

<b>Report of:</b>	Executive Director of Growth & Place, Kevin Parkes Executive Member for Economic Development and Infrastructure, Lewis Young
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<b>Submitted to:</b>	Executive 18 <sup>th</sup> December 2018
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<b>Subject:</b>	Middlesbrough Integrated Transport Strategy 2018-2028
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**Summary**

<b>Proposed decision(s)</b>
That the Executive: <ul style="list-style-type: none"> <li>a. approves the <i>Integrated Transport Strategy</i> to support the wider economic growth of Middlesbrough, and the pursuit of external funding to enable delivery;</li> <li>b. approves the <i>Developing Middlesbrough’s Highway Infrastructure Plan</i> to support development of the road network, and the pursuit of external funding to enable delivery; and,</li> <li>c. endorses the commitment to work jointly with Redcar and Cleveland Council and TVCA to bring forward Nunthorpe Parkway.</li> </ul>

<b>Report for:</b>	<b>Key decision:</b>	<b>Confidential:</b>	<b>Is the report urgent?<sup>1</sup></b>
Information and Decision	No	No	Non-urgent

<b>Contribution to delivery of the 2018-22 Strategic Plan</b>		
<b>Business Imperatives</b>	<b>Physical Regeneration</b>	<b>Social Regeneration</b>
<p>Providing a modern, fully integrated, transport system will provide a gateway to Middlesbrough enables connections across the wider Tees Valley enabling growth and investment.</p> <p>The Strategy will enable the appropriate infrastructure to be delivered to enable development to proceed generating Council Tax/Business Rates which is critical to the MTFP.</p>	<p>The benefits of increased focus on sustainable travel reduces the pressure/constraints on the existing road infrastructure, which could act as a restraint to future economic expansion.</p> <p>The need to provide new housing and employment developments are core elements of the Investment Prospectus.</p>	<p>The benefits of increased focus on sustainable travel improves accessibility to employment, leisure, health and education by all. Reduction in dependence on the private car will improve Air Quality, Health and wellbeing of residents.</p>

## Ward(s) affected

The impact of the adoption and endorsement of the strategy will impact upon the whole of the Borough (and the wider Tees Valley). Each ward will be directly impacted upon to different degrees due to the specific locations of improvements. When the strategy is approved and any physical development progressed, ward Councillors and residents in the impacted location will be specifically consulted as part of standard Highway project implementation.

### What is the purpose of this report?

1. For the Council to endorse and approve the “*Integrated Transport Strategy*” and supporting document “*Developing Middlesbrough’s Highway Infrastructure Plan*” which align with the Investment Prospectus.

### Why does this report require a Member decision?

2. The proposed documents require approval as they will determine the future transport priorities for the Council, which will assist in delivering economic growth for Middlesbrough. The plans both support and assist in the delivery of the Council’s investment prospectus.

### Regeneration Objectives

3. Middlesbrough’s house building programme, supported by the adopted Local Plan (2014), is the most ambitious in our history and was approved by Council, following extensive public consultation and an independent Public Inquiry.
4. More than 2,000 new homes have been delivered over the last three years and 6,500 are due by 2029. The ambition of the house build programme reflects changes in natural population growth and addresses the reversal of the long-term population decline that Middlesbrough has recently experienced.
5. The housing ambitions reflect the commitments of the Combined Authority’s 2016 - 2026 Strategic Economic Plan and endeavour to provide the required mix and tenure to support existing demand and enable further growth.
6. Middlesbrough’s housing growth programme supports the aspirations of residents, encourages in migration and stems out migration; halting potentially detrimental social, physical and economic impacts on the City and its long-term stability and prosperity.
7. The delivery of new housing is crucial to the achievement of the Council’s ambitious plans to transform the local economy, as set out in the Middlesbrough Investment Prospectus published in 2017.
8. Income generated from Council Tax and New Homes Bonus is central to the Medium Term Financial Plan (MTFP) and the ongoing support of core Council services. Without continued housing development, the financial prosperity of the Council, local economy and population would suffer adversely.
9. Population growth in Middlesbrough has increased for the first time in generations with people attracted to the opportunities presented in the growing economy. In evaluating the impact of future housing sites, and the inevitable trajectory of population growth,

consideration must be given to the impact upon Middlesbrough's transport network. It is therefore vital that an appropriate transport strategy is in place to support it.

