



# Doncaster Council

## Report

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Date: 07/07/2021

### To the Mayor and Members of Cabinet

#### Active Travel Funding:

- Approval to submit business cases for proposed schemes.
- Approval to enter into a funding agreement with Sheffield City Region to draw down funding for the delivery.
- Approval to deliver the schemes associated with the Active Travel Fund.

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Blackham	Thorne & Moorends Edlington and Warmsworth Conisbrough	Cabinet

#### EXECUTIVE SUMMARY

1. The Department for Transport (DfT) have released Active Travel funding to install segregated cycle lanes, low traffic neighbourhood and school streets. To give people more opportunities to choose cycling and walking for day to day journeys.
2. The Council, in partnership with Sheffield City Region (SCR), has been allocated an indicative funding opportunity of **£1,380,195** subject to submission and approval of an outline business case and a full business case. To be able to deliver the interventions we need to comply with Sheffield City Region's governance requirements to be able to draw down funding.
3. The Council's allocation of £1,380,195 is comprised of £426,000 Sheffield City Region gain share capital, £873,848 of Active Travel capital funding and £80,347 of Active Travel revenue funding cases.

4. The schemes that form part of the Active Travel fund activities are listed below:

**Thorne Active Neighbourhood & West Road Schools Street:**

Community consultation will be delivered to Thorne residents to decide suitable locations for a modal filter to be installed. The modal filter will prevent rat running and have a positive impact on levels of active travel, physical activity, road safety and local levels of air pollution. Improving the sense of place for residents and meaning only vehicles with a purpose for being there will be accessing the street.

West Road Schools Street will see the installation of a temporary restriction on motorised traffic at school drop-off and pick-up times. This will again have a positive impact on levels of active travel to and from the school, increase perceptions of road safety along West Road and local levels of air pollution. Through the removal of vehicles at these times, it will allow a more pleasant and safer environment for children to scoot, walk or cycle to school.

Consultation with ward members has already taken place on the proposals and will complement existing works proposed in the area due to take place in Thorne from Transforming Cities.

Thorne and Moorends have been selected for these trials as the topography of the ward makes active travel more appealing. The work on the physical infrastructure that is being delivered through TCF, combined with the fact Thorne and Moorends has one of the highest propensities to cycle within the Sheffield City Region, provides an opportunity to really increase active travel. We have also received a number of complaints that 'rat running' is an issue within the Thorne community, installing an active neighbourhood will prevent this from taking place.

**Conisbrough to Warmsworth Cycle Superhighway:**

A new bi-directional active travel lane will provide better connectivity between Conisbrough and Warmsworth creating a larger more strategic active travel route from the town centre to the West of the Borough. The Cycle superhighway is the second phase of works with the first phase delivered in the previous Emergency Active travel Funded works along the A630 in Warmsworth. The scheme will run adjacent to the A630 between Woodfield Greenway and the Quarry entrance. The scheme involves widening the existing footpath and grass verge to create bi-directional cycle route and pedestrian improvements. The scheme will result in no loss of capacity for general traffic.

Ward members have been consulted on this scheme along with plans to develop a larger strategic route. The strategic route will be delivered through the Active Travel Fund and Transforming Cities by 2023; we will have a strategic cycling route that connects Mexborough, Denaby,

Conisbrough, Edlington, Warmsworth and Balby to Doncaster Town Centre.

There are no requirements for match funding on any of these projects, as they are 100% grant funded.

5. This report sets out the requirement to accept the funding into Doncaster Council's capital programme for transport, set out the risks of agreeing to works and enter into the funding agreement with SCR.
6. The reasons for this decision are as follows;
  - The funding provides an opportunity to improve Doncaster's cycling and walking network,
  - Delivery of the interventions will contribute to meeting output of the adopted Get Doncaster Cycling and Get Doncaster Walking strategies as lockdown restrictions are eased, we need to ensure people start with the infrastructure in place to guide good behaviour and avoid risk of bad behaviour being established and can travel in a safe, sustainable way to and from employment.

## **EXEMPT REPORT**

7. Not exempt

## **RECOMMENDATIONS**

8. The report recommends;
  - Approve submitting both Outline Business Cases and Full Business Cases to SCR
  - Delegate the negotiation, agreement of terms and conditions, and entering into the Active Travel programme Funding Agreement with Sheffield City Region and resolving the issues identified in this report to the Director of Economy and Environment, in consultation with the Mayor and the Assistant Director of Finance (S151 Officer).
  - Approve delivery of schemes in general, noting the requirement for Community Consultation

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

9. The delivery of the Active Travel Funding schemes is key to maintaining accessibility through safe, sustainable modes to key employment sites and to local facilities. There will be a reduction in public transport services due to the pandemic, actively travelling will be many residents only choice. The programme has been developed to ensure increased safe infrastructure that will allow residents to make more sustainable journeys on foot or by bike.
10. The Active Travel Fund supports the success of the 'Get Doncaster Moving' programme. 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. The 'Get Doncaster Moving' (GDM) programme is delivered by collaborative working across Team Doncaster, public services, voluntary/ community organisations and the business community and focuses on interventions and reforms which will achieve the whole system change for physical activity and sport. A modal shift in active travel is essential for a sustained change in activity levels as this can be the entry for people becoming more active.

