

Cycling and Walking Task and Finish Group

Local Cycling and Walking Infrastructure Plan Review

*Submitted to the Climate Change and Environment
Scrutiny Committee
28 February 2023*

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1. INTRODUCTION

In 2017, the Government published its first Cycling and Walking Investment Strategy. Within the strategy, Local Cycling and Walking Infrastructure Plans (LCWIPs) were outlined as a new, strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing local cycling and walking networks, ideally over a 10- year period, and form a vital part of the Government's strategy to increase the number of trips made on foot or by cycle. While the preparation of LCWIPs is non-mandatory, Local Authorities who have LCWIPs will be well placed to make the case for future investment.

At the Cabinet meeting held on 12 July 2021, it was agreed to form a cross-party Cycling and Walking Working Group to support the development of the LCWIP for Peterborough. This group then evolved into the current Task and Finish group to review and make recommendations on the draft LCWIP. The first meeting of the Task and Finish Group was held on 1st September 2022 where the Terms of Reference and Governance for the Working Group were discussed and agreed.

At the Climate Change and Environment Scrutiny Committee Annual Work Programming meeting, it was recommended that the cross-party Cycling and Walking Working Group should cease and that a cross-party Cycling and Walking Task and Finish Group is formed in its place to support the development of the LCWIP and associated rural cycling strategy. Both projects are definitive pieces of work, and therefore a Task and Finish Group is considered a more suitable method for Members to support and input into these projects.

At the Climate Change and Environment Scrutiny Committee on 5th July 2022, the formation of the Task and Finish Group was agreed by the Committee. Nominations to the Task and Finish Group were sought at the meeting to be confirmed following the meeting through the Group Secretaries.

The cross-party Cycling and Walking Task and Finish Group comprised of the following Members:



Councillor Heather Skibsted - Green (Chair of the Task and Finish Group)



Councillor Nick Sandford – Liberal Democrat



Councillor Lindsay Sharp – Conservative



Councillor Samantha Hemraj- Labour



Councillor John Fox – Peterborough First



Councillor Lucinda Robinson - Labour (attended meeting as Substitute)



Matthew Barber (Co-opted member, Sustrans)



Trevor Mcsparron (Co-opted member, Peterborough Cycle Forum)

Officers supporting the Task and Finish Group were:

- Lewis Banks - Transport & Environment Manager
- Joanne Baldwin – Principal Sustainable Transport Planning Officer
- Rebecca Presland – Sustainable Transport Planning Officer
- Charlotte Cameron, Democratic Services Officer

The Task and Finish Group wish to thank all the officers who have provided guidance and assistance in producing this report and for their hard work and support.

2. SUMMARY OF RECOMMENDATIONS

It is recommended that the Climate Change and Environment Scrutiny Committee consider the final report of the Task and Finish group and endorse the recommendations contained within, namely:

1. Review and endorse to Cabinet the amendments noted by the group prior to the finalisation of the LCWIP.
2. The LCWIP should be considered for all future developments and site allocations and be referenced and considered in the new Local Plan
3. The Council enables cross department collaboration with lead officers to improve sustainable transport development opportunities in the future.
4. That the LCWIP will be reviewed annually.
5. Recommend that a Rural Cycle Strategy is drafted.
6. A vision statement for the LCWIP should be drafted.
7. The Task and Finish Group has a further purpose after consultation.
8. Engagement with external stakeholders should form part of public consultation.
9. Seek to enhance the natural environment in the vicinity of new and existing cycleways
10. Removal where possible of obstacles to cycling such as staggered barriers

3. TERMS OF REFERENCE

Purpose of the Cycling and Walking Task and Finish Group:

1. The overarching purpose for the Task and Finish Group is to support the development of the Local Cycling and Walking Infrastructure Plan (LCWIP) and the rural cycling strategy.
2. The focus of the Task and Finish Group is providing input and recommendations for the development of the LCWIP and rural cycling strategy, not all detailed issues relating to cycling and walking.
3. The Task and Finish Group will end once the LCWIP and rural cycling strategy are finalised.
4. The Task and Finish Group will report back to the Climate Change and Environment Scrutiny Committee on its findings and recommendations.