## **Wider Transport Planning**

10. Tees Valley Combined Authority has planned to commence consultation on its Strategic Transport Plan (STP) early in 2019, which highlights the region's wider priorities surrounding transport investment. Once approved, this document will act as the definition for the hierarchy of requirements, which will be used to focus implementation and highlight funding requirements and distribution across the region.
11. Middlesbrough Council is currently producing a Local Implementation Plan (LIP), which follows the key areas of the STP. It will identify the transport requirements to support the Council's transport priorities, but also assist in identifying mitigation measures required to support economic growth and housing expansion plans. This will act as the sister document to the STP; providing a more focussed and locally specific plan to address Middlesbrough's needs.
12. The two documents will be integral in evidencing the aligned priorities and strategies between the TVCA and the Council; further enhancing the viability and connectivity of the content and creating a stronger case for attracting internal and external funding required to deliver the requirements.

## **Implications**

13. Population growth (triggered by the housing and economic growth programme) is likely to place additional strain on Middlesbrough's local highway network, where significant congestion and delays at peak times already occur.
14. It is acknowledged that vehicular traffic plays a role in a strong economy. However, congestion can lead to constraining the continued growth of the local economy. The capacity of the highway network is a finite resource and while physical highway schemes such as those in the 'Developing Middlesbrough's Highway Infrastructure Plan' are proposed and form an important part of the Council's Transportation Strategy; reliance cannot be placed solely upon accommodating vehicular demand.
15. Further capacity improvements beyond those identified cannot always be achieved for a number of reasons and are not always desirable. As a long-term trend, increasing dependence solely on the private car is not sustainable and may detrimentally impact on the ability of the authority to deliver new housing and employment opportunities through congestion.
16. If development proposals are unable to mitigate against their impact, development proposals could be prevented from proceeding; ultimately impacting on the Council's long-term revenue streams, effecting the authority's ability to meet the targets of the MTFP. It would also adversely affect the desirability of Middlesbrough as a residential, retail and leisure destination.
17. Congestion has associated wider negative non-highway impacts on areas including Air Quality, Social Inclusion / Regeneration and access to services, Health of the populous (including rising levels of obesity) from a lack of activity and community severance with low quality living environments.

## Strategy

18. Middlesbrough is the City at the heart of the Tees Valley. As a destination for retail, leisure, employment and new housing, the Council recognises that Middlesbrough requires a well-planned and efficient multi-modal transport network to complement the City's physical and social and economic growth.
19. To enable the City's continued growth in the above areas the implementation of a long term, forward thinking and sustainable City scale Transport network for all highway users is necessary, demonstrating that Middlesbrough is a place that is open and connected for business.
20. An efficient and capable transport network is an integral part of the 'package' that attracts prospective investors, allowing them to develop their businesses in cluster areas, appropriate to both their business and customer needs.
21. The Integrated Transport Strategy seeks to build on the City scale ambitions of Middlesbrough by providing a fully integrated Transport network which not only provides ease of access within the authority boundary, but also provides a gateway to the rest of the Tees Valley; bringing centres closer together.
22. The strategy seeks to avoid the consideration of individual forms of travel, but rather identify how different modes of travel can be integrated together to provide a seamless transport network, which will facilitate economic growth. The structure of the strategy sets out high-level initiatives for each mode of travel, which can be individually delivered. However, it provides common threads that when considered together overlap to enable those using the network to switch travel mode easily.
23. An integrated Transport Network, which promotes and incentivises sustainable travel will reduce dependence on the private car which releases capacity on the road network without the reliance on expensive highway improvement schemes. The released capacity enables further development, enabling growth to occur.
24. The Integrated Transport Strategy does not seek to focus on the reduction of car borne travel, but seeks to balance the competing demands placed upon the transport network and maximise use of the finite resource, while providing the necessary infrastructure to enable all transport users to make informed decisions, which can respond to their changes as they see fit.
25. The Integrated Transport Strategy is included as ***Appendix I***.

## Developing Middlesbrough's Highway Infrastructure

26. In response to the housebuilding proposals set out above, the Council has identified a series of improvements that would optimise the capacity of the highways network, and support the incremental facilitation of the anticipated increase in road usage over the longer term. The 'Developing Middlesbrough's Highway Infrastructure' programme sets out a mixture of road widening, signalisation and new road construction that will be critical to supporting the town's future growth plans. This plan would be used by the Council as both a strategic document to guide future project development, and also as a lobbying tool where external investment is required, and essential sits as a sister document to the Integrated Transport Strategy.

27. Recent work undertaken by Arup to assess the impact of various potential road improvements against population growth estimates is reflected within this programme, with the listed improvements identified as those required to manage the growth of traffic across the network. This work has recently been supplemented by the Joint Transport Needs Assessment undertaken in conjunction with Redcar and Cleveland Council, to look at how population growth across both areas would affect the highways infrastructure. The joint assessment concluded that further highways infrastructure improvements are required beyond those identified in the above programme, but that these would largely be in Redcar and Cleveland, as the improvements initially proposed are already in line with the expected growth in Middlesbrough.
28. As over £20 million of external funding would be required to deliver the full programme, setting out these plans for the network will be essential to future discussions with Tees Valley Combined Authority and the Department for Transport. This plan is included as **Appendix II**.

