

Report to: Transport Committee

Date: 10 January 2020

Subject: **Local Cycling and Walking Infrastructure Plans**

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Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To seek Transport Committee's endorsement of the draft phase one Local Cycling and Walking Infrastructure Plans (LCWIPs) produced for Bradford, Calderdale, Kirklees, Leeds and Wakefield.
- 1.2 To provide detail on the proposed approach to further development of the LCWIPs, and their integration into the Combined Authority and partners' policies and programmes, including the development of a Future West Yorkshire Strategic Cycle Network Map.

2. Information

Background

- 2.1 LCWIPs are being developed for the region, to help the Combined Authority and its partner councils prioritise future investment in walking and cycling infrastructure in West Yorkshire, enabling more people to walk and cycle for everyday journeys. Encouraging more people to choose active, clean modes of travel is central to our regional zero carbon ambitions to tackle the climate emergency.

- 2.2 LCWIPs will help inform future investment in provision for cycling and walking, and form part of a future connectivity pipeline across all modes of transport serving the Leeds City Region, as well as potentially helping to influence local planning processes. Future investment in walking and cycling, informed by these LCWIPs, will help to deliver the policies and targets of the West Yorkshire Transport Strategy 2040 - in particular:
- Its policies to provide strategic and local networks of high quality walking and cycling routes
 - its targets to increase the number of trips made on foot by 10% and by bike by 300%, by 2027
- 2.3 The Transport Strategy recognises that walking and cycling are ideal ways of making shorter journeys, and offer significant potential to reduce carbon emissions. The Leeds City Region Energy Strategy suggests that the current CityConnect scheme could save approximately 1 ktCO₂ per year, given the current number of cyclists, average cycling distances and vehicle emission data.
- 2.4 Future investment and delivery guided by the LCWIPs to support more walking and cycling will build on the Combined Authority and its partner councils' delivery to date of infrastructure provision and supporting behaviour change, through the CityConnect programme and wider transport investment programmes in the region.
- 2.5 LCWIPs are being developed for each partner council area in West Yorkshire that will be able to function as standalone Plans, enabling their adoption by individual partner councils. It is proposed that these plans be adopted by the Combined Authority as daughter documents of the West Yorkshire Transport Strategy 2040.

Phase one LCWIPs

Stakeholder engagement

- 2.6 Intelligence and feedback from stakeholders in the development of the draft phase one LCWIPs has been sought through two separate periods of engagement. The first phase took place in winter 2018, when a cycle network workshop and walking street audit was organised for each partner council area.
- 2.7 These were facilitated by leading practitioners in planning for walking and cycling, and enabled local knowledge and experience of conditions on the ground to shape the development of the LCWIP proposals. Stakeholders invited to take part in these events included local ward members, community organisations, accessibility groups, user group representatives and local authority officers.
- 2.8 The second phase took place in September and October 2019 with a wider range of stakeholders including those already involved through the earlier

workshops and events, and other stakeholders identified as with an interest in the proposals. A range of regional stakeholders were also invited to respond including Train Operating Companies in the region (Transpennine Express and Arriva Rail North); West Yorkshire Bus Alliance members; Yorkshire Sport; British Cycling; Sheffield City Region; North Yorkshire County Council; Canal and Rivers Trust; Cycling UK; Living Streets; and Sustrans.

