

Appendix B

Work Streams to Inform the Final White Paper

1. Stronger Cross-Reference to Birmingham Development Plan

BMAP and the Birmingham Development Plan (BDP) are intrinsically linked documents. The BDP sets out aspirations for growth in population and employment; while BMAP provides a strategic vision which will help to deliver growth under the direction of a more sustainable and inclusive transport system. The Green Paper sets out in detail the transport implications from Birmingham's growth strategy. The population and employment growth could raise demand for movement in the city from around 3.3 million daily trips today to over 4 million by 2031.

As well as the vision and aspirations for Birmingham the BDP also provides a spatial strategy growth. This strategy focuses on a few key areas for residential and employment growth zones; with smaller growth and increased activity in local centres. Although the city centre is the single most important focus for growth in Birmingham, there are a number of other important locations identified in the BDP, each with its own purpose and growth strategy. The BDP spatial strategy sets BMAP four principal challenges:

- I. To connect residential areas and employment/services using sustainable transport and to ensure that economic growth is promoted through faster and more reliable movement of people and goods.
- II. To facilitate significant growth in housing and employment the city centre.
- III. To promote growth in local centres through better accessibility
- IV. To ensure that the urban extensions at Pedimore and Langley can be developed with a focus on public and active transport and sustainable logistics practices.

BMAP and the BDP also recognise that Birmingham's transport system does not sit in isolation, in the same way that our economy and our future success is not distinct from the West Midlands and the rest of the UK. Birmingham and the West Midlands have a travel to work area (TTW) which reaches much further than the metropolitan boundary. To succeed BMAP must help people from outside the city to access employment within it, Birmingham residents to access opportunities in the surrounding region and an efficient flow of goods and services in and out of the city. The BDP and BMAP were being drafted at very similar times but now both have been out to consultation and responses have come back. The council is now in a position to more clearly convey the link between the BDP and BMAP in the final Action Plan.

2. Utilising the city's road space to achieve BMAP principles

Road space is a vital component to the success of a city, both economically and socially. However, it is also a scarce resource which needs to be managed to

achieve the greatest benefit. The Green Paper suggested that a radical re-think is needed as to what Birmingham's roads are actually for. This view was endorsed by the consultation.

Almost everything contained in the Green Paper has implications as to how we allocate road space; whether that be to attract more people to public transport, to promote healthier lifestyles through more walking and cycling or to improve safety in local centres by removing parking and slowing general traffic.

The council want to make Birmingham a city where more and more people feel that they do not need to own a car at all. People currently drive because they feel there is no other viable alternative for them. The council want to create a city where people can own and run cars but do not feel the need to use them for a number of journeys which could be made by alternatives. The solution is not to push all cars from the roads but instead to ensure there are sufficient alternatives for as many typical daily journeys as possible so that cars and goods vehicles which remain on the roads experience fewer delays. There is also the desire to provide a more inclusive transport system where the negative impacts from too many cars have less of an impact on those who choose alternatives or do not have the option to drive. The Green Paper provided evidence of the rise in car use, estimates as to where this might go in the future and the impacts this is having on our city and citizens. The consultation exercise generated widespread agreement that something needs to change and that Birmingham needs to think differently about its transport system. The consultation results also showed that the vast majority of stakeholders and the public agreed that road space should be used to move people and goods and not just vehicles. This gives a clear direction to the council to develop new ideas and concepts for our roads to benefit the city as a whole.

The discussion on road space cuts across a number of the ideas put forward in the BMAP Green Paper:

- The ability of a mass transit system to succeed is fundamentally tied up with the ability to generate priority over general traffic;
- To attract more people to cycling greater provision for safer cycling facilities is required;
- To increase the number of people walking for short distance trips road safety is an important factor. Consideration needs to be given to slowing vehicles down, formalising on-street parking and providing more safe crossing points.
- The level of relatively cheap car parking in the city centre is a significant factor in the high numbers of people driving in every day and a solution to this needs to be found. However, the consultation told us that people want to see improvements to public and active transport before initiatives such as reducing the number of spaces or raising the price of car parking were put in place.
- Improvements to local high streets were also an important thread to BMAP. This raised a strong debate during the consultation as to how road space should be allocated to different users. It was generally recognised that pedestrians were the most important users in these areas and that high streets should be more accessible and safer environments for them. The next stage for BMAP needs to

come forward with clear recommendations as to how local high streets should be set out in the future; which will include the location and scale of on-street car parking provision. The recommendations will need to consider the exact role of the road running through any high street, as many also form important strategic links in the city's road hierarchy.

- Road user hierarchies are required to determine who should have priority, bearing in mind different hierarchies will apply for specific locations;

All of these ideas and concepts need to be considered in detail before including them in the Action Plan. The study team will take lessons from Transport for London's Road's Task Force which has looked at similar issues in the capital. It is proposed that a specific working group is set up to explore this important issue.