### **Nunthorpe Parkway**

29. Also essential to future discussions with Tees Valley Combined Authority, will be the proposals to develop a park and ride rail station at Nunthorpe. The need to develop such a facility is included within the Integrated Transport Strategy, and will be a key feature of any future discussions around transport improvements required in Middlesbrough. As the station would be located *outside* of Middlesbrough (in Redcar and Cleveland) then Middlesbrough Council's involvement would be in a supporting, rather than a leading role. There is however agreement between both authorities that the park and ride station is a key requirement, and a key lobbying priority, that would be taken forward jointly. The recent work undertaken as part of the Joint Transport Needs Assessment highlights the value of the park and ride station to both areas, and this will be used to underpin a joint approach to the Tees Valley Combined Authority for funding to bring the project forward – utilising the recently awarded Transforming Cities Funding to commence the necessary business case development, and then fund the overall development costs.

### **What decision(s) are being asked for?**

That the Executive:

- a. approves the *Integrated Transport Strategy* to support the wider economic growth of Middlesbrough, and the pursuit of external funding to enable delivery;
- b. approves the *Developing Middlesbrough's Highway Infrastructure Plan* to support development of the road network, and the pursuit of external funding to enable delivery; and,
- c. Endorses the commitment to work jointly with Redcar and Cleveland Council and TVCA to bring forward Nunthorpe Parkway.

### **Why is this being recommended?**

30. The recommended decision will enable the Council to progress delivering improvements and investigating further opportunities to secure the required funding to deliver the strategy.
31. The Council has an ambitious investment and growth prospectus, which will provide challenges to the local transport network. By approving and endorsing the two plans,

this will ensure that all foreseeable improvements are in place to mitigate the impact of growth in Middlesbrough; ensuring minimal impact on residents, businesses and ensure that transport does not inhibit future potential inward investment and growth beyond the period of the Investment Prospectus.

### **Other potential decisions and why these have not been recommended**

32. Do nothing. If the Council does not approve and endorse the plans, this would result in a significant challenge to delivering the requirements to mitigate the impact of economic growth across Middlesbrough.
33. This will result in reduced cohesion between the local strategic requirements and regional strategy resulting in a dis-jointed approach; which presents a weaker plan for seeking future funding bids.

### **Impact(s) of recommended decision(s)**

34. The impact of the decision ensures that the Council is co-ordinated in its approach to delivering mitigation, and connected both internally and externally with both internal and external strategies and policies. This will further strengthen the Council's position toward succeeding in its ambitious growth plans, while simultaneously delivering a fit for purpose and resilient transport network.

### ***Legal***

35. There are no legal implications for the Council associated with the report's recommendations, as the approval and endorsement highlights the methods and schemes to be adopted. Each individual scheme will be impact assessed accordingly prior to commencing.

### ***Financial***

36. There are currently no financial implications associated with the report's recommendations. Each scheme will require identifying necessary funding from a mixture of various sources, and internal / external funding bids typically through a competitive process.
37. By endorsing this strategy, this will strengthen the possibility of attracting any additional funding as it highlights the Council's commitment, and forward planning to delivering specific initiatives.

### ***Policy Framework***

38. Approval of the recommendations will not affect any part of the Council's Policy Framework.

### ***Equality and Diversity***

39. There will be no negative, differential impact on diverse groups and communities within Middlesbrough associated with this report. All Highway schemes will support 'Access for All' and improve accessibility and connectivity to employment, education, retail and leisure opportunities.

## **Risk**

40. In relation to the Strategic Risk Register, the relevant risks are outlined below;
- a. O1-005 - If poor economic growth occurs, then this will reduce public and private sector investment in the town, including town centre retail, housing development and business.
  - b. O8-008 - If effective partnership working is not achieved, then this will reduce the Council's ability to deliver strategic priorities and key services, resulting in reduced outcomes for local communities.
41. These risks are all mitigated to an extent by the proposed approach.

### **Actions to be taken to implement the decision(s)**

42. The actions to implement the measures within the two plans will be an on-going process, involving partnership working with stakeholders, funding identification, detailed design and funding investigation.
43. Each scheme will require a varying level of involvement, and be programmed over a number of years. The main inhibitor to progress will be gaining sufficient funding to develop. However, approval and endorsement of this strategy and alignment of the LIP with the Combined Authorities STP will further strengthen the strategic case for allocating the required budget.
44. The implementation and management of the two plans are contained within the functions of the Transport & Infrastructure Service.

### **Appendices**

Appendix I – Developing Middlesbrough’s Highway Infrastructure  
Appendix II - Integrated Transport Strategy 2018-2028

### **Background papers**

No background papers were used in the preparation of this report.