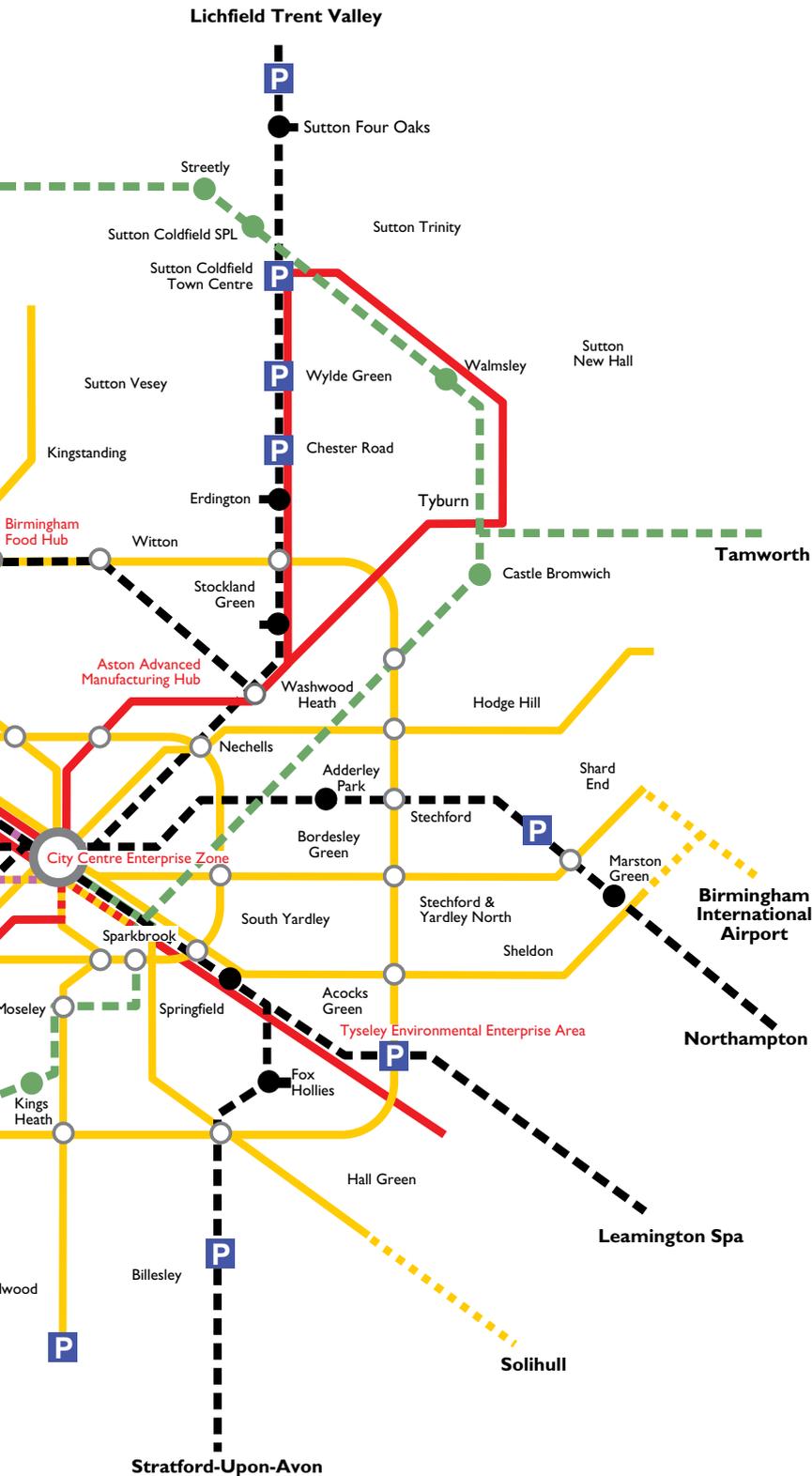




# **BIRMINGHAM** **MOBILITY ACTION PLAN**

Delivering a journey for the future

## **Green Paper** **Summary Document** **November 2013**



# FOREWORD



## **Councillor Sir Albert Bore** **Leader of Birmingham City Council**

Birmingham has seen a great deal of positive change in recent years. Our city is being transformed with projects such as the new central Library, New Street Station redevelopment and the realisation of the Longbridge master plan. We also have ambitious growth plans outlined in policies such as the Birmingham Development Plan and the Economic Growth Zone prospectus. The one thing that has been missing is a long term vision for our transport network.

Having an efficient transport system is a vital part of meeting our plans to move the city forward. Whilst we have had successes, in general Birmingham is lagging behind many UK and European cities in its thinking and importantly delivery of a truly integrated, sustainable transport system.

The Birmingham Mobility Plan (BMAP) is the first step to changing that. BMAP provides a long term strategy and direction which will guide the development of a transport system we can all be proud of.

This consultation process is a chance to engage with the people of Birmingham about what their transport needs and desires are. It is an opportunity to have an open discussion about our future direction. Within this document are some challenging concepts and areas which are a radical departure from the way we have been delivering transport in recent years. I believe a new approach is required and I am looking forward to hearing your views.

A handwritten signature in blue ink, appearing to be 'A. Bore'.



## **Councillor Tahir Ali** **Cabinet Member for Development, Jobs and Skills**

The new Birmingham Development Plan provides the long term strategy for developing new business and investment opportunities; generating economic and housing growth; and creating and capturing much needed jobs for our city and its residents. BMAP is a key component to achieving our economic and social aspirations. This is because an efficient transport network facilitates people travelling to work and accessing services. It also enables businesses to access markets and customers, thereby creating new economic opportunities.

Birmingham faces some challenging facts in relation to unemployment and social exclusion. Our city unfortunately includes some of the most deprived areas in the country.

