



Meeting: Highways and Transport Overview and Scrutiny Committee.

Date/Time: Thursday, 7 September 2023 at 2.00 pm

Location: Sparkenhoe Committee Room, County Hall, Glenfield

Contact: Mrs A. Smith (0116) 305 2583

Email: Angie.Smith@leics.gov.uk

Membership

Mr. T. Gillard CC (Chairman)

Mr. R. G. Allen CC Mr. B. Lovegrove CC Mr. D. C. Bill MBE CC Mr. K. Merrie MBE CC Mrs. A. J. Hack CC Mr. L. Phillimore CC

AGENDA

<u>Item</u> Report by

Please note:

The live streaming of the meeting can be viewed via the Council's YouTube pages.

1. Minutes of the meeting held on 8 June 2023

(Pages 5 - 14)

- 2. Question Time.
- 3. Questions asked by members under Standing Order 7(3) and 7(5).
- 4. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.
- 5. Declarations of interest in respect of items on the agenda.
- 6. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.

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7. Presentation of Petitions under Standing Order 35.

8.	Update to Petition Response: Request for a School Crossing Outside of St Peters Catholic Primary School.	Director of Environment and Transport	(Pages 15 - 28)
9.	Local Cycling and Walking Infrastructure Plans	Director of Environment and Transport	(Pages 29 - 56)
10.	Highways and Transport Performance Report to June 2023	Chief Executive and Director of Environment and Transport	(Pages 57 - 66)

11. Date of next meeting.

The date of the next meeting is scheduled for 9 November 2023, at 2.00pm.

12. Any other items which the Chairman has decided to take as urgent.

QUESTIONING BY MEMBERS OF OVERVIEW AND SCRUTINY

The ability to ask good, pertinent questions lies at the heart of successful and effective scrutiny. To support members with this, a range of resources, including guides to questioning, are available via the Centre for Governance and Scrutiny website www.cfgs.org.uk. The following questions have been agreed by Scrutiny members as a good starting point for developing questions:

- Who was consulted and what were they consulted on? What is the process for and quality of the consultation?
- How have the voices of local people and frontline staff been heard?
- What does success look like?
- What is the history of the service and what will be different this time?
- What happens once the money is spent?
- If the service model is changing, has the previous service model been evaluated?
- What evaluation arrangements are in place will there be an annual review?

Members are reminded that, to ensure questioning during meetings remains appropriately focused that:

- (a) they can use the officer contact details at the bottom of each report to ask questions of clarification or raise any related patch issues which might not be best addressed through the formal meeting;
- (b) they must speak only as a County Councillor and not on behalf of any other local authority when considering matters which also affect district or parish/town councils (see Articles 2.03(b) of the Council's Constitution).









Minutes of a meeting of the Highways and Transport Overview and Scrutiny Committee. held at County Hall, Glenfield on Thursday, 8 June 2023.

PRESENT

Mr. T. Gillard CC (in the Chair)

Mr. R. G. Allen CC Mrs. A. J. Hack CC Mr. B. Lovegrove CC Mr. L. Phillimore CC Mr. C. A. Smith CC

In attendance

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

1. Appointment of Chairman

RESOLVED:

That Mr. T. Gillard CC be appointed Chairman for the period ending with the date of the Annual Meeting of the County Council in 2024.

Mr T. Gillard CC in the Chair

2. <u>Election of Deputy Chairman</u>

RESOLVED:

That Mr. K. Merrie MBE CC be elected Deputy Chairman for the period ending with the date of the Annual Meeting of the County Council in 2024.

3. Minutes

The minutes of the meeting held on 9 March 2023 were taken as read, confirmed and signed.

4. Question Time.

The following question received under Standing Order 34 was put to the Chairman of the Highways and Transport Overview and Scrutiny Committee:

Question asked by Mr. Mike Jelfs

"My question is related to the promotion of the government initiative of the £2 single bus fare, which I believe has now been extended to October. I have not noticed any physical advertising on Buses or on Bus stops or promotion on social media of this, surely it is

worth investing a sum of money on this to get more people to try using the bus instead of their car?"

Response by the Chairman

The County Council does not own any advertising bus shelters, and its shelter estate has limited space for printed matter which is prioritised for timetable and service departure information. The Council, however, plans to undertake some promotional activity through its social media channels following the recent news of the scheme extension.

Supplementary Question

Mr Jelfs asked, to understand why bus operators have chosen not to advertise the £2 capped fare widely, what incentives Leicestershire County Council offered to operators to increase passenger numbers and improve the previously mentioned KPI, especially as routes were often subsidised so an increase in passenger numbers would likely be offset by a decrease in the subsidy?

Response by the Chairman

At the invitation of the Chairman, the Director of Environment and Transport responded that whilst the County Council was aware a number of bus operators have done some advertising and marketing on the £2 fare cap, it was not able to answer for those who had chosen not to. This would be a question to pose to those operators.

The Director reported that the County Council undertook a number of activities to help support and build bus patronage. Its Choose How You Move website contained all the County's bus timetables and had a journey planner available to help support people to use buses. The council's experience over the years had shown that more targeted approaches yielded better results, for example, the Council held travel clinics with businesses across the County to talk to individuals about their travel needs and help support them with a tailored travel option focusing on using public transport, walking, cycling or car share where feasible. That individual support often helped give the confidence for people to make a change in how they travelled. In a similar vein the Council had been doing work to increase the uptake of the free bus passes that were offered to residents of new developments. Evidence showed that when people had a significant change in their life such as moving house, they were more likely to make other changes such as how they travel. This work was beginning to see an increase in uptake of these passes.

More recently the Government had awarded the County Council just under £2m from their Bus Service Improvement Plan Plus funding. The Council would be seeking to use this to continue to support the local bus market and help transition the County to a more sustainable rural public transport model. Finally, this would be reflected in the ambitions of the new Local Transport Plan being developed over the next year in which public transport, as well as active travel (walking, cycling and wheeling), would be key elements."

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

The Chief Executive reported that the following questions had been received under Standing Order 7(3) and 7(5) from Mr M. Hunt CC and Mrs A. Hack CC.

(a) Questions asked by Mr. M. Hunt CC:

- "1. I was sad, but not entirely surprised, to see that Leicestershire achieved a score of zero in the recent DfT local authority active travel capability ratings. We were matched on zero by Rutland, whilst the City of Leicester top scored. A zero score indicates ("Local leadership for active travel is not obvious, no significant plans are in place, the authority has delivered only lower complexity schemes"). Why have we done so badly and what are we doing about it?
 - 2. What will this mean for future bidding to Government for active travel in the County? (I would be grateful if the link can be embedded in the text or placed as a footnote: Local authority active travel capability ratings
 - 3. When nearly 150,000 Leicestershire residents live in the Leicester Urban Area (ONS), why can't we achieve the same active travel capability across area; why does it stop at the city boundary?
 - 4. When small towns hosting universities in Britain are well known to excel in cycle provision, why is Loughborough, a town which could create the critical mass for cycling and walking, the odd one out?
 - 5. The school run is one of the major contributors to congestion at the morning peak hour, why are we no longer prioritising School Travel Plans and helping schools to make them more effective so we can publish real achievements.
 - 6. A National Cycle Route (NCR6) crosses the M1 and the West of Loughborough SUE and has proved a safe route for cyclists and walkers between Shepshed and Loughborough, as the SUE develops will the County be adopting the path and will we be insisting on a durable surface of sufficient width? What other paths will the County be adopting within this extensive development?"

Reply by the Chairman

"1. Assessment scores were made by the Active Travel England (ATE), based largely on a self-assessment form completed by each Local Transport Authority. In the case of Leicestershire's score, ATE recognised the level of commitment to walking and cycling being demonstrated by the Authority in terms of the adoption of a Cycling and Walking Strategy and the use of its own monies to develop a programme of countywide Local Cycling and Walking Infrastructure Plans (LCWIPs). The primary reason that the Authority received a zero score, is because it had not yet developed and delivered a 'transformative' cycling and walking project, something reflecting the Government's vision for cycling and walking as set out in 'Gear Change' and in national cycle infrastructure design guidance LTN1/20.

A key reason for this is the availability of funding. With a capital programme already heavily committed to supporting other key Government policies – including provision of infrastructure vital to the delivery of more new homes and to the creation of new jobs – and without access to significant funding streams that have been/are available to urban and metropolitan areas (such as the Transforming Cities Fund and The City

Region Sustainable Transport Settlements), the Authority has not to date been in the position to secure the millions of pounds necessary to deliver 'transformative' projects.

However, the Authority is working pro-actively with ATE to improve its capability rating to at least one by this summer. A number of actions are being undertaken, including the provision of officer training including to enhance knowledge and skills in the design of LTN1/20 schemes, Member training (the planned All Member Briefing session on 6th June) and the setting up of an Active Travel Forum. Together with the ongoing development of the LCWIP programme, officers are confident that going forward this will place the Authority in a far stronger position to benefit from future Government funding opportunities and to secure developer contributions towards the delivery of projects that will 'transform' provision for pedestrians and cyclists.

2. Were the Authority not to be working proactively with ATE to improve its score to at least one by this summer, then in the future it would be ineligible to bid to ATE (Government) for funding to support the delivery of both revenue and capital funded active travel projects.

Achieving a score of at least one will mean that the Authority will be eligible to bid, albeit there would be no guarantee of success (which is an inherent risk with any 'bid driven' system of awarding funding). The zero score has not altered the Authority's commitment to continue with active travel work, including to develop a programme of LCWIPs and to undertake promotional and educational work under the umbrella of Choose How You Move.

3. As per the response to question 1, as an urban area Leicester City Council has received over £32m of Transforming Cities Fund (TCF) monies that it has used to help to pay towards the improvements to walking and cycling infrastructure within its boundaries. The Government's stated focus for the TCF is "[to drive up] productivity through investments in public and sustainable transport infrastructure in some of England's largest city regions." Non-city areas have not had access to a similarly targeted fund.

However, the County Council has been working hard to ensure that it is best placed to seek to benefit from future funding opportunities to improve cycling and walking infrastructure in areas adjoining Leicester City. An LCWIP for the South of Leicester is well advanced and close to completion, and it is currently intended to bring that to the Cabinet for approval towards the end of this calendar year. An LCWIP for the North of Leicester is also in development and it is presently intended to bring that to the Cabinet for approval in early 2024. Officers have been in consultations with Leicester City Council colleagues to seek to ensure that both LCWIPs align with their current and any future proposals for cycling and walking improvements within the City.

The LCWIP documents will set out the Authority's ambitions for significantly improving cycling and walking networks in areas surrounding the City of Leicester and will provide a basis for seeking to secure funding for projects, both from the Government and developers.

4. Measures to improve walking and cycling provision in Loughborough have previously been undertaken and paid for by the Local Sustainable Transport Fund and as part of the Town Centre Major Project. Building on this and in recognition of the key role that the town plays in providing for new homes, jobs and in hosting a world-class university, the development of an LCWIP covering Loughborough, including

Shepshed, has been prioritised. As with all current LCWIP's in development, extensive engagement has been undertaken to inform the development of the Loughborough Area LCWIP, and it included: Members, District Council, advocacy groups and the public. It is now at an advanced stage of development and close to completion, and it is currently intended to bring it to the Cabinet for approval towards the end of this calendar year (alongside the LCWIP for South of Leicester referenced in response to question 3).

The LCWIP will set out ambitions for further improving cycling and walking networks in Loughborough and Shepshed and will provide a basis for seeking to secure funding for projects, both from the Government and developers.

5. Working with schools continues to be a priority for Leicestershire County Council. The Safe and Sustainable Travel Team works closely with schools across the county, under the Choose How You Move brand to enable and encourage active and sustainable travel journeys.

The Choose How You Move Team works in partnership with Active Together and district councils to deliver a programme of initiatives. The MODESHIFT STARS travel planning tool is available free of charge for all primary schools within England and Leicestershire County Council continues to promote this as part of the Choose How You Move programme. This requires commitment from the school to resource, manage and record data including initiatives and survey results into the system. Although not all schools currently use MODESHIFT STARS to record active and sustainable travel activity, we have worked with several schools across the county to encourage active and sustainable travel. Please see below some examples of projects delivered within the last 12 months:

- Launch of 16 park and stride sites
- School Street Trials at three schools
- Provision of Bikeability
- Performance in education Air Quality and Active Travel
- October Active Travel Month
- Junior Road Safety Officer Scheme
- 13 schools awarded active and sustainable travel grants

As part of our 2023-2024 schools programme the Choose How You Move Schools Officer will be working with the Active Together Sports and Physical Activity Network to identify seven schools (one from each district) to provide additional resources to support the development of a minimum bronze accredited MODESHIFT STARS travel plan.

6. The cycle route is already part of the existing Public Right of Way (PROW) Network, Footpath K68 and Bridleway L17. We're not aware of any plan the developer has to upgrade the condition of this route to offer for full highway adoption.

There are a number of other links proposed in planning (plan included) and we expect that the developer's intention is for those that aren't existing PROWs to remain privately maintained, however, it is up to the developer as to whether they want to offer them for adoption."

(b) Questions asked by Mrs. Amanda Hack CC:

"Please could I ask a question as a County Councillor on behalf of the South Leicestershire Litter Wombles, there is a member of the management committee that is a constituent. Whilst I do litter pick and engage with the South Leicestershire Litter Wombles, I am not an official member of the constituted element of the group.

South Leicestershire Litter Wombles have appreciated the wide level of support offered to the wombles from the County Council and District Councils. All wombles care for the Environment and feel that the best way forward is to work in partnership to clear up Leicestershire Countryside so have the following questions:

- 1. In light of the recent initiative of No Mow May, the Litter wombles are concerned at the potential level of litter that could be trapped in the verges before they are cut. Picking up shredded mowed litter accounts for many hours spent by wombles across the county during the mowing season. Could Leicestershire County Council and the District Councils start working together to do a litter pick before the areas are mowed, preventing shredded litter and the damage to the environment this causes.
- 2. Who within the authority with responsibility for highways maintenance (including mowing) can support the litter wombles and cross District Council liaison meetings?
- 3. The level of Highways equipment that is picked each week is always significant, with stray cones and 'A' frames. What are Leicestershire County Council doing to reduce the impact they are having on our local environment, and how are sub-contractors managed to take greater responsibility for removing all equipment once highways works are completed?"

