

CiViTAS
Cleaner and better transport in cities

ARCHIMEDES

AALBORG • BRIGHTON & HOVE • DONOSTIA-SAN SEBASTIÁN • IASI • MONZA • ÚSTÍ NAD LABEM

Brighton & Hove

T64.2 - Environmental Zone in Brighton & Hove

Brighton & Hove

May 2012



THE CIVITAS INITIATIVE
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Contents

- 1. INTRODUCTION..... 4**
 - 1.1 BACKGROUND CIVITAS 4
 - 1.2 BACKGROUND ARCHIMEDES 5
 - 1.3 PARTICIPANT CITIES 5
 - 1.3.1 *Leading City Innovation Areas*..... 5
- 2. BRIGHTON & HOVE..... 5**
- 3. BACKGROUND TO THE DELIVERABLE 6**
 - 3.1 SUMMARY DESCRIPTION OF THE TASK 7
- 4. ENVIRONMENTAL ZONE IN BRIGHTON & HOVE..... 8**
 - 4.1 DESCRIPTION OF THE WORK DONE 8
 - 4.2 SUMMARY OF ACTIVITIES UNDERTAKEN 8
 - 4.3 MAIN OUTCOMES 8
 - 4.4 PROBLEMS IDENTIFIED 11
 - 4.5 MITIGATING ACTIVITIES..... 12
 - 4.6 FUTURE PLANS 13

1. Introduction

1.1 Background CIVITAS

CIVITAS - cleaner and better transport in cities - stands for Clty-VITAlity-Sustainability. With the CIVITAS Initiative, the EC aims to generate a decisive breakthrough by supporting and evaluating the implementation of ambitious integrated sustainable urban transport strategies that should make a real difference for the welfare of the European citizen.

CIVITAS I started in early 2002 (within the 5th Framework Research Programme);
CIVITAS II started in early 2005 (within the 6th Framework Research Programme) and
CIVITAS PLUS started in late 2008 (within the 7th Framework Research Programme).

The objective of CIVITAS-Plus is to test and increase the understanding of the frameworks, processes and packaging required to successfully introduce bold, integrated and innovative strategies for clean and sustainable urban transport that address concerns related to energy-efficiency, transport policy and road safety, alternative fuels and the environment.

Within CIVITAS I (2002-2006) there were 19 cities clustered in 4 demonstration projects, within CIVITAS II (2005-2009) 17 cities in 4 demonstration projects, whilst within CIVITAS PLUS (2008-2012) 25 cities in 5 demonstration projects are taking part. These demonstration cities all over Europe are funded by the European Commission.

Objectives:

- to promote and implement sustainable, clean and (energy) efficient urban transport measures
- to implement integrated packages of technology and policy measures in the field of energy and transport in 8 categories of measures
- to build up critical mass and markets for innovation

Horizontal projects support the CIVITAS demonstration projects & cities by :

- Cross-site evaluation and Europe wide dissemination in co-operation with the demonstration projects
- The organisation of the annual meeting of CIVITAS Forum members
- Providing the Secretariat for the Political Advisory Committee (PAC)
- Development of policy recommendations for a long-term multiplier effect of CIVITAS

Key elements of CIVITAS

- CIVITAS is co-ordinated by cities: it is a programme “of cities for cities”
- Cities are in the heart of local public private partnerships
- Political commitment is a basic requirement
- Cities are living ‘Laboratories’ for learning and evaluating

1.2 Background ARCHIMEDES

ARCHIMEDES is an integrating project, bringing together 6 European cities to address problems and opportunities for creating environmentally sustainable, safe and energy efficient transport systems in medium sized urban areas.