At the same time, Birmingham is the major driver of economic activity in the West Midlands region. However, local people and communities face transport barriers, which limit their opportunities. Accessibility, principally to jobs and training, is a major factor to overcoming social exclusion and promoting economic wellbeing. The major objectives in the development of BMAP are that the future transport system serving Birmingham should: promote connectivity within and beyond the city; be efficient and sustainable; and help to improve accessibility for people living in our most socially excluded areas.

A handwritten signature in blue ink, appearing to be 'T. Ali'.

# FOREWORD



## **Councillor James McKay**

### **Cabinet Member for a Green, Safe and Smart City**

As Chair of Birmingham's Green Commission I recognise that transport contributes around 20% to the city's overall carbon emissions. BMAP is therefore a vital policy tool to help us reduce our dependency on cars and shift to more sustainable and healthier modes of transport. In order to meet our targets the city council will need to intervene into the transport system through either new infrastructure or policy measures, but it will also require a concerted effort by residents and businesses to change their travel behaviour and working practices. BMAP provides a blueprint to help achieve these aims

In addition BMAP's vision contains a number of strategies to reduce harmful air pollution targets and improve road safety. The strategy aims to ensure that the lives of all residents are improved and that the economic growth of the city is facilitated through the provision of an holistic transport system.

Many of the suggestions put forward in this document could transform the city. The consultation exercise is your opportunity to get involved with the development of an exciting new vision for Birmingham.



# SUMMARY REPORT

## INTRODUCTION

We want to overcome the city's current and future transport-related problems.

The Birmingham Mobility Action Plan (BMAP) will try to achieve this by creating a 'go-anywhere' transport system that will enable people to travel easily and quickly into the city, within the city and out of the city.

BMAP will focus all future investment decisions about transport on helping to achieve the plan's single set of objectives and its single 20-year vision, which is simply this:

***"BMAP will reinvent Birmingham's transport system to meet current and future mobility challenges; facilitating strong and sustainable economic growth.***

***The plan will change the way that people and business think about travel into and around the city. By influencing travel behaviour and embracing technological change we will reduce carbon emissions, increase safety and improve people's lives."***

To achieve this vision, BMAP has set five clear objectives:



**1. Equitable Birmingham** - BMAP will facilitate a 21st Century transport system; linking communities together and improving access to jobs and services.



**2. Efficient Birmingham** - BMAP will help to facilitate the city's growth agenda by moving people and goods in the most efficient and sustainable way possible; strengthening our economy and boosting jobs.



**3. Sustainable Birmingham** - BMAP will reduce the impacts of greenhouse gas emissions and energy consumption from transport, as well as ensuring the most sustainable use of city resources.



**4. Healthy Birmingham** - BMAP will contribute to a general raising of health standards across the city through the promotion of walking and cycling, the reduction of air pollution, and improved safety for all users.



**5. Attractive Birmingham** - BMAP will contribute to enhancing the attractiveness and quality of the urban environment: in local centres, key transport corridors and the city centre.

The Green Paper aims to bring together a number policy strands, seeking ways that transport planning can contribute to a wider agenda. These include health, education, carbon reduction and air pollution. This is a summary of the full Green Paper report. If you will like to read further details on the issues raised here then you can download the full Green Paper at [www.birmingham.gov.uk/bmap](http://www.birmingham.gov.uk/bmap) .



Wider Council Policy Agendas



Transport Planning



Land Use Planning



# SETTING THE SCENE

## Why does Birmingham need a mobility plan?

Birmingham has the significant and worsening problem of too many demands on its transport network. This causes road congestion, overcrowding on public transport (particularly railways), road-traffic collisions, air pollution and carbon emissions. And, to some extent, the picture we see today gives a false sense of security as the recession has cut the number of journeys to their pre-2008 level. However, as the economy strengthens, the desire and need to travel will increase again.

In addition, even more journeys will be generated by:

- population growth (in the city and the wider West Midlands region), and
- our ambitious plans for jobs and economic growth over the next 20 years.

We need a radical change in our thinking about how to present and provide transport in the city. This change will help Birmingham achieve strong economic growth, generate more jobs, raise public health and become a more attractive city.

## Number of journeys on the city's transport system

Birmingham's transport system currently supports around 3.3 million trips every weekday (Mon-Fri) on all forms of transport – car, bus, rail, walking cycling. This number consists of around 2.8 million trips by Birmingham residents (household travel survey, 2011) and around half a million trips in and out of the city each day by people from outside Birmingham. **By 2031, with the likely increases in population and jobs, there may be as many as 4 million daily trips on our transport system. That's a third more than now.**

When we break down these figures, the 380,000 cars owned across the city make about a million daily journeys. If we add cars coming in from outside the city, there are about 1.3 million on our roads every day. This could rise to over 1.6 million by 2031.

On public transport, over half a million residents and about 150,000 non-residents use buses and trains in Birmingham each workday. This means 50,000 people arrive in the city centre in the morning peak (7am to 10am) alone.

Forecasts estimate that total public transport demand could rise to 800,000 trips by 2031, with 18,000 more public transport passengers arriving in the city centre in the morning peak. That's equivalent to 50 more 3-carriage Cross-City trains or 230 double-decker buses. If a strategy to reduce car use succeeds, the public transport system may need to cope with even higher demand.

This all leads to what we see every day in Birmingham: road congestion, bus and train overcrowding, traffic accidents, carbon emissions and air pollution.

These problems need radical thinking and committed action if Birmingham's economy is to flourish.