Reply by the Chairman

- 1 Prior to each annual grass-cutting season commencing, the Council provides details of grass-cutting programmes to district councils, with links to the Council website where the information is updated throughout the season. District councils can use this information to ensure that litter picking is co-ordinated with the programmed mowing dates.
- 2. The Director further reported that representatives from the South Leicestershire Litter Wombles (SLLW) had a regular meeting with the County Council Highway Maintenance officers. The Head of Service for Highways and Transport Delivery attended these meetings. If the SLLW would like to rearrange these into a joint meeting with district officers, the same Council officers would continue to attend and support.
 - Also, if there were any specific enquiries prior to or after liaison meetings, these could be directed through the Council's Customer Services and a member of the Environment Team would respond direct.
- 3. The Director responded that all works promoters that were authorised to work in the Highway (all the different utility contractors, the many developers and the highway

authority) had a duty to remove their roadworks signs at the end of their works. The Council's internal workforce is constantly reminded of this and following the recent meetings with the SLLW's one of the actions was been for the Council to provide identification on all of its signs to support ownership of any abandoned signs (please see photos below). A further action has been to reinforce the point with utility companies and statutory undertakers at the quarterly liaison meetings.

Any abandoned roadwork signs that were reported to the Council were bought to the attention of the relevant contractor (where known) and they were required to arrange for its collection at their expense. Anecdotally, the SLLW have reported a reduction in roadworks equipment following the Council's actions.





Supplementary Questions

Mrs Hack, on the response to Question One, asked what work could be done in advance to agree responsibilities between the districts and the County on litter picks before a mow, and could the authorities work more closely together to prevent litter shredding?

At the invitation of the Chairman, the Director of Environment and Transport responded and advised that, as mentioned in the initial response, the County Council already provided district councils with its grass-cutting schedule well in advance to allow them to programme their litter picks. The statutory responsibility for litter clearance sat with the district authorities and the Council did not have the power to instruct a district council to carry out litter clearance. The County Council did, however, try to enable a joined-up approach to litter picking and grass cutting and were happy to enter into discussions with district authorities to improve where it could.

In response to Question Two, Mrs Hack commented that the litter wombles had collected 24,000 bags of litter from Leicestershire in their own time. Having a named person who they could liaise with would not only speed up the process but provide leadership at local authority level and Mrs Hack asked if it was possible to provide a Highways named person directly to the group?

At the invitation of the Chairman, the Director of Environment and Transport advised that in the first instance the County Council proposed exploring through the regular liaison meetings what the needs of the Wombles were from the highway perspective, and if

these could not be addressed through those meetings then identifying a specific contact within the Service would be considered.

6. <u>To advise of any other items which the Chairman has decided to take as urgent</u> elsewhere on the agenda.

There were no urgent items for consideration.

7. <u>Declarations of interest in respect of items on the agenda.</u>

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

No declarations were made.

8. <u>Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule</u> 16.

There were no declarations of the party whip.

9. Presentation of Petitions under Standing Order 35.

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

10. Leicestershire Local Flood Risk Management Strategy - Public Consultation.

The Committee considered a report of the Director of Environment and Transport, the purpose of which was to seek the views of the Committee on the draft updated Local Flood Risk Management Strategy for Leicestershire (LLFRMS) as part of the public consultation. The update had been provided by the Council in its role as the Lead Local Flood Authority (LLFA). The LLFRMS detailed the principles, objectives and measures by which local flood risk is to be managed in Leicestershire, and specified the roles and responsibilities of the Council, partner organisations and the public. A copy of the report marked 'Agenda Item 10' is filed with these minutes.

The Cabinet Lead Member for Highways, Transportation and Flooding thanked officers for the thorough work that had been undertaken on what was a very complex issue.

Arising from discussion, the following points arose:

- i. A Member asked for clarity around revisions to the thresholds criteria for formal flood investigations, specifically in respect of two commercial properties that had flooded, and asked if they were small retail units, or warehouses with substantial commercial impact if flooded. Members were informed that the criteria were not absolute, and that the Director would use discretion to undertake formal investigation when it was considered necessary. It was further noted the Formal Flood Investigations Policy had been amended to bring it up to meet national guidance, and for responses to be consistent, to allow for quicker response with proportionate resources dedicated to incidents.
- ii. A Member questioned if the County Council maintained its own flooding records, or whether it relied on those of the Environment Agency (EA). Members noted

that, in terms of evidence bases and formal processes like consultation for development, the EA's records were the first point of reference, but that the Council was also building up records of response, complaints and incidents investigated, and evidence could be used to challenge the EA's records that were not quite correct. It was envisaged that discrepancies would become less as records were developed.

iii. A Member queried how culverts were managed in the Strategy, as not all of them appeared to be the County Council's responsibility, with some falling under Town Council responsibility, and others looked after by Severn Trent, as culverts potentially caused downstream flooding risk. Members were informed that the mapping and understanding of the asset infrastructure was a huge challenge but mapping these had been a good process undertaken to help manage flood risks better in future. This work was still in progress.

RESOLVED:

That the Committee supported the draft Leicestershire Local Flood Risk Management Strategy.

11. The Living Waterway Project - Presentation

The Committee received a presentation from the Director of Environment and Transport on the County Council's Living Waterway project at its Croft Depot. This was provided following a request previously made by Members of the Committee.

A Member queried if all waste in terms of gully clearance was able to be treated at the one facility, and if it was something other authorities were routinely doing, or if it was unique to Leicestershire and if so, how it was being promoted. It was also asked if the facility had had an impact on the response cost of tipping and if there was a cost saving on treating waste through the plant. Members were informed that there was a cost saving of approximately £300,000 per annum as the facility used before Croft had not been as deep, therefore there had been a tipping charge to take the waste elsewhere. The gully waste and jetting units now used the one site and had only been unable to do so if a load had a contaminant in the waste.

Members further noted that most authorities had different arrangements for gully cleansing, with most of them now looking to separate liquids from solids, with the County Council actively promoting the system being used at Croft to other interested authorities, emphasising the importance of receiving good advice such as that the County Council had received from a company in Fife when building the treatment plant at Croft.

The Cabinet Lead Member said that the visit to the site by local school children as mentioned in the presentation had been a very interesting and enjoyable day for all.

The Chairman welcomed the presentation which all Members agreed had been very informative, and requested that a site visit be arranged for all Members of the Committee in the Autumn. The Chairman asked that that an invitation to attend the visit also be extended to the Lead Member and Members, of the Environment and Climate Change Overview and Scrutiny Committee.

RESOLVED:

- a. That the presentation on the Living Water Project at Croft Depot be noted.
- b. That the Director of Environment and Transport be requested to arrange a visit to the site for Members of the Committee and that Members of the Environment and Climate Change Overview and Scrutiny Committee also be invited.

12. <u>Dates of Future Meetings</u>

RESOLVED:

That the dates of future meeting of the Committee scheduled to take place on the following dates, all starting at 2.00pm, be noted.

Thursday 7 September 2023 Thursday 9 November 2023

Thursday 18 January 2024

Thursday 7 March 2024

Thursday 6 June 2024 Thursday 5 September 2024

Thursday 7 November 2024

2.00 – 2.52pm 08 June 2023 **CHAIRMAN**



HIGHWAYS AND TRANSPORT OVERVIEW AND SCRUTINY COMMITTEE - 7 SEPTEMBER 2023

UPDATE TO PETITION RESPONSE: REQUEST FOR A SCHOOL CROSSING OUTSIDE OF ST PETERS CATHOLIC PRIMARY SCHOOL

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of the report is to provide a further update to the Committee with information on the outcome of investigations following the presentation of a petition voicing concerns about road safety on London Road, Hinckley.

Previous Decisions

- 2. A petition was submitted to the County Council on 19 January 2023 containing a total of 8,850 signatures. The petition made a request to 'Provide a permanent crossing' on London Road, to make crossing safer for local children when travelling to and from St Peters Catholic Primary School in Hinckley.
- 3. The Highways and Transport Overview and Scrutiny Committee was provided a report on 9 March 2023 responding to the petition. The report explained that the request for a pedestrian crossing had been assessed on multiple occasions since 2019 but did not meet national guidance. However, officers would conduct new assessments considering the petition and provide a further update at the September 2023 meeting.

Background

- St Peters Catholic Primary School is located on London Road in the town of Hinckley (see Figure 1). London Road is one of many roads which provides access into the town centre and is predominantly made up of residential homes.
- 5. The western end of London Road leads towards Castle Street and the pedestrian zone for the town centre. Several businesses and on-street parking bays are located where London Road meets Castle Street and a pelican crossing is located further along Castle Street. Given the nature of the frontage development on London Road, it is most likely to be a mix of residential, commuter and school traffic using the road.

6. The County Council has been in direct and ongoing contact with St Peters Catholic Primary School since 2018 regarding road safety concerns following the departure of the School Crossing Patrol (SCP) in 2017. The headteacher and parents expressed concerns over crossing the road which subsequently led to officers conducting several investigations, including the commissioning of speed, and crossing surveys, and the offer of road safety training.

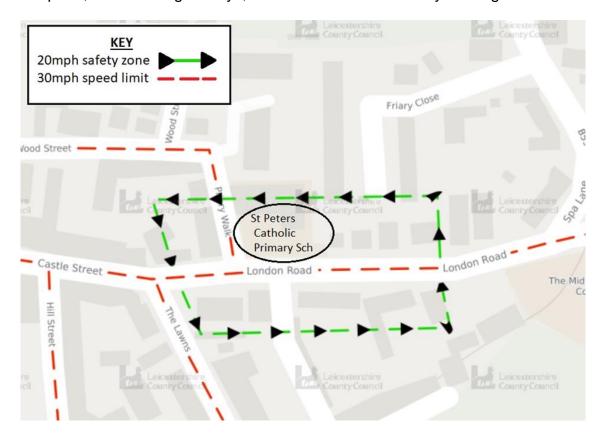


Figure 1 - Location of St Peters Catholic Primary School, Hinckley

- 7. The following features are present on London Road:
 - a) Waiting restrictions in the form of single and double yellow lines to restrict parking along the road to designated locations only.
 - b) Mandatory School Keep Clear markings outside of the entrance to the school. These markings are enforceable between 08:00 16:00 Monday to Friday by Leicestershire County Council's camera enforcement vehicles.
 - c) Vehicle Activated Signs (VAS) for travel in each direction on London Road. The signs are permanently illuminated between 08:00 09:30 and 14:30 16:00 Monday to Friday to warn of a school ahead and children crossing the road. Outside of these hours the sign displays a 30mph speed limit when a vehicle is captured travelling above 30mph.
 - d) A safety zone encompassing an advisory 20 mph speed limit in the vicinity of the school entrance during school hours (with complementary warning signs and flashing amber lights at school entry and exit times as above).

- e) An uncontrolled crossing point directly outside of the school with tactile paving and safety barriers to prevent children running directly into the road when exiting the school.
- f) The whole of London Road is street lit.

Investigations for the assessment of a crossing

- 8. When considering possible network changes, Highways Authorities are required to have regard to their legal duties. One of the most important duties is set out at Section 122 of the Road Traffic Regulation Act 1984.
- 9. The responsibility under that legislative provision is that the Council should secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). In practice then, Highways officers must exercise their functions in a manner which strikes the right balance between mobility and safety.
- 10. Leicestershire County Council will assess the justification for a pedestrian crossing using an assessment involving both pedestrian and vehicle flows. This is a requirement outlined in Traffic Signs Manual Chapter 6¹.
- 11. In accordance with the above national practice, most Local Authorities use an enhanced criteria that takes into consideration the types of pedestrians, the different types of vehicles, the vulnerability of pedestrians and community links.
- 12. This assessment results in a score, which in Leicestershire is called the Crossing Justification Value (CJV) and this will determine the justification for a crossing or not.
- 13. The possible resultant CJV outcomes are as follows:
 - a) A crossing of any type would not be justified if the CJV is less than 0.4;
 - b) A CJV between 0.4-.0.7 would justify the provision of a dropped kerb pedestrian crossing point;
 - c) A CJV between 0.7-0.9 would justify the provision of zebra crossing; and
 - d) A CJV of 0.9 and above would justify the provision of a controlled puffin crossing.

Previous assessments

14. The location was initially surveyed and assessed for a crossing in October 2017, and this resulted in a CJV of 0.244 which was short of the benchmark required to provide any form of crossing facility. Therefore, the Council was unable to justify a crossing at the location based on the data gathered.

15. Concerns continued to arise regarding road safety, and despite having undertaken a crossing assessment in 2017, the County Council agreed to commission another survey and assessment outside of the school in 2019. This

 $[\]frac{1}{https://www.gov.uk/government/uploads/system/uploads/attachment \ data/file/330269/ltn-1-95 \ Assessment-Crossings.pdf}$

also included the section of London Road that fronts the jitty that leads to Queens Park, as requests stated those walking to school used this route and crossed in that location.

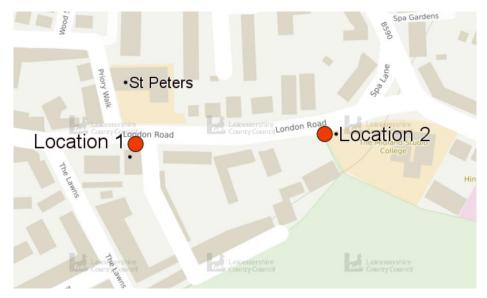


Figure 2 - Location of assessments undertaken for a pedestrian crossing

16. The surveys were commissioned on 5 September 2019 and the assessment resulted in a CJV of 0.314 outside the school and 0.114 outside of the jitty. These surveys continued to reveal that crossing activity was low outside of the school and further up the road in the vicinity of the jitty to Queens Park. The three surveys conducted over this two-year period clearly evidenced that a crossing was not justified in-line with national guidance

Pedestrian crossing assessments - 2023

- 17. Both locations had assessments undertaken for a 24-hour period between Tuesday 13 June and Wednesday 14 June 2023. In addition to the crossing assessments, speed surveys were commissioned at both locations to assess vehicular speeds.
- 18. The assessment undertaken at Location 1 directly outside of the school entrance, was reviewed and resulted in a CJV of 0.56. This continues to evidence that a zebra or signal crossing is not justified, but firmly meets the recommendation of a dropped kerb which is already in situ as shown below.



Figure 3 – Current highway layout outside of St Peters Primary, 20 August 2023

- 19. The assessment undertaken at Location 2 opposite the jitty to Queens Park, was reviewed and resulted in a CJV of 0.08. This continues to evidence that there is no requirement to consider any type of crossing facility.
- 20. It is pertinent to highlight that assessments were conducted prior to the school term concluding for the summer holidays, and days where weather conditions averaged 25 degrees (06:00-18:00). Sunny and dry conditions can lead to increased sustainable activity thus showing that even on favourable walking conditions, pedestrian traffic at the location does not justify the consideration of a zebra or signal crossing.