The objective of ARCHIMEDES is to introduce innovative, integrated and ambitious strategies for clean, energy-efficient, sustainable urban transport to achieve significant impacts in the policy fields of energy, transport, and environmental sustainability. An ambitious blend of policy tools and measures will increase energy-efficiency in transport, provide safer and more convenient travel for all, using a higher share of clean engine technology and fuels, resulting in an enhanced urban environment (including reduced noise and air pollution). Visible and measurable impacts will result from significantly sized measures in specific innovation areas. Demonstrations of innovative transport technologies, policy measures and partnership working, combined with targeted research, will verify the best frameworks, processes and packaging required to successfully transfer the strategies to other cities.

1.3 Participant Cities

The ARCHIMEDES project focuses on activities in specific innovation areas of each city, known as the ARCHIMEDES corridor or zone (depending on shape and geography). These innovation areas extend to the peri-urban fringe and the administrative boundaries of regional authorities and neighbouring administrations.

The two Learning cities, to which experience and best-practice will be transferred, are Monza (Italy) and Ústí nad Labem (Czech Republic). The strategy for the project is to ensure that the tools and measures developed have the widest application throughout Europe, tested via the Learning Cities' activities and interaction with the Lead City partners.

1.3.1 Leading City Innovation Areas

The four Leading cities in the ARCHIMEDES project are:

- Aalborg (Denmark);
- Brighton & Hove (UK);
- Donostia-San Sebastián (Spain); and
- Iasi (Romania).

Together the Lead Cities in ARCHIMEDES cover different geographic parts of Europe. They have the full support of the relevant political representatives for the project, and are well able to implement the innovative range of demonstration activities.

The Lead Cities are joined in their local projects by a small number of key partners that show a high level of commitment to the project objectives of energy-efficient urban transportation. In all cases the public transport company features as a partner in the proposed project.

2. Brighton & Hove

Brighton & Hove is an historic city, in the south-east of England, known internationally for its abundant Regency and Victorian architecture. It is also a seaside tourist destination, with over 11km of seafront attracting eight million visitors a year.

In addition, it is a leading European Conference destination; home to two leading universities, a major regional shopping centre, and home to some of the area's major employers. All of this, especially when set against the background of continuing economic growth, major developments across the city and a growing population, has led the city council to adopt a vision for the city as a place with a co-ordinated transport system that balances the needs of all users and minimises damage to the environment.

The sustainable transport strategy that will help deliver this vision has been developed within the framework of a Local Transport Plan, following national UK guidelines. The ARCHIMEDES measures also support the vision, which enables the city to propose innovative tools and approaches to increase the energy-efficiency and reduce the environmental impact of urban transport.

3. Background to the Deliverable

Task 7.3 (Environmental Zone) forms part of CIVITAS ARCHIMEDES Measure 64, Efficient Goods Distribution in Brighton & Hove. This task is a demonstration measure through which it was originally intended would see the implementation of measures agreed through the Freight Quality Partnership (FQP) (Task 7.2) with the aim of achieving improved freight and access arrangements in central Brighton. In doing so, the task sought to respond to known problems associated with freight in the area which had been highlighted through research carried out as part of Tasks 11.7.1 (Research into Freight Quality Partnerships) and 7.2. Full details are provided in the relevant deliverables (R64.1 & T7.2) but some of the most common issues identified in surveys were as follows:

- A lack of places to park or unload;
- Pedestrian conflict with traffic;
- The misuse of loading bays;
- Difficulties for goods vehicles to negotiate junctions.



Figure 1: Loading and Access Constraints in the Lanes, Brighton

3.1 Summary Description of the Task

As documented in Deliverable T64.1, the success of the first meeting of the FQP was limited by poor attendance from traders and freight operators. As such, it was not possible to use the forum to develop a consensus on the issues facing the area in terms of freight and loading arrangements or to develop solutions as had been the purpose of the FQP. Following this, a different approach had to be taken in efforts to introduce the Environmental Zone which was to be based on the more traditional approach of devising plans and taking these to consultation. This is opposed to developing solutions in a 'bottom-up' manner in discussion with the relevant parties from their inception through the FQP. However, as concluded in Deliverable T64.1, it was hoped that establishing initial plans would provide a tangible focus to encourage engagement with the target representatives of the FQP, which had been missing previously and was an important lesson learnt from the process. In this way, although the FQP was not formally continued, the objectives of engaging with freight operators would be achieved through scheme-specific consultation.