Functions of the Cycling and Walking Task and Finish Group

1. The Task and Finish Group has no decision-making powers: its purpose is to aid greater understanding of issues, options, and scheme development in relation to the Council's LCWIP and rural cycling strategy.
2. Where actions relating to matters considered by this Task and Finish Group fall on officers to undertake (in accordance with delegations in the constitution), then the Task and Finish Group may steer officers in taking those actions. Where actions require a decision to be taken at a Member level (such as via Full Council, Cabinet or a CMDN, in accordance with the constitution), then the Task and Finish Group may recommend to the appropriate decision taker what actions should be taken.

Procedures of the Task and Finish Group

1. A representative from each political party is invited to sit on the Task and Finish Group. Substitutes are permitted. The Chair of the Task and Finish group will be agreed at the first meeting of the group. Appropriate officers will attend meetings of the Task and Finish Group.

2. External attendees may be invited to the meeting, such as to present information or offer expert advice.

3. Task and Finish group meetings will be held in private, with the exception of evidence gathering sessions with key witnesses, which the public will be invited to observe, unless the subject matter is considered to be of a sensitive nature, in which case it may not be possible to hold the evidence gathering session in public. Any report to the Cabinet or a Cabinet Member will be published on the website (once such matters arising are agreed by the Chair as an accurate record).

4. The Task and Finish Group will determine regularity, time, length, and location of future meetings.

5. Agendas for the future meeting will be sent to attendees at least 5 calendar days prior to each meeting of the Task and Finish Group.

4. PROCESS AND METHODOLOGY USED FOR THE INVESTIGATION

4.1 Methodology

- Desktop research
- Local knowledge / information obtained by the Task and Finish Group members.
- Data, evidence provided by Transport Planning Officers and Task and Finish Group members.

4.2 Process

The timetable of the events leading to the production of this report are set out below:

Meeting Date	Items Discussed / Guests Attending
1 September 2022	First meeting to scope the review and appoint a chair (Councillor Heather Skibsted appointed as chair).
20 October 2022	Primary discussion and evidence gathering Evidence provided at meeting included: <ul style="list-style-type: none"> • LTN120 • Overview of the methodology used to complete the draft LCWIP Introduction of co-opted member Matthew Barber (Sustrans)
22 November 2022	Discussion on: <ul style="list-style-type: none"> • Prioritisation • Next Steps • Public Consultation Introduction of co-opted member Trevor McSparron (Peterborough Cycle Forum) LCWIP Cycle Routes Presentation Amending LCWIP routes
8 December 2022	Discussion on conclusions and recommendations. Routes prioritisation. Setting of short/medium/long term targets Drafting group recommendations

5 January 2023	Meeting to discuss and finalise the contents of the Task and Finish Group report. Finalising amendments and drafting recommendations, discussion of report writing and following process.
28 February 2023	Presentation of final report of Task and Finish Group to the Climate Change and Environment Scrutiny Committee

4.3 Key Witnesses / Expert Advisers interviewed

N/A - no key witnesses were interviewed.

5. BACKGROUND

In 2017, the first Cycling and Walking Investment Strategy (CWIS) was published by the Department for Transport (DfT). The CWIS document sets out the Government's ambition to make walking and cycling the natural choices for shorter journeys, or as part of longer journeys. The CWIS supports the transformation of local areas: which will tackle congestion, extend opportunity to improve physical and mental health, and support local economies.

The Strategy's aims and targets, by 2025, are to:

- double cycling, where cycling activity is measured as the estimated total number of cycle trips made each year, from 0.8 billion trips in 2013 to 1.6 billion stages in 2025, and to work towards developing the evidence base over the next year.
- increase walking activity, where walking activity is measured as the total number of walking stages per person per year, to 300 stages per person per year in 2025, and to work towards developing the evidence base over the next year.
- increase the percentage of children aged 5 to 10 that usually walk to school from 49% in 2014 to 55% in 2025.

Following the publication of the CWIS, government guidance recommended that local authorities should develop Local Cycling and Walking Infrastructure Plans (LCWIPs) for their area. While the preparation of an LCWIP is non-mandatory, the DfT has advised that Local Authorities who have plans will be well placed to make the case for future investment.

LCWIPs provide a new strategic approach to identifying cycling and walking improvements at the local level. They aim to enable a long-term approach to forming local cycling and walking networks, ideally over a 10-year period, and form a fundamental part of the Government's strategy to increase the number of trips made on foot or by bicycle.