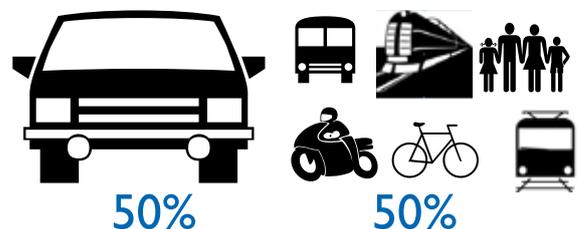
But is the scale of the task really so great? We know that if households that own a car can use other types of transport for just 2 return weekday journeys a week, some 200,000 car journeys every weekday would vanish from the city's roads. These figures show that small changes in household routine can build up to big benefits for the city as a whole.

BMAP considers all aspects of the city's transport system and how each forms part of the whole picture.

### BMAP presents its vision for the future of transport planning in Birmingham under three themes:

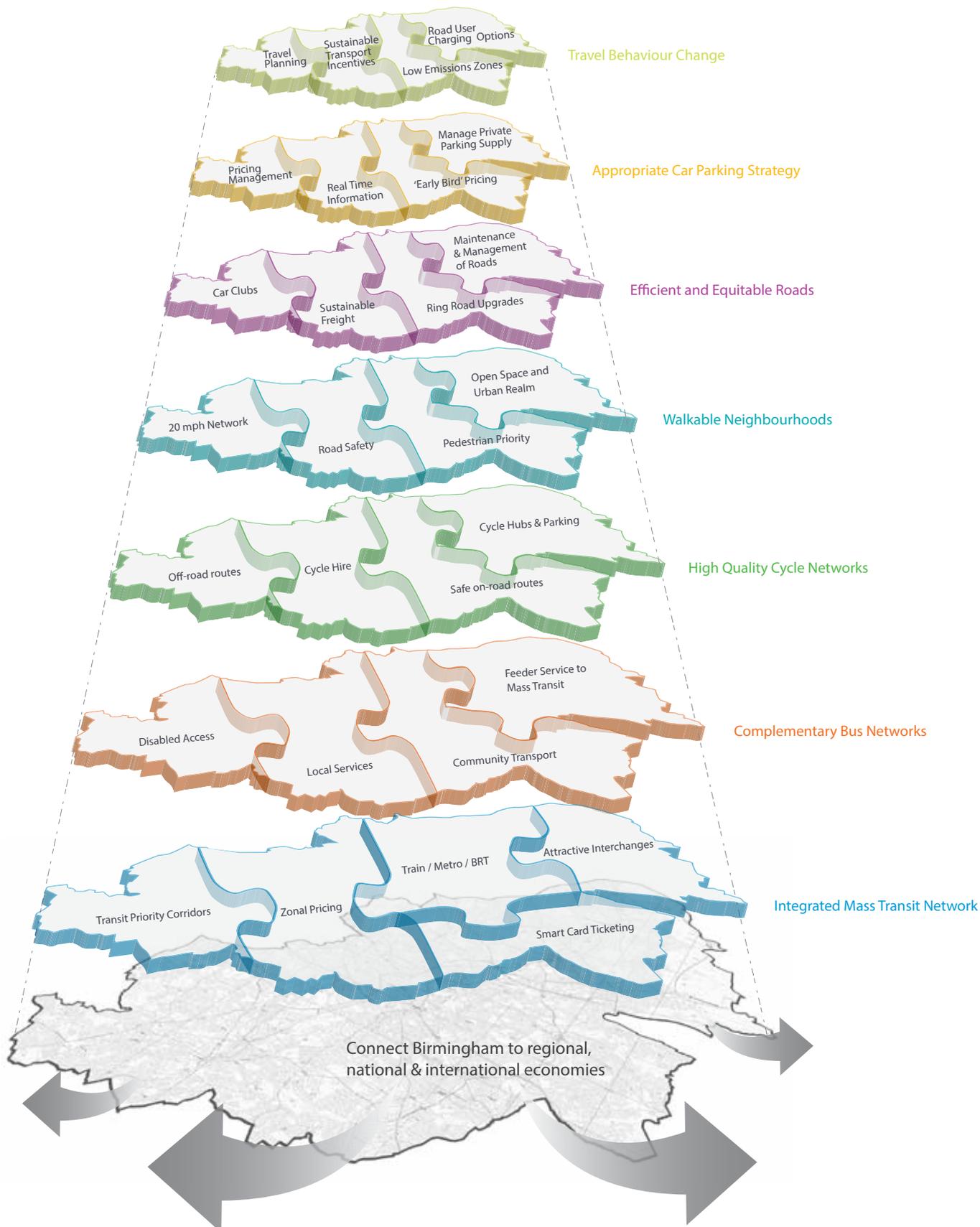
1. Improving strategic connectivity – city-wide and across the region
2. Improving connectivity and safety for local communities
3. Improving connectivity to and within the city centre

Birmingham Residents make around 2.8 million journeys each day



West Midlands Household Travel Survey (HHTS)

**BMAP's vision for an integrated transport system – how each piece of the jigsaw contributes to the whole**



# IMPROVING STRATEGIC CONNECTIVITY – CITY WIDE AND ACROSS THE REGION

## A new public transport vision for the City

To keep the city moving and maintain and improve its connectivity to the wider region, BMAP puts forward a new vision for a fair and comprehensive mass transit network. The vision is for a major improvement in public transport quality and accessibility, which specifically includes reducing social inequality. The plan is ambitious, proposing almost 300km of new infrastructure. It builds on the current network to ensure we can successfully implement it in stages in the short, medium and long term.