Therefore, the remit of Task 7.3 was extended to develop and consult on, as well as implement, changes to access arrangements in the Lanes area (see Figure 2) that would fall under the Environmental Zone banner.

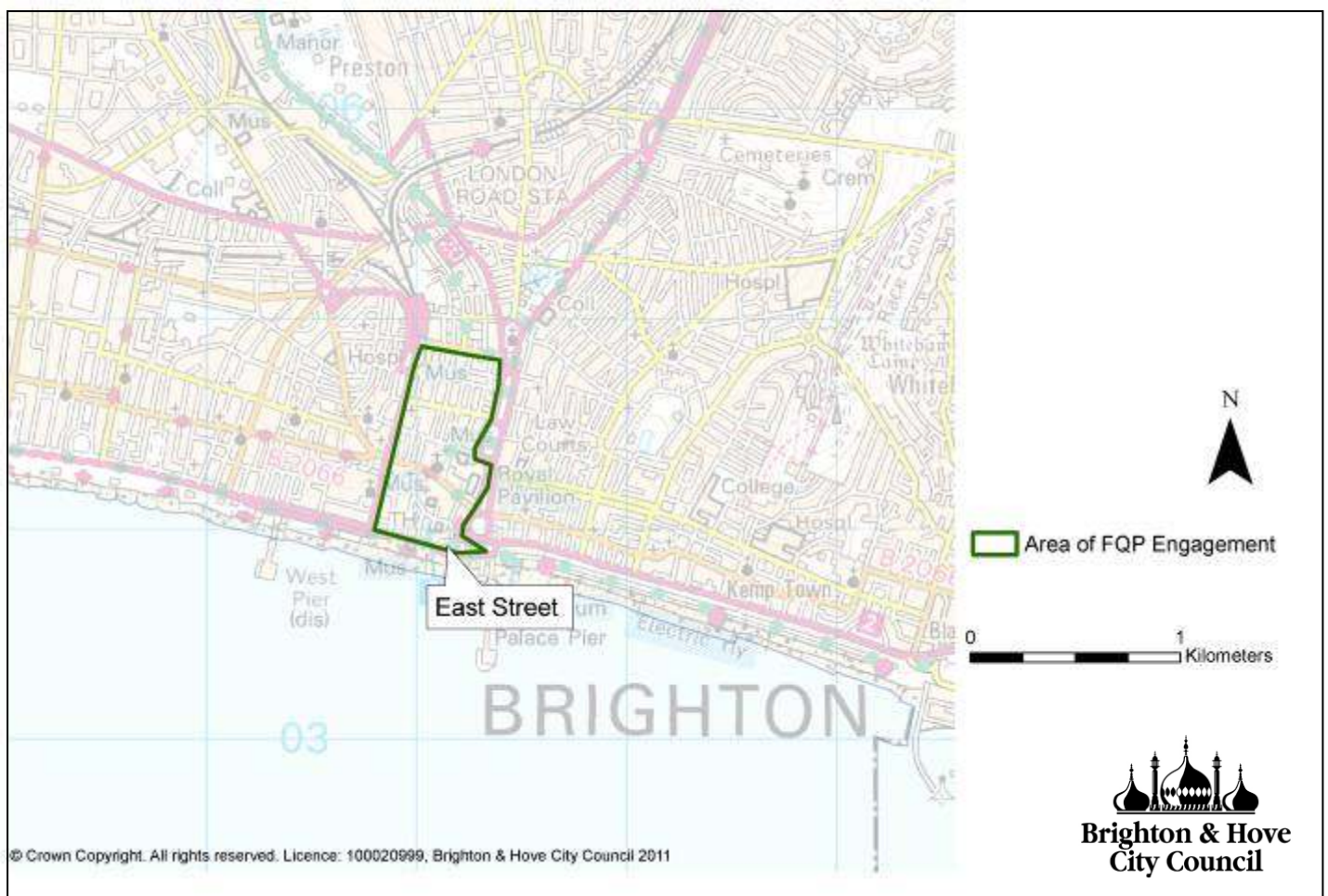


Figure 2: Map of the Lanes, Location of Proposed Environmental Zone

4. Environmental Zone in Brighton & Hove

4.1 Description of the Work Done

Following submission of Deliverable T64.1 in September 2010, BHCC officers sought to establish plans for changes to access in the Lanes area of Brighton, focusing on East Street. The intention was to seek approval to consult on these plans and then implement the Environmental Zone by September 2011. However, in March 2011 it became clear that it would be highly unlikely that it would be possible to deliver the Environmental Zone within the agreed timescales. Once funding was secured for the scheme during summer 2011, work began on progressing implementation and the measure was completed in April 2012.

4.2 Summary of Activities Undertaken

The following provides a summary of the main activities undertaken as part of Measure 64:

- Undertook research into freight efficiency measures;
- Undertook research with traders and freight operatives to identify current practices and issues;
- Held inaugural meeting of the FQP;
- Developed plans for revised access arrangements in the East Street area of Brighton.
- Consulted with local residents and businesses.
- Implement East Street scheme.

4.3 Main Outcomes

East Street forms part of Brighton & Hove's walking network (which is made up of the streets within Brighton centre that are most heavily used by pedestrians). The street is the main route between the city's key tourist attractions of the Pavilion, The Lanes and the seafront.

On a typical Saturday 1200 pedestrians an hour pass along East Street, with many more using the street during the summer season. In comparison vehicle use is low, with less than 100 vehicles an hour using the street prior to implementation of the scheme. However the vehicles that do enter have a disproportionate effect on the area, forcing pedestrians on to crowded footways and creating noise and air pollution.

The council carried out a legibility study of the city in 2007. One of its key recommendations was that the link between the city and the seafront was strengthened, with East Street the prime location for this.

PUBLIC SPACE PROGRAMMES

LINK THE CITY TO THE SEASIDE

Example: East Street connection to the beach

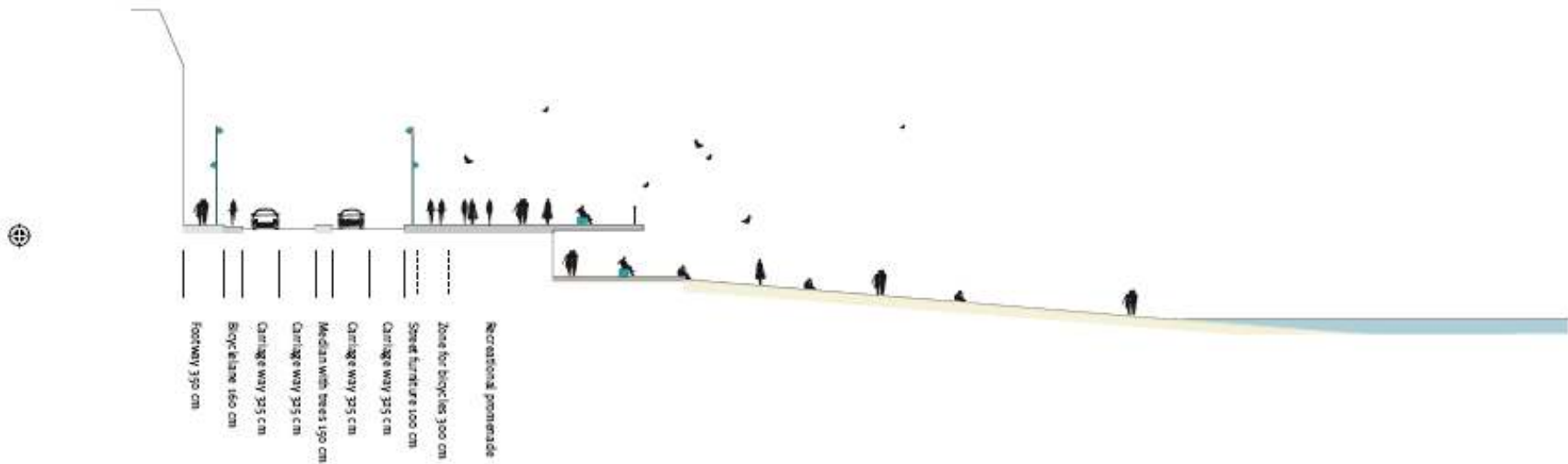


Figure 3: Extract from the Brighton & Hove Legibility Study

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The principle of the scheme was to improve the route for pedestrians by reducing traffic in the area and improving the crossing from East Street to the seafront. To achieve this, the junction of East Street and Grand Junction Road (the seafront) was closed to traffic, with southbound traffic being diverted at a point 100 metres north of the seafront. The intention was to create a pedestrian dominated zone at the southern end of East Street.

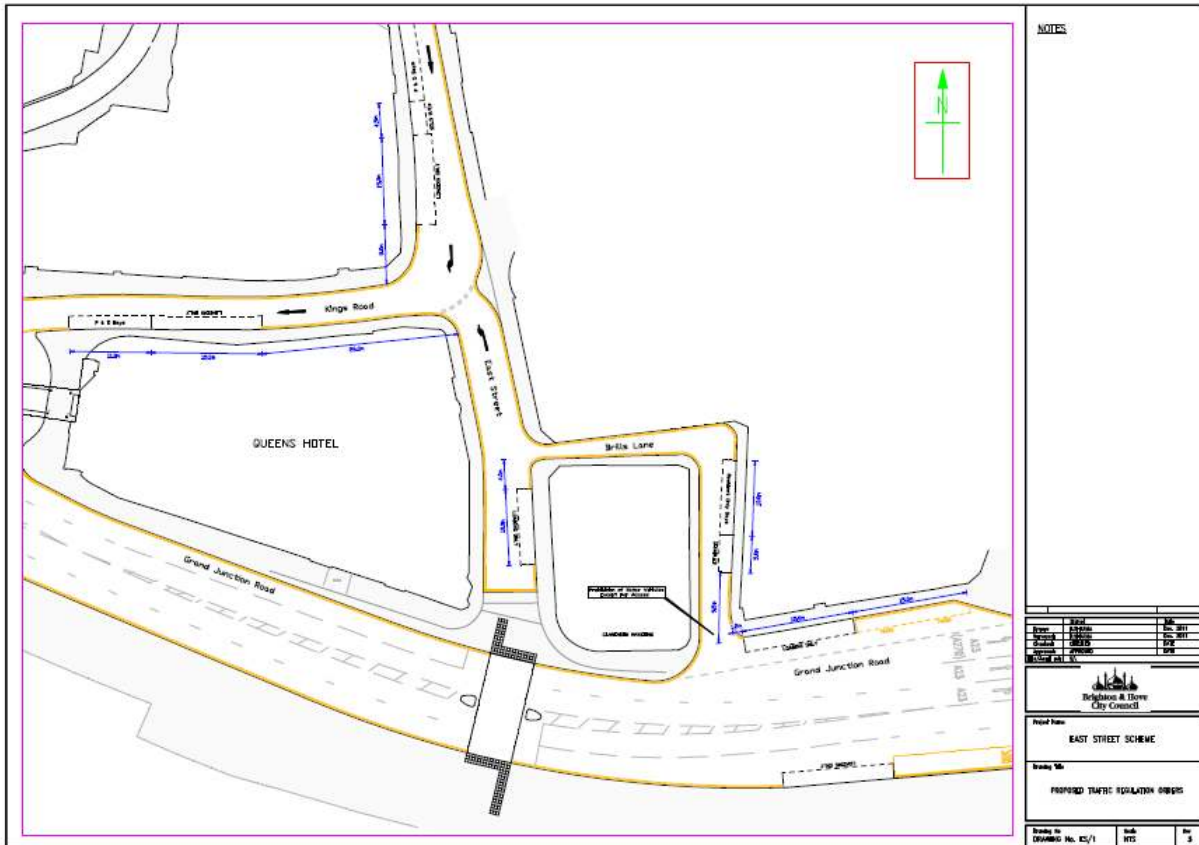


Figure 4: Scheme design

The following photographs show the scheme during construction, and following completion.



