

Report subject	Local Cycling and Walking Infrastructure Plan
Meeting date	13 April 2022
Status	Public Report
Executive summary	<p>Local authorities in England are required by central government to prepare a Local Cycling and Walking Infrastructure Plan (LCWIP) to set out long term plans for delivering new or improved infrastructure for walking and cycling.</p> <p>New national policy and guidance titled 'Gear Change' has been published by government, setting higher and more ambitious standards for infrastructure required to achieve the government's vision of half of all short, urban journeys to be made by cycling or walking by 2030.</p> <p>Government has confirmed that local authorities that do not have a LCWIP and that do not comply with the updated design standards (e.g. LTN 1/20 Cycle Infrastructure Design) will not receive funding for active travel.</p> <p>The draft LCWIP has undertaken two rounds of public engagement including a full public consultation during November and December 2021. The final draft incorporates comments and suggestions from the public and other key stakeholders.</p>
Recommendations	<p>It is RECOMMENDED that:</p> <p>i) Cabinet recommends to Council that the Local Cycling and Walking Infrastructure Plan is approved.</p>
Reason for recommendations	<p>Adoption of the LCWIP will contribute to delivery of the Council's Big Plan. The LCWIP will specifically focus investment consistent with four of the Council's 'Big Projects' themes: Infrastructure – by investing in sustainable transport infrastructure, Seafront – by improving sustainable access to the iconic Seafront, Rejuvenate Poole – by enabling sustainable travel to Poole Town Centre by reducing congestion, improving air quality and improving the quality of life for people living and visiting, Children – by improving the safe environment for children to walk or cycle to school and safely adopt healthy habits.</p> <p>The LCWIP will enable more people to make shorter journeys by</p>

	<p>walking or cycling and reduce reliance on the private car. Transport is now the highest source of greenhouse gas emissions in urban areas and is also the sector that has made the least progress in reducing emissions nationally. By delivering infrastructure in the LCWIP, the Council will contribute to its climate emergency commitments, reduce emissions and improve air quality.</p> <p>The LCWIP will directly contribute to every strategic priority in the Corporate Strategy:</p> <ul style="list-style-type: none"> • <i>by leading our communities towards a cleaner, sustainable future that preserves our outstanding environment for generations to come</i> – through providing a more sustainable transport environment with less reliance on cars, cleaner air and less pollution; • <i>by supporting an innovative, successful economy in a great place to live, learn, work and visit</i> – through reducing congestion and improving the overall environment for people; • <i>by empowering our communities so everyone feels safe, engaged and included</i> – providing safe and attractive environments for people of all ages and abilities to walk and cycle around the area; • <i>by caring for our children and young people, providing a nurturing environment, high-quality education and great opportunities to grow and flourish by helping people lead active, healthy and independent lives, add years to their lives and life to their years</i> – the LCWIP will deliver safe infrastructure that will particularly benefit children and young people, improving their access to and experience of education; • <i>by being a modern, accessible and accountable council, committed to providing effective community leadership</i> – The LCWIP has considered the needs of all users and will benefit all communities by delivering better living environments and more modern streetscapes focussed on people. <p>Failure to adopt an LCWIP compliant with latest standards or guidance will result in funding being withdrawn by government for walking or cycling infrastructure schemes. It may also result in the Council having to return capital funds received from government if it chooses to dilute the quality of any built infrastructure that was funded by government.</p> <p>A new public body, Active Travel England (ATE) has been formed to fund, oversee and monitor investment in walking and cycling.</p> <p>Failure to provide infrastructure in line with new guidance will result in ATE withdrawing or clawing back funding and would represent reputational damage for the Council with its main transport funder, the Department for Transport (DfT).</p>
--	---

Portfolio Holder(s):	Councillor Mike Greene, Cabinet Member for Transport and Sustainability
Corporate Director	Jess Gibbons, Chief Operations Officer
Report Authors	Ewan Wilson, Transport Policy Team Leader Richard Pincroft, Head of Transportation including Sustainable Travel
Wards	Council-wide
Classification	For Decision

Background

1. The BCP area is one of the most congested areas in the country. Congestion is bad for our health, bad for our environment and bad for business. It constrains the activity of businesses and reduces efficiency and productivity. It causes harmful pollution and compromises the high quality of life enjoyed by our residents.
2. Due to the nature of the local area, there is very limited and highly constrained space to build new roads to accommodate increasing levels of traffic on the roads. As we build back from the pandemic, we cannot afford to slip back into old habits that generate congestion and harmful pollution. 'Bournemouth' (the South East Dorset City Region of Bournemouth, Christchurch and Poole) was the fifth most congested town in Britain according to the Tom Tom Congestion Index in 2021. In 2019, pre-pandemic, Bournemouth was ranked 4th in the UK for traffic congestion.
3. Pre-pandemic over 50% of all journeys to work within the conurbation that are less than 5km were made by car. This suggests that there is enormous potential to reduce unnecessary, short car journeys. Enabling residents to make short journeys by walking or cycling will reduce congestion helping to free up the roads for those who need to drive through a balanced approach for all users of the network.
4. BCP Council's Climate and Ecological Emergency Action Plan sets out 153 Climate Actions with 24 of these are related to travel and 10 specifically on active travel. Delivery of the LCWIP will contribute significantly to reducing emissions from transport. The plan specifically sets out the commitment to:
"Develop a BCP Walking and Cycling Strategy 2020 -2035 and expand cycle network and storage facilities at major destinations" and
"Assess provision of segregated cycle lanes, cycle priority at traffic lights and training programme for safe cycling"
5. The LCWIP fulfils these key commitments and marks significant progress in delivering on the Council's Climate Action Plan.
6. The LCWIP is supported and endorsed by Public Health Dorset (PHD). PHD has set out the benefits of active travel and the impacts it can have on health in our communities.

7. "Public Health Dorset (PHD) is delighted to support the first Local Cycling and Walking Infrastructure Plan (LCWIP) for Bournemouth, Christchurch and Poole Council.
8. Active travel, including walking, cycling and scooting is a great way to make movement part of our daily lives along with the many physical and mental health benefits it can bring. These include preventing, managing and improving many health conditions such as obesity, diabetes, heart disease, dementia, anxiety and depression to name a few.
9. As we emerge from the COVID-19 pandemic, it is even more important than ever that we are able to maintain good physical and mental health. Even short periods of active travel can be good for our physical and mental health especially if we build it into part of a journey such as walking or cycling to the bus or train stop for a commute to work, school or for leisure."

National Context

10. In 2020 government published [Gear Change](#) setting out bold plans to kickstart a step-change in cycling and walking across England. Government expects councils to prepare a Local Cycling and Walking Infrastructure Plan (LCWIP) to be eligible for future transport funding. Central government has explicitly stated that local authorities with guidance compliant LCWIPs will be better positioned to secure future funding for sustainable transport.
11. In Gear Change, government points out at the outset that the benefits of walking and cycling are huge. Increasing cycling and walking can help tackle some of the most challenging issues faced as a society – improving air quality, tackling climate change, improving health and wellbeing, addressing inequality related to mobility and tackling crippling congestion on our roads.
12. Gear Change sets out an ambitious vision:
*"England will be a great walking and cycling nation
Places will be truly walkable. A travel revolution in our streets, towns and communities will have made cycling a mass form of transit. Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030."*
13. Core principles underpin this vision with Gear Change proposing that cycling and walking will lead to: 'Healthier, happier and greener communities', 'Safer streets', 'Convenient and accessible travel' and 'Cycling and Walking will be at the heart of transport decision making'.
14. As the Local Transport Authority (LTA), the Council has the powers to deliver significant change to our network of roads, footways and paths. The LCWIP is the document that sets the long-term plan for delivering on that national government vision in a local context.

What does the LCWIP include?

15. The LCWIP sets out:
 - Plans of the proposed network of the most important cycling and walking routes for BCP;
 - A programme of infrastructure improvements; and

- A clear report, explaining the evidence and the work undertaken to develop the LCWIP.

16. What does the LCWIP not include?

- Specific, detailed designs for proposed interventions;
- Detailed financial spending programmes; and
- Detailed timeframes.

17. These will be developed as future funding opportunities become available.

18. Details like design of routes, junctions and any major proposed changes will be consulted on and views sought from communities and ward members.

What are the benefits of delivering the LCWIP proposals?

- Supporting the economy, by providing safe, alternative travel options and addressing congestion;
- Enabling short journeys by making cycling and walking safer, more convenient and accessible to all;
- Improving health and quality of life, by enabling people to be more active in everyday life;
- Tackling climate change and improving air quality;
- Delivering on commitments in the Council's Climate Action Plan
- Creating safer streets and more pleasant neighbourhoods;
- Enhancing the tourism offer of the area; and
- Preserving and enhancing the area's world-class natural environment.

Engagement and Consultation

19. The LCWIP has been through an initial public engagement when views were sought on issues related to walking and cycling. Initial engagement on the LCWIP, undertaken in spring 2021, received over 3,000 views on the council's online engagement platform. 390 people completed surveys and 796 people used the interactive maps to comment on identified locations.

20. The Initial Engagement Report has been published [online](#) and a summary of the report is provided below:

21. Over two thirds of survey respondents (69%) agree that there should be a comprehensive network of walking and cycling routes. This figure increases to 87% for respondents who travel by motorbike/moped/electric scooter/scooter, 88% for respondents who travel by bicycle, and 98% for respondents who travel by electric bicycle.

22. The most common location that respondents felt were missed from the proposals and that should be prioritised was the Promenade.

23. Almost 65% of respondents are aged 55 and over; compared to 34% of the BCP population.

24. The types of improvements that respondents felt were most important to make walking and cycling easier and safer were: segregated and protected lanes, easy,

accessible and direct routes, and more rules for cyclists and e-scooters (note: e-scooters are outside of the scope of the LCWIP). Respondents stated cycle parking needed to be safe and help to avoid theft.

25. The main places identified as needing more or improved cycle parking were, the Promenade, Ashley Road in Parkstone and Castlepoint Shopping Centre.
26. When considering their own street, over half of respondents disagree that people drive at an appropriate speed (52%) and the roads and pavements are in good condition (51%).
27. When considering their neighbourhood, respondents were concerned about safety, parking and roads/pavements.
28. The interactive maps showed that respondents were most concerned about current issues on cycling networks and suggested improvements to the network, compared to walking issues.
29. The LCWIP has also been through a full public consultation on the draft which took place during November and December 2021 for eight weeks. Feedback on the draft plan has been carefully considered and amendments to the plan in light of comments have been made. A summary of the consultation is provided below:
30. 177 respondents filled out the survey but over 3000 people viewed the survey. The survey required respondents to confirm they had read the proposals before completing the survey.
31. There was a mix of comments on the objectives of the LCWIP with some people feeling the objectives were too ambitious and some that they were not ambitious enough but still supportive of the LCWIP proposals. 51 generally negative comments were received, and 53 comments were received that were positive or suggesting we should be more ambitious.
32. On the methodology, the comments were roughly split 50/50 with many respondents stating that schools should have a higher priority for improved provision. Positive comments praised and agreed with the Council's approach to development and prioritising of cycling and walking. Concerns included comments generally against the changes to local areas and that they did not believe they would make any difference. Comments highlighted specific areas that needed attention such as areas that were missing from the plans.
33. On Liveable Neighbourhoods, 49 positive comments praised and agreed with liveable neighbourhoods or wanted more liveable neighbourhoods. 31 comments were against general changes to local areas and did not believe they would make any difference. 14 comments argued that liveable neighbourhoods would have an adverse effect on congestion and motorists.
34. On the Delivery Plan, 37 comments were received that were generally against changes, did not believe they would make any difference and believed funds could be spent elsewhere. 19 generally positive comments praised and agreed with the Delivery Plan. 19 comments were made on timescales involved and 19 on specific areas.
35. The final question asked respondents about impacts related to equalities or human rights. A mix of responses was received with people stating that the Council should consider the needs people with disabilities and the needs of all groups such as women, children and older people.

Options Appraisal

36.

(a) Councillors recommend to Council to approve the LCWIP (recommended).

This would result in the Council putting itself in a stronger position to attract funding from government and maintain its already positive reputation with the Department for Transport partly through commitment to the new high standards of design but also to carbon reduction. By adopting the LCWIP, the Council will have a long-term plan for delivering walking and cycling infrastructure that is consistent with latest guidance, consistent with its climate commitments and developed from a robust evidence base. It will mean that any future potential schemes brought forward through the LCWIP will be defensible and not developed at random. It will further demonstrate commitment to delivery of the Council's Climate Action Plan and strategic priorities outlined in the Corporate Strategy.

(b) Councillors recommend to Council not to approve the LCWIP (not recommended).

This would result in Council suffering reputational damage with its main transport funder, the Department for Transport, and would reduce the Council's chances of receiving grant funding for transport infrastructure in the future. Projects proposed within in the LCWIP will contribute to working towards the Council's approved local climate change targets and by not adopting the LCWIP, the Council will find it significantly more challenging to achieve these targets. By not adopting the LCWIP, there would be no strategic plan in place for the delivery of walking or cycling infrastructure across BCP area and any proposal would not be demonstrably based on evidence or be compliant with government guidance. This could result in legal challenge if proposed schemes were opposed. There would be a risk that Active Travel England via the Department for Transport may withhold funding or request the return of funds received for the delivery of walking or cycling infrastructure

Summary of financial implications

37. Failing to publish an LCWIP that is consistent with latest guidance risks being ineligible for capital funding from government. This includes roads and footway maintenance and capital grants from the integrated Transport Block grant which the Council receives annually. There is a risk that the Council will receive reduced grant funding and less, if any, capital funding for new infrastructure.
38. The LCWIP includes only very high-level cost estimates of walking and cycling infrastructure schemes that are based on assumptions over costs per kilometre of similar schemes. The cost estimates in the LCWIP delivery plan are dependent on capital funding from government and any costs of potential infrastructure schemes are likely to be met entirely through grant funding rather than Council funds. Estimates will also factor in that central overhead costs are included in all the project costs.

Summary of legal implications

39. There are no identified legal implications other than potential challenge from persons who believe they were not consulted during the development of the LCWIP. To minimise this risk the Council has facilitated a publicised public engagement and consultation during the development of the LCWIP.

40. Delivery of any of the proposals listed in the LCWIP delivery plan would be undertaken in accordance with the appropriate approval process including the financial regulations as set out in the Council's Constitution. It is most likely that the majority of delivery would be undertaken as part of the Council's Local Transport Plan Capital Programme.

Summary of sustainability impact

41. In its recently published Transport Decarbonisation Plan, the government set out its vision for a net zero transport system which will benefit us all. In the plan, public transport and active travel will be the natural first choice for our daily activities. We will use our cars less and be able to rely on a convenient, cost-effective and coherent public transport network.
42. Walking and Cycling are the most sustainable forms of travel available and are key to an environmentally friendly local transport system. Actions taken by the council that negatively impact on walking or cycling provision will make it more difficult to achieve this vision. It would also be contrary to the Council's own 2030 zero carbon priority set out in the Corporate Strategy.
43. A Decision Impact Assessment (DIA 379) has been undertaken and the outcome summarised as follows:

Summary of public health implications

44. Urban traffic speeds are falling by on average 2% every year, causing NOx emissions to rise. Diesel cars are the single biggest contributor to NOx levels, responsible for 41% of all NOx emissions from road transport. Walking and Cycling are the cleanest modes of transport available and doing so has the potential to reduce harmful emissions and increase human activity levels.
45. Public Health Dorset has set out its strong support for the LCWIP, highlighting the positive impacts it could have on human health through reduced harmful emissions from motor vehicles, increased activity levels, improved mental health, happier communities and reduced severance due to better walkability of streets.

Summary of equality implications

46. An Equalities Impact Assessment (EIA) conversation/screening document was approved by the EIA panel in December 2021. The EIA was updated in January 2022 to reflect outcomes from the EIA panel, the full public consultation and review by DOTS Disability. Summary of risk assessment:
47. The Local Cycling and Walking Infrastructure Plan (LCWIP) is a high-level strategic document which sets out a long-term approach to planning and delivering a network of improved walking and cycling infrastructure. It does not commit to particular scheme designs or details – this would come later as funding becomes available, and only after extensive feasibility and engagement work is completed.
48. The LCWIP will have an overall positive impact on people from protected characteristic groups, to varying degrees.
49. Both nationally and locally, the transport network has for many years been dominated by the private motor car. Whilst the car undoubtedly brings advantages to many people in terms of mobility and convenience, its dominance has tended to

be to the detriment of other transport modes, including walking, wheeling and cycling. This has had a disproportionate effect on people who don't drive – which is more likely to be older people, people from low-income households, disabled people, people from a black or ethnic minority background, women, and children. Many of these people are also the most likely to be adversely affected by air pollution and road danger.

50. The aim of the LCWIP is to, in line with national and local policy, equalise access to opportunities including education, employment, leisure, social and health needs, whilst also addressing climate concerns and providing economic benefits. By providing safe and convenient walking and cycling infrastructure, more people will have more choice over how they travel. The LCWIP will feed into other Council policies including Planning policy, so that new amenities are built with consideration of the fact that people may not want or be able to travel there by car or by public transport.

Appendices

Appendix 1 – BCP LCWIP

Appendix 2 – LCWIP Consultation Report January 2022

Appendix 3 – EIA Conversation Screening LCWIP

Appendix 4 – DOTS Disability – LCWIP Review

Appendix 5 – LCWIP Technical Report

Appendix 6 – LCWIP Technical Report Appendices A – E

Appendix 7 - LCWIP Technical Report Appendices F - I

Background Reports

1. Department for Transport (DfT) – [Gear Change](#)
- 2.- DfT - [Transport Decarbonisation Plan](#)
3. (DfT) [Cycling and Walking Investment Strategy 2021](#)
4. BCP [Climate and Ecological Emergency Action Plan](#)