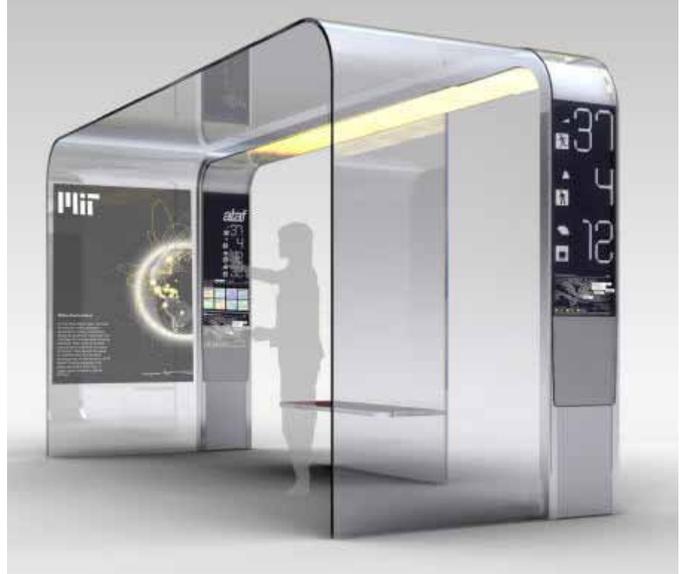
## Looking at Birmingham's public transport system in new ways

A simple-to-navigate mass rapid-transit network will be the backbone for carrying people to and from all areas of the city.

The network diagram overleaf shows how a mix of trains, Metro, BRT and high-quality buses (shown as CityLink on the map) can work together as a single network across the city. Users will experience it as a single, integrated system. The services are spread out along existing and new corridors, with some travelling across the city centre to connect a wider area. There are also two circular routes which will help people to change from one service to another and complete their journey anywhere in the city.

The payment system will have four main features: it will use smart technologies; it will be simple and transparent; it will encourage sustainable transport; and it will tie into other council services.

The Future of Transit Interchanges/Stops as Envisioned by Massachusetts Institute of Technology (MIT)



**Utilising cutting edge technology at interchanges, innovative types of vehicle and an up to the minute way to pay; Birmingham's transport system can be revolutionised**

# BMAP's Mass Transit Vision for Birmingham



## Sharing road space to benefit people, not cars

To achieve BMAP's objectives and its vision for the mass transit network, we will need to make changes to many of our major roads. This will ensure we can promote sustainable transport and develop a fairer transport system. Its main aim will be to move people, not cars. To achieve this some road capacity will need to be shifted from cars to public and active transport (eg, walking and cycling). On specific routes we will give public transport priority so that it becomes quicker and more convenient than driving.

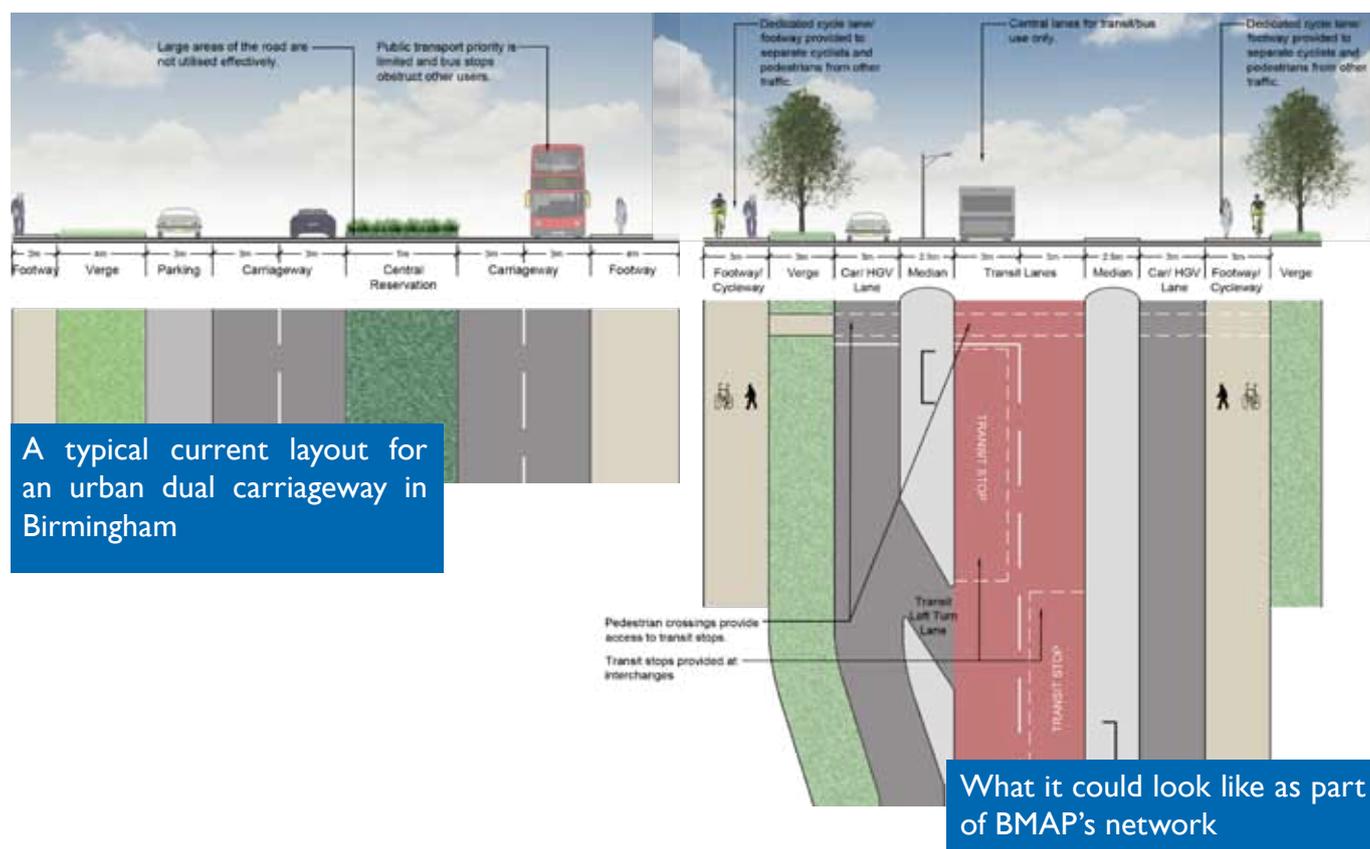
## Moving towards a zero emissions system.

