

Minutes of a meeting of the Highways and Transport Overview and Scrutiny Committee.
held at County Hall, Glenfield on Thursday, 7 September 2023.

PRESENT

Mr. T. Gillard CC (in the Chair)

Mr. R. G. Allen CC

Mr. K. Merrie MBE CC

Mr. D. C. Bill MBE CC

Mr. L. Phillimore CC

Mrs. A. J. Hack CC

In attendance

Mr. O. O'Shea CC, Lead Member for Highways, Transport and Flooding

Mr. M. Hunt CC (In remote attendance) for Agenda Item 3 (minute item 15 refers)

Mr. S. Bray CC (In remote attendance) for Agenda Item 8 (minutes item 20 refers)

13. Minutes

The minutes of the meeting held on 8 June 2023 were taken as read, confirmed and signed.

14. Question Time.

The Chief Executive reported that no questions had been received under Standing Order 35.

15. Questions asked by members under Standing Order 7(3) and 7(5).

The following questions were received under Standing Order 7(3) and 7(5) and were put to the Chairman of the Highways and Transport Overview and Scrutiny Committee.

Questions asked by Mr. Hunt CC

“Following the development of the County Council’s latest Cycling & Walking Strategy, I note that three particular documents cited in the document are badly in need of updating to meet the Government’s latest guidance (including Gear Change and LTN Infrastructure 20/1).

These are:

- Leicestershire Highway Design Guide (Interim edition)
- LCC Rights of Way Improvement Plan (2011-2016)
- LCC Guidance notes on Development and Public Rights of Way (2011)

Without updating these documents we are frustrating the aims of the Strategy and limiting the powers of Local Planning Authorities in the County.

See:

1. <https://resources.leicestershire.gov.uk/environment-and-planning/planning/leicestershire-highway-design-guide>
2. https://www.leicestershire.gov.uk/sites/default/files/field/pdf/2015/12/8/leics_rowip2.pdf
3. <https://resources.leicestershire.gov.uk/sites/resource/files/field/pdf/faq/2018/6/5/Rights-of-way-guide.pdf>
4. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904146/gear-change-a-bold-vision-for-cycling-and-walking.pdf
5. <https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120>

- 1) When can we expect to see the revised version of these three key policies?
- 2) LTP3 (1.4) says “we want to measure what these [School and Workplace Travel Plans] actually deliver – i.e. the actual changes in travel behaviour that result from these travel plans being in place”. Have these travel plans been evaluated in this way and what place do the school and workplace travel plans occupy, if any, in the Loughborough Area CWIS?
- 3) What increase in active travel is expected of the Loughborough Area CWIS, assuming the funds become available.
- 4) According to the 2011 Census figures drawn from the recommended propensity app, the percentages of journeys to work by cycling or walking in the Loughborough Area are approximately Shepshed 25%, Quorn 20%, Outer Loughborough 31% and Inner Loughborough 52%. (The respective figures for cycling alone are only 3.7%, 3.0%, 6.2% and 7.0%); what are the particular measures to boost the take up in these areas?
- 5) The Cycling and Walking Strategy, agreed by the Cabinet, states that Leicestershire County Council is committed to increase levels of active travel in the county and is setting ambitious targets to meet the challenges of improving public health, air quality and congestion and have targets to increase cycling and walking stated in. What are the base lines for these 10 year targets and can they be broken down by area?”

Reply by the Chairman:

- “1) All three documents in question are in the process of being updated or scheduled to progress soon, with expected completion dates as detailed below.
- The updating of the *Leicestershire Highway Design Guide (LHDG)* is well underway and is expected to be complete by Spring 2024, subject to public consultation feedback.
 - The project to update the *Rights of Way Improvement Plan (RoWIP)* is currently expected to begin in September this financial year 2023/24, with the expectation for it to be completed in 2024/25. The RoWIP update project will include several engagement activities seeking views from all key stakeholders to inform its development.
 - The guidance notes on *Development and Public Rights of Way (2011)* is to be included in the updated LHDG, which is expected to be complete by Spring 2024, subject to public consultation feedback.

- 2) At the end of each academic year, the Choose How You Move (CHYM) Schools' programme is evaluated to understand the impact of the behaviour change measures that have been implemented. In addition, we carry out an annual countywide school travel survey and for this year it will be carried out during October. Workplace and school travel plans are a key part of the Cycling and Walking Strategy and Local Walking and Cycling Infrastructure Plans. There are several actions within the Strategy under the Encouraging and Enabling Theme which contribute towards the development of travel plans. All schools and businesses can access the Modeshift Stars Travel Plan system free of charge and we also have funding for one business and one school from each district to receive direct support from LCC on their travel plan work. Free resources are also available on the CHYM website including an application form to apply for Active Travel Grants.
- 3) Utilising the Active Travel England toolkit, the estimate average increase in active travel trips across all LCWIP active travel improvement schemes in the first 10-year pipeline, assuming the improvement schemes were in place, is approximately 21% for cycling and 53% for walking.
- 4) The figures referenced do not match the 2011 Census data used in the development of the Loughborough Area LCWIP. Table below shows that cycling and walking make up 40.5%, 23% and 19.4% of internal trips from Loughborough, Shepshed and Quorn, respectively. For reference, the respective figures for cycling alone are 10.0%, 6.1%, and 6.4%. These figures have been derived from the Census table 'WU03EW - Location of usual residence and place of work by method of travel to work (MSOA level)' using only the output areas that fall within the study area.

Journey to Work: Modal Split of Internal Trips

Mode	% of Journeys		
	Loughborough	Shepshed	Quorn
Car (driver or Passenger)	53.3%	69.6%	74.0%
Bus	4.8%	5.9%	5.7%
Walk	30.5%	16.9%	13.0%
Cycle	10.0%	6.1%	6.4%
Other	1.4%	1.4%	0.9%

Regards the measures to improve take up of active travel; The proposed 10-year pipeline of improvement schemes is set out in the DRAFT Loughborough Area LCWIP which can currently be accessed on the Council engagement 'Have Your Say' page: <https://www.leicestershire.gov.uk/have-your-say/current-engagement/local-cycling-and-walking-infrastructure-plans-loughborough-area-and-south-of-leicester-area>

These and other schemes may come forward through development obligation or Section 106 funding, or wider highway infrastructure scheme programmes or funding secure from Active Travel England/other Government funding sources. Ongoing CHYM programmes will support the LCWIP as a whole. The level and type

of programmes delivered are determined by the level of funding available and identified opportunities to encourage and enable our communities to travel actively more often. Current CHYM programmes can be accessed here:

<https://www.choosehowyoumove.co.uk/>

- 5) The Cycling and Walking Strategy (CaWS) objectives are aligned to those of the Government's Cycling and Walking Investment Strategy (CWIS), with the initial three CaWS targets also being aligned to help deliver the CWIS targets. These initial CaWS targets were set in the absence of detailed local data baselines for active travel. The majority of existing data is from national studies at a less granular level and sample size, i.e., the National Travel Survey. To provide more granular local data, we are investing in a network of all-mode camera counters in our LCWIP areas to enable the collection of anonymous data for active travel trips, not only to set a baseline, but also to measure future changes. No baseline has been set yet, as 12 months' worth of data is being collected from the first camera counters. Once the first year's data is analysed, officers will be in a position to set the baseline.

Future annual active travel reports based on the annual collected data will detail the changing active travel trips recorded for each LCWIP area. This data will go on to help inform future CaWS targets."

Mr. Hunt asked the following supplementary questions:

- A. Supplementary to the response to question 2, the "actual changes" in travel behaviour currently seem very marginal at best, are CaWS and the LCWIS programme expecting to strengthen travel plans if they are to be influential in driving the improvement programme?
- B. Supplementary to the response to question 3, what are the baselines of these increases of 21% and 53% over 10 years, and how do these relate to the ATE's target of reaching 50% of short journeys.
- C. Supplementary to the response to question 4, could you explain why Table 9.2 of the Loughborough CWIS gives entirely different figures from the above, for example 82% travel by car to work but 53% (including passengers) in the figures quoted in your response? And could you provide comparative figures for walking and cycling inner and outer areas of Loughborough which are bound to differ significantly and are likely impact on the outcomes of improvements?
- D. Supplementary to the response for question 5, the Cabinet agreed to these percentage increases in cycling and walking in the CaWS without knowing the baseline, but do we have a target for total short journeys by a given date or something else more measurable?"

At the invitation of the Chairman, the Director of Environment and Transport indicated that this information would be provided to Mr. M. Hunt after the meeting.

[Subsequent to the meeting a response was provided to Mr. Hunt as follows]:

- A. *Travel Plans play a key role with the CaWS and LCWIP. We will work with schools and businesses as part of the CHYM programme to develop travel plans in line with the clear vision and priorities for cycling and walking improvements. Data collected*

through any travel plans developed in the LCWIP areas will be fed back into the monitoring and evaluation process.

- B. The without-scheme weekday trips assumed (baseline) varies significantly across the improvement schemes. For instance, the minimum cycling trips without the intervention is 34 (for Scheme 8) and the maximum is 1522 (for Scheme 4B). The total assumed trips across all LCWIP active travel improvement schemes is 5,415 for walking and 11,774 for cycling, and the average is 271 for walking and 589 for cycling; see the two 'without scheme' columns highlighted below in Table 7.2, taken from page 85 of the LCWIP.

Table 7.2 – Daily cycling and walking trips without and with the proposed intervention

Corridor No.	Corridor Segment	Cycling				Walking	
		Without Scheme	With Scheme			Without Scheme	With Scheme
		PCT 2011 Census	PCT 2011 Census	Govt. Target Scenario	Go Dutch Scenario	PCT 2011 Census	All Scenarios
1	1A	119	176	243	786	216	280
	1B	391	446	713	2101	210	272
	1C	1137	1348	1827	4508	57	294
	1D	622	846	1035	2738	970	1222
3	3	1307	1479	2076	4842	509	702
4 (NW)	4A	277	361	458	1177	58	152
	4B	1522	1747	2602	6680	239	492
	4C	1063	1238	1816	4763	927	1123
4 (SE)	4E	45	219	68	167	127	323
	4F	588	819	1075	2947	153	412
	4G	334	383	628	1878	13	68
6	6A	747	775	1335	3552	99	166
	6B	368	472	628	1657	661	778
	6C	170	309	277	939	169	325
7	7	119	223	232	667	131	248
8	8	34	75	68	187	162	208
10	10	1307	1524	2076	4842	56	300
22	22	843	965	1324	3241	238	375

Assuming funding is secured to deliver the schemes, and estimates are achieved, the increases in cycling and walking in the LCWIP area will contribute toward achieving the Government's/ATE's CWIS2 Objective to 'Increase the percentage of short journeys in towns and cities that are walked or cycled to 50% in 2030....'.

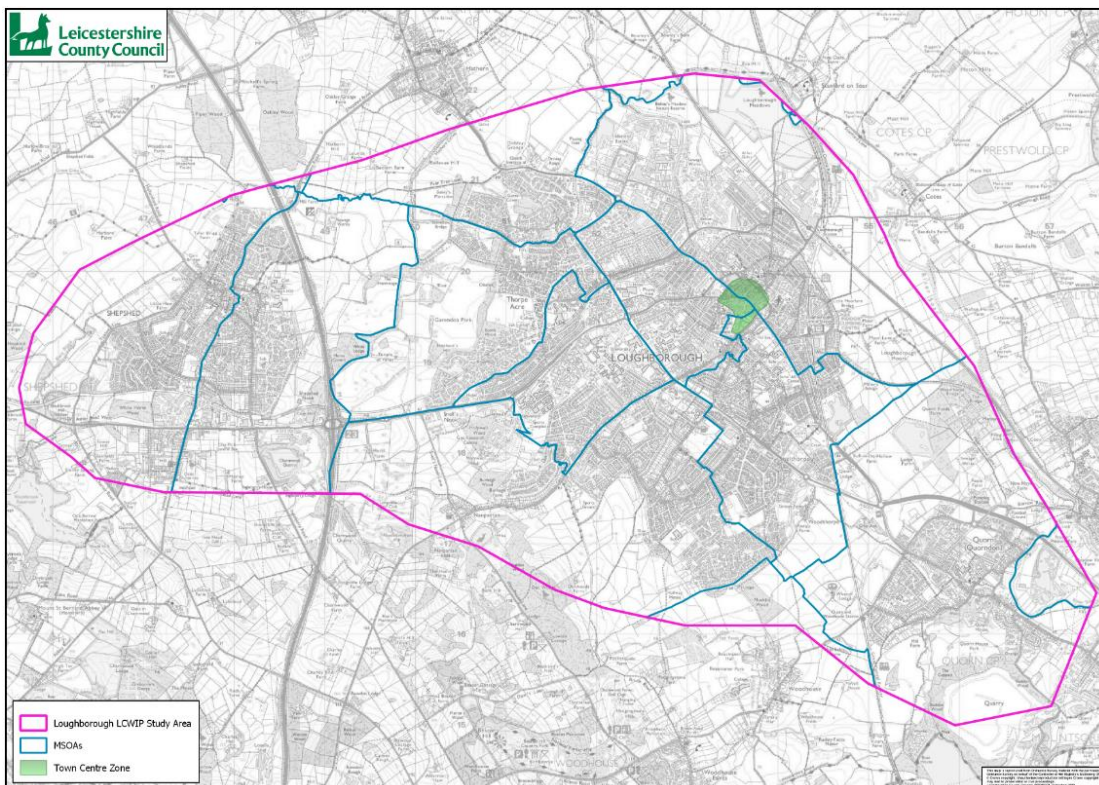
The Government/ATE use the National Travel Survey (NTS) to measure progress against this objective, using a metric of 'trips of less than 5 miles' to define 'short journeys in towns and cities'. Therefore, the actual percentage contribution that these schemes in one LCWIP area would make to this national objective would depend on the sample size and location of residents who take part in the NTS, as that is the data that would be included in the calculation undertaken by the Government (i.e., data based on the NTS results for the area, at the relevant future year it was undertaken).

However, as part of any improvement schemes delivered the intention is for the Council to undertake monitoring and evaluation, pre and post scheme implementation, to enable a more directly related percentage change in active travel to be calculated as a result of the scheme, providing a more granular and locally meaningful picture of the positive outcomes for local communities.

C. *(It is assumed the question relates to Table 9.1 in the Loughborough area LCWIP). Table 9.1 shows data taken recently from the new multimodal counters installed in the area and relates to 2022-23 counts. The figures from the previous response came from the 2011 Census data, which would explain the disparity.*

Nevertheless, the two tables are not directly comparable as the study work separated out the study area into Loughborough, Shepshed and Quorn, whereas Table 9.1 represents the LCWIP area in its entirety.

2011 Census data has been analysed to establish journey to work travel patterns, based on the Middle Layer Super Output Areas (MSOAs) in the study area. It would not be possible for officers to separate this out into 'inner' and 'outer' Loughborough due to the size of the output areas (see map below). Assuming that the town centre zone would make up the inner area, it spans over three large MSOAs so the data would not be specific to that inner area.



D. *There currently is not a specifically defined 'short journey' target set in the CaWS. However, 'short journeys' are encompassed in wider targets.*

The Government annual data 'baselines' established at the time of the CaWS development are based on the NTS and Active Lives Survey and offer granularity at County and district level. This data is published annually by the DfT on their website. Work is being undertaken to establish more local active travel trip data baselines to measure future progress against with greater granularity, which will include analysing a wide variety of data including that taken from the new multimodal counters installed in LCWIP areas.

16. Urgent items.

There were no urgent items for consideration.

17. Declarations of interest.

The Chairman invited members who wished to do so to declare any interest in respect of items on the agenda for the meeting.

Mr. Allen CC declared a non-registrable interest in Agenda Item 8: Update to Petition Response: Request for a School Crossing Outside of St Peters Catholic Primary School, as he had been handling the case on behalf of Dr. Luke Evans MP as a caseworker and had also received correspondence as Borough Councillor.

18. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.

There were no declarations of the party whip.

19. Presentation of Petitions under Standing Order 35.

The Chief Executive reported that no petitions had been received under Standing Order 35.

20. Update to Petition Response: Request for a School Crossing Outside of St Peters Catholic Primary School.

The Committee considered a report of the Director of Environment and Transport which provided information on the outcome of investigations following the presentation of a petition voicing concerns about road safety outside of St Peters Catholic Primary School in Hinckley. A copy of the report marked 'Agenda Item 8' is filed with these minutes.

The Chairman welcomed Mr. S. Bray CC and Mr. M. Mullaney CC to the meeting for this item. Comments on the report from Mr. Mullaney had been circulated to Committee Members prior to the commencement of the meeting and a copy is filed with these minutes.

At the invitation of the Chairman, Mr. S. Bray CC raised the following issues on behalf of local residents:

1. Residents were pleased that the 24 hour assessment period had been undertaken in good weather during the school term but felt that it did not show a complete picture, for example, on a Monday there were a lot of school trips such as, swimming which may have given a different result.
2. For the full data to be published from the survey.
3. Residents wished the Committee to note that, when discussing accident history on the site, a constituent had died at that location a few years ago.
4. The timescales for the proposed measures to be brought in.
5. Residents wished the Committee to note that it had taken the best part of five years to reinstate the school crossing patrol, and it would cause a major problem should that person decide to retire or leave. There would be a call for more action if and when that patrol left.

The Director responded as follows:

1. She acknowledged that there might have been some differences in activity on a different day to when the survey was undertaken, but stressed that the survey had been conducted in June during nice weather on two different days. This had given a representative view of the level of activity outside the school, in line with the

requirement to consider average levels of activity in deciding whether a crossing would be justified.

2. The full data would be shared with Members.
3. The Director recognised sensitivities around accidents, however, officers had to operate to the recorded accident history over the past five years provided by the police, and there was no record of accident within the time period.
4. Consultation would be required for the parking bays, and school keep clear markings. Officers would be requested to set out a timetable of works which would be provided to Mr. Bray.

Arising from discussion, the following points arose:

- i. A Member requested that, in the future with the increased popularity of the school, the issue be revisited in the future to check whether the Crossing Justification Value (CJV) of 0.7-0.9 had been reached to justify a zebra crossing.
- ii. A Member queried how many people equated to the difference of 0.14 between the current Crossing Justification Value (CJV) and the required level to justify the provision of a zebra crossing, given there was a recent approval of a development of flats close to the location. The Director informed the meeting that the CJV was based on a formula used that included other factors, such as, vehicle flow on the road, pedestrians crossing and vulnerable people, therefore an absolute figure could not be given. However, if something significant changed in the vicinity, for example, if the school changed its size, that would then trigger a reassessment.
- iii. The Lead Petitioner would be updated on the contents of the report and on the comments received from Mr. Mullaney.

The Chairman said he was pleased progress had been made, and that it was commendable that local Members had offered their Highways Fund for a crossing, however, criteria for a crossing would still have to be met.

RESOLVED:

- a) That the update report on the outcome of investigations following the presentation of a petition voicing concerns about road safety on London Road, Hinckley be noted.
- b) That the Director of Environment and Transport be requested to:
 - i. Share full data resulting from the survey with local Members;
 - ii. Provide a timetable of works for parking bays and 'Keep Clear' markings to Mr. Bray;
 - iii. Update the Lead Petitioner on the contents of the report and comments received from Mr. Mullaney.

21. Local Cycling and Walking Infrastructure Plans

The Committee considered a report of the Director of Environment and Transport which provided an overview of work being undertaken on the development of a programme of Local Cycling and Walking Infrastructure Plans (LCWIPs) and sought the Committee's

views on the drafts of the first two LCWIPs in the programme for the Loughborough area and South of Leicester area, prior to seeking Cabinet approval in November 2023. A copy of the report marked 'Agenda Item 9' is filed with these minutes.

Arising from discussion, the following points arose:

- i. A Member queried what consultation had taken place with stakeholders engaged in the process regarding crossover journeys into the city. The Director explained that information had been collected from stakeholders and communities, Leicester City Council and the district councils to inform the development of the LCWIPs. Where funding streams were available, the planning of routes would be logical and on occasion link cross-border with joined-up development. Having the plan created a baseline and evidence base for securing funding.
- ii. A Member queried whether issues with maintenance of the highway could stop people from using cycles and asked if this had been raised as part of the consultation. It was confirmed that this issue had raised by local communities and fed back as part of the Council's regular meetings with the Department of Transport (DfT). The DfT was currently considering the future funding of highway maintenance, including looking at multi-year settlements. However, it was acknowledged that local authorities would need to make the case to the Treasury for more funding in this area.
- iii. It was reported there was a spike in walking and cycling during the pandemic, but that there had subsequently been a return to car usage. The collection of data around car usage was currently better than that for walking and cycling. It was suggested that one positive of the pandemic was that more people were now working from home at least some of the time. This gave an opportunity to encourage people to cycle or walk to local services.
- iv. In terms of the timetables for the LCWIPs it was expected that two plans per year would be developed. Where possible the plans would be aligned to the development of Local Plans.
- v. It was noted that all of the plans were dependent on funding for their delivery which would come from a range of sources, such as grants and funding from developers.
- vi. In response to a query as to how priority areas were chosen, it was noted the report contained some of the criteria for selecting those priority areas. However, priority areas were largely chosen around the ease of the potential to shift people from short journeys by car to walking and cycling, and also recognising that some areas had already benefited from a round of investment on infrastructure, Hinckley being one of them. The Committee was pleased to note that plans would be developed for areas that connected together, rather than creating arbitrary boundaries.

RESOLVED:

- a) That the report on the development of Local Cycle and Walking Infrastructure Plans (LCWIPs) be noted.
- b) That the comments now made by the Committee on the draft of the first two LCWIPs in the programme for the Loughborough area and South of Leicester area be submitted to the Cabinet for consideration at its meeting in November 2023.

22. Highways and Transport Performance Report to June 2023

The Committee considered a joint report of the Chief Executive and Director of Environment and Transport which provided the latest performance update on the key performance indicators (KPIs) the County Council was solely or partly responsible for within its Strategic Plan covering Highways and Transport Services (within the Environment and Transport Department) to June 2023 (Quarter One). A copy of the report marked 'Agenda Item 10' is filed with these minutes.

Arising from discussion, the following points arose:

- i. The Committee was advised that elected members would soon receive a request to complete the national highways and transport survey. The Director strongly encouraged Committee members to do so. It was explained that, whilst this was a national survey, it would include local information collected from members of the public, parish councils and elected members. The public survey results were aggregated and compared against the other 33 county councils, from which targets for improvement were set.
- ii. A Member asked whether the number of bus passengers included children travelling to school on public bus services. The Member also requested that statistical comparisons be provided. The Director of Environment and Transport would provide the detail of the passenger journeys to the Member after the meeting. However, it was noted the information would be about public, local bus services, and not specific school services.

RESOLVED:

- a) That the report on the latest performance update on the key performance indicators the County Council is solely or partly responsible for within its Strategic Plan covering Highways and Transport Services (within the Environment and Transport Department) to June 2023 (Quarter One) be noted.
- b) That the Director of Environment and Transport be requested to provide members with further detail regarding local bus passenger journeys originating in the authority area.

23. Date of next meeting.

It was noted that the next meeting of the Committee would be held on 9 November 2023 at 2.00pm.

2.00pm to 3.14pm
07 September 2023

CHAIRMAN