- 2.9 This group of stakeholders was invited to review the draft phase one LCWIP documents and a summary version via the Combined Authority's engagement portal, Your Voice. Comments on the LCWIPs were invited through an online survey, or by email.
- 2.10 Where necessary, activities complementary to the online engagement process were arranged by partner councils. These varied between authorities, but included members' briefings, user group meetings (such as cycle forum meetings) and community meetings.
- 2.11 The results of the engagement for the five LCWIPs are summarised below:
- 56 responses to the online survey received in total (some respondents gave feedback on more than one individual LCWIP)
 - 9 additional responses were received by email, and 7 additional questions and comments via the Your Voice portal "Q&A" function
 - 45 responses agreed in full with the idea of producing an LCWIP for the district
 - 28 responses related to feedback on cycling proposals only; 6 on walking only; and 20 on both walking and cycling
 - 16 responses were anonymous, with 40 submitted by named individuals.
 - Although the aim was to seek views from stakeholders representing specific groups or organisations and the survey was designed accordingly, 26 respondents identified themselves as responding in a capacity as a private individual rather than representing any group or organisation
 - Views on how easy the documents were to understand were mixed; although 24 responses identified the LCWIPS as easy or very easy to understand, 16 responses described them as difficult, or very difficult to understand
- 2.12 Stakeholders were invited to indicate the level of support for the proposals, and comment on the suggested routes and improvements identified for walking and cycling. The types of comment included:
- detailed comment on specific improvements that were felt to be missing (such as additional pedestrian crossings not identified through the street audit, or important walking and cycling routes missing from the proposed network maps)
 - changes to the suggested cycle route options based on views about their suitability, including the type of provision proposed
 - general comments about the approach taken to developing the proposals, in particular the need for high quality principles or standards for design of walking and cycling infrastructure
 - the need for measures to be taken to complement the routes and improvements identified, for example reducing through traffic on

surrounding streets to enable access to these main routes. This kind of approach is being tested through the Streets for People Demonstration Projects

- comments about the legibility of the plans

2.13 An Engagement Report will be published on the Your Voice portal with more detail on comments received and the changes made to the draft LCWIPs.

Updates to the Plans

2.14 The phase one LCWIP summary documents and detailed reports have been updated based on the feedback received. The summary documents include the main outputs of the work undertaken and are provided as Appendices 1 to 5. The detailed reports produced to develop the draft phase one LCWIPs will be published on the Combined Authority's website alongside the summary documents. These provide greater detail on the process adopted to developing the LCWIPs and the background to the proposals identified.

2.15 Many of the comments made by stakeholders related to issues that were common to all five summary documents and detailed reports, and these comments have been addressed as below.

2.16 Respondents wanted reassurance of the design standard of infrastructure to be built; text describing proposed design principles to be developed for West Yorkshire has been added

2.17 Respondents suggested a range of complementary measures needed to accompany the infrastructure proposals. Suggestions include: lighting, enforcement of parking restrictions and parking on footways, street furniture, behaviour change programmes, and neighbourhood-level treatments to reduce speed and volumes of traffic. Text has been added to recognise the need for complementary measures, although details of those that are feasible would have to be confirmed following more detailed feasibility design work.

2.18 Some respondents expressed difficulty with terminology and understanding the documents. Some improvements have been made to both the summary documents and detailed reports, including easier to understand terminology for cycle provision and improvements to maps included.

Integration

2.19 Government guidance highlights the importance of integrating LCWIPs into wider policy and strategy, and delivery programmes. Opportunities for integration are already being pursued as follows:

- Transforming Cities Fund: where appropriate, schemes identified in the draft phase one LCWIPs have been considered for prioritisation as part of the development of the Transforming Cities Fund (TCF) bid and some have been included in the final bid submitted in November 2019. Further detail on how the TCF bid will enable delivery of the phase one LCWIPs is

provided in the bid document, available on the Combined Authority's website [here](#)¹

- Leeds City Region Connectivity Strategy: schemes identified in the draft phase one LCWIPs are being considered as part of prioritisation of interventions being undertaken through the Connectivity Strategy, and further development of LCWIPs in West Yorkshire will continue to inform development of the infrastructure pipeline for the region.
- Future funding opportunities: schemes identified through LCWIPs will also inform submissions to any relevant future funding programmes created by Government. This includes a potential £350 million Cycling Infrastructure Fund, with mandatory design standards for new routes, as set out in the Conservative's manifesto.

2.20 Members of the Working Group for Walking and Cycling have provided views on the approach to integration and adoption of LCWIPs into partners' policy, strategy and programmes. Members of the group provided steer that the most appropriate approach would be for integration and formal recognition (for example, adoption) by individual partner councils to follow approval by the Combined Authority.