The plan ensures that the technology we propose helps the environment by reducing emissions and encouraging sustainable transport. BMAP proposes to explore opportunities to use new technology in electric vehicles to power the entire mass-transit network. Eventually only emissions-free public transport will exist in the city core area. We plan to use existing and emerging technologies to allow battery-powered vehicles to charge up as part of their normal route. It's similar to how some electronic devices can now be charged wirelessly.

### Concept for a Solar Powered Inductive Shelter/Vehicle Charge – developed by Studio Mango [www.studiomango.nl](http://www.studiomango.nl)



### Conductix-Wampfler Buses have been in Operation in Genoa and Turin for 10 years



A typical current layout for an urban dual carriageway in Birmingham

What it could look like as part of BMAP's network

## Targeting areas to become Green Travel Zones

The city has plans to focus job creation on six Economic Zones. There is an opportunity to make them examples of sustainable transport from the outset. So BMAP intends them to become Green Travel Zones in Birmingham, each having its own targets for public and active transport use. This would mean an agreement between the council and developers/businesses.

The council would provide infrastructure to help people travel to these areas by alternatives to the car. In return, developers would reduce car-parking provision; provide facilities for walkers and cyclists; and actively seek ways to reduce freight movements or switch to reduced-emissions technology.

We want the Green Travel Zones to:

- meet tough targets on car use, aiming for 50% or fewer of their commuters reaching them by car; and
- become examples of what we can achieve by intensive travel planning combined with investment in infrastructure and a partnership approach to reducing car use and the negative effects of freight movement like noise and damage to property.

## Improvements to the Road and Rail Networks

BMAP supports the development of all transport infrastructure that will benefit Birmingham's economy. The main document proposes road upgrades and new roads in the city, which the Birmingham Development Plan has identified. It also gives information on necessary upgrades to the motorway 'box' around the city.

Obviously, aspects of the national road network are outside the council's direct control. But we will be lobbying for improvements to ensure our economic competitiveness is not affected. This includes the need for a detailed plan for the future of the M6 Toll and how it can best support the needs of the city and region.

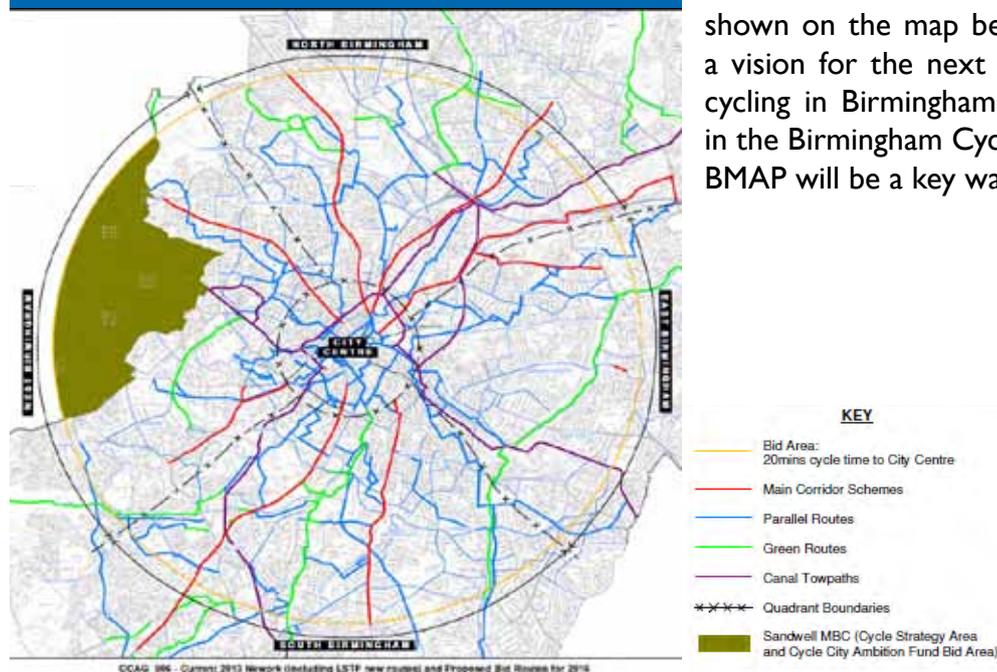
BMAP also outlines the future rail provision for the city including both development of services on existing rail routes and the introduction of new services.

The city council supports HS2 in recognition of its significant economic benefits to the city and the wider region. Additionally, HS2 has the potential to free up capacity on existing rail lines which would be used for more commuter services and freight.

## Realising the Cycle Revolution Vision

Birmingham have been successful in winning £17 million in national funding to start the process of creating a city-wide network of cycle routes. The first part of the plan will be to complete a network of routes within 20 minutes of the city centre, as shown on the map below. However, the city has a vision for the next 20 years to further develop cycling in Birmingham. The full vision is outlined in the Birmingham Cycle Revolution document, and BMAP will be a key way to progress that vision.