3. A new public transport system

There was overwhelming support during the consultation to the notion that Birmingham needs a mass transit system; which would sit at the top of a public transport hierarchy supported by local bus services. The network concept put forward in the Green Paper was broadly endorsed, in its coverage and concept for interchanges to facilitate cross-city movement. It was also agreed that a completed network was more important than any individual corridor or a specific mode. Having a completed network would enable people to make cross-city journeys by public transport; currently something regarded as extremely difficult.

The concept behind the Green Paper network was that the actual mode (be that Metro, Sprint, priority bus or any other technology) should be interchangeable and each corridor should be progressed on its own merits. The Green Paper put forward a view that the best means of delivering a whole network in as short a time as possible could be to focus on Sprint Bus Rapid Transit (BRT). However, that would not preclude any route going forward as Metro either straight away or upgraded at a later date. This view needs to be considered in detail. For example having Metro service Eastside and HS2 and potentially out to Birmingham Airport may be a better solution than a Sprint route, given the patronage potential for this line and the ability to take advantage of the growth potential provided by HS2 in East Birmingham. This and other specific issues on the public transport system need to be considered in detail.

Consultation raised a number of relevant questions on the detail behind the mass transit system. These included:

- Confirmation of the corridors and orbital routes shown on the network.
- What are the exact route alignments and connectivity to specific locations?
- How will the network and routes connect into surrounding authorities?
- What is the suitability of some routes to specific modes?
- What are the relative costs and benefits for specific routes?
- How can Sprint provide the required levels of service to be attractive, in particular in relation to general traffic journey times?

- What are the more detailed opportunities for park and ride, both in Birmingham and surrounding authorities? Are there opportunities for localised bus-based park and ride or cycle and ride on the network?
- How will the network attract high-levels of patronage?
- Are the impacts on general traffic acceptable?
- How can public transport priority be provided in constrained environments (e.g. along local high streets)?
- What is the potential re-regulating public transport services so that the city council and Centro can have greater control over routes, timetables and prices?

The next steps for BMAP will provide answers to these and other questions and will present a definitive view on how to progress the mass transit system over the next 20 years. This will build upon the work done by Centro to develop their Prospectus document and the High Volume Corridor Study published in 2007. A separate working group will be set up to take this element forward.

4. A more accessible Birmingham

Feedback from the consultation was that the Green Paper did not include enough consideration for those with mobility challenges. There was a concern that some of the ideas put forward which sought to reduce car use could have a negative impact on those who are reliant on a car for their transport needs.

The next phase for BMAP will look at these issues in more detail to produce recommendations as to how to maintain accessibility levels where schemes could have negative impacts, plus identify how to improve accessibility across all modes of transport.

5. Safer and more welcoming roads to encourage healthier lifestyles

One specific statistic presented in the BMAP Green Paper picked up on during the consultation was that Birmingham residents make around 250,000 car trips every day that are less than one mile. Whilst recognising that there are a number of valid reasons for these trips to be made by car it was felt that this is a number which the city needs to focus on reducing. Many of these trips could be made on foot or by bicycle and a strategy needs to come forward which targets them and identifies schemes and policies which can engender a shift to more active modes.

Road safety is often cited as a particular concern for Birmingham residents. Although the number of collisions are reducing year on year more can be done to not only make roads safer but also more welcoming environments. Safety is a reason given for many people not to allow their children to walk or cycle to school and instead they are dropped off by car. The city needs to establish safer and more attractive walking routes to a number of major trip attractors: schools, local centres, hospitals, shopping centres etc.

In addition to these very short distance trips Birmingham is also targeting medium to longer distance trips (3 to 5 miles) in the city with a view to significantly increasing

cycling mode share. The Birmingham Cycle Revolution, from which the city is investing £24m over the next two years, presents the short and long term vision for cycling in Birmingham. BMAP brings this vision into the wider transport strategy for the city. The final Action Plan will present the short term deliverables currently being designed and the future direction for cycling in the city.

In particular the policy of allocating road space to achieve BMAP principles endorses the need to provide safe cycling facilities on our roads; even if that means that a small reduction in capacity or lower speeds on our roads. The council will ensure that all future schemes delivered on city roads make provision for cyclists in the final design. This would include all schemes from large public transport changes to small junction re-designs. The next stage of BMAP will consider how this policy could work in practice before establishing it formally.

BMAP recognises that infrastructure alone cannot deliver the desired shift to walking and cycling. This was reinforced from the consultation where it was agreed that people and businesses would also need to actively change their behaviour. There is an important role to play for robust and enforced travel planning at large employment sites and active marketing to help people change their travel behaviour.

6. A more accessible and attractive city centre

The Birmingham Development Plan (BDP) focuses significant growth in housing and employment in the city centre, this area is vital to the future success of the city. Consultation on the BMAP Green Paper endorsed the view that the city centre should be a focus for people and the influence of cars should be reduced. This view came through strongly from both the public and business community.

A comprehensive transport strategy for the city centre needs to come forward which will focus on improving accessibility into the area by public and active transport to provide viable alternatives to cars. The consultation agreed that there would need to be some policies which were disincentives to drive to the centre: be that fewer parking spaces, higher parking charges, reduced road space for cars, some form of congestion charge or other disincentives. However, a strong view came forward that 'carrots' needed to be in place before any 'sticks' were used. People wanted to see significant improvements to alternatives and incentives to change behaviour provided before any disincentives were considered.