2.21 Following endorsement by Transport Committee, it is proposed to seek approval of the draft phase one LCWIPs by the Combined Authority in April 2020. The LCWIPs will act as daughter documents of the West Yorkshire Transport Strategy 2040 and will inform the future investment pipeline being developed through the Leeds City Region Connectivity Strategy.

2.22 The approach to integration and adoption of the phase one LCWIPs produced for each partner council is likely to vary depending on individual circumstances; for example the existing policy framework, and status of the Local Plan, as well as the implications of the geographic coverage provided in the draft phase one LCWIPs.

Further development of LCWIPs in West Yorkshire

2.23 In January 2019 Transport Committee endorsed a phased approach to LCWIP development and that further resource should be identified to deliver future phases of work. A funding allocation for cycling and walking network development was agreed as part of the 2019- 2022 Local Transport Plan Integrated Transport block programme approved by the Combined Authority, providing these resources.

2.24 Work carried out to date has indicated that the approach taken so far is resource intensive and replicating this approach to cover the remainder of the region may incur significant further costs and time. Approaches to further development of the LCWIPs to provide wider geographic coverage across the

¹ <https://www.westyorks-ca.gov.uk/improving-transport/transforming-cities-fund/>

region are currently under discussion and an initial way forward is outlined below.

- 2.25 Members of the Working Group for Walking and Cycling provided views on potential approaches to further development and tools that could be used, at their last meeting in October 2019.
- 2.26 Consideration will be given as to how evidence and data available can be used alongside input from stakeholders in a time- and cost-effective way, to ensure that the proposals identified through LCWIPs are underpinned by robust evidence that can support development of successful business cases. The need for local knowledge and expertise on the walking and cycling routes appropriate for different areas will also have to be considered.
- 2.27 Further development is expected to involve increased stakeholder engagement in developing network maps, routes and improvements for walking and cycling, working with a range of relevant stakeholders including local walking and cycling groups. Events and techniques used in phase one work as well as practice in Greater Manchester and Sheffield City Region, provide options to plan for a wider geographic area in a resource efficient way.

Walking

- 2.28 Focal points for walking – described as “Core Walking Zones” in government guidance - will be identified within each district, where there is greatest potential for walking trips to take place. Consideration of the number of local amenities expected to attract significant numbers of pedestrian trips (as suggested by government guidance), designations within adopted Local Plans and other locally important factors and priorities will be taken into account.
- 2.29 There are likely to be a large number of potential locations to focus on for walking and prioritisation is likely to be required in order to undertake more detailed assessment of issues and interventions required.
- 2.30 Stakeholder input will be used to identify issues and barriers for pedestrians, and potential improvements needed within the shortlisted areas of focus. Further work is needed to plan this engagement approach in more detail but experience gained through phase one will inform the approach.
- 2.31 A combination of online engagement (using the Combined Authority’s Your Voice portal) and local events could be used, depending on available resources. Street audits, as undertaken in phase one, could be used to provide greater insight into the particular barriers faced in locations where significant problems are identified by stakeholders.

Cycling

- 2.32 Work to further develop LCWIPs to cover the region will continue to draw on aspirations and plans already produced by partners. Proposals for future cycle routes have been identified by all partner councils as part of adopted or

endorsed cycling strategies, or other relevant policy and strategy. Excerpts from these strategies with published network maps are provided in Appendix 6.