Vision for 2016 Birmingham Cycle Network



# IMPROVING CONNECTIVITY AND SAFETY FOR LOCAL COMMUNITIES

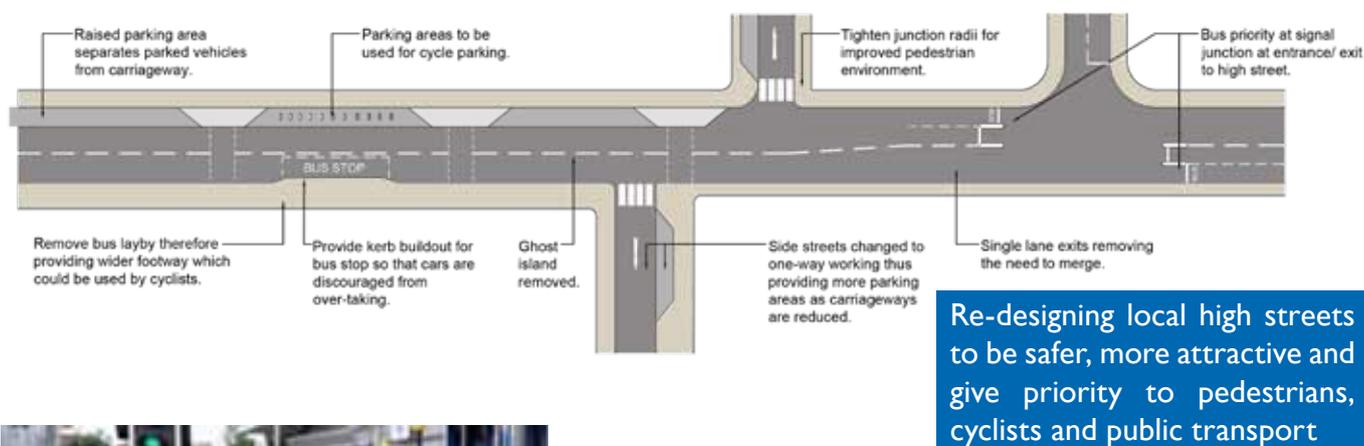
BMAP is not just about travelling large distances across the city, we are also concerned with how you travel within your local area to access shops, schools and leisure services. The Birmingham Development Plan has an objective to “Develop Birmingham as a city of sustainable neighbourhoods which are safe, diverse and inclusive with a locally distinctive character.” Transport planning has a big role to play in helping to deliver this objective and BMAP includes some ideas and concepts which will help improve the way people access their local area.

Birmingham residents make around 250,000 car trips of less than one mile every day, nearly all to and from home. Many of these trips could be made on foot or by bike, which would lead to improved health and wellbeing. When developing ideas for the Green Paper, we sought to understand some of the reasons for this behaviour and any real or perceived barriers to alternatives. We wanted to prepare policies and initiatives to help people make more sustainable choices.

When people choose to drive short distances, particularly for journeys to drop children at school, it is often because they do not think it is safe to walk near or cross busy roads. BMAP’s vision is that the city’s streets will be safe for everyone and not dominated by cars.

This theme also connects with our desire to increase social equality by improving access to jobs and health activities for the most deprived areas. Our proposed mass-transit network has been specifically designed to connect deprived areas to the rest of the city.

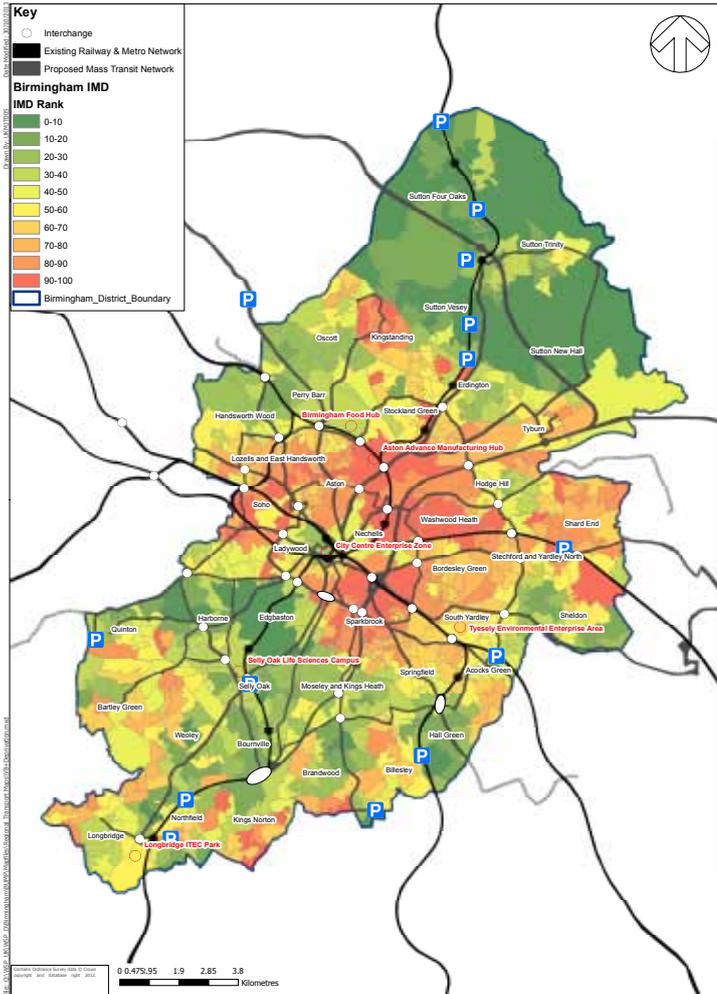
Initiatives put forward in the Green Paper under theme include:



Infrastructure to encourage walking and cycling for all short journeys

Implement a comprehensive road safety strategy which may include many roads having 20mph speed limits