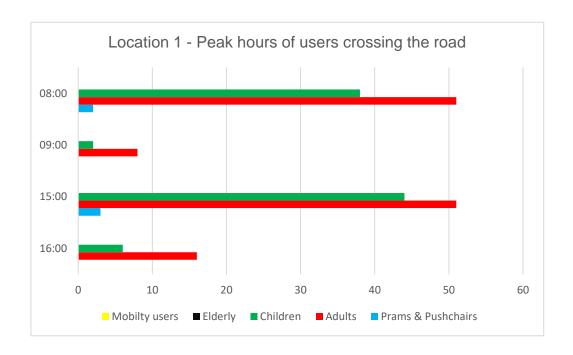


Figure 4 – Core hours of pedestrian movements outside of St Peters Primary School

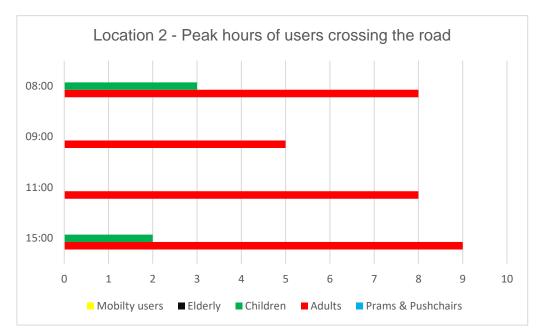


Figure 5 – Core hours of pedestrian movements via travel to/from Queens Park

- 21. The above tables demonstrates that the Council's assessments have considered all activity from a variety of user groups attempting to cross the road adjacent to St Peters. The Council's evidence shows that key demand is only during school hours, and that outside of those hours there is no demand nor high levels of pedestrian activity occurring. Whilst it is necessary to consider all activity, the tables highlight the Council's particular focus on school related trips and that there is no justification for a pedestrian crossing.
- 22. Failure to follow national guidance when undertaking crossing assessments is likely to lead to a dangerous crossing on the highway, as evidence has revealed drivers can become accustomed to underutilised crossings that they unconsciously travel through.

School Crossing Patrol

- 23. As part of the Council's update in March, it was explained that the SCP had been active for several years until the patrol resigned from the post in 2017. Throughout the period that the SCP has remained vacant, only two expressions of interest had been shown in the five years it had been advertised.
- 24. Notwithstanding the above, an applicant expressed interest in the post in early 2023 and at the time of the Committee report they were undergoing preemployment checks for recruitment into the post. That recruitment was successful, and a SCP has been active since 6 June 2023.
- 25. The School Crossing Patrol was in situ at the time of the survey taking place and further re-enforces the evidence that there is no justification to provide any additional infrastructure for pedestrian movements.

Road accidents and vehicle speeds

- 26. When reviewing this location's collision history, there has been no recorded personal injury accidents having occurred directly outside of the school during school drop-off and collection hours within the past five years.
- 27. Reviewing the collision history for London Road as a whole, there has been one reported collision recorded within the past five years. This incident occurred late evening, outside of the 20mph safety zone and away from the school, and speed was not considered a contributory factor.
- 28. As part of assessments for a pedestrian crossing, vehicular speed surveys were also commissioned to review the speeds at both locations. The following data was retrieved:

Location	Mean speed	85 th Percentile
Opposite the school	All lanes – 23.9mph	All lanes – 28.4mph
(Location 1)	Eastbound – 24.7mph	Eastbound – 29.3mph
	Westbound – 23.2mph	Westbound – 27.4mph
Opposite the jitty	All lanes – 23.4mph	All lanes – 27.1mph
(Location 2)	Eastbound – 22.9mph	Eastbound – 26.7mph
	Westbound – 23.8mph	Westbound – 27.4mph

29. Speeds collated between 12 June and 19 June 2023 show a clear and consistent compliance with the posted 30mph speed limit. Whilst the County Council promotes an advisory 20mph speed limit outside of all schools countywide, as above this is only advisory and cannot be enforced. Notwithstanding, the Council is aware that signs are not currently on-site advising of the advisory limit. These will be replaced in due course.

Parking changes

- 30. As part of the review of this area, opportunities to improve the general road layout around the school have been identified and will be consulted upon with Local Members prior to a public consultation.
- 31. On-street parking bays are located near to the school which can generate more vehicular traffic during school hours, including the potential to disregard the waiting restrictions surrounding the school. These bays will be removed and additional bays further along Castle Street extended to compensate for removed parking.
- 32. A second mandatory School Keep Clear marking on the southern side carriageway adjacent to where the existing keep clear marking resides is also proposed. This will ensure both sides of the carriageway remain clear of vehicles directly outside of the school whilst giving maximum visibility to those utilising the existing uncontrolled crossing point and giving additional sightlines for the SCP. This will be subject to a formal consultation with the Local Member and feedback retrieved from any comments received during the consultation.

Road Safety Education and Sustainable Travel Initiatives

- 33. The Council runs numerous educational training sessions that are open to all schools as part of the County Council's Safe and Sustainable Travel Programme for schools. Travelling actively to schools can be a great way for pupils to start the day, with research finding a link to improved behaviour and concentration, as well as contributing to the recommended 60 minutes of physical activity a day for those aged 5-18.
- 34. As well as this, the Safe and Sustainable Travel Team works with schools on several initiatives to try and reduce school gate congestion and create a safer environment for pupils, staff, families, and the wider community accessing the school. St Peters School has been contacted several times to discuss these initiatives and how they could take them forward, but with no take up until June 2022 when the school indicated an interest in the Junior Road Safety Officer (JRSO) scheme. Further detail of these initiatives is provided in paragraphs 35 to 41of this report, and the Council will continue to engage with the school to encourage take up of them.

Modeshift STARS

35. Modeshift STARS is the national schools' awards scheme that has been established to recognise schools that have demonstrated excellence in supporting cycling, walking and other forms of sustainable travel. The scheme encourages schools across the country to join in a major effort to increase levels of sustainable and active travel to improve the health and well-being of children and young people. Every school in England (outside of London) can participate in Modeshift STARS for free. On completion of an application for Modeshift STARS, schools will automatically have a brand new national standard School Travel Plan.

School Gate Banner Competition

36. Schools will be invited to design a banner promoting safe and sustainable travel, with the winning entry being displayed outside their school gate. This is a great opportunity for pupils to get creative and promote walking, cycling, and scooting.

Street Feet

37. Street Feet is a role-playing initiative that encourages children to act responsibly on or near roads, and also helps them to choose safer routes to school, home and the park. This fun, interactive initiative is designed for foundation stage children and is delivered by a road safety professional from the Council.

Park and Stride Campaign

38. A Park and Stride scheme encourages families to park away from school and walk the last part of their journey. This is a great way to add physical exercise to their school journey.

Personalised Mapping Tool

39. Using a mapping tool, schools can receive a personalised map which is centralised around their primary school. This map depicts walking routes and timed distances to the school and can be provided to parents, as well as new families starting at the school, and saved to the school website.

Bike Skills

40. An introductory bike skills session, led by a nationally accredited Bikeability trained instructor, will aim to provide the recipients with the skills and confidence for all kinds of cycling. These skills can then be put into practice to cycle to school and should enable cycling to be incorporated into P.E lessons and active lunch and break times.

Junior Road Safety Officer (JRSO)

41. The JRSO scheme is operated in schools whereby children selected by the school become road safety and active travel champions. The children become role models within the school, helping to deliver sessions and assemblies to other pupils, participating within the construction of the school travel plan, and supporting the delivery of initiatives. Schools participating within the JRSO scheme will be provided with equipment and prizes that can be distributed throughout the school as the JRSO's see fit.

Conclusion

- 42. Since the initial concerns about pedestrian safety were raised in 2017, multiple surveys have been undertaken to assess the justification for a crossing facility in the vicinity of the school. On each occasion, the Council has evidenced and explained why, in accordance with national guidance, a pedestrian crossing is not justified.
- 43. The most recently collected data (2023) shows that more people are crossing at the identified locations and justifies a dropped crossing facility, of which one already exists outside the school. Whilst there are many possible reasons for these increased numbers, the new School Crossing Patrol at the school is likely to have had an effect as our experience is that the presence of a SCP often encourages walking to school and crossing at an appropriate point.
- 44. Despite being unable to introduce a formal crossing, there are other measures that have been identified that will be implemented. The Council will be reinstating the missing advisory 20mph speed limit signage as outlined in paragraph 27 of this report and parking layout changes and additional

- mandatory school keep clear markings are proposed as explained in paragraphs 30 to 32 of this report.
- 45. In addition to these measures, engagement with the school has continued by extending the offer for specialist officers to come into the school and work with pupils and staff directly. This offer has been made on many occasions since 2019 and would allow officers to work with the school on many of the initiatives listed in paragraphs 33 to 41 of this report. In June 2022 the school indicated an interest in the JRSO scheme. Since that time officers have been trying to agree a convenient date to deliver this training with the school.
- 46. The Council has also continued to raise road safety awareness at the location by introducing highway improvements such as replacing the existing school flashing amber units with a VAS that would perform the same role, whilst providing enhanced warnings of children crossing the road, with road safety messages regarding the posted 30mph speed limit.
- 47. Whilst the evidence does not support the introduction of a formal pedestrian crossing at St Peters as requested via the petition, the introduction of the SCP along with the additional highway and parking measures proposed and ongoing work to engage the school on road safety matters, should help alleviate many parents/guardians' concerns. The Lead Petitioner will be informed directly of the decision making.

Resource and Legal Implications

- 48. It is estimated that the cost of undertaking further surveys and crossing assessments was in the region of £2,000.
- 49. The proposed changes to the parking restrictions to create a clear zone around the school, including the statutory consultation exercise, are anticipated to cost approximately £15,000.
- 50. The above costs are covered under the Department's Traffic and Safety revenue budget.
- 51. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Background Papers

22 November 2017 – Environment and Transport Overview and Scrutiny Committee – 'Parking near schools' http://politics.leics.gov.uk/ieListDocuments.aspx?Cld=1044&Mld=5168&Ver=4

9 March 2023 – Highways and Transport Overview and Scrutiny Committee – 'Response to Petition: Request for a School Crossing Outside of St Peters Catholic Primary School' https://politics.leics.gov.uk/ieListDocuments.aspx?Cld=1293&Mld=7172&Ver=4 (item 52)

<u>Circulation under the Local Issues Alert Procedure</u>

52. This report has been circulated to Members representing the electoral divisions in the Hinckley area: Mr S. Bray CC, Mr M. Mullaney CC and Mr D. Bill MBE CC.

Equality Implications

- 53. The requests for a permanent crossing are for the most part intended to facilitate safer access to a school. The group most likely to benefit from the requested safety measure is children (because they have a recurring need to gain access to and egress from the school and because they lack the same safety awareness as adults).
- 54. Since age is a protected characteristic (per Sec. 4 of the Equality Act 2010), children do require consideration from an equalities point of view. The impact on other groups (elderly and persons with sight impairments) also needs to be considered. Highways officers consider that they have, in exercise of their functions, sought to reconcile material considerations including mobility and safety issues (including the needs of different groups). Most notably, the Council's provision of a School Crossing Patrol and mandatory school keep clear marking is considered to give enhanced provision for those groups.
- 55. In evaluating the recommendations within this report, decision makers should give due consideration to the criteria contained within the public sector equality duty (per Section 149 of the Equalities Act 2010).

Human Rights Implications

56. There are no human rights implications arising from the recommendations in this report.

Appendix

Draft plan, Parking changes on Castle Street, Hinckley

Officers to contact

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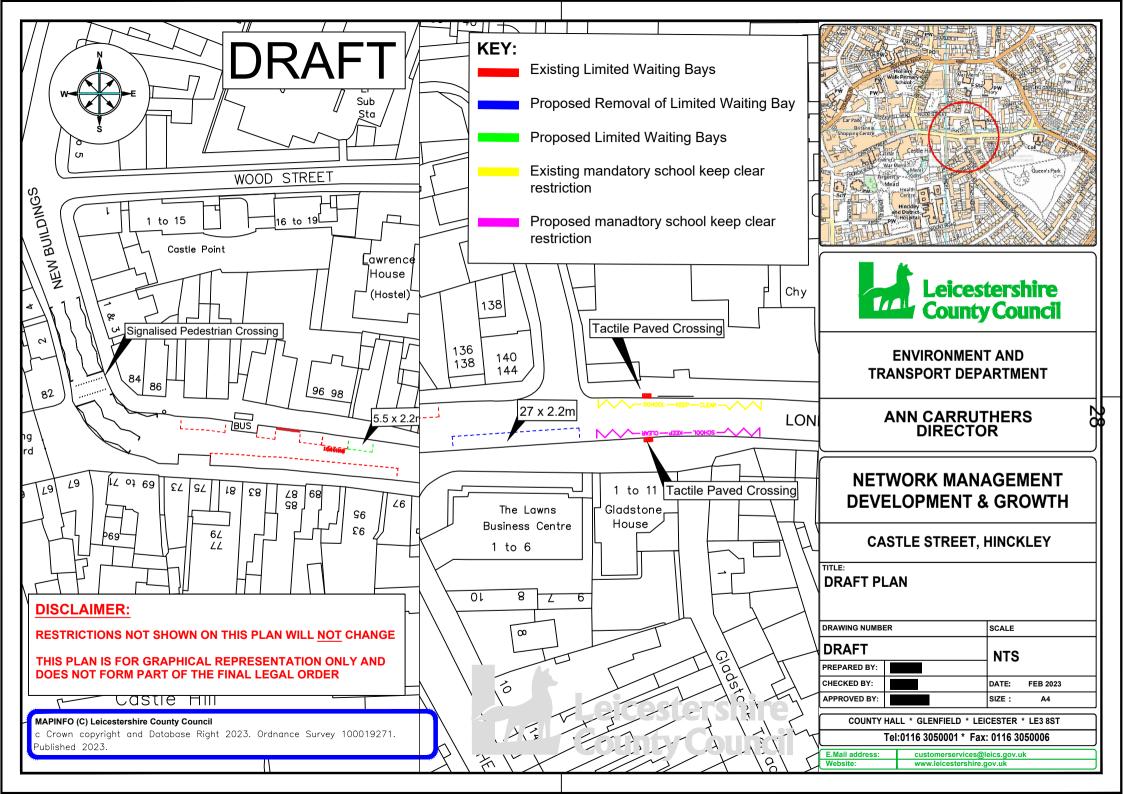
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HIGHWAYS AND TRANSPORT OVERVIEW AND SCRUTINY COMMITTEE: 7 SEPTEMBER 2023

LOCAL CYCLING AND WALKING INFRASTRUCTURE PLANS

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of the report is to provide an overview of work being undertaken on the development of a programme of Local Cycling and Walking Infrastructure Plans (LCWIPs). Also, as part of a public engagement exercise, to seek 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.