- 2.33 These existing proposals and aspirations are being collated and updated as part of a schematic Future West Yorkshire Strategic Cycle Network Map. A draft of this network map is provided as Appendix 7 and a final version will be reported to Transport Committee at a future meeting, which will include details of routes delivered and planned for delivery through confirmed funding programmes.
- 2.34 For cycling, LCWIPs are proposed to be based around a principal cycle network made up of main cycle routes. The existing network plans and schematic maps will be used as the basis of this strategic network, including those published by each partner council, which identify the ambition for a range of key destinations to be connected by bike, as well as those published by other partners responsible for delivering cycling and walking routes such as Sustrans and the Canal and Rivers Trust.
- 2.35 Prioritisation of the desire lines identified in these existing plans will take place to provide a focus for route assessment work, as carried out in phase one in accordance with government guidance. Work will then be carried out to identify at a high level the sort of improvements and provision required on these routes, which will include provision of protected space for cycling separate from pedestrians and motor traffic, based on the existing conditions and level of service for cycling required.
- 2.36 The feasibility of delivering any such improvements in line with national design guidance and locally developed design principles will also be a factor in determining preferred route alignments and improvements to be made. More detail on design principles is provided in paragraphs 2.50 to 2.52 below.
- 2.37 This will result in the identification of the principal cycle network for each partner council area. In order to build up a cycle network of greater density, as advised by the government guidance, work to identify secondary cycle routes is likely to be required. Stakeholder input will be sought to help with this work to identify other cycling routes that will be important to reach the main cycle routes as well as destinations within local areas, and the improvements required to link streets which could be suitable for cycling without dedicated provision.
- 2.38 As with walking, a combination of stakeholder engagement approaches could be used, including Your Voice online engagement (and an online mapping tool where comments can be made and issues identified), local engagement events and drop ins, and network planning workshops similar to those carried out in phase one.

Neighbourhoods

- 2.39 Stakeholder feedback during phase one identified the limitations of planning for walking and cycling focussed on specific routes and provision for those modes, without consideration of other measures needed within local areas to improve conditions for walking and cycling.
- 2.40 Stakeholders identified the need to carry out neighbourhood wide intervention to help create these conditions, including reductions in through traffic levels and speeds on residential roads, and making it easier for pedestrians to cross roads within neighbourhoods.
- 2.41 Evaluation of the Mini-Holland programme in London has shown that the biggest increases in walking and cycling arise from interventions that are implemented at a neighbourhood level rather than on individual corridors², so in order to enable the levels of walking and cycling envisaged by the Transport Strategy, it is expected that further work to identify neighbourhood treatments will be required alongside improvements to cycle routes and addressing key barriers to pedestrians. Work to identify neighbourhoods for intervention could be linked to stakeholder engagement to identify secondary cycle routes and walking improvements given the focus on local area improvements.
- 2.42 The Streets for People Demonstration Projects will provide examples of approaches to neighbourhood-level interventions which can be used to inform the LCWIPs as they are further developed. Other guidance, such as Living Streets' "Low Traffic Neighbourhood Guidance"³ could also help inform the approach.

General

- 2.43 Although a detailed programme is to be developed for the further development of LCWIPs in West Yorkshire, it is expected that work will continue through 2020 as a minimum, given experience of work in phase one. This development work will also require staff resources that may also be required for other priorities, for example as the delivery of Transforming Cities Fund schemes.
- 2.44 Following initial development of LCWIPs to cover the region, these Infrastructure Plans will need to be kept under review to respond to changes in the regional context, such as development priorities identified through Local Plan processes, and emerging funding opportunities.
- 2.45 The overall approach identified to further development of the LCWIPs will be discussed with the Department for Transport and their supporting partners to ensure that they remain consistent with government guidance as it is updated to reflect the learning gained through the national LCWIP programme.

² Aldred, R., Croft, J. and Goodman, A. 2019 "Impacts of an active travel intervention with a cycling focus in a suburban context"

³ <https://www.livingstreets.org.uk/media/3843/lcc021-low-traffic-neighbourhoods-intro-v8.pdf>

- 2.46 For both walking and cycling, it is important to ensure that improvements are designed to ensure that facilities will enable the greatest number of people to walk and cycle more, with direct, convenient, safe, comfortable and attractive routes. These factors form the basis of core design principles identified in government guidance and have shaped the development of the phase one LCWIPs.
- 2.47 Development of a set of design principles relating to provision for both walking and cycling in West Yorkshire is ongoing. These principles would be based on best practice developed through programmes like CityConnect and Connecting Leeds, and be aligned with national best practice and guidance, such as updated national cycling infrastructure design guidance (replacing the current Local Transport Note 2/08). These principles are expected to cover both the design and maintenance of new provision for walking and cycling, recognising the importance of appropriate condition and availability of facilities for walking and cycling for people on foot or on bike.
- 2.48 These design principles will be presented to Transport Committee at their next meeting, with potential adoption by the Combined Authority alongside the phase one LCWIPs in April 2020. It is proposed that these principles are also embedded into delivery of other investment programmes such as the Transforming Cities Fund.