A transport strategy for the city centre needs to consider in detail:

- How can pedestrians be elevated to the top of a user hierarchy and what this means for access across busy roads?
- How can public transport get greater penetration into and across the city centre?
- Are there opportunities to create wider areas of the centre 'car free' without impacting on its competitiveness?
- How to improve facilities for cyclists to get into the centre, across it, park their bike securely and have showers and lockers etc easily available;

- What is the right balance of supply for car parking, the best locations for it and an appropriate pricing policy for council run facilities?
- How can taxis be used more efficiently as part of a public transport offer?
- How can more sustainable delivery practices be adopted?
- How can technology help to reduce the overall demand for travel into the centre?
- What is the short, medium and long term strategy for the A38 to reduce the barrier effect it places on the centre?
- How can Birmingham maximise the benefits from HS2 and connect the service to the whole city?
- How can businesses contribute through intensive travel planning and marketing of alternatives to their employees?

A considerable amount of further work is required to develop a detailed transport strategy for the city centre which will contribute to achieving the aspirations set for the area by the BDP. A separate study will be produced to develop an overarching transport strategy for the city centre.

7. Reducing road congestion for all users

During the consultation phase stakeholders and the public were asked to nominate their biggest concern with transport in Birmingham. By far the most popular choice was congestion on our roads. Congestion is an issue for all road users, cars, goods vehicles, public transport, cyclists and pedestrians. BMAP needs to find ways to reduce overall congestion levels. Initiatives such as the mass transit system, cycling infrastructure or greater priority for pedestrians in local and city centre will improve journeys for those who are able to switch from cars. However, BMAP recognises that there will be residual demand for road use from people who have no alternative than to use their car and goods or delivery vehicles going about their daily business. For this reason additional strategies must come forward which seek to alleviate congestion further.

A group of policies will seek to work with the public and active transport infrastructure to further incentivise use of these modes for those who are able to. These policies will include positive reinforcement (such as travel planning and marketing) and potentially some mechanisms to raise the cost of making some journeys by car.

The Green Paper discussed the possibility of establishing Green Travel Zones in the identified growth areas for Birmingham. Since its publication the Birmingham Development Plan has been released which identifies 15 locations across the city (excluding the City Centre) which have been identified for either housing or employment growth. These areas will be targeted as Green Travel Zones which will involve a mix of infrastructure and intensive travel planning/marketing activities to reduce their car dependence, particularly for journeys to/from work. Further work is needed with stakeholder to establish common principles for Green Travel Zones.

8. Freight

Moving freight and deliveries in, out and around the city is vital to our local economy. The Green Paper discussed some potential initiatives to reduce the impact of goods vehicles on the city (such as freight consolidation centres and low emissions zones or restrictions in delivery times). However the consultation raised valid concerns that the Green Paper did not go far enough when considering how to improve the movement of goods within Birmingham. This shortcoming has been recognised and the next stage for BMAP will consider this issue in much more detail. A specific freight strategy needs to come forward, which considers the needs of the city as a whole but also the specific needs from identified current and future freight generators. It is proposed that this piece of work is brought forward using stakeholders from the freight industry in a working group.

9. Funding and delivering Birmingham's future transport system

The issue of how the plans put forward in the Green Paper could be funded and delivered in the 20 year period for BMAP was consistently raised during the consultation. It is clear that whilst having a vision and strategy in place is important Birmingham needs a new, radical way of funding and delivering transport infrastructure if the city is to deliver on its ambitions. The Green Paper did discuss possible mechanisms for taking BMAP forward but it did not contain sufficient detail to demonstrate a clear way forward. A vital piece of work for the next phase will be to examine potential funding and delivery options to determine their costs and benefits and present an informed recommendation on the right choice for Birmingham.

One specific concept discussed in the Green Paper which has raised considerable debate during the consultation process was the potential for a Workplace Parking Levy (WPL); where businesses are charged for the number of parking spaces they provide to employees and visitors. The policy may have some benefit in reducing the number of 'free' spaces available and therefore reduce the incentive to drive. However, critics point to the potential impact on businesses in Birmingham and the potential harm it could inflict on our local economy, particularly if surrounding authorities do not follow suit. The council recognises all these arguments and certainly does not want to pursue an agenda which would be an overall disbenefit to the city. BMAP believes a robust and considered study is required to fully understand the potential impacts from this policy in Birmingham in order to make an informed decision.

Another initiative which should be given consideration would be to discuss with the Department for Transport the ability for Birmingham to use a Public Private Partnership (PPP) mechanism to deliver and operate parts or all of the mass transit network.

A study in 2002 looked at a number of different ways in which the city could fund and deliver its highways maintenance requirements, the result of which was the current PFI contract with Amey. The findings from this study could be used as a starting point for examining how to fund BMAP. It is proposed that a Task & Finish Group is

established, drawing on expertise from across the city, to generate and evaluate possible funding options to take BMAP forward.