Policy Framework and Previous Decisions

- 2. The Council's third Local Transport Plan (LTP3) 2011-2026 identified six overall priorities, three of which are relevant when considering cycling and walking:
 - a) Encouraging active and sustainable travel;
 - b) Improving connectivity and accessibility;
 - c) Managing the impact of our transport system on quality of life.
- 3. In May 2019, the County Council declared a climate emergency. The Environment Strategy, updated in 2020, set out how the Council will reduce the environmental impacts of travel and transport. Providing a suitable level and quality of cycling and walking infrastructure, coupled with essential education, promotion and engagement using the successful Choose How You Move (CHYM) brand to increase use of sustainable transport, is a key element in delivering the Authority's Climate Change commitment and the Environment Strategy.
- 4. The Director of Public Health's 2019 Annual Report highlighted the need to increase efforts to encourage people in Leicestershire to lead more active lives, helping to tackle obesity, improve air quality and improve physical and mental wellbeing. It contained a key action to increase cycling and walking to improve public health.
- 5. The Leicester and Leicestershire Strategic Transport Priorities (2020-2050) highlighted where Leicestershire County Council and Leicester City Council will work together to deliver common transport aims and objectives. It prioritises and promotes cycling and walking in preference to single occupancy car use for movement of people.

- 6. In March 2021, the Environment and Transport Overview and Scrutiny Committee considered a report and presentation on the development of the Cycling and Walking Strategy (CaWS), as part of the engagement process to shape the Strategy. This included the development of supporting LCWIPs, which set out the aspirations for cycling and walking to help deliver the CaWS. The Committee's comments helped the development of the draft CaWS.
- 7. In June 2021, a draft CaWS was considered by the Environment and Transport Overview and Scrutiny Committee, and its comments were presented to the Cabinet in July 2021.
- 8. In July 2021, the Cabinet considered the outcome of engagement on the CaWS. It approved the adoption of the CaWS and the development of LCWIPs for the next two priority areas of Loughborough and the south-east quadrant of the Leicester Principal Urban Area (subsequently expanded to the southern hemisphere of the Leicester Principal Urban Area, hereafter referred to as 'South of Leicester').
- 9. In March 2023, the Highways and Transport Overview and Scrutiny Committee considered a report setting out the Highways and Transportation Capital Programme and Works Programme 2023/24, which, inter-alia, set out proposals related to the ongoing implementation of the Authority's CaWS, including the development of LCWIPs. The Programmes were subsequently approved by the Cabinet in April 2023.
- 10. The Council's Strategic Plan 2022-26 outlined the Council's five key outcomes, all of which are supported by the CaWS:
 - a) Clean and Green
 - b) Great Communities
 - c) Safe and Well
 - d) Strong Economy, Transport and Infrastructure
 - e) Improved Opportunities
- 11. The Council's Net Zero Strategy and Action Plan 2023-2027 set out the approach to achieving net zero carbon emissions in Leicestershire by 2045 or before. There are six key areas within the plan, including transport (to deliver low-carbon, affordable transport choices for all) and community (to inform, engage and involve residents and communities in identifying and delivering local solutions to achieve net zero carbon). The LCWIPs support these aspirations.

Background

National policy and guidance

12. In April 2017, the Government published guidance on the development of LCWIPs and provided opportunities for Local Transport Authorities (LTAs) to take part (at no cost to themselves) in a pilot development project. The Council took part in that project and commenced development of an LCWIP for Melton Mowbray.

- 13. Having LCWIPs in place, developed in accordance with the national guidance, is a Government prerequisite for capital funding. Without LCWIPs in place, LTAs would be ineligible to even bid for funding, which is now awarded by Active Travel England (ATE).
- 14. In July 2020, the Government launched the National Cycling and Walking Plan: 'Gear Change' (the Plan), which set out the Government's radical ambitions for cycling and walking in England. It set out a comprehensive, long-term vision to increase active travel and embed the benefits of walking and cycling into how people live, work and get around. Taking up walking and cycling has been proven to offer huge benefits for people's physical and mental health and the Government is now funding this agenda.
- 15. The Plan also recognised that in order to see the intended increases in cycling, the quality of cycling infrastructure must dramatically improve. The Department for Transport's (DfT) Local Transport Note 1/20 (LTN1/20) 'Cycle Infrastructure Design' was also launched in July 2020, in tandem with the Plan. It provides details of the quality of cycling and walking infrastructure that the Government requires. At that time, the Transport Minister made clear that transport projects that failed to reflect LTN1/20 would not receive Government funding.
- 16. Local authorities which apply to the Government for funding for cycling and walking infrastructure must ensure that their designs comply with new standards. There is a presumption in the Plan that all new road schemes for which funding is requested from the Government will deliver or improve cycling infrastructure to LTN1/20 standards, unless it can be shown that there is little or no need for cycling in that particular road scheme. This marks a significant change in the Government's commitment to cycling and walking policy and funding which affects the way the Council must develop its schemes.

Overview of LCWIPs

- 17. Essentially, LCWIPs are required in order to:
 - a) Identify network plans for required cycling, walking and wheeling improvements at the local level;
 - b) Enable a long-term approach to developing local cycling and walking networks, for example, over 10-years;
 - c) Provide prioritised programme of infrastructure for future investment;
 - d) Understand and evidence the benefits that projects deliver monitoring and evaluation; and
 - e) Support funding bids.
- 18. The principles of LCWIPs are:
 - a) Evidence based and audited routes;
 - b) Pipeline of schemes ready to be taken forward quickly:
 - c) Plans informed by public consultation and engagement; and
 - d) Plans integration with broader Local Transport Plans.
- 19. The process being followed to develop LCWIPs is set out by the DfT in the guidance referenced above (paragraph 12). The process has six stages and is heavily driven by evidence (data) and public engagement. The data led approach

- uses various tools and methodologies to identify potential priority routes which, considered alongside stakeholder input, results in defining prioritised cycling, walking and wheeling¹ networks for improvement.
- 20. Accordingly, developing an LCWIP represents a significant undertaking, both in time and resource. This is important to understand, not just from the Authority's budgetary perspective, but also because LCWIPs will be fundamental components of area Transport Strategies required to underpin the delivery of new Local Plans going forward. This is not just to ensure that new development is well-served by high quality cycling, walking and wheeling infrastructure, but also as part of an overall package/strategy to mitigate cumulative impacts of growth across an area.
- 21. Having a clear understanding of where future growth is to be allocated in an area, is a significant piece of evidence to inform the identification of cycling, wheeling and walking networks and the selection of priority corridors, for example, in most cases it would likely be premature to develop an LCWIP in advance of having such an understanding. This might suggest that LCWIPs should be developed as part of a Local Plan's evidence base. However, the scale of work required to develop an LCWIP is disproportionate to the level of evidence and detail required for a Local Plan. It is yet to be understood how inspectors examining Local Plans will deal with this issue.
- 22. LCWIPs will provide evidence led plans for future investment in cycling, walking and wheeling schemes. The plans, once developed, will provide the evidence base for use in Government funding bids and in seeking obligations from land developers to fund and deliver cycling, walking and wheeling schemes.
- 23. LCWIPs will identify the priority routes in an area for improvement which the most people will benefit from. Therefore, the plans will not include every street or route in an area for improvement, but rather the priorities that will promote and facilitate more people to cycle, walk and wheel for their regular journeys.

Equality Implications

- 24. The Council has made a range of commitments to promote equality and diversity and to reduce disadvantage and inequality of opportunity. The CaWS supports these commitments.
- 25. The CaWS and supporting LCWIPs aim to make cycling, walking and wheeling more accessible for all sectors of society. The emphasis in the CaWS is on inclusive design of new infrastructure that enables cyclists to travel on any type of machine. This will enable people with mobility difficulties who may wish to use an adapted cycle to take full advantage of the new infrastructure.

¹ An equivalent alternative to foot/pedestrian-based mobility. Includes wheeled mobilities such as manual self-or assistant-propelled wheelchairs, including wheelchairs with power attachments or all-terrain attachments, powered wheelchairs, and mobility scooters (three and four-wheeled). Definition sourced from https://wheelsforwellbeing.org.uk/walking-wheeling-and-cycling-definitions/

- 26. It is intended that the inclusive design of new infrastructure will encourage all genders to cycle. The inclusive infrastructure design principles are also intended to benefit children who may wish to cycle, walk or wheel for the school journey. The ongoing engagement, promotional and training activities which are already undertaken under the CHYM banner, will continue and progress within the LCWIP development, enabling the Council to raise awareness of new opportunities and further develop the skills required to cycle and walk for the school journey.
- 27. Although the Government defined term "LCWIP" only refers to cycling and walking, LCWIPs are about having a holistic approach to planning and design, resulting in plans that increase people's opportunity to travel actively for their journeys (this is inclusive of people with disabilities, including those with mobility impairments). LCWIPs cover walking and wheeling in many forms, which includes bikes, trikes, e-cycles, scooters, and inclusive mobility such as mobility scooters, wheelchairs, adapted bikes and wheeled frames/rollators. The term 'walking and wheeling', or 'walking/wheeling' represents movement at a pedestrian's pace, whether someone is standing or sitting, walking/wheeling unaided or using any kind of aid to mobility, including walking aids/wheeled aids, personal assistants or support animals. The plans also consider provision for equestrian use where appropriate.

Health Implications

- 28. Although the health of the local population is now better than ever, and life expectancy for both men and women is higher than the England average, Healthy Life Expectancy is falling. There are also inequalities across local communities, for example, although the health of people in Leicestershire is generally better than the England average, about 12% (14,100) of children live in low-income families.
- 29. In Leicestershire, cycling and walking levels are lower than the national average. The percentage of adults in Leicestershire that cycle at least three days per week was 2.4% in 2018/19 (compared to 3.1% nationally), and the percentage of adults who walk at least three days per week was 18.5% in 2018/19 (compared to 22.7% nationally).
- 30. The nation's number one health challenge obesity is a major concern for the County's local service providers. In 2018/19, 64.5% of adults (age 18+) in Leicestershire were classified as overweight or obese. Healthy weight issues begin at an early age and by year six at school, 30.6% of Leicestershire pupils were either overweight or obese in 2019/20. There is clearly a role for cycling, walking and wheeling to play in addressing such health concerns across the County.
- 31. All the evidence indicates that physical activity has an overwhelmingly positive impact on health and wellbeing. Taking 150 minutes exercise per week as an adult is classed as being 'physically active'. Being physically active reduces a person's risk of dementia by 30%, depression by 30%, heart disease by 40%, type 2 diabetes by 40%, breast cancer by 25% and osteoporosis by 50%.
- 32. In addition to physical health benefits, walking and cycling also have positive benefits for mental health. Exercise like cycling can lower levels of the body's

stress hormone, cortisol. Cycling and walking both release 'feel-good' hormones known as endorphins, which help to relax the mind, promote happiness and reduce feelings of anxiety. The NHS promotes regular exercise for those experiencing depression, proposing that "even a brisk 10-minute walk can clear your mind and help you relax" and people should "just be more active in your daily routine by walking or cycling instead of travelling by car or public transport."

- 33. The Joint Strategic Needs Assessment (JSNA, 2018-2021) analysed the health of the County's population with a view to improving health and wellbeing and minimising inequalities. Of particular relevance to the Cycling and Walking Strategy, the JSNA local overarching strategic recommendations include:
 - a) Prioritise cycling and walking as the preferred means of transport in Leicestershire, including health impact assessments on new large developments, adoption of 20mph limits/zones where appropriate, and providing cycling and walking infrastructure.
 - b) Co-ordinate with local planning authorities to influence policy and planning guidance, increasing, provision of active travel and high-quality walking infrastructure in new developments.
 - c) Co-ordinate work on active travel/rights of way linked to wider physical activity programmes commissioned by public health.
 - d) Promote use of rights of way and access to green spaces, including the Council's own parks.

Environmental Implications

- 34. The need to encourage travel by more sustainable modes has never been greater. In 2019, the Council declared a climate emergency and committed Leicestershire to being carbon neutral by 2045, five years ahead of national targets. An increase in walking and cycling journeys would greatly contribute toward the Council meeting this commitment.
- 35. Air pollution has a significant effect on public health, and poor air quality is the largest environmental risk to public health in the UK. Across Leicestershire, prevalence of asthma (whose symptoms can be triggered by air pollution) was 6.3% in 2018/19, which is higher than the England average of 6%. Preventable mortality attributable to PM2.5 (fine particles largely from the combustion of fuels, including vehicles) is, on average, the third leading cause of death across Leicestershire. The Council is committed to tackling air pollution in the County, working in partnership with district councils, and the Leicester City Council.
- 36. The Air Quality and Health Joint Action Plan (2020-2024) is a partnership Plan, delivered jointly with the Leicester, Leicestershire and Rutland Clinical Commissioning Group, University of Leicester and the following district councils Blaby, Charnwood, Harborough and North West Leicestershire. One of its priorities for active and sustainable travel is that Plan should act as a catalyst for behaviour change and modal shift to green travel. Each authority, with support from the County's Safe and Sustainable Travel team, will be expected to promote active travel to their residents and workforce.

Partnership Working

- 37. The Council has a history of working in partnership with district councils in order to deliver on transport infrastructure improvements in the County. Work in partnership with Leicester City Council has also been undertaken to ensure complementary cross-border measures are explored and implemented where appropriate. It will be essential for these established partnership working arrangements to continue to flourish, to ensure that the benefits are widereaching, improving cycling and walking access in the market towns and into Leicester.
- 38. For a number of years, under the umbrella of the Council's CHYM brand in partnership with the Leicester City Council, a significant effort has been placed to instil more sustainable travel habits among the population, by working with employers, schools and individuals to provide the skills and knowledge required to make more informed active travel choices.
- 39. Additional funding support from the Government will enable the Council to extend its reach further, assisting more individuals and working with more employers and schools to make cycling and walking logical choices for everyday trips for more people.