Peterborough City Council (PCC) supports the Government's ambition by drafting an LCWIP for the City. By taking a strategic approach to improving environments for cycling and walking, the LCWIP will assist PCC to:

- identify cycling and walking infrastructure improvements for future investment in the short, medium and long term
- ensure that consideration is given to cycling and walking within both local planning and transport policies and strategies
- make the case for future funding for cycling and walking infrastructure

The key outputs of the LCWIP are:

1. a network plan for cycling and walking which identifies the preferred routes for future development that have the greatest potential to increase the numbers of people choosing to walk and cycle in the future
2. a prioritised programme of conceptual high level infrastructure improvements for investment in the future
3. a report which sets out the underlying analysis (as recommended by the DfT) carried out and provides a narrative which supports the identified conceptual improvements and key routes / corridors that have the greatest potential to increase numbers in the future.

6. FINDINGS AND CONCLUSIONS

The Task and Finish Group mainly focused on the cycle routes identified in the LCWIP as these pose the biggest challenges regarding infrastructure. There are a number of walking routes also noted (many of which link with or follow the same desire lines as the cycling routes), and any future improvements will consider the walking elements needed. As such the group concluded the following:

Methodology:

After the initial review of the draft LCWIP, an overview of the methodology used was presented. It is noted that the LCWIP is a data driven plan that utilises the DfT tools (Propensity to Cycle (PCT), Route Selection Tool (RST) and Walking Route Audit Tool (WRAT)) to identify the preferred origins and destinations and the routes connecting them. The data indicates that the routes noted have the greatest potential to increase numbers of people travelling via cycling and walking in the future if the infrastructure was in place.

DfT's Cycle Infrastructure Design Standards (LTN 1/20):

Further discussions were had around the DfT's Cycle Infrastructure Design Standards (LTN 1/20) and Peterborough City Councils commitment to ensure that any new cycling infrastructure is LTN 1/20 compliant. It is noted that in-order to be compliant the most direct (on-road) routes noted in the draft LCWIP will pose a challenge due to various complexities, such as space available, current layout, location and surrounding areas.

Examples of the types of infrastructure required to ensure compliance with LTN 1/20 design standards can be found in Appendix 4.

Route analysis:

A review of all the routes noted in the draft LCWIP was undertaken and following discussions the group has the following feedback:

Route C01 – There are a lot of parked cars on the route and the on-road sections do not currently meet the LTN 1/20 standards. Behind Gladstone Primary there is an existing cycle route (currently fenced off and overgrown) that should be utilised. To comply with LTN 1/20 a 20mph speed limit would need to be introduced when mixing with cyclists and vehicles.

Route C02 - Questions were raised regarding the current funding programme on Whittlesey

Road. A kerb segregated cycle lane was suggested at the top of the identified route. Fletton Avenue and London Road would be a more desirable line and to apply the principle of giving priority to pedestrians and cyclists. Recommendations were made that the route should go over Town Bridge on London Road and join the City Centre Circular route at Bridge Street.

Route C03 & C09 – Challenges for on and off-road routes. Route should not go east of the parkway as it is too narrow. Consideration needs to be made on where cars are displaced to as a result of any scheme.

Routes C04, C05, C06 – Large numbers of traffic and insufficient widths for compliant infrastructure. Potentially a one-way systems would need to be introduced. Further feasibility studies are required to identify options.

Route C07 – On-road section is challenging, and consideration of the desire line should be made. The group suggests looking at Thorpe Park Road and a one-way system on Mayors Walk (over the bridge) could potentially be a solution. Further feasibility studies are required to identify options.

Route C08 – Utilise the existing off-road route. Minor upgrades such as resurfacing would be needed and suggest the route should connect with Hampton College.

Route C10 – Further feasibility studies are required on this complex route. Alternative off-road routes should be considered.

Route C11 – Challenges around Park Road. Potential solution could be a one-way system around Broadway, maintaining space for parking. Link with route C06.

Route C12 – Merged with route C01. At grade crossing would require crossing 4 lanes of traffic.

Route C13 – Merged / extended with route C01 / C12.

Route C14 – Off road route exists. Route should link up with London Road and infrastructure improvements made. Links with route C02.

Route C15 – Off-road route exists for the most part. Further discussions with Nene Park are required as land ownership and responsibility issues exist. Members feel that the off-road

route is not wide enough in places and the paths should be widened. Considerations should also be made to potential flooding.

New Routes:

The group suggests the addition of 2 new routes:

- C16 – Rowing Lake to the Railway Station.

This should be considered and Sustrans have outline designs for the route utilising the existing bridge with a small reallocation of road users. The group suggests that a data analysis is undertaken to ascertain the propensity to cycle on this route.

It was also noted that there is significant investment secured to develop the railway station and its surrounding area which may increase the number of people choosing to walk and cycle, therefore this new route should be included and should extend to the west.

In addition, it is noted that the Cambridgeshire and Peterborough Mayor (Dr Nik Johnson) has identified that the restoration of the cycle link over Crescent Bridge should be considered a priority. This is relevant as it is anticipated that much of the funding for cycle and walking improvements will be awarded via the CPCA in the future.

- C17 – City Centre to Railway Station

The group discussed a review of the city centre accessibility and understand that compliance with LTN 1/20 standards would be a challenge. Consideration should be given to removing the through route and pushing cars to use the Parkway. Members suggest that the desire line should go through Bridge Street and suggest that as cyclists use it anyway (regardless of restrictions) the ban should be lifted.

City Centre

Significant discussions were undertaken as the group feels that there is a lack of connectivity through the City Centre. Most routes identified start or finish at the City Centre but there is no route through the centre. As such a City Centre 'circular' route (see appendix 1) was identified and should be included in the LCWIP, and further proposals should be developed to enable north-south cycle journeys along Bridge Street.

As per the groups discussions a revised route overview has been drafted and can be found in appendix 2.

Prioritisation

An analysis of the prioritisation matrix was undertaken, and the group suggests the removal of the timeframe category (members feel that prioritisation should not be given to schemes that may be easier to deliver or short term) and should only be used a consideration when applying for funding. Members also suggest the removal of public acceptance and that the weighting on the forecast increase in cycling numbers should be changed so that schemes with higher increases are weighted more than others.

A revised prioritisation matrix results table and priority ranking can be found in appendix 3.

Future reviews:

The group discussed and agreed that the LCWIP should be checked and reviewed annually, and should take into consideration future developments, local knowledge, and other data sources to identify additional routes in the future. It is suggested that the LCWIP is considered for all new planning applications and there should be a joined-up approach when reviewing applications so that cycle routes and active travel are considered and LTN 1/20 standards are adhered to.

Consultation

The Draft LCWIP was submitted to the DfT in November 2019 and the DfT were satisfied with the initial outline plans and route selection.

Consultation with key stakeholders and the general public will take place once Cabinet has approved the finalised LCWIP.

7. RECOMMENDATIONS

The Task and Finish Group makes the following recommendations:

It is recommended that the Climate Change and Environment Scrutiny Committee consider the final report of the Task and Finish group and endorse the recommendations contained within, namely:

1. Review and endorse to Cabinet the amendments to the routes and prioritisation measures in the Draft LCWIP prior to its finalisation.
2. That the Council refers to the LCWIP alongside all developments and site allocations, including when seeking approval at the Planning and Environmental Protection Committee and the Place and Economy Committee.
3. That the Council enables a cross-departmental approach to focus on improving city centre transport through the development of proposals for a new cycling route along Bridge Street. Any future vision for the City Centre should be based on a cycling and walking first principle.
4. That the LCWIP and Active Travel Plans be reviewed annually.
5. Removing obstacles to cyclists like staggered barriers and traffic signals which give priority to motor vehicles over cycles etc.
6. Creation of a Rural Cycle Strategy, to be discussed with Scrutiny once drafted.
7. Draft a vision for the LCWIP to be included at the start of the plan, which includes relevant targets from relevant PCC and CPCA strategies (e.g., net zero carbon and need for modal shift away from car travel) and references the Transport User Hierarchy.
8. Group has a further purpose once public consultation has been completed.
9. Major infrastructure schemes to include cycling and walking provisions.
10. Engagement with key stakeholders, including PCC councillors, as part of the public consultation.
11. To enhance the natural environment through the delivery of walking and cycling schemes; e.g., though tree planting along new and existing cycle routes. Removal of trees, shrubbery and other vegetation should be minimised when constructing new cycle routes and any that must be removed should be replaced.
12. That the Task and Finish group's work is now concluded, and the group is formally

closed. However, it should be noted that the Task and Finish group's work has concentrated on cycling routes in the LCWIP and has not specifically looked at walking routes or the Rural Cycling Strategy.

8. FINANCIAL IMPLICATIONS

The LCWIP should have positive financial implications for the Council., in that through having an LCWIP in place the Council will be able to evidence the case for investment and bid for funding from the DfT to develop and deliver cycle improvements across the city in the future.

9. LEGAL IMPLICATIONS

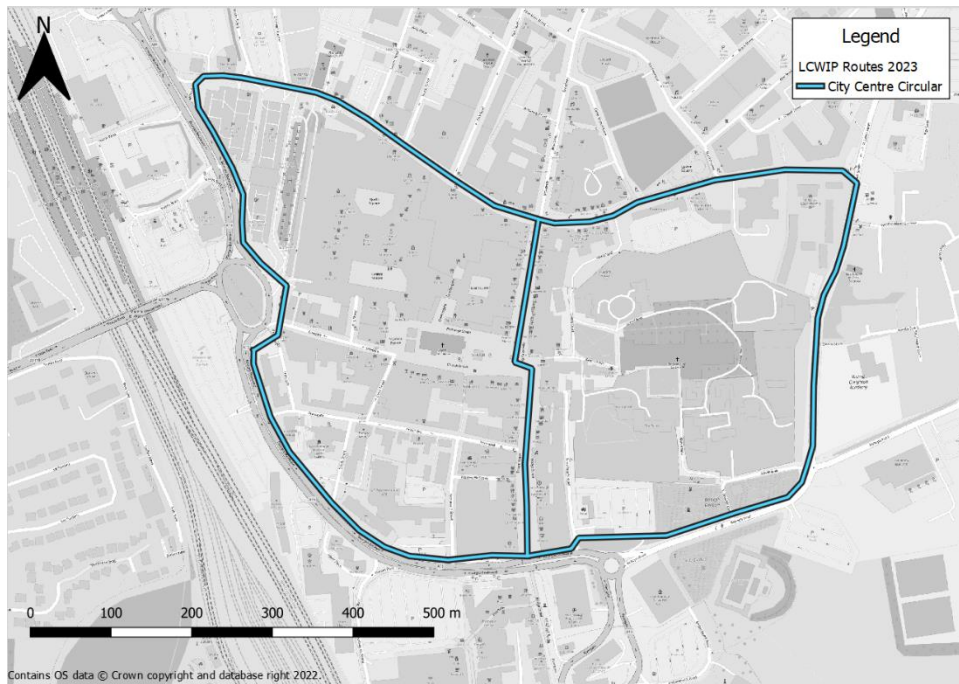
There are no legal implications associated in the development and adoption of the LCWIP. There may be legal implications with delivery where schemes do not fall within Peterborough City Council land ownership.

10. LIST OF BACKGROUND PAPERS AND RESEARCH SOURCES USED DURING THE INVESTIGATION

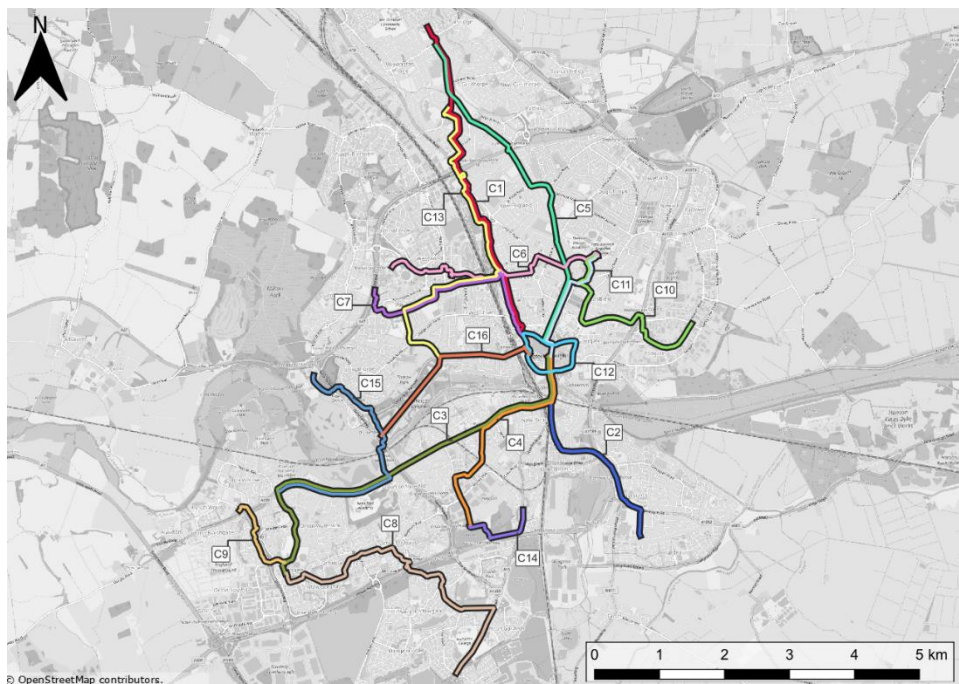
- Draft Peterborough City Council Local Cycling and Walking Infrastructure Plan - <https://www.peterborough.gov.uk/council/strategies-policies-and-plans/transport-strategies/local-cycling-and-walking-infrastructure-plan-2019-2029>
- Department for Transport Local Cycling and Walking Infrastructure Plans, Technical Guidance for Local Authorities - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/908535/cycling-walking-infrastructure-technical-guidance-document.pdf
- Department for Transport recommended Propensity to Cycle Tool - <https://www.pct.bike/>
- Department of Transport recommended Route Selection Tool and Walking Route Audit Tool - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/908594/cycling-walking-infrastructure-tools-document.pdf
- Department for Transport, Transport Analysis Guidance (WebTAG) - <https://www.gov.uk/guidance/transport-analysis-guidance-tag>
- Department for Transport, Active Mode Appraisal Toolkit - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1102781/active-model-appraisal-toolkit-user-guidance.pdf
- Department for Transport Cycle Infrastructure design (LTN 1/20) guidance - <https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120>

11. APPENDICES

Appendix 1 - City Centre 'circular' route:



Appendix 2 – Revised route map overview (the annotated GIS version is currently being produced):



Appendix 3 – Revised Prioritisation Matrix results and priority ranking:

Priority ranking		Route	Forecast increase	Total Matrix Score	Estimated delivery term	Notes
1	C12	City Centre Circular	1479	25	Short/Medium term Depending on sections of the route	Try something shorter-term.
2	C01	Arundel Road to City Centre	654	20	Medium term	Similar alignment to C13, discussed merging the routes
3	C05	Fulbridge Road to City Centre	946	19	Complex longer term	
4	C02	City Centre to Stanground	305	19	Medium term	Origin and destination remain the same, how PTC data works
5	C13	Queen Katherine Academy to Thorpe Road	870	18	Medium / longer term	Merged with C01 & C07
6	C06	Gresley Way to Peterborough Regional College	716	18	Complex longer term	
7	C03	City Centre to Orton Centre	553	18	Medium term	Should include Fletton Quays
8	C04	City Centre to Shrewsbury Avenue	521	18	Medium term	
9	C15	Thorpe Road to Oundle Road (inc off-road link to Bretton Way)	417	18	Short Term	
10	C11	Peterborough Regional College to City Centre	672	17	Complex longer term	
11	C07	Jack Hunt School to City Centre	503	17	Medium term	
12	C08	Orton Centre to Hampton Hargate	259	16	Short Term	
13	C09	Orton Centre to Lynch Wood Business Park	99	15	Short Term	

14	C10	Peterborough Regional College to Boongate Retail Park	458	14	Complex longer term	
15	C16	Rowing Lake to Rail Station (Thorpe Road)	283	13	Short Term	
16	C14	Shrewsbury Avenue to Hempstead	98	13	Short Term	

Appendix 4 – Examples of Infrastructure that currently does not comply with LTN 1/20 design standards and examples of the types of infrastructure that is needed:

Does not comply:



Infrastructure that does comply:



Further information on this review is available from:

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