Figure 5: The East Street scheme during construction



Figure 6: The East Street scheme before (l) and after (r)

4.4 Problems Identified

Timescale & funding issues

As the final stage of Measure 64, the Environmental Zone has suffered from delays with the previous tasks which essentially centred on difficulties in stimulating the interest of key stakeholders and consequent time taken to develop an alternative approach. During the course of this process it became clear that this target would not be achievable within the agreed timescales. The main reasons for this have been identified as follows:

- The measure had been conceived on the assumption of ongoing funding. The removal of match-funding by Brighton & Hove City Council for wider public realm and transport improvements that would have supported and made the introduction of the Environmental Zone possible inevitably impeded its introduction within the timescales of the CIVITAS project.
- Low levels of stakeholder engagement in the FQP process and sensitivities surrounding the proposed changes impeded the progress of the project, particularly in the run up to the UK Local Government elections in May 2011.

Local residents

The majority of local residents were in favour of the scheme as they felt it would create a more pedestrian-friendly environment in the Old Town generally. However some of the residents who lived in the immediate vicinity of the scheme initially objected to the proposal. Their main points of concern were that they could no longer park outside their front door and that creating a pedestrian zone would encourage noise and anti-social behaviour from customers of nearby bars.

To overcome the objections the plan was amended to include short stay loading provision and a promise was made to the residents that the council would look into pedestrianising the wider area, thus reducing the effect of concentrating noise and anti-social behaviour in a small area.

Local Businesses

The objective of the measure was to improve air quality by engaging with freight operators and businesses - and this was achieved by engaging around a scheme to remove traffic from the street. However by removing vehicles from East Street this inevitably caused some problems for businesses with loading requirements. This was partially overcome by providing additional loading provision in the wider vicinity. However some businesses were still unhappy about the new arrangements as they would need to transport their goods between 10m and 20m further; the hotel particularly felt that they would not be able to transport their linen trolleys this distance. However the decision was taken to proceed with the scheme despite these objections. Early indications (lack of complaints from businesses and no parking violations) are that the businesses have adapted to the new scheme and that this decision was justified.

4.5 Mitigating Activities

Brighton & Hove City Council Officers have sought to deliver the Environmental Zone against a difficult backdrop of financial uncertainty and limited interest from key stakeholders. Efforts were made to mitigate these issues by reducing the scope of physical interventions and developing plans to give a tangible focus for business groups respectively.

When it became clear that the timescales associated with the CIVITAS project would be unobtainable as a result of the issues mentioned, consideration was given to alternative means of meeting the project objectives within a reduced timeframe. Most notably, the ECO Stars scheme, which has been successfully implemented by other UK authorities, was considered. This encourages freight operators to sign up to a fleet recognition scheme whereby the environmental impact of vehicles is rated using a starging system, with support given to operators to achieve higher ratings. This is thus seen to lead to mutual benefit for Local Authorities, via the use of cleaner vehicles, and operators, for example, through positive publicity and reduced fuel costs¹. Nevertheless, despite the apparent benefits Brighton & Hove City Council was

¹ For more information see: http://www.care4air.org/eco_stars_scheme.html

unable to give further consideration to the scheme owing to the ongoing funding commitment that would be required.

4.6 Future Plans

Brighton & Hove City Council is continuing the Walking Network Improvement programme. Following the completion of the East Street scheme the next area likely to benefit from similar improvements will be the wider Old Town area. Consultation on a possible Old Town scheme is due to take place in May 2012.