LCWIP development programme

- 40. In a county with a diverse nature, including market towns, urban areas adjoining the City of Leicester and rural areas, it would not have been appropriate to develop a single LCWIP covering the entirety of Leicestershire. Instead, a programme of LCWIPs is being developed.
- 41. The LCWIP guidance states that the distances within which cycling and walking have the potential to reduce private car travel should be considered when developing the geographical scope of the LCWIPs. These distances are typically up to 10km for cycling, and up to 2km for walking. The guidance also states that local authorities should consider the density and number of services and facilities to which people want to travel when defining the area boundary.
- 42. Reflecting the guidance, the greatest opportunities to achieve increased transfer of trips from car to cycling and walking lie in urban areas rather than rural settlements and villages, which are less densely populated and have fewer services and facilities within a short distance conducive to choosing active travel. Therefore, the current LCWIP programme focuses on the market towns and other urban areas in Leicestershire, such as:
 - a) Ashby-de-la-Zouch
 - b) Coalville
 - c) Hinckley
 - d) Loughborough and Shepshed
 - e) Lutterworth
 - f) Market Harborough
 - g) Melton Mowbray
 - h) North of Leicester
 - i) South of Leicester
- 43. To establish an initial prioritised programme, evidence was drawn from a number of sources, including:

- a) A review of cycling and walking travel levels based on 2011 Census² data, (and cycle count data where it was available);
- b) The DfT's Propensity to Cycle Tool, a web-based tool for estimating cycling potential and health/carbon dioxide benefits;
- c) The number of collisions involving cyclists or pedestrians in an area;
- d) Sociodemographic factors including population age and gender profiles, access to a car, and deprivation;
- e) Planned future developments; and
- f) The presence of Air Quality Management Areas.
- 44. The numbers of key attractors within the likely cycling and walking distances of 10km and 2km respectively were also reviewed. These are places to which people are mostly likely to want to travel, including schools, supermarkets, healthcare facilities, and places of leisure such as libraries, parks, and visitor attractions.
- 45. Based on available evidence, the Loughborough area and South of Leicester area came out top as the first two priorities in the programme.

Loughborough Area LCWIP

- 46. The Loughborough area LCWIP covers the towns of Loughborough, Shepshed and village of Quorn within the Charnwood District. The LCWIP area map has been appended to this report which also provides an overview and explanation of the network hierarchy proposed (including definitions of primary, prestige, etc.). In summary, the LCWIP boundary was defined by the principal urban area of Loughborough town and the proximity of Shepshed in view of the opportunities for active travel between the areas, particularly in consideration of development growth west of Loughborough. The A6 corridor is also an important sustainable travel corridor extending from Loughborough towards the key trip attractor of Leicester City through the Soar Valley, and as such, the village of Quorn was also included in the LCWIP area, which takes into consideration potential for development of a future Soar Valley LCWIP.
- 47. The focus of the primary cycle network is around the centres of both Loughborough and Shepshed, with improved links to the Loughborough University Campus and the railway station also. Loughborough town centre is identified as a 'prestige' area for walking with the primary walking network having a similar broad focus as per the cycling network. It is not possible to say definitively what types of measures would be provided on each of the different levels of the networks because, inter-alia this would be subject to detailed design, consultations and the availability of funding, but in very broad terms the higher the level of classification the greater level of segregation (between cyclists and pedestrians and cyclists and vehicular traffic) being sought. Each of the LCWIP documents contain some conceptual indications of the types of measures that could be provided.

² 2021 Census data was not available at the time of developing the geographical scope. It will be taken into consideration as part of the LCWIP 3-year reviews.

South of Leicester Area LCWIP

- 48. In summary, this LCWIP boundary was defined by the principal urban area surrounding Leicester City. The area broadly covers the southern half of the urban fringe surrounding the Leicester City authority area, and includes the key settlements of: Oadby, Wigston, South Wigston, Blaby, Narborough, Cosby, Countesthorpe, Whetstone, Enderby, new Lubbesthorpe and Braunstone Town, which are all within active travel distance. The boundary of the LCWIP area encompasses the key opportunities to develop sustainable travel corridors both in and out of Leicester City, such as along the A6, A5199, A426 and B4114, and also the improved east-west links between the market towns and villages which provide opportunities to reduce severance for active travel between these urban areas and their key services centres. LCWIP area map has been appended to this report.
- 49. The focus of the primary cycle network is around improving links into Leicester and on orbital movements and other movements. The centres of Enderby, Blaby Wigston and Oadby are identified as a 'prestige' area for walking with the primary walking network having a similar broad focus as per the cycling network. The same comments as per the Loughborough area apply in terms of the types of measures that would be provided on each of the different levels of the networks. These two LCWIPs are now at an advanced stage of development and are due to be presented to the Cabinet for approval this autumn.
- 50. Next in the priority programme are the North of Leicester Area and Melton Mowbray. These are at an earlier stage of development. Based on evidence and use of tools such as cited in paragraph 43, initial draft walking, cycling and wheeling networks have been developed for each of these areas.
- 51. Following engagement and consultations exercises, the current intention is that the North of Leicester and Melton Mowbray LCWIPs will be presented to the Cabinet for approval in spring 2024. The much-reduced timeframe for their development (in comparison with the first two LCWIPs), reflects that with the Loughborough and South of Leicester areas work was starting from the very beginning, which meant, for example, no established ways of working were in place for LCWIP development or an LCWIP document structure developed. All that work having been done for the first two LCWIPs, will reduce time factor for subsequent ones due to applying the now established processes and structures.
- 52. Work is also in hand to develop an LCWIP for Market Harborough. This is at a very early stage, and it is currently anticipated that it will be presented for approval by the Cabinet in late 2024/25. The Authority is also supporting North West Leicestershire District Council (NWLDC) to develop an LCWIP, which will cover Coalville and Ashby-de-la-Zouch. In the work that it had done to develop its own CaWS, NWLDC had closely mirrored the DfT's guidance. Thus, providing NWLDC with support provides a cost-effective way of delivering LCWIPs for those two market towns.
- 53. Subject to the ongoing availability of funding through refreshes of the Authority's Medium Term Financial Strategy (MTFS), the current identified programme will be completed with development of LCWIPs for the remaining two market towns, i.e. Hinckley and Lutterworth.

54. Beyond the current programme, the development of LCWIPs for other areas of the County will be influenced by a number of factors including budget availability; levels of planned future growth emerging in future Local Plans; and other sources of evidence as exampled in paragraph 43.

Choose How You Move (CHYM) - Encouraging and Enabling

- 55. An important part of ensuring our communities can access and use the new infrastructure that will be delivered through the LCWIPs, delivering on Government's and the Council's active travel goals, is the need for supporting behaviour change programmes. Through the Council's CHYM brand, the programme of measures is designed to encourage and enable people across Leicestershire to choose active travel. The key aim in these revenue funded programmes is to create a culture shift in the County, taking a life-cycle approach that begins with children and includes all residents regardless of age or background, by helping to remove barriers to people travelling actively through training, education, support and engagement.
- 56. The need for long-term Government revenue funding to support encouraging and enabling CHYM programmes is vital in empowering the Council to reach and engage local communities, supporting them to establish lifelong habits of travelling actively more often. The combination of capital funding for LCWIP scheme delivery and revenue funding for CHYM programmes is key in reducing single occupancy car use and for Leicestershire to become a county where cycling, walking and wheeling are safe, accessible, and obvious choices for short journeys, and a natural part of longer journeys.

Consultation

- 57. Engagement is a vital part of the LCWIP development process, with local knowledge being invaluable in informing potential cycling, walking and wheeling route priorities in local areas.
- 58. Early engagement to help inform potential priority routes for the first two LCWIPs took place in November 2021 with Members, as well as district and parish councils, who helped to identify potential draft networks of priority routes for improvement.
- 59. A public map-based engagement was undertaken between 20 January and 20 February 2022 asking for feedback on the draft cycling and walking networks for the Loughborough area and South of Leicester area LCWIP.
- 60. The feedback was sought on:
 - a) The draft key cycling and walking network, for example, were there key routes missing that lots of people currently use, or could use if improved, or if a change to a route was felt needed.
 - b) Comments on types of infrastructure improvements people would like to see on the cycling and walking network for example, dedicated cycle lanes, junction improvements, benches etc.
 - c) Other feedback they thought would be of value in developing the LCWIPs for these areas.

- 61. People said they wanted:
 - a) More segregated protected spaces and routes for cycling, walking and wheeling;
 - b) New and improved cycling, walking and wheeling routes;
 - c) Better and wider connected cycling, walking and wheeling networks;
 - d) Clearer continuous routes with better signage;
 - e) More cycle parking;
 - f) New and improved crossings and junctions prioritising cycling, walking and wheeling.
- 62. The feedback received was used to help develop plans that set out the priority cycling, walking and wheeling routes for improvement going forward, and also show some potential concept ideas of how routes could be improved to the latest high quality design standards.
- 63. These concept ideas are just the start of the process to design and ultimately deliver improvement schemes on the network, with further local public engagement feedback being a key part of the ongoing process.
- 64. An information event was also held on 3 July 2023 in Oadby (South of Leicester area LCWIP), to give people an understanding of what a LCWIP was, and to see plans of future improvements that the Council aspired to deliver, subject to future funding.
- 65. The Cabinet Lead Member Mr. Ozzy O'Shea CC and a representative from ATE were in attendance in support of the event.
- 66. Officers involved in the early development of the LCWIP's and from the Safe and Sustainable Team, promoting CHYM, were also available to offer information and advice on active travel. The event included concept design ideas of some of the improvements being considered, which were developed following feedback from interested groups and members of the public during earlier engagement on the CaWS and LCWIPs.
- 67. The initial proposals include providing separate protected spaces for cycling, walking and wheeling, with improved junctions and crossings that prioritise active travel routes.
- 68. Further engagement on the draft LCWIPs is currently taking place (from 15 August to 10 September 2023). The key purpose of the engagement is to ensure that a wide range of views are considered on the development of the LCWIPs following previous rounds of engagement, helping to determine support for the proposed approach to implementing cycling, walking and wheeling infrastructure in the two LCWIP areas.
- 69. A survey is available on the Council's website. This is being advertised widely through media channels and stakeholder networks. The survey is designed to be easy to complete using mobile phones and tablets. Hard copies of the survey are also available on request and ad-hoc responses are accepted via an online mailbox and by post during the engagement period.

- 70. The Committee's comments are being sought as part of this engagement, which will further help inform the final Loughborough area and South of Leicester area LCWIPs. The draft LCWIP documents for both areas and the engagement survey link can be viewed at the Council's website.
- 71. A further report detailing the outcome of the engagement and presenting the final LCWIPs is currently planned to be presented to the Cabinet in November 2023.
- 72. The development of all subsequent LCWIPs will be informed by a similar process of engagement and consultation.
- 73. Subject to approval and future delivery funding, further engagement on the LCWIP infrastructure schemes will take place as schemes are developed and delivered.

Monitoring and evaluating the impacts of LCWIPs

- 74. Good monitoring and evaluation of the LCWIPs and the data that informs their ongoing development and delivery is key to understanding how people are travelling in local communities and how it changes over time, throughout the day, week, month or year, and how to support the move to active travel. Better understanding of travel patterns and how people choose to travel at a local level will help ensure that the LCWIP improvement schemes will provide the right facilities to encourage and enable people to travel actively.
- 75. However, until relatively recently the counter technology available has been relatively unsophisticated. So, whilst it was possible to install a counter at particular point on the network to establish that how many cyclists a day passed over it, it was far more difficult to collect area wide data to inform wider patterns of travel habits and to put that figure in the context of travel by other modes across the area. Isolated data has very limited benefits when it comes to seeking to establishing meaningful baselines and to evaluate impacts of schemes and area wide measures overtime.
- 76. To build a better understanding of travel habits, networks of multi-modal counters are now being installed in LCWIP areas. These counters are cameras that use artificial intelligence to anonymously count how people travel whether it is by cycling, walking or by all other modes such as by car or bus. Investing in this type of technology will help build an expanding knowledge base detailing the picture of local travel and how best to facilitate more active travel in Leicestershire communities.
- 77. Data from these cameras will be essential to establishing a meaningful and as robust as possible baseline from which to assess the impact of LCWIP future schemes and monitor progress towards the CaWS targets.

Resource Implications

LCWIP development

78. Funding was made available as part of the MTFS 2023-27 process for the development of the LCWIPs currently in progress, as well as to support the data collection and analysis to begin building the vital evidence base which will

- support funding bids and inform the schemes and measures that are included in the LCWIPs.
- 79. The Authority has also secured a total of £360,500 revenue funding from ATE's capability funding, which has helped to assist in meeting the cost of developing LCWIPs.
- 80. Ongoing discussions with partners (such as district councils) regarding cost sharing through existing working partnerships is also taking place, for example, to support and evidence Local Plans and achieve their successful delivery.

LCWIP implementation

- 81. Delivery and implementation of LCWIPs comes at a significant cost, with the initial 10-year pipeline of LCWIP schemes, representing just part of the networks to be improved, delivery is being estimated at £36m for Loughborough area LCWIP and £107m for the South of Leicester are LCWIP. These costs exemplify that delivering significant enhancements to walking, cycling and wheeling networks is a significant and expensive undertaking, such as working on busy roads in urban areas, with restricted space to work, and making changes to existing kerb lines (for example, to narrow down lane widths to make more space for pedestrians and cyclists), altering existing drainage, and moving existing street furniture.
- 82. The magnitude of costs is well beyond what could be afforded from the Authority's own budgets (even if it faced less financially challenging times). So, implementation of LCWIPs will be dependent on securing funding from ATE or other Government funding streams, and from developers through the planning process. Having LCWIPs in place that align to the current Government policy, guidance and funding criteria, puts the Authority in the best place to secure whatever Government funding is available to LTAs and to secure developer contributions. In view of the constraints relating to these funding mechanisms, the Council will look to identify and deliver 'quick win' elements or sections of wider active travel corridor improvement schemes on the network over time.
- 83. Delivery of LCWIP improvement schemes is likely to be long-term, aligned with whatever monies are available, with any marked change in the pace of delivery only coming about should the Government and Authority's funding position be significantly improved, or exceptional levels of external funding secured.

General

- 84. The 'Gear Change', the Government policy paper, was backed by the Government's commitment to increase long-term funding for cycling and walking, but local authority schemes that do not follow LTN1/20 infrastructure design and/or do not have LCWIPs in place, will not be funded. It would appear that there would also be a risk to the receipt of wider highways and transport funding.
- 85. It should also be noted that the inclusion of cycling, walking and wheeling measures in all future highway schemes, where appropriate in line with Government guidance, is likely to increase the burden on maintenance budgets. Conversely, a significant reduction in car use, through modal shift to active travel

- facilitated through delivery of LCWIPs, may go some way to reduce the highway maintenance burden elsewhere on the network.
- 86. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Timetable for Decisions

- 87. Engagement with Members, district and parish councils, stakeholders and the public to help shape the Loughborough area and South of Leicester area LCWIPs is taking place between 15 August and 12 September 2023.
- 88. A further report on the outcome of the LCWIP engagement, and presenting the final draft LCWIPs for approval, will be considered by the Cabinet in November 2023.