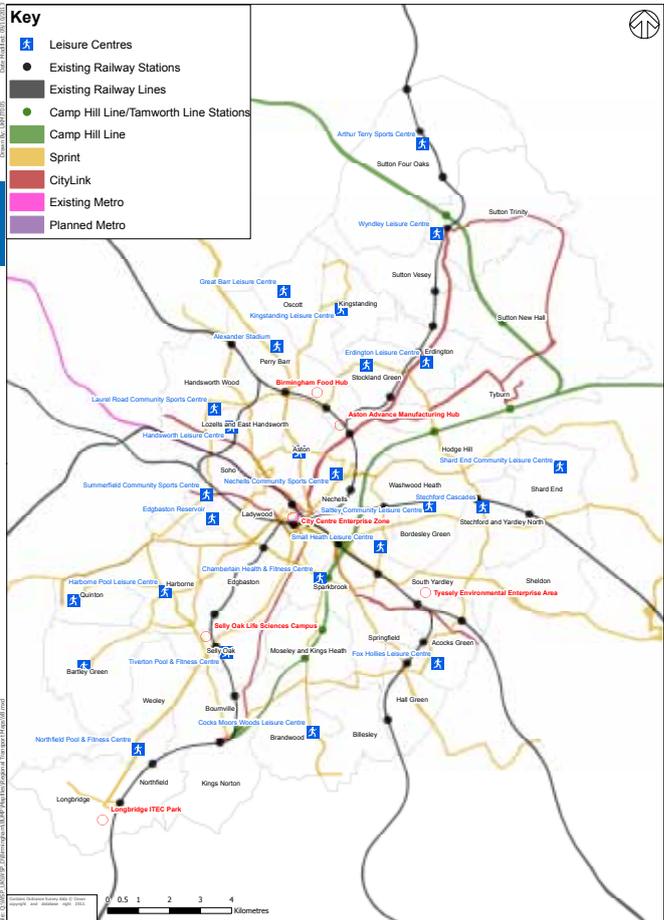




Help tackle social inequality by improving accessibility to the most deprived areas

This map shows that the most deprived areas of Birmingham (areas in orange/red) are mostly in the centre of the city. This is also where our proposed mass transit network has the greatest coverage.

Improve accessibility to local health and leisure facilities



# IMPROVING CONNECTIVITY TO AND WITHIN THE CITY CENTRE

The city centre (the area within the ring road) is a vital part of Birmingham and the regional economy now and in our plans for the future. The area is also the core of much of the city's cultural and social identity. We want it to be at the heart of Birmingham's plans to become a world-class city. Transport policy and infrastructure can be a big part of this.

The proposals for the city centre up to 2031 are to:

- **expand the city core by 25%;**
- **create 50,000 new jobs; and**
- **enable 5,000 new homes to be built to encourage city centre living.**

This is a significant change in a relatively small area of the city. City centre roads in the morning and evening are heavily congested. Our growth proposals could attract more cars to an area already at capacity. BMAP suggests a dramatic new approach to how people travel.

## Existing Plans for Change in the Centre

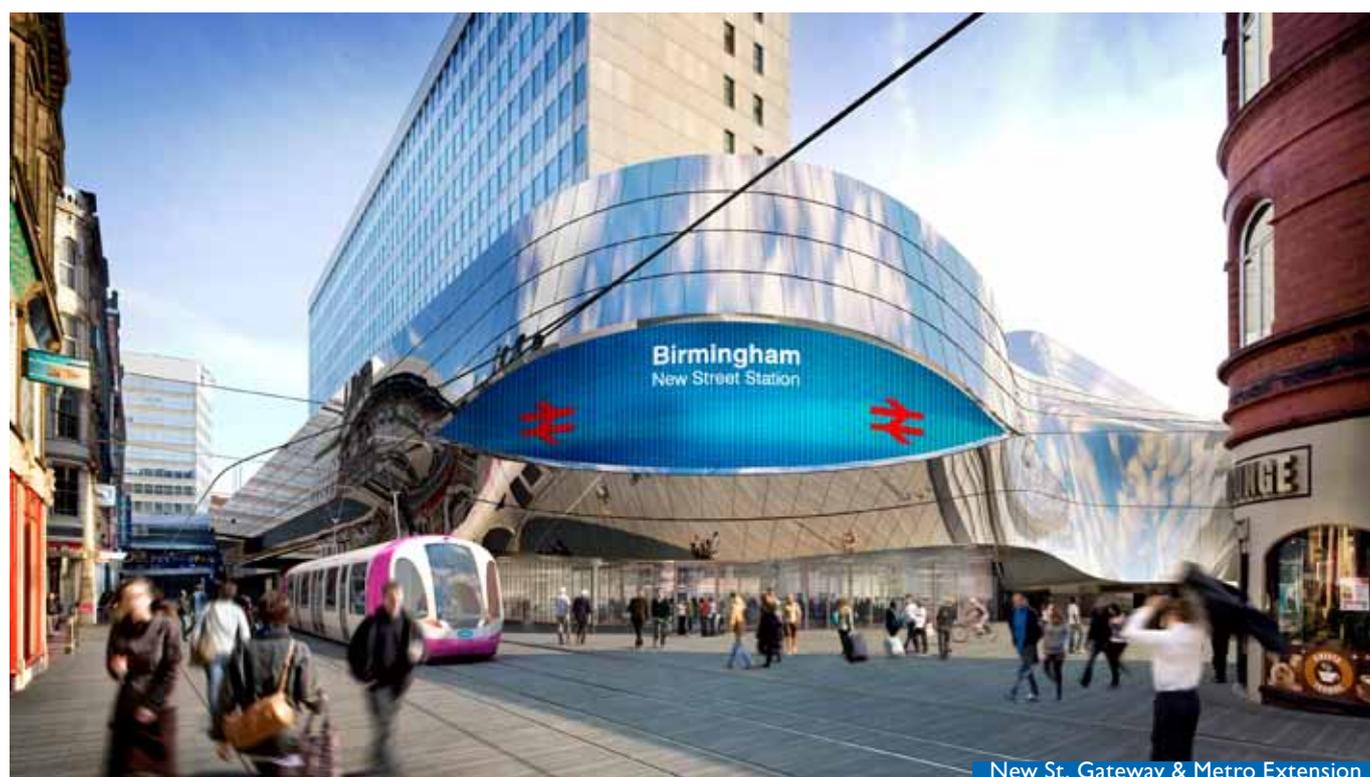
In recent years, several important pieces of city-centre infrastructure have been planned:



BCC Cycle City Revolution



HS2



New St. Gateway & Metro Extension

BMAP uses these flagship projects as its starting point and pulls together an integrated package of measures to best fulfil their potential. Using existing planning documents (The Big City Plan, Vision for Movement) as a basis, the city council planned initiatives under the following headings:

- 1. **Improve and integrate the public transport network.**
- 2. **Make the city’s core and quarters better connected.**
- 3. **Provide and promote a range of sustainable transport choices.**



Public Transport at the heart of the city



Consider the role of the road network



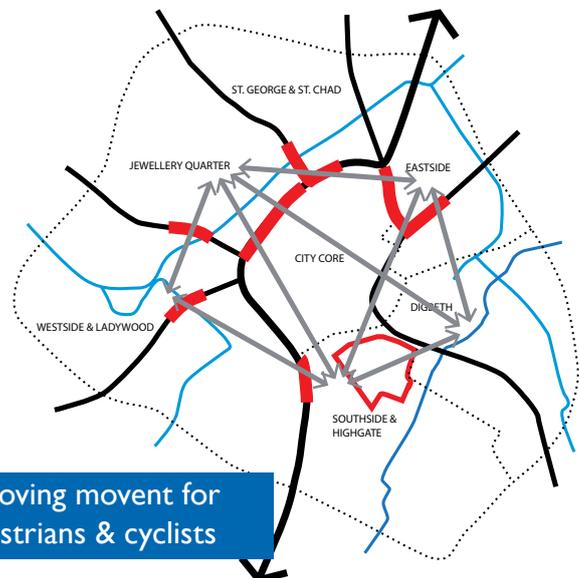
City Core Low Emission Zone



Urban Freight Initiatives



City centre parking



Improving movement for pedestrians & cyclists

# MAKING THE VISION BECOME REALITY

## Where will the money come from?

One of the Council's recent service review Green Papers covers our continued ability to develop a successful and inclusive economy in the current economic climate. A time of unprecedented financial challenges means we must be more radical in our plans if we are to create improvements that support the economy and make savings for the council. We will achieve this by developing new tools and methods that generate income. In particular, we will look for support from the businesses that will benefit most.

We wish to secure investment into BMAP's transport priorities. Possibilities include:

- maximising opportunities from emerging central and European government initiatives;
- working in partnership with the private sector;
- potential new funding streams, which could include:
  - a new government-backed tax on businesses specifically to fund transport systems (similar to one in operation in France);
  - some form of road-user charging scheme; and
  - a workplace parking levy.
- loans from financial institutions.

## What are the timescales for BMAP?

BMAP is a 20-year vision. It broadly follows the same timeline as the Birmingham Development Plan, which projects population, housing and economic requirements to 2031. However, BMAP also has an eye on the longer term.

In the BMAP consultation, we discuss at length how we can fund and provide transport infrastructure in new ways. The final White Paper will identify our priorities so that when new funding sources become available, we can react quickly.

The strategy we put forward in 2014 will not be fixed for its 20-year life. We expect to review it every five years. This will give us flexibility and ensure that BMAP takes advantages of:

- emerging technologies that could improve the plan or reduce costs;
- reviewing city, regional and national priorities;
- opportunities brought forward by peaks in development activity; and
- new or changed funding opportunities.



## Working with local partners

Birmingham City Council cannot fulfil this vision on its own. We must work together with residents and businesses to develop a transport system and a city that will benefit all of us. We hope that consultation on this plan will bring out all views on the direction we want to take together. It will also be vitally important that we work with stakeholders and communities when developing the concepts laid out in BMAP in further detail.

BMAP sets the vision for the city but Birmingham sits within a regional economy. So what's good for the region is good for Birmingham, and vice versa. We do not wish to impose our vision on other areas but we believe that the plan's principles can benefit the region as a whole, so we will need to work in partnership with other nearby authorities.

We will also need to improve transport links by working with other authorities through a number of governance arrangements. Many decisions about which schemes to fund are taken under the local enterprise partnership (LEP) framework. Birmingham sits within the Greater Birmingham and Solihull LEP and is bounded by the Black Country LEP. The city council will work closely with these LEPs to provide a transport system that benefits all.

Possibly the most important partner that will help fulfil our transport vision is Centro.

As the passenger transport executive for the West Midlands metropolitan area, Centro takes a leading role in planning, providing and operating public and other sustainable transport. Whatever BMAP's final proposals, we will need to fulfil many of them through Centro, through the Local Transport Plan process.

## Starting the Conversation

Public and stakeholder consultation on BMAP will start on Monday 25th November 2013 and run through to Friday 24th January 2014. We want to know what you think about the ideas set out in the Green Paper (either in this summary or the full document). To take part in the consultation please visit [birmingham.gov.uk/bmap](http://birmingham.gov.uk/bmap) to complete the questionnaire online. Alternatively printed questionnaires are available from your local library.

We've also arranged some 'drop-in' sessions at venues around the city for you to come and talk to us about BMAP. Details of these are available from the BMAP web page.







WSP UK  
One Queens Drive  
Birmingham  
B5 4PJ

Tel: 0121 352 4700  
Fax: 0121 352 4701  
[wspgroup.com](http://wspgroup.com)



For more information contact:  
 0121 352 4893  
[transportpolicy@birmingham.gov.uk](mailto:transportpolicy@birmingham.gov.uk)

[birmingham.gov.uk/bmap](http://birmingham.gov.uk/bmap)