National LCWIP programme

- 2.49 As previously reported to Transport Committee, work to develop LCWIPs in West Yorkshire is being undertaken as part of a national programme where authorities have been supported by DfT with technical and strategic support following submissions of expressions of interest.
- 2.50 As part of the national programme, the Combined Authority and its partner councils have taken part in events held between all participating authorities organised by DfT, including annual workshops, presentation and discussion sessions at national cycling and walking conferences and attendance at site visits organised as part of the programme.
- 2.51 These site visits included a visit to Waltham Forest Borough Council attended by the chair of the Transport Committee, and a visit in West Yorkshire organised and hosted by the Combined Authority.
- 2.52 Through liaison with DfT, the Combined Authority and its partner councils will continue to provide feedback on the methodology and guidance produced nationally on development of LCWIPs, based on lessons learnt and experience gained locally. The first phase of the national DfT programme of support has concluded and the Combined Authority has been invited to take part in evaluation of the effectiveness of the support programme to date.

3. Clean Growth Implications

- 3.1 This report seeks endorsement of phase one LCWIPs, which set out network proposals and route improvements to enable more people to walk and cycle. As recognised by the West Yorkshire Transport Strategy 2040 and the Leeds City Region Energy Strategy, walking and cycling are ideal ways of making shorter journeys, and offer significant potential to reduce carbon. As an example of potential carbon savings, the Leeds City Region Energy Strategy suggests that the current CityConnect scheme could save approximately 1 ktCO₂ per year, given the current number of cyclists, average cycling distances and vehicle emission data.

4. Financial Implications

- 4.1 There are no financial implications directly arising from this report.

5. Legal Implications

- 5.1 There are no legal implications directly arising from this report.

6. Staffing Implications

- 6.1 There are no staffing implications directly arising from this report. However, further development of LCWIPs will require further staff resources to be allocated to this work by the Combined Authority and partner councils.

7. External Consultees

- 7.1 Stakeholder engagement has been undertaken on the draft phase one LCWIPs presented for endorsement in this report, as detailed in paragraphs 2.7 to 2.14.

8. Recommendations

- 8.1 That the Committee endorse the draft phase one Local Cycling and Walking Infrastructure Plans (LCWIPs) produced for Bradford, Calderdale, Kirklees, Leeds and Wakefield, and recommend to the Combined Authority that they be adopted.
- 8.2 That the Committee endorse the proposed approach to further development of the LCWIPs, and their integration into the Combined Authority policy as daughter documents of the West Yorkshire Transport Strategy 2040.
- 8.3 That the committee note the progress made in developing a Future West Yorkshire Strategic Cycle Network Map and the draft version included as an appendix to this report.

9. Background Documents

Report to Transport Committee, 11th January 2019

Report to Transport Committee, 5th July 2019
[Local Cycling and Walking Infrastructure Plans Technical Guidance](#),
Department for Transport, April 2017

10. Appendices

Appendix 1 – BRADFORD LCWIP – PHASE ONE SUMMARY DOCUMENT
Appendix 2 – CALDERDALE LCWIP – PHASE ONE SUMMARY DOCUMENT
Appendix 3 – KIRKLEES LCWIP – PHASE ONE SUMMARY DOCUMENT
Appendix 4 – LEEDS LCWIP – PHASE ONE SUMMARY DOCUMENT
Appendix 5 – WAKEFIELD LCWIP – PHASE ONE SUMMARY DOCUMENT
Appendix 6 – EXCERPTS FROM PARTNER COUNCIL CYCLE STRATEGIES
Appendix 7 – DRAFT FUTURE WEST YORKSHIRE STRATEGIC CYCLE
NETWORK MAP