Conclusions

- 89. The Authority is committed to delivering on the Government's ambitions for walking, cycling and wheeling set out in 'Gear Change' and to the delivery of much improved networks and infrastructure in accordance with the LCWIP guidance and LTN1/20.
- 90. LCWIPs will identify the priority routes in an area for improvement up to a 10-year period, for both walking and cycling, which the most people will benefit from. Therefore, the plans will not include every street or route in this area for improvement, but rather the priorities that will promote and facilitate more people to walk and cycle for their regular journeys.
- 91. Demonstrating that commitment, a programme of LCWIPs has been identified and prioritised based on available evidence and use of DfT tools, with a focus on the urban areas adjoining the City of Leicester and the market towns, areas which offer the greatest opportunities to attract people away from car use to more sustainable and active modes of travel.
- 92. The first two priorities in the programme, for the Loughborough area and the South of Leicester area, are at advanced stage of development and are due to be presented to the Cabinet for approval in November 2023. Whilst the next two priority LCWIPs, for the Melton Mowbray area and the North of Leicester area, are an early stage of development, the intention is that they will be submitted for approval by the Cabinet in Spring 2024.
- 93. Work has commenced to develop an LCWIP for Market Harborough and the Authority is supporting work by NWLDC which will generate an LCWIP for the market towns of Coalville and Ashby-de-la-Zouch.
- 94. Subject to the ongoing availability of funding through future refreshes of the MTFS and/or from ATE, the currently identified programme will be completed with the development of LCWIPs for the Hinckley area and for the Lutterworth area. Beyond that, consideration will be given as to what other areas of the County it would be appropriate for LCWIPs to be developed.

- 95. Whilst the Authority has had the ability to date to fund the LCWIP development programme (combined with funding from ATE), the magnitude of the cost of their delivery will go well beyond that which is ever likely to be affordable to it; the delivery of cycling, walking and wheeling infrastructure of a standard that is intended to help deliver on the Government's ambitions and that accords with LTN1/20 will be significant.
- 96. Having LCWIPs in place, developed in accordance with the DfT's guidance, is a prerequisite for being eligible to 'bid' for Government funding, awarded via ATE; otherwise, the Authority would be ineligible to 'bid' for funding to improve walking, cycling and wheeling networks. It would appear that there would also be a risk to the receipt of wider highways and transport funding. Given the magnitude of costs for delivering LCWIPs and current financial pressures on the Authority, delivery of improvement schemes is solely reliant on securing future Government grants, or from securing obligations from land developers via the planning arena, and this is expected to remain the case long-term.
- 97. LCWIPs will also form key components of area transport strategies required to enable the delivery of the next round of Local Plans. Having robust, evidence based area strategies in place, supported by an appropriate policy framework set out in the Local Plan, places the Authority in the best position to seek to secure maximum levels of developer contributions.
- 98. Engagement is an important part of this development process, and local knowledge is invaluable in informing potential cycling and walking route priorities in each area. Various stakeholders, including the public and key cycling user group representatives, are aware of this LCWIP development programme and have inputted into LCWIP development to date. The Council will continue to make such stakeholders aware of the progress of development and there will be further opportunities to provide feedback.
- 99. A stronger national policy change along with allocation of significant funding is required to support local authorities to deliver active travel improvement schemes and behavioural change programmes, in order to support the level of mode shift that would be required to meet the Government's carbon reduction ambitions set out. Nevertheless, LCWIPs will enable growth to be delivered in ways that are more sustainable in transport terms and provide greater opportunities across the areas for more active means of travel. In that way their successful delivery will be a key aspect of the Authority seeking to achieve its own net-zero ambitions and support improvements to the health of local communities.

Background Papers

Cabinet – 20 July 2021 - Cycling and Walking Strategy - https://politics.leics.gov.uk/ieListDocuments.aspx?Cld=135&Mld=6445&Ver=4

Environment and Transport Overview and Scrutiny Committee – 3 June 2021 – Cycling and Walking Strategy https://politics.leics.gov.uk/ieListDocuments.aspx?Cld=1044&MID=6394

Environment and Transport Overview and Scrutiny Committee – 4 March 2021 – Leicestershire Cycling and Walking Strategy

https://politics.leics.gov.uk/ieListDocuments.aspx?Cld=1044&Mld=6393&Ver=4

You Said, We Did - Cycling and Walking Strategy engagement https://www.leicestershire.gov.uk/have-your-say/you-said-we-did/engagement-2021

Leicestershire County Council's CaWS and Action Plan:

- CaWS
 https://www.leicestershire.gov.uk/sites/default/files/field/pdf/2021/7/27/Cycling-and-walking-strategy.pdf
- CaWS Action Plan https://www.leicestershire.gov.uk/sites/default/files/field/pdf/2021/7/27/Cycling-and-walking-strategy-action-plan.pdf
- CaWS Action Plan First Annual Update (Published 2023)
 https://www.leicestershire.gov.uk/sites/default/files/2023-07/Cycling-and-walking-strategy-action-plan-annual-update.pdf

Net Zero Strategy and Action Plan

https://www.leicestershire.gov.uk/environment-and-planning/net-zero/net-zero-leicestershire-strategy-action-plan-and-reports

Cycling and Walking Investment Strategy (CWIS2)

https://www.gov.uk/government/publications/the-second-cycling-and-walking-investment-strategy/the-second-cycling-and-walking-investment-strategy-cwis2

<u>Circulation under the Local Issues Alert Procedure</u>

- 100. This report has been circulated to Members representing the electoral divisions in the Loughborough area and South of Leicester area:
 - a) Loughborough: Mrs C. M. Radford CC, Mrs M. E. Newton CC, Mr M. J. Hunt CC, Mr J. Morgan CC, Mrs H. Fryer CC, Mr T. Parton CC, Mr J. Miah CC.
 - b) South of Leicester: Mrs L. Richardson CC, Mr G. Welsh CC, Mrs A. J. Hack CC, Mr L. Phillimore CC, Mr M. Charlesworth CC, Mr T. Richardson CC, Mrs L. Broadley CC, Mr D. Gamble CC, Mr K. Ghattoraya CC, Mr B. Boulter CC.

Equality Impact Assessment

- 101. An Equality and Human Rights Impact Assessment (EHRIA) screening exercise was undertaken to inform the development of the high level, strategic CaWS. This included comprehensive engagement with Members, district and parish councillors, stakeholders (such as the Canals and River Trust), the public and focus groups.
- 102. The EHRIA screening for the CaWS identified an overall neutral impact, and a full EHRIA was not required. LCWIPs define the approach to delivering the CaWS in specific geographical areas. Given the use of the CaWS evidence and data to steer early development of the LCWIPs, there are currently no further equality implications arising from the recommendations in this report.

- 103. However, as LCWIP infrastructure schemes are developed, equality issues for each geographical area will be considered during each scheme's development.
- 104. The equality implications of this proposal are outlined in paragraphs 24 27 of this report.

Human Rights Impact Assessment

- 105. The original EHRIA screening for the CaWS considered both equality and human rights implications. Given the early stage in the LCWIPs development, and use of the CaWS evidence and data to steer their development, there are currently no further human rights implications arising from the recommendations in this report.
- 106. However, as LCWIP infrastructure schemes are developed further, then human rights implications for each geographical area will be considered during each scheme's development.

Environmental Impact Assessment

- 107. High-level environmental challenges and climate change commitments are supported by the CaWS and its supporting LCWIPs
- 108. Where relevant, an appropriate Environmental Impact Assessment will be completed as specific LCWIP schemes are developed.
- 109. The environmental implications of this proposal are outlined in paragraphs 34 36 of this report.

Health Implications

110. The health implications of this proposal are outlined in paragraphs 28 – 33 of this report.

<u>Appendix</u>

Appendix - LCWIP Area Maps and Route Priority Definitions

Officers to Contact

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Environment and Transport

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Identifying the programme and geographical scope of our LCWIPs

It was recognised that developing a single LCWIP covering the entire County would not be appropriate to manage the diverse needs of market towns, urban areas adjoining Leicester City, and rural areas. Instead, an LCWIP development programme was developed, driven by the LCWIP guidance, evidence, and the differing natures of the areas themselves.

The LCWIP Department of Transport (DfT) guidance states that the distance within which cycling, walking and wheeling have the potential to reduce private car travel should be considered when developing the geographical scope of LCWIPs. These distances are typically up to 10km for cycling, and up to 2km for walking. The guidance also states that local authorities should consider the density and number of services and facilities to which people want to travel when defining the geographical boundary of the LCWIP.

In counties such as Leicestershire, the greatest amount of cycling, walking and wheeling takes place in urban areas, rather than rural settlements and villages. This is because towns and urban areas are more densely populated and have a greater number of services and facilities within a short distance conducive to choosing active travel. Therefore, we focused on developing LCWIPs for the towns and urban areas in Leicestershire.

The LCWIP boundaries for the towns and urban areas were defined according to the Office of National Statistics Lower Super Output Areas¹ (LSOAs). In some places, the close proximity of adjoining urban areas was considered to have the potential to influence active travel. The boundaries of these areas were expanded to maximise the benefits of LCWIPs to communities. This included expanding the Urban Fringe boundaries around Leicester City, to create North of Leicester and South of Leicester LCWIP areas.

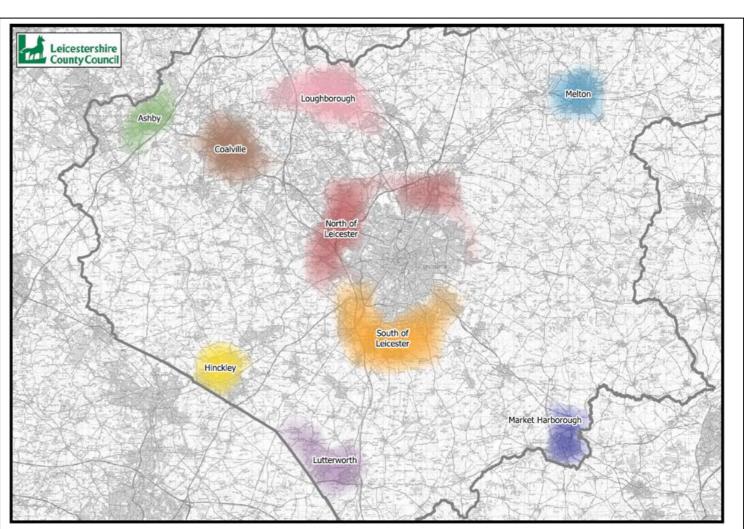
This identified the following priority areas for consideration (in alphabetical order):

- Ashby-de-la-Zouch
- Coalville
- Hinckley
- Loughborough and Shepshed
- Lutterworth
- Market Harborough
- Melton Mowbray
- North of Leicester
- South of Leicester

LCWIP's currently in development are:

LCWIP Area	Stage of Development	Cabinet								
Loughborough area LCWIP	Advanced draft stage - subject of this report and current engagement.	Autumn 2023								
South of Leicester area LCWIP	Advanced draft stage - subject of this report and current engagement.	Autumn 2023								
North of Leicester area LCWIP	Mid-stage of development.	Spring 2024								
Melton Mowbray area LCWIP	Mid-stage of development.	Spring 2024								
Market Harborough area Early-stage of development. Autumn 2024 LCWIP										
Coalville area and	Early-stage of development.	To be confirmed								
Ashby-de-la-Zouch area LCWIPs	North West Leicestershire District Council (NWLDC) is developing an NWL LCWIP, which will cover Coalville and Ashby-de-la-Zouch. Development follows DfT's guidance. Currently in discussion with NWLDC colleagues with a view to assisting NWLDC to align their LCWIP to same stage as the Council led LCWIP. It provides an opportunity of a cost-effective way of delivering LCWIPs for those two market towns.									
Subject to the ongoing a	ubject to the ongoing availability of funding through refreshes of the Authority's Medium Term Financial Strategy (MTFS), the									

Subject to the ongoing availability of funding through refreshes of the Authority's Medium Term Financial Strategy (MTFS), the current identified programme will be completed with development of LCWIPs for the remaining two market towns, i.e., Hinckley area and Lutterworth area. Beyond the current programme, the development of LCWIPs for other areas of the County may come forward subject factors including budget availability and levels of planned future growth emerging in the future Local Plans.

