



Doncaster Council

Date: 9th March 2021

**To the Chair and Members of the
CABINET**

**Quality Streets - Active Travel and Digital Infrastructure Programme:
Doncaster Town Centre**

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Bill Mordue Cabinet member for Business, Skills and Economic Development	Town Centre	Yes

EXECUTIVE SUMMARY

- 1.1 The government announced a £900 million Getting Building Fund GBF to deliver jobs, skills and infrastructure across the country. This investment is being targeted in areas facing the biggest economic challenges as a result of the pandemic. It is supporting the delivery of shovel-ready infrastructure projects, agreed with regional Mayors and Local Enterprise Partnerships to boost economic growth, and fuel local recovery and jobs.
- 1.2 DMBC considered a range of options, but due to the qualifying criteria and timescales the options were limited. The city region has supported Doncaster's submission to expand and back fill funding short falls on the town centre improvement schemes Quality Streets, already being developed as part of the successful Transforming Cities Fund bid TCF.
- 1.3 Following Sheffield City Region Outline Business Case approval for Transforming Cities Fund in March 2020, SCR asked Doncaster to progress the Getting Building Funding scheme alongside the TCF programme and accelerate straight to Full Business Case due to the very challenging funding spend period. Doncaster has been allocated £5.5million GBF for the

delivery of this scheme.

- 1.4 Getting Building Fund will contribute to the shortfall in the Transforming Cities Fund to enable the delivery of the full scheme. Combined funding will deliver the full transformational changes to St Sepulchre Gate, Duke Street, Cleveland Street and Wood Street. Appendix A.

Benefits of the scheme include:

- Cycle lanes
 - Highway improvements including single carriageway and road narrowing
 - Public realm improvements
 - Improved bus stops and real time information points
 - Improved connectivity through the Urban Centre for pedestrians and cyclists
 - Installation of ducting to enable digital infrastructure
- 1.5 This report seeks that if the Full Business Case is successful, approval be given to enter into a funding agreement with SCR and subsequently draw down funding for the delivery of Quality Streets- Active Travel and Digital Infrastructure Programme.

EXEMPT REPORT

2. Not exempt

RECOMMENDATIONS

- 3.1 Note the Council has submitted a Full Business Case for Transforming Cities and Getting Build Fund.
- 3.2 The progression to Funding Agreement stage and the subsequent acceptance of funding (subject to the negotiation of acceptable terms and conditions with the grant sponsor).
- 3.3 Cabinet will be asked to delegate to the Director of Economy & Environment, in consultation with the Mayor and the Portfolio holder for Business Skills and Economic Development:

The approval to agree final design of the specific scheme and, if the bid is successful, to negotiating and agreeing the terms and conditions, and the decision to enter into a funding agreement with Sheffield City Region and subsequently drawing down the funding to the Director of Economy & Environment and Section 151 Officer, in consultation with the Mayor.

- 3.4 Removal of the income budget for on-street parking on Duke Street and Wood Street as this parking provision will be removed as part of the scheme (5.11).

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

- 4.1 If successful the scheme will improve connectivity for Doncaster residents from the Civic and Cultural Quarter to the Station Forecourt. It will provide

an improved active travel network and safer environment for cyclists and pedestrians.

- 4.2 These improvements will create space for people to feel safe from vehicles and overall improve the public realm of the urban centre and improve the connectivity from the Station Forecourt to the Civic and Cultural Quarter and Bennetthorpe.
- 4.3 The potential improvements in our active travel network could lead to a significant modal shift, leading to air quality benefits.
- 4.4 The TCF Phase 2 programme contains active travel schemes, the delivery of which is linked to the success of 'Get Doncaster Moving'. Physical activity and sport is one of nine transformational programmes within Doncaster Growing Together and will accelerate the progress of Doncaster's 10yr Physical Activity and Sport strategy.
- 4.5 This is reflected within the Get Doncaster Moving programme with Cycling and Walking being 2 of the 5 themes and sharing a project board that will ensure that transformational change is achieved and the potential benefits realised.
- 4.6 Potential interventions funded by Transforming Cities are integral to the walking and cycling themes, providing the platform to achieving the outcome of increased numbers of residents making journeys by active travel means.
- 4.7 Getting Building Fund will contribute to the shortfall in the Transforming Cities Fund to enable the delivery of the full scheme. Combined funding will deliver the full transformational changes to St Sepulchre Gate, Duke Street, Cleveland Street and Wood Street.
- 4.8 Benefits of the scheme include:
 - Cycle lanes
 - Highway improvements including single carriageway and road narrowing
 - Public realm improvements
 - Improved bus stops and real time information points
 - Improved connectivity through the Urban Centre for pedestrians and cyclists
 - Installation of ducting to enable digital infrastructure

BACKGROUND

- 5.1 Following Cabinet Approval to submit outline business case for Transforming Cities Phase 2, Sheffield City Region agreed funding for the active travel scheme, however the reduced fund would not realise the full scheme delivery.
- 5.2 Getting Building Fund investment is targeted in areas facing the biggest economic challenges as a result of the pandemic. Sheffield City Region has been allocated £33.6m from the GBF for a wide-ranging package of projects that will deliver a much-needed boost to the local economy, of which Doncaster has been allocated £5.5million for the delivery of this scheme.

- 5.3 Sheffield City Region have agreed that a combined Full Business Case to be submitted for both funding elements to enable full scheme delivery. This allows TCF to progress straight to Full Business Case (bypassing Outline Business Case).
- 5.4 The Quality Streets - Active Travel and Digital Infrastructure Programme: Doncaster Town Centre Full Business Case was submitted to SCR on 8th January 2021 with the MCA approval date of 22nd March 2021.
- 5.5 Subject to funding approval the total scheme is £9.45m of which:
- TCF: £3.5m
 - GBD: £5.5m
 - Match funding: £450k
- 5.6 Quality Streets - Active Travel and Digital Infrastructure Programme is a continuation of the recent Quality Streets improvement and enhancement to the urban centre. This scheme provides the opportunity to improve the experience and connectivity with ongoing schemes in the urban centre providing regeneration and green growth to focus on leisure and bespoke shopping experiences. Wood Street, Cleveland Street, Duke Street, and St Sepulchre Gate will benefit from the segregated cycle facilities and improved connectivity from the Station Forecourt to the Civic Cultural Quarter, improve access for cyclists and creating a safer environment with priority returned to cyclists and pedestrians and an environment in which they choose to spend time.
- 5.7 During the scheme delivery, the opportunity to install ducting required for digital infrastructure will be utilised, enabling the roll out by City Fibre and reducing further disruption to the highway in the future.
- 5.8 The scheme will also improve public transport customer experience through the provision of new bus shelters, real time information, and improve reliability of bus times by removing delays and pinch points at current stops through redesign of the highway layout. Reviewing how bus services operate in the centre will ensure passengers will have access to all key areas in the urban centre including the Civic Cultural Quarter, Waterdale and The Colonnades.
- 5.9 The Colonnades which is bordered by Duke Street and Cleveland Street, is currently struggling and it is envisaged that the project will contribute to revitalising the area and ensuring it is not left behind.
- 5.10 In summary the scheme will provide improvements to 15,893m² of highway, which includes public realm, highway improvements and bi directional cycle lanes to St Sepulchre Gate, Duke Street, Cleveland Street and Wood Street.
- 5.11 To achieve the desired carriageway design for Duke Street and Wood Street the on-street pay and display parking must be removed, reducing the income generated by this service by approximately £10k per annum. This figure is based on parking income for both streets provided by Regulation and Enforcement. Covid restrictions in the town centre in 2020 saw an income of £7424.05 generated from pay and display parking on both streets from January to December 2020. This report is requesting the associated income budget for parking on these streets is removed.

5.12 On completion the scheme will:

- Redefine the key connectivity routes from the Station Forecourt to the Civic and Cultural Quarter
- Form part of the infrastructure that will interconnect and unlock the potential of other key Urban Centre projects, including Waterdale, CCQ, Danum Library Gallery and Museum and cinema
- Support the aims and objectives of the Urban Centre Masterplan
- Improve the attractiveness of Doncaster as a location in which businesses may consider relocating to
- Improve the experience for visitors, residents, and creating an environment where they wish to stay longer and return more often
- Provide the ducting infrastructure to support City Fibre installation in the urban centre

OPTIONS CONSIDERED

6. Four options were considered:

6.1 **Option A: Do minimum option (reference case):**

This option will not realise any improvement to the highway or public realm, the only work to be carried out will be maintenance work to the footpath and highway when budget available and when required. The area will also continue to decline.

6.2 **Option B: Deliver scheme to one or two streets only**

This option would deliver the bi-directional cycle lanes and improved public realm to a reduced area. However, it will fail to deliver the connectivity across the urban centre, creating a disjointed environment for cyclists and pedestrians and not redress the balance with vehicles in the urban centre.

6.3 **Option C: Bi-directional cycle lanes only**

This option would deliver the bi-directional cycle route connecting the Station Forecourt to the Civic and Cultural Quarter however there will be no uplift or work to the public realm to enhance and improve the attractiveness of the place for cyclists or pedestrians. The lack of improvement to the place will limit full benefits being reached in terms of numbers. Transforming Cities Fund provides cycle lanes only and the reduced Transforming Cities Fund may not cover the works required to deliver the cycle lanes across the four streets resulting in a disjointed cycling scheme.

6.4 **Option D: (Preferred option) Full Scheme Wood Street, Cleveland Street, Duke Street and St Sepulchre Gate**

Delivery of the full scheme will promote cycling and walking through the town centre in an improved and safer environment, redressing the balance whilst maintaining access for cars in the urban centre. It will also create a more Covid-19 safe space, without the need for additional schemes to meet this need. Delivering the full scheme will provide an improved and safer environment. Delivery of the cycle lane only – identified with red road markings will not improve or make the area feel safe.

Any other option other than this option does not give the finished scheme, as they would leave gaps in the network, give a disjointed scheme and will not realise the full benefits. St Sepulchre Gate would be omitted and a key

opportunity to link the newly improved Station Forecourt to the urban centre and Civic and Cultural Quarter would be lost. Additionally, the improvements to the junction at Duke Street and Cleveland Street and the area between Home Bargains (The Colonnades) and the roundabout would not happen. The scheme has been designed end to end with all the elements and it is not designed to be part completed. Completing part of the scheme only will impact on the usage and benefits which are expected to be gained.

REASONS FOR RECOMMENDED OPTION

7. The project supports the long-term regeneration and growth of Doncaster's urban centre and the investment will allow Doncaster to improve its network of sustainable travel infrastructure, enabling communities and residents to consider other options for travel, potentially improving their health and wellbeing. Creating an improved public realm environment connecting key areas will improve the experience for visitors, residents, and creating an environment where they wish to stay longer and return more often.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

8.

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>The Transforming Cities programme has the potential to provide improved sustainable transport access to employment for Doncaster residents.</p> <p>The health benefits to businesses of employees travelling actively to work includes reduced absenteeism and improved productivity.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>Increasing and enhancing our transport network could lead to an increase in residents being active, which contributes to a healthy and vibrant Doncaster.</p> <p>Improving the public realm will create an environment where residents and visitors choose to visit and use this key connection route from Civic and Culture Quarter to the Station Forecourt.</p>

	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	None
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	None
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	We will work together to promote the assets that Doncaster has not only to residents but visitors too.

RISKS AND ASSUMPTIONS

9. The main risk is the combined Transforming Cities Fund and Getting Building Fund is only partially allocated, this could potentially lead to delivering a reduced scheme.

As with all new infrastructure, green and open spaces it will increase the call on the future routine maintenance and replacement budgets and therefore

the Council will need to ensure there is sufficient revenue and whole life replacement resources in the place to maintain the asset for its lifetime.

Loss of SCR funding and reputation should the Council not give approval to accept the funding and enter into funding agreement.

Potential claw-back on outputs should the funding not be spent in line with the purpose for it was awarded. To date, claw back has been expected to be based on "Project Outputs" meaning the product of the works and likely to be described as the delivery of the refurbishment to St Sepulchre Gate, Duke Street, Cleveland Street and Wood Street. This would be considered reasonably within the Council's control to comply with.

The MCA may require claw back to be based on "Project Outcomes", meaning the benefits of the works, such as increased footfall and cyclists, indirect jobs etc. The outcome based claw backs for Quality Streets have yet to be defined by the MCA, and these are not the Council direct control, however we believe the outcomes are likely to be manageable as they will be based on the FBC projections and currently projected longer term to allow the benefits of the project outcomes to be realised.

Changes to the proposed scheme resulting in delays to the proposed start and completion dates.

LEGAL IMPLICATIONS [Officer Initials NJD Date...27th January 2021.]

10. Section 1 of the Localism Act 2011 provides the Council with the general power of competency, allowing the Council to do anything which a person is permitted to do.

The Council will be required to enter into legally binding funding agreement which will set out how the monies can be used. Although the terms of that agreement have not yet been finalised, it is likely that they will include certain provisions to deal with match funding, deadlines for delivery and Subsidy (formally known as state aid). Failure to comply with such terms may lead to claw back of funding.

The Council will be required to amend the existing Traffic Regulation Order to revoke the provision of on street parking on Duke Street and Wood Street.

Where a local authority proposes to make or amend a Traffic Regulation Order under the Road Traffic Regulation Act 1984, the Council is required pursuant to the Local Authorities Traffic Orders (procedure) (England and Wales) Regulations 1996 before making the Order, to consider all objections made to the Order and which have not withdrawn.

Further legal advice and assistance will be provided as the project progresses.

FINANCIAL IMPLICATIONS [Officer Initials OB Date 27.01.2021.]

11. The TCF T2 grant originates from the Department for Transport and the GBF originates from the MHCLG with the SCR acting as accountable body for both grants.

A smaller version of this Quality Streets project has already been approved as part of the TCF2 approval process. This approval included the acceptance and use of the £3.5m TCF funding and the contribution of £0.45m match funding. Revenue resources intended to be used as Revenue Contribution to Capital Outlay (RCCO) were approved as part of the 20/21 Revenue Budget Setting report, approved by Full Council on the 5th March 2020. These resources will be used as match funding for this scheme.

It is anticipated that the 2% allocation within the TCF grant for development costs will still be sufficient to cover the costs associated with developing the Full Business Case for this larger scheme. There is no further allocation for development costs within the GBF.

It is anticipated that there may be ongoing revenue costs emerging from the withdrawal of parking provision on two of the streets. First it needs to be established whether or not people would park at nearby council carparks if this parking provision was removed, in which case the loss of income may not be as large as anticipated, if there is a loss at all. If it is agreed that a loss of parking income would definitely arise, the income budget could be removed but ongoing revenue budget would need to be identified to offset this. No budget is identified within this report.

Any increase in future maintenance costs associated with the schemes should be discussed with the services responsible for future maintenance, so the impact on their existing budgets can be assessed e.g. Highways and public open spaces (street scene). Where the maintenance cannot be funded from existing budgets, the additional requirement would need to be highlighted as a pressure as part of the future budget setting process.

It is intended that expenditure will be claimed against the GBF funding before it is claimed against the TCF as the deadline to spend the GBF is 31 March 2022 whereas the deadline to utilise the TCF is 31 March 2023. Experience of similar funding agreements with the SCR suggest that the main risks for the Council will be in relation to claw back for failure to deliver the works, agreed outcomes and incurring spend in line with how SCR profile the grant.

Administration and reporting requirements of SCR funding agreements have also proved to be time consuming, the full costs of which cannot normally be recovered from the grant. The Council will need to ensure that sufficient resources are in place to administer these grant for their duration.

If approved, the scheme would need to be delivered within the resources allocated. Any additional corporate resources required must be agreed with the Section 151 Officer prior to committing expenditure as per financial procedure rules. Financial procedure rules E9 to E13 set out the responsibilities of the Director with regards to external funding. These include ensuring match funding arrangements are in place, ensuring that all

funding notified by external bodies is received and properly recorded in the Council's accounts and informing the CFO about any subsequent modifications to timing and amounts of anticipated funding.

Once the Full Business Case is approved, the scheme would need to be added to the E&E capital programme.

HUMAN RESOURCES IMPLICATIONS [Officer Initials DK Date 17/02/2021]

12. There are no direct HR Imps in relation to this report, but if in future staff are affected or additional specialist resources are required then further consultation will need to take place with HR.

TECHNOLOGY IMPLICATIONS [Officer Initials...PW... Date...26/01/21.....]

13. There are no direct ICT implications at this stage. However, ICT will need to feed into the design phases for the proposed scheme to advise in relation to the required infrastructure and/or changes to the Councils private fibre optic network (DPON). Any associated ICT costs would need to be met from the overall scheme budget outlined above.

HEALTH IMPLICATIONS [Officer Initials... CT.....Date 26.1.21.....]

14. Public Health supports preferred Option D to ensure that people are able to actively travel safely across the areas identified. The recommended improvements link to the Get Doncaster Moving, Walking and Cycling Strategies, which include ambitions to 'Improve the quality of where people walk' and 'Cycling is embedded within all future infrastructure schemes, ensuring a well-connected and safe cycle network that supports a variety of journeys, for work or pleasure'. Creating safe, attractive and convenient environments can encourage residents to walk or cycle to their place of work or shops as well as social cycling thereby improving physical, social and mental wellbeing. Encouraging shorter journeys by walking and cycling can help reduce high levels of road traffic that has a negative impact on air and noise pollution and people choosing to travel actively due to perceived road safety.

EQUALITY IMPLICATIONS [Officer Initials SG Date 25/01/2021]

15. Decision makers must consider the Council's duties under the Public Sector Equality Duty at s149 of the Equality Act 2010. The duty requires the Council, when exercising its functions, to have "due regard" to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the act, and to advance equality of opportunity and foster good relations between those who share a "protected characteristic" and those who do not share that protected characteristic.

An equality, diversity and inclusion due regard statement has been prepared and appended to support this report Appendix B.

CONSULTATION

- 16.1 Consultation meetings have been held with the Mayor, Town Ward members, Portfolio Holder for Business, Skills and Economic Development and Overview and Scrutiny.
- 16.2 Engagement with internal and external partners has commenced. Consultation and engagement with businesses and residents to comment on and contribute to the final scheme.

BACKGROUND PAPERS

17.

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

E&E: Economy and Environment
GBF: Getting Building Fund
MCA: Mayoral Combined Authority
SCR: Sheffield City Region
TCF: Transforming Cities Fund
TCFT2: Transforming Cities Fund Tranche 2

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