## **BACKGROUND**

11. Doncaster Council, as part of Sheffield City Region, was successful with a bid to the Department for Transport for the Covid19 Emergency Active Travel Fund in summer 2020. The Active Travel Fund is the second phase of this programme. Tranche 1 supported the installation of temporary projects for the COVID-19 pandemic, Tranche 2 will support the creation of longer-term projects
12. The criteria set by the DfT for the Active Travel Fund was focussed around the provision of cycle superhighways, low traffic neighbourhood and school streets. The Government recognise that improved active travel provision will give people more opportunities to choose cycling and walking for their day-to-day journeys, as part of wider government plans to boost active travel.
13. The bid was submitted with SCR, therefore there is a requirement to meet their assurance criteria and demonstrate value for money. The schemes will be subject to SCR appraisal of an OBC and then an FBC. It is anticipated that OBC submissions will be made in June, with FBC in August and approval via Mayoral Combined Authority in October.
14. The Conisbrough to Warmsworth Cycle super highway phase 2 is continuous of the successful phase 1 element implemented under the Covid Emergency Active Travel Phase 2. It builds on the strategic ambition, through this funding source and Transforming Cities to complete a West of Doncaster to the town centre cycling route. Connecting Mexborough, Denaby, Conisbrough, Edlington, Warmsworth and Balby to town. This scheme has been developed with support from ward member for Conisborough.
15. The Thorne Active Neighbourhood will utilise community consultation as a means of residents taking back control of their local streets. The consultations intention is to identify 'rat runs' which has a detrimental effect on various issues including road safety, air quality and levels of physical activity. Modal filters will be installed as part of a six month trial to prevent rat running with active travel becoming a more natural choice for the shorter journeys within that community. The works will be the first of their kind in Doncaster and be used as a model to deliver similar interventions around the borough following the trial. Making space on our streets is key to achieving cleaner air and a lower carbon footprint whilst building healthier, safer and more resilient communities. The pandemic brought

this into focus and created an urgent need to change the way live and move around.

16. The west road school street project will consult with residents and users of west road outside of the primary school installing a temporary restriction on motorised traffic at school drop-off and pick-up times. The restriction applies to school traffic and through traffic. The result is a safer, healthier and pleasant environment for everyone. School street schemes offer a proactive solution for school communities to tackle air pollution, poor health and road danger reduction. A school street scheme will encourage a healthier lifestyle and active travel to school for families and lead to a better environment for everyone
17. The schemes need to be completed by March 2022 in line with funding parameters.

## OPTIONS CONSIDERED

18. Two options have been considered:
  - Do something: Submit OBC and FBC to SCR to enable us to enter into a funding agreement and draw down funding to deliver the proposed active travel schemes.
  - Do nothing: Failure to submit business cases and enter into the Funding Agreement will result in Doncaster not benefiting from significant investment. It will also mean we are unable continue to develop active travel schemes across the three areas, which provide safer, more sustainable routes for many residents travelling to employment and to local facilities.

## REASONS FOR RECOMMENDED OPTION

19. Submitting business cases and entering into the funding agreement will allow Doncaster to improve its network of active travel infrastructure, enabling communities and residents to consider other options for travel, potentially improving their health and wellbeing.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

20.

	Outcomes	Implications
	<b>Doncaster Working:</b> 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;	<ul style="list-style-type: none"><li>• Better access to good fulfilling work</li><li>• Doncaster businesses are supported to flourish</li><li>• Inward Investment</li></ul>

	<p><b>Doncaster Living:</b> 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"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> </ul> <p>Building on our cultural, artistic and sporting heritage</p>
	<p><b>Doncaster Learning:</b> 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"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p>	<ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes.</li> </ul>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> </ul>	

	<ul style="list-style-type: none"> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance.</li> </ul>
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## **RISKS AND ASSUMPTIONS**

21. The main risk is that business cases are not submitted, funding agreement not entered into and Active Travel funding not received. This will mean the interventions are not delivered, resulting in reputational damage to the Council and an impact to residents.
22. A risk is delivering schemes within the timeframes set by Schemes have been assessed and only ones that can be delivered within the timeframe have been selected.
23. With regard to Phase 2 Capital Schemes, we have already engaged the DLO around delivery.