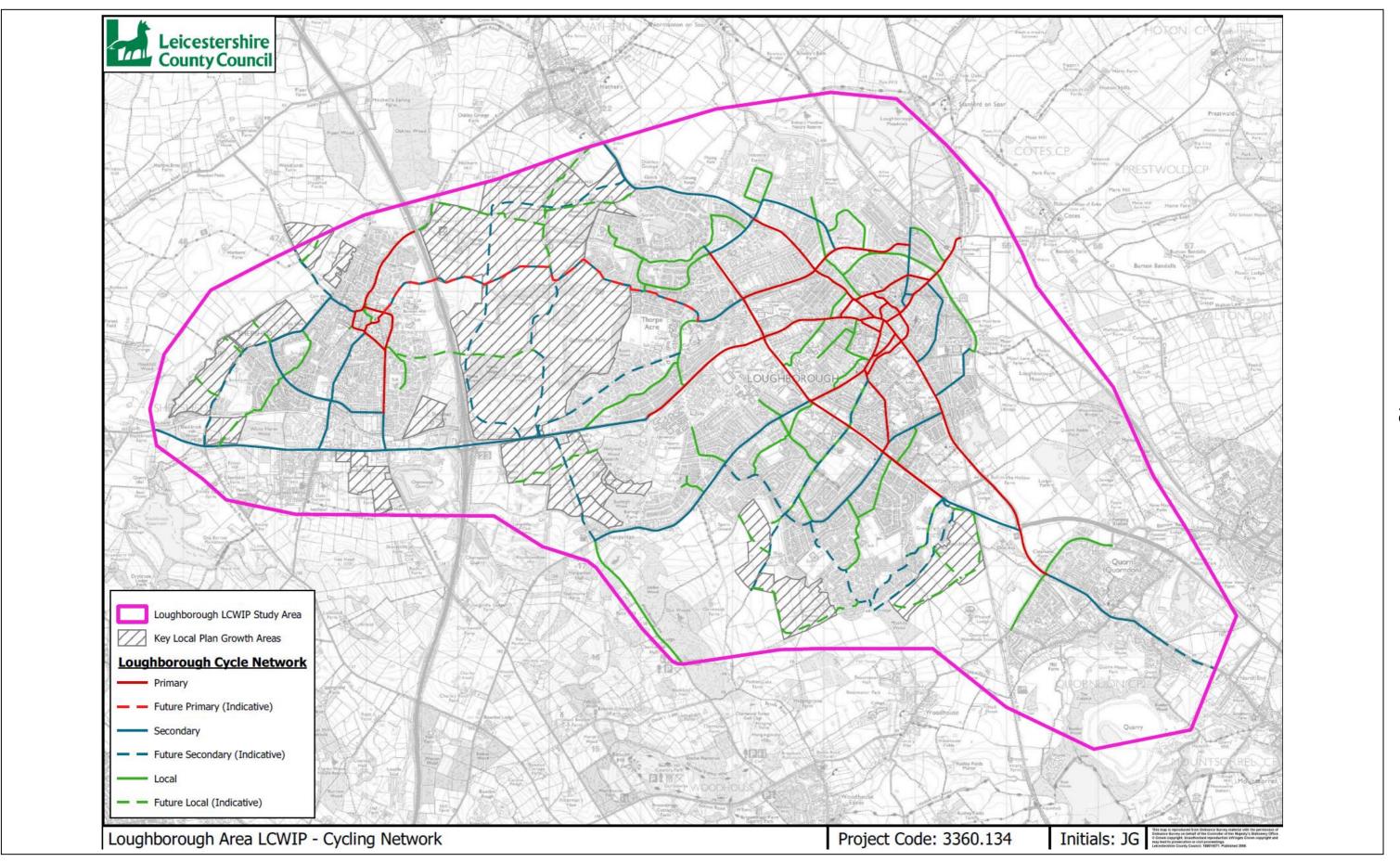


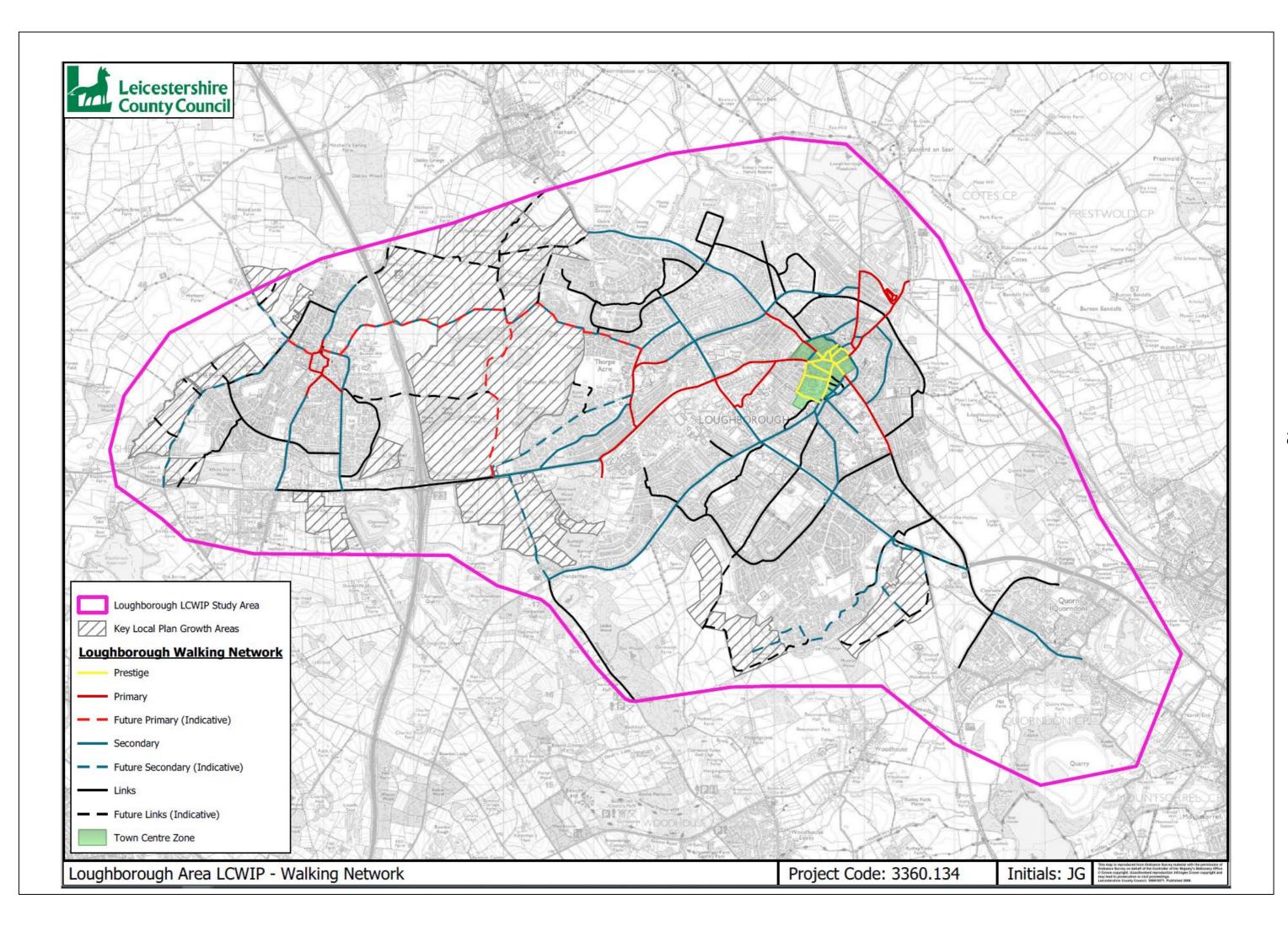
Initial identified LCWIP Locations – Note: LCWIP area boundaries are subject to change for those LCWIP at early stage of development or have yet to begin development.

¹ Lower Super Output Areas are areas which comprise between 400 and 1,200 households and have a usually resident population of between 1,000 and 3,000 people.

Loughborough area LCWIP

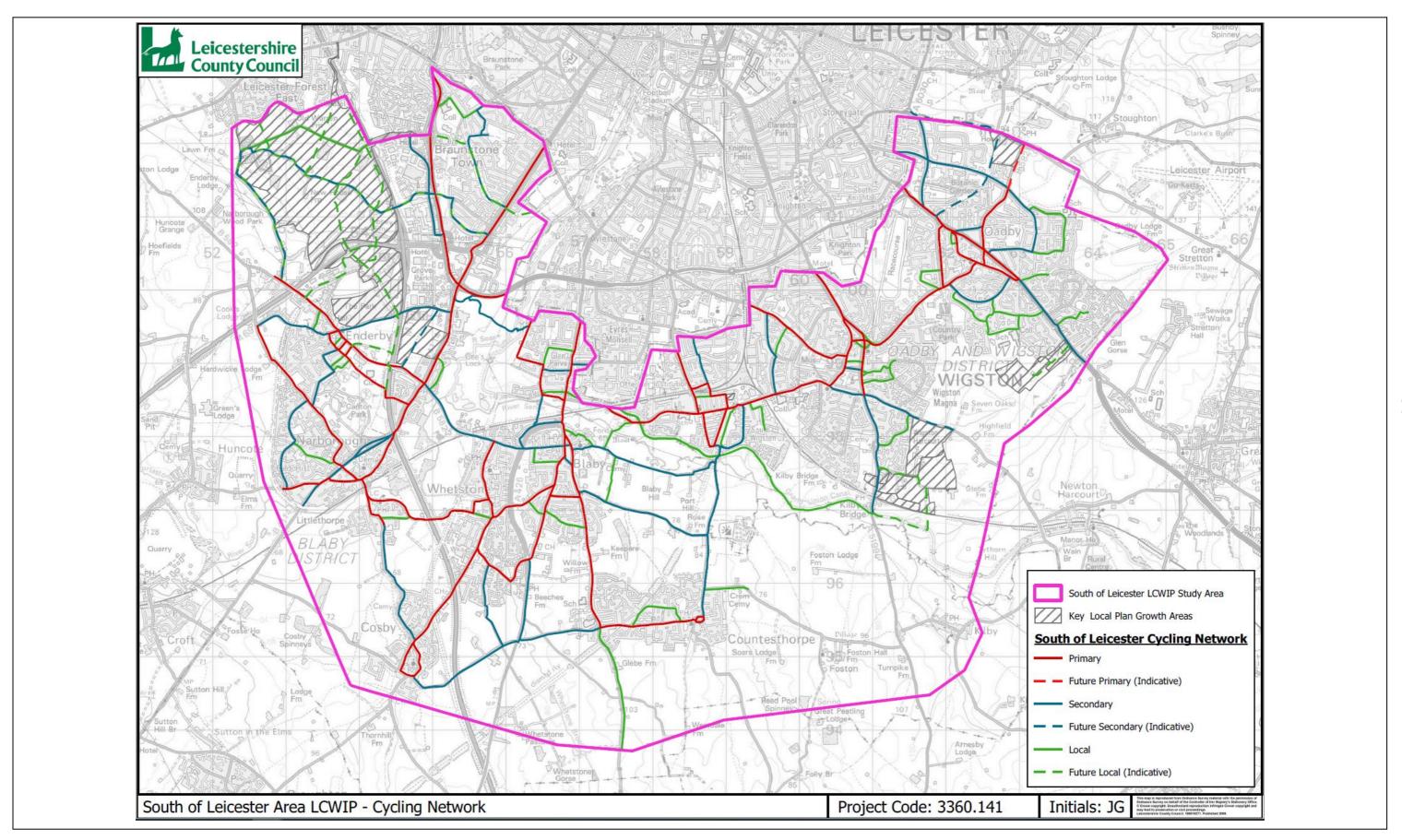
The Loughborough area LCWIP boundary was defined by the principle urban area of Loughborough town and the proximity of the key settlement of Shepshed in view of the opportunities for active travel between the areas, particularly in consideration of development growth west of Loughborough. The A6 corridor is also an important sustainable travel corridor extending from Loughborough towards the key trip attractor of Leicester City through the Soar Valley, and as such, the village of Quorn was also included in the LCWIP area, which takes into consideration potential for development of a future Soar Valley LCWIP.

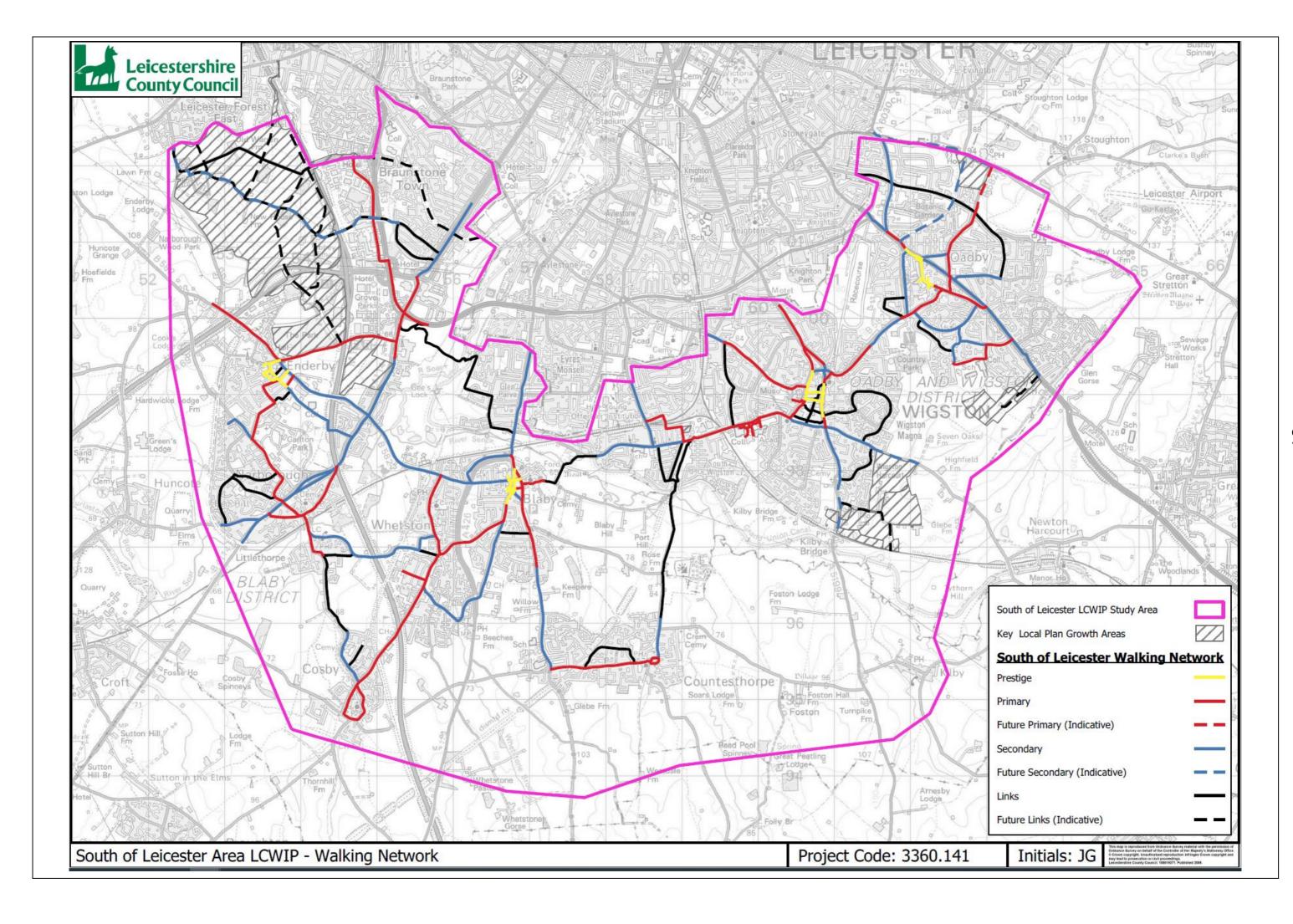




South of Leicester LCWIP

The South of Leicester LCWIP boundary was defined by the principle urban area surrounding Leicester City. The area broadly covers the southern half of the urban fringe surrounding the Leicester City authority area, and includes the key settlements of: Oadby, Wigston, South Wigston, Blaby, Narborough, Cosby, Countesthorpe, Whetstone, Enderby, new Lubbesthorpe and Braunstone Town, which are all within active travel distance. The boundary of the LCWIP area encompasses the key opportunities to develop sustainable travel corridors both in and out of the City, such as along the A6, A5199, A426 and B4114, and also the improved east-west links between the market towns and villages which provide opportunities to reduce severance for active travel between these urban areas and their key services centres.

