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s): Brandwood & Kings Heath, Moseley, Billesley		
Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, add Forward Plan Reference: N / A		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	Yes	<input checked="" type="checkbox"/> No

### 1 Executive Summary

- 1.1 This report seeks endorsement of the strategy for the Kings Heath and Moseley Places for People (PfP) scheme as part of the Active Travel Fund (ATF) Tranche 2 programme.
- 1.2 The ATF Tranche 2 programme was approved by Cabinet on 8th September 2020. It comprises four packages of schemes to provide improved walking and cycling facilities. Package 2 includes the PfP scheme in Kings Heath and Moseley (“the scheme”) which further develops and extends experimental schemes introduced

in 2020 as part of the Emergency Active Travel Fund (EATF) Tranche 1 programme. The scheme is overseen by the Kings Heath and Moseley Member Board (“the Board”).

- 1.3 It was originally anticipated that Tranche 2 of the scheme would be subject to formal consultation in early Summer 2021 and implemented in Autumn 2021. However, extra work was required to arrive at scheme options agreeable to the Board and the formal consultation proceeded in October 2021.
- 1.4 A concept design for implementation has now been agreed with the Board with implementation likely to take place in Autumn 2022. A number of other schemes in the vicinity of the PfP area have also been developed from alternative funding sources and an interim approach is required to ensure their alignment with the overall scheme.
- 1.5 The scheme is contained within the Brandwood & Kings Heath, Moseley and Billesley wards.

## **2 Recommendations**

That the Cabinet Member for Transport and Environment:

- 2.1 Endorses the strategy outlined in Section 4 below for the development of the Kings Heath and Moseley PfP scheme at an estimated construction cost of £0.262m, funded by the Active Travel Fund Tranche 2 programme, as shown on the scheme plans in Appendix A. The scheme will be subject to FBC to be approved by Cabinet.
- 2.2 Notes that the proposed strategy is to carry out further engagement with the local community on the details of the scheme in Spring/Summer 2022 with a view to the scheme being implemented in Autumn 2022 (subject to Cabinet approval). In conjunction with this engagement the additional schemes described in section 4, and subject to separate approvals, will also be delivered in the area:
- 2.3 Notes that the PfP scheme FBC will also include a proposal for a 20mph limit to be implemented across the PfP scheme area, including on boundary roads. This was not part of the formal consultation options, but has been proposed by Members in response to comments made by residents in the formal consultation.
- 2.4 Notes that the necessary actions to take the schemes listed in paragraphs 2.2 and 2.3 forward to FBC can be covered by officer delegations.
- 2.5 Notes that the ETROs covering the measures currently in place and to be retained will be made permanent by 22 April 2022 following standard council procedure, that is, subject to the approval of the Assistant Director, Transport and Connectivity in conjunction with the Cabinet Member for Transport and Environment.
- 2.6 Notes that should the Cabinet decline to approve the PfP scheme FBC, then the Tranche 1 measures currently in place and subject to the ETRO in paragraph 2.5 would be removed, but those schemes identified in paragraph 2.2 would remain in place.

### **3 Background**

3.1 In May 2020, the Government launched the £250m Emergency Active Travel Fund (EATF) to fund measures to help councils reallocate road space for cyclists and pedestrians, given the increased numbers of people walking and cycling due to the COVID-19 pandemic. The Government stipulated that the funding was to be used for a range of measures including pop-up cycle lanes, wider pavements, cycle and bus-only corridors and the closure of side streets to reduce rat-running. Grant funding has been provided to local authorities by Department for Transport (DfT) in two tranches:

- Tranche 1 supported the installation of temporary projects for the COVID-19 pandemic; and
- Tranche 2 supports the creation of longer-term projects.

It should be noted that under the allocation of the Tranche 2 funding the 'Emergency' element of the Active Travel Fund was dropped by the DfT.

3.2 ATF Tranche 2 was approved by Cabinet on 8th September 2020. The programme comprises four main packages:

- Package 1: Upgrade Tranche 1 Projects (particularly pop-up cycle lanes)
- Package 2: Places for People (Low Traffic Neighbourhoods)
- Package 3: City Centre Traffic Segments
- Package 4: Additional Cycling and Walking Interventions

Package 2 includes the Kings Heath and Moseley PfP scheme.

3.3 An experimental scheme was introduced in September/October 2020 with an Experimental Traffic Regulation Order (ETRO) being made on 22nd October 2020, and covered two 'cells' in the area bordered by Avenue Road, Howard Road, High Street and the railway line and included modal filters on Highbury Road, Silver Street, Bank Street, Grange Road, Station Road, All Saints Road, Hazelhurst Road and Colmore Road along with the pedestrianisation of a short section of York Road between Waterloo Road and High Street.

In addition to the above, modal filters were installed on School Road, Cambridge Road and Poplar Road as demonstration measures. These measures may be changed with the introduction of the second phase.

While the first phase was reasonably well received by those residents within the area treated, a large volume of correspondence was received from residents on the boundary roads relating to impacts from displaced traffic.

A Member Board was established and an action plan developed and implemented to help address some of the issues raised by residents.

An area wide study was commissioned to identify complementary measures that could be delivered to help manage effective traffic flow through the area and address some of the observed traffic displacement that occurred. The study

reported in January 2022 and included a range of measures that could improve the efficiency of traffic flow across the wider PfP scheme area.

Alongside this a scheme has been developed to revise the parking and loading arrangements on part of the High Street to help ensure traffic runs more smoothly.

This final version of the scheme seeks to make the extant measures permanent (described in para 3.2) and extend the scheme to the east of the High Street across to Wake Green Road in the north, Yardley Wood Road to the east and Coldbath Road/Wheelers Lane/Howard Road East to the south.

### 3.4 The extended scheme creates five new cells.

- The existing modal filter on School Road is relocated to the south and further modal filters introduced on Greenhill Road and Oxford Road.
- Modal filters are introduced on Ashfield Road and Melton Road with diagonal filters on Valentine Road/Poplar Road and Institute Road/Melton Road. A bus gate is to be introduced on Addison Road. One-way streets will be introduced on sections of Valentine Road, Poplar Road, Woodville Road, Heathfield Road, Melton Road and Institute Road.
- Traffic calming is to be introduced along Billesley Lane with a pedestrian crossing to be provided near Westlands Road. A one-way gyratory system is to be introduced at St Ages Road/Colmore Crescent/Dyott Road with one-way streets on Melton Road, Institute Road, Gaddesby Road, Barn Lane and Brook Lane.
- Modal Filters will be introduced on Mossfield Road and at the junction of Addison Road/Portman Road.
- Coldbath Road will be made one way northbound.

Subject to approval of the FBC by Cabinet, the scheme would be delivered under an Experimental Traffic Regulation Order (ETRO) which can remain in place for up to 18 months. The first six months of the ETRO form the “objection period”. Any objections received will be considered and must be reported on when the decision is made whether to proceed to make the scheme permanent following internal audit of the scheme at the end of the 18 month period.

## 4 Options Considered and Recommended Strategy

4.1 As the Cabinet Report for the ATF programme has been approved, the Kings Heath and Moseley PfP will go direct to FBC without a scheme-specific Outline Business Case. The formal consultation presented two options to the west of the High Street, the existing layout (Option A) and an alternative layout (Option B). Two options for the east of the High Street were also presented (Options C and D).

4.2 The recommended option is to retain the existing layout to the west of the High Street with a hybrid option primarily based on Option C to the east (See Appendix

A). A 20mph zone is also to be implemented across the PfP scheme area, including on boundary roads. Further engagement with local residents on the details of the scheme such as the exact locations of the modal filters and the form of the traffic calming on Billesley Lane, will be carried out over the summer.

- 4.3 Further to the above we also implement the Kings Heath Local Centre Scheme, which revises the parking and loading arrangements on the High Street to help ensure traffic runs more smoothly.
- 4.4 From 25 April 2022, we will implement Car Free School Streets in support of Colmore Junior and Infant School on Colmore Road and St Dunstan's Catholic Primary School on Drayton Road.
- 4.5 We will also implement a safety scheme on Billesley Lane, funded from LIB and a range of measures identified in the Kings Heath Area Wide Study.
- 4.6 An indicative timetable is given in the table below.

	Indicative dates
Tranche 1 ETRO sealing	22 April 2022
Colmore Junior and Infant Car Free School Street	25 April 2022
St Dunstan's Catholic Primary Car Free School Street	25 April 2022
Local centre scheme on Kings Heath High Street	May 2022 TBC
Billesley Lane safety scheme	May 2022 TBC
Clarence Road/Blenheim Road safety measures	May 2022 TBC
Moseley Local Centre	July 2022
A38 Spur to Moseley Cycle Route	November 2022
Traffic signal upgrades	June/July
PfP Phase 2 scheme	September 2022
20mph limit	September 2022

- 4.7 Should Cabinet not give approval to proceed with the scheme at FBC stage, then the Tranche 1 measures identified in paragraph 3.2 are to be removed in their entirety, but that the other measures listed above remain in place.

## 5 Consultation

- 5.1 An online engagement exercise on the Commonplace platform, undertaken between February 2021 and April 2021, relating to the Kings Heath & Moseley

PfP recorded 791 responses. Respondents were relatively split on their feelings towards the changes, with 45% of respondents giving a negative response and 36% feeling positive towards the changes. 4% were mixed in their feelings and raised positives and negatives about the changes without any clear predisposition.

- 5.2 The formal consultation presenting the options ran from 4th October 2021 until 5th November 2021. When asked “How do you feel about Kings Heath and Moseley being part of the Places for People project?”, 34% of respondents were positive or mostly positive while 56% were negative or mostly negative. 60% selected Neither as their preferred option between Options A and B. 62% selected Neither as their preferred option between Options C and D.
- 5.3 Feedback received included that there were too many modal filters and that one-way streets would be preferred. Respondents also felt that the green cell was too large and that the cells needed several points of access to spread the traffic impact and make incidents on the network easier to manage. The recommended option responds to these comments.
- 5.4 The Kings Heath & Moseley Member Board, whose membership included local MPs, ward councillors and senior council officers, was established in June 2021 to provide oversight to the project. The Board made recommendations on the pace of engagement and delivery of the project, noting the wider implications of the funding horizon, and approved the options that were the subject of formal consultation. The recommended option was presented to the Board on 10<sup>th</sup> December 2021.
- 5.5 ETROs were made on 22<sup>nd</sup> October 2020. The first six months of the ETRO is the “objection period”. The ETRO is to be subject to internal audit and consideration of objections in advance of its expiry date of 22 April 2022.

## **6 Risk Management**

- 6.1 The following risks relating to the scheme have been identified:

- The public will object to the proposals.

Mitigation: Early engagement has taken place through the Commonplace platform which has helped shape the initial design work prior to formal consultation. The revised scheme for implementation has been developed in response to comments received during the formal consultation

- Poor communications will lead to public complaints and concerns about the schemes.

Mitigation: Updates have been provided to public and councillors to avoid an information vacuum.

- The programme will be delayed to build in additional member and public engagement processes.

Mitigation: A member working group has been established for the Kings Heath and Moseley PfP scheme. Further engagement on details of the scheme to be implemented will take place over the coming months.

- Risk of contractor shortages and significant costs inflation.

Mitigation: A contingency sum will be added to the costs

## **7 Compliance Issues:**

### **7.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?**

- 7.1.1 The proposals support the policy objectives outlined in the City Council Finance Plan 2021 to 2025, the Birmingham Development Plan (BPD) 2031, the Birmingham Transport Plan 2031, and the West Midlands Strategic Transport Plan. Further details are given in Section B1 of Appendix A.
- 7.1.2 The scheme supports Additional Climate Change Commitments including the aspiration for the City Council to be net zero carbon by 2030, as agreed by Cabinet on 30th July 2019, following the declaration of a Climate Change Emergency passed by full City Council on 11th June 2019.
- 7.1.3 It also aligns with national government policies including the Transport Decarbonisation Plan published in July 2021, the Anti-Obesity Strategy and Gear Change: A Bold Vision for Cycling and Walking.
- 7.1.4 Compliance with the Birmingham Business Charter for Social Responsibility (BBC4SR) is not a requirement for construction schemes below £1.0m.

### **7.2 Legal Implications**

- 7.2.1 The City Council in carrying out transportation, highway and infrastructure related work will do so under the relevant primary legislation comprising the Town and Country Planning Act 1990, Highways Act 1980, Road Traffic Act 1974, Road Traffic Regulation Act 1984, Traffic Management Act 2004, Traffic Act 2000, and other related regulations, instructions, directives, and general guidance.
- 7.2.2 Section 1 of the Localism Act 2011 contains the Council's general power of competence and Section 111 of the Local Government Act 1972 contains the Council's ancillary financial and expenditure powers in relation to the discharge of its functions.

### **7.3 Financial Implications**

- 7.3.1 This report is seeking agreement of a strategy that will be worked up into a Full Business Case which will set out the financial implication including costs and funding and subject to separate approval.

### **Capital Costs**

- 7.3.2 Notwithstanding the above, for information purposes, the estimated capital cost of the Kings Heath and Moseley PfP scheme is £0.262m funded from the capital allocation for Package 2 of the ATF programme.

### **Revenue Implications**

- 7.3.3 This project will create assets that will form part of the highway upon completion of the project; as such they will need to be maintained within the overall highway maintenance regime. The initial estimated net highway maintenance costs for the newly-created assets associated with the proposals are £5,765 per annum.

### **7.4 Procurement Implications (if required)**

- 7.4.1 There are no procurement implications with the recommendations of this report.
- 7.4.2 The detailed design will be undertaken by consultants under a contract awarded using the Council's Transportation and Development Professional Services Framework Agreement to be approved by Chief Officer delegated authority.

Cabinet will be advised of the procurement strategy for the works when the detailed design is completed and the pre-tender estimate of costs prepared.

### **7.5 Human Resources Implications (if required)**

- 7.5.1 The scheme will be delivered by existing City Council staff with support from consultants and contractors.

### **7.6 Public Sector Equality Duty**

- 7.6.1 An Equality Analysis was produced for the overall ATF Tranche 2 programme (EQUA544) as reported to Cabinet on 8th September 2020. The initial screening did not require a full Equality Analysis to be produced at that time but noted that the needs of disabled people and other protected groups needed to be taken into account during development and delivery of individual schemes.
- 7.6.2 A scheme-specific Equality Analysis will be prepared in support of the FBC.

## **8 Appendices**

- 8.1 List of Appendices accompanying this report:

Appendix A – Scheme Plans



## **9 Background Documents**

'Emergency Active Travel Fund – Tranche 2', Report to Cabinet, 8th September 2020.

'Transportation and Highways Capital Programme 2021/22 to 2026/27 – Annual Programme Update', Report to Cabinet, 9th February 2021.

'Birmingham Transport Plan', Report to Cabinet, 12th October 2021.