## **LEGAL IMPLICATIONS (PC Date 19/05/2021)**

24. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives an Authority power to purchase goods and services.
25. The Council will be required to enter into a legally binding grant agreement with Sheffield City Region. Although the Council have not yet had sight of the grant agreement, the grant agreement is likely to set out the Council's obligations in relation to the funding along with milestone dates as to when those obligations should be satisfied. Failure to comply with the terms and conditions of the grant agreement may invoke clawback of funding. Once signed, the Council representative managing the grant should be familiar with the terms and conditions of the grant agreement.
26. In committing to consult with the Community of Thorne regarding the implementation of modal filters, the Council will create a legal obligation to undertake that consultation. There is a broad discretion as to how the consultation will be conducted but it must be done in accordance with the legal duty of the Council to act fairly. The consultation responses must be taken into account in finalising the decision. The process should comply with the established consultation principles:
  - Consultation should occur when proposals are at a formative stage;
  - Consultations should give sufficient reasons for any proposal to permit intelligent consideration;

- Consultations should allow adequate time for consideration and response;

The decision maker must demonstrate that it has considered the consultation or a summary of them, before taking its decision.

27. If the Council need to procure any goods, services or works for the delivery of the scheme, those procurements must be made in accordance with the Councils contract procedure rules and if applicable the Public Contracts Regulations 2015.
28. The decision maker must be aware of their obligations under the public sector equality duty (PSED) in s149 of the Equality Act 2010. It requires public authorities when exercising their functions to have due regard to the need to eliminate discrimination, harassment and victimization; advance equality of opportunity; and foster good relations between people who share relevant protected characteristics and those who do not.
29. The relevant protected characteristics under the Equality Act are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The duty also covers marriage and civil partnerships, but only in respect of eliminating unlawful discrimination.
30. The decision maker must ensure that they have seen the due regard statement. The duty must be exercised in substance, with rigour, and with an open mind and is not a question of ticking boxes. It is for the decision-maker to decide how much weight should be given to the various factors informing the decision, including how much weight should be given to the PSED itself. The duty is a continuing one and there should be a record/audit trail of how due regard has been shown. It is not sufficient for due regard to be a “rear-guard action” following a concluded decision The decision maker must also pay regard to any countervailing factors and decide the weight to be given to these, which it is proper and reasonable to consider; budgetary pressures, economics and practical factors will often be important.
31. Further legal advice will be given once the funding agreement has been received and the project progresses.

## **FINANCIAL IMPLICATIONS (J.I 17/05/2021)**

32. The Sheffield City Region Mayoral Combined Authority has approved an indicative allocation to Doncaster of £1,380,195 (which is comprised of £426,000 Sheffield City Region gain share capital, £873,848 of Active Travel capital funding and £80,347 of Active Travel revenue funding cases).

The deadline for the schemes to be completed and funding utilised is 31 March 2022.

The funding comes from the Department for Transport (DfT) but is pass-ported through Sheffield City Region (SCR). This ODR seeks approval to submit business cases for proposed schemes, approval to enter into a funding



agreement with Sheffield City Region to draw down funding for the delivery of the schemes.

The grant is for a programme of both capital and revenue related initiatives and claims are made to SCR for eligible expenditure. The grant is subject to claw back if not used on eligible expenditure.

The schemes within the Active Travel programme will be monitored through the standard Collaborative Planning (CP) Capital/Revenue Monitoring.

Should any ineligible spend be identified, or spend exceed the maximum grant allocation, then alternative budgets would need to be identified to cover this spend within Major Projects & Infrastructure, most likely from the LTP Integrated Transport Capital Block funding.

### **HUMAN RESOURCES IMPLICATIONS (KJ Date 12/05/2021)**

33. There are no direct HR implications in relation to this report.

### **TECHNOLOGY IMPLICATIONS**

34. N/A

### **HEALTH IMPLICATIONS (CT Date 18/05/2021)**

35. Car journeys lead to increased disease burden due to reduced physical activity along with road accidents, air pollution, noise and even reduced social cohesion and increased social isolation.

Conversely making our daily journeys on foot or on a bike continually boosts health, and the easiest and most acceptable forms of physical activity are those that can be built into everyday life.

Recent analysis of data from the Active People Survey has shown that people who cycle for travel purposes (ie rather than simply for recreation) are four times as likely to meet physical activity guidelines as those who don't.

For people to choose active travel there is a need to ensure that Doncaster residents have access to safe, sustainable modes of travel to key employment sites and to local facilities.

The recommended infrastructure proposals build on the recommendations in the Walking and Cycling Strategies and the previous engagement that we have previously undertaken with residents and stakeholders.

Public Health has worked closely with Transport colleagues to develop the business cases for the Active Travel funds, and fully supports Option 1.

The development of the schemes going will be monitored through the Doncaster Active Travel Alliance.

## **EQUALITY IMPLICATIONS [Officer Initials KP Date 20.04.21)**

36. 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.

## **CONSULTATION**

37. Consultation has been undertaken across a wide range of the Council's teams and Senior Managers, including the Director of Regeneration. The Mayor is also aware of the proposal and implications and impact. Detailed engagement and consultation has also been undertaken with the relevant Ward Members who are supportive of proposals.

## **REPORT AUTHOR & CONTRIBUTORS**

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