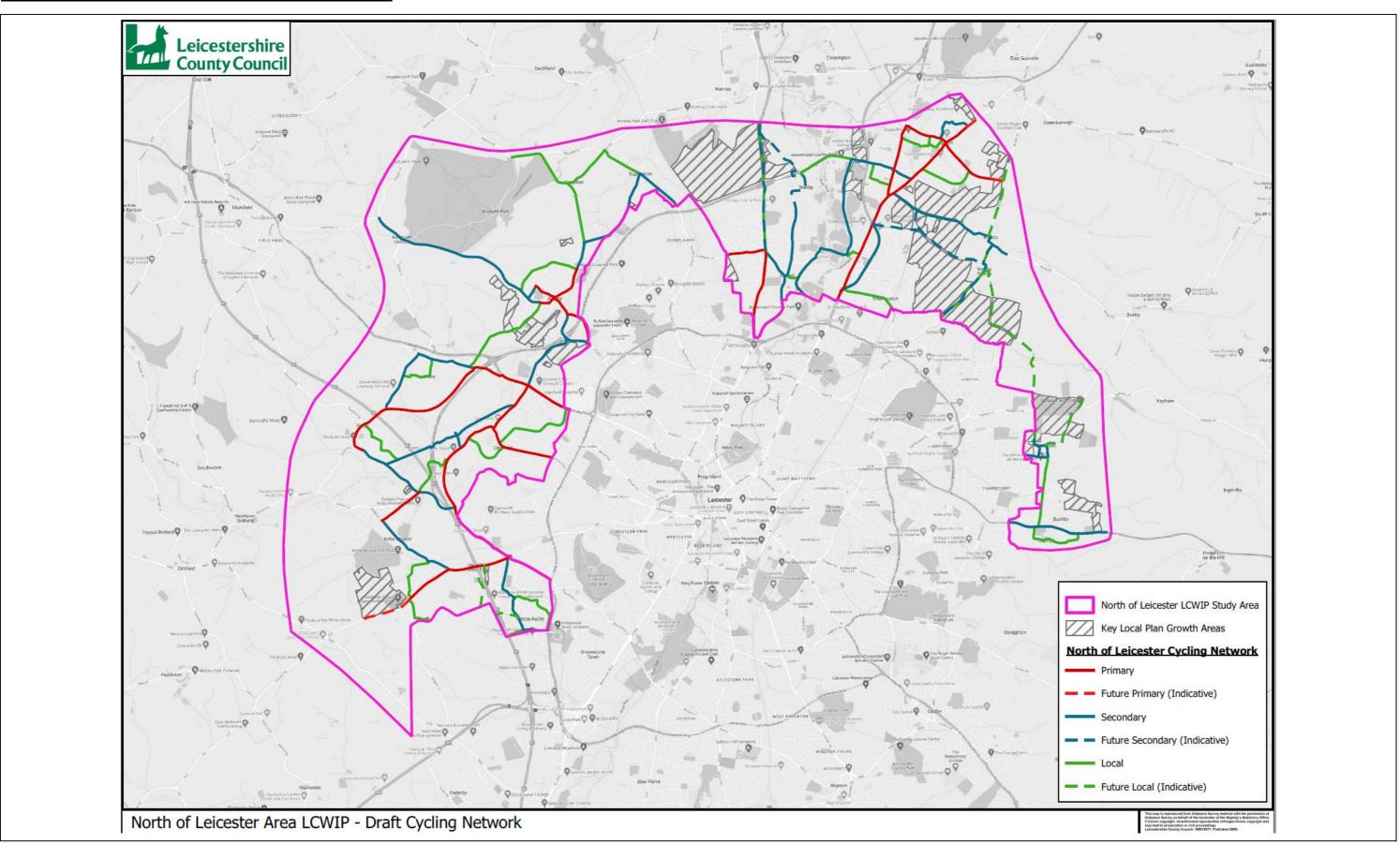


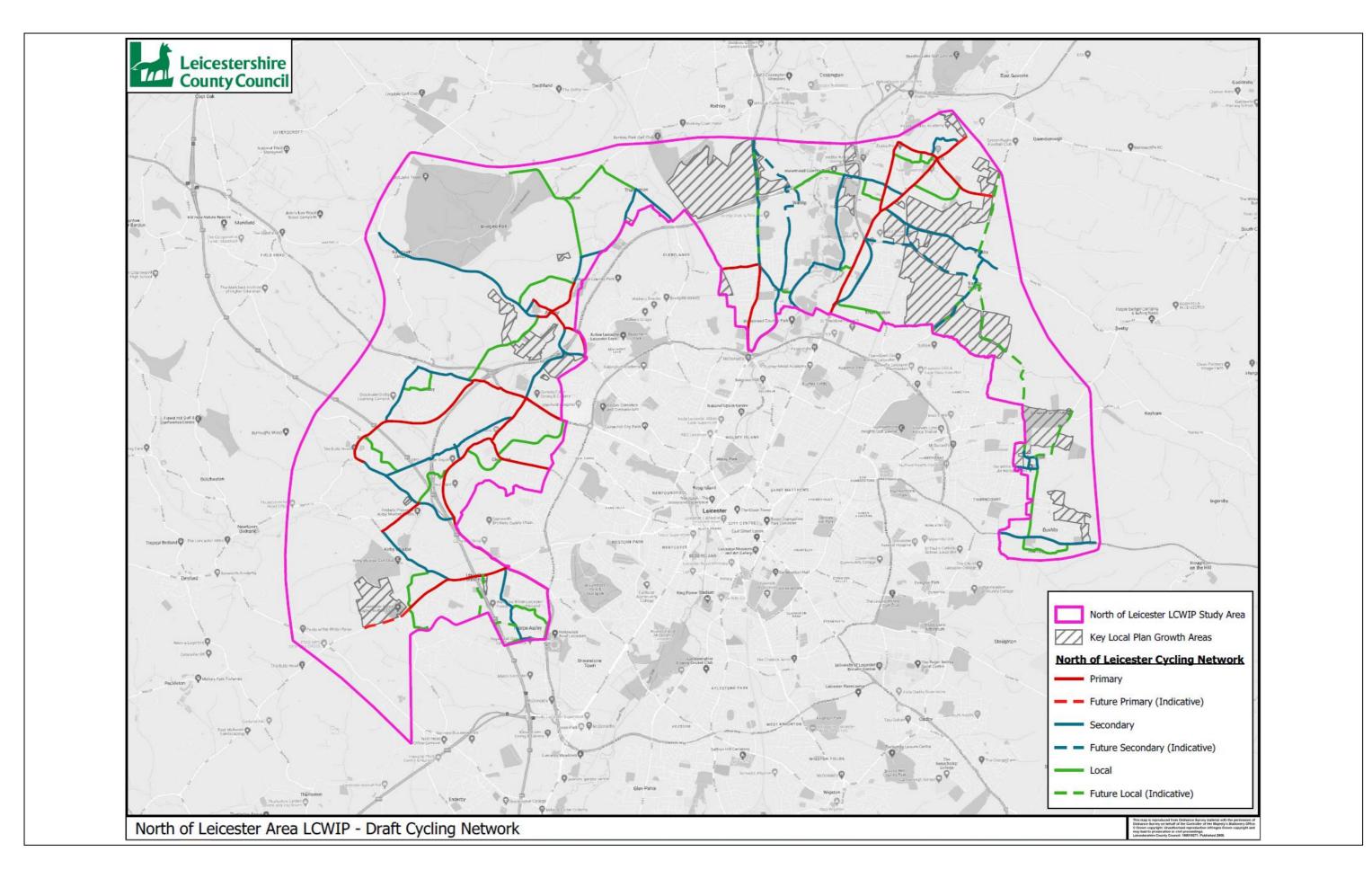


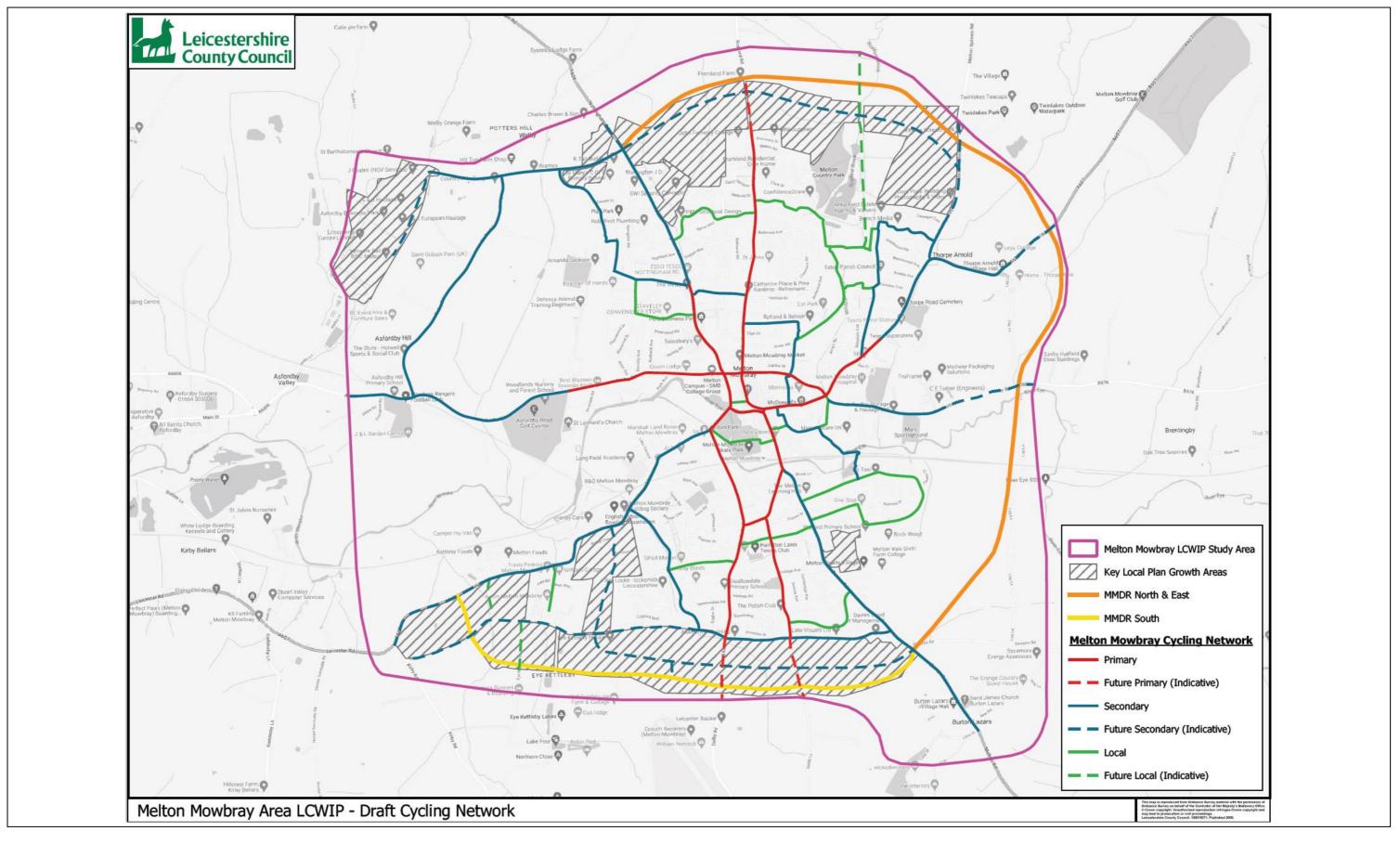
Upcoming LCWIP in Development:

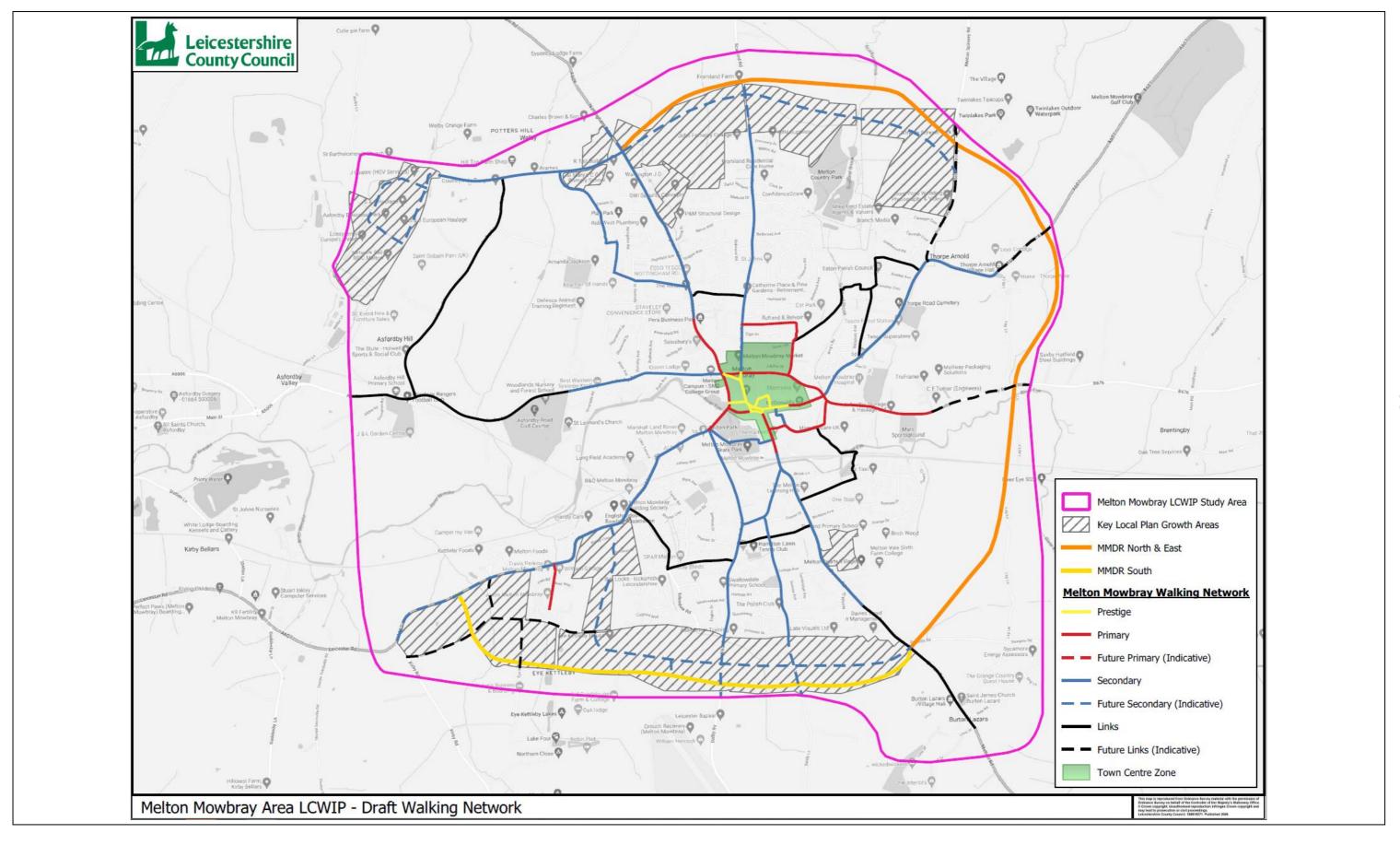
The next two LCWIP, currently at a mid-stage of development in the priority programme, are the North of Leicester area LCWIP and Melton Mowbray area LCWIP. Based on evidence led approach and use of DfT tools, the initial draft cycling, walking and wheeling networks have been developed for each of these areas. The maps below have been subject to the first round of public engagement and are currenting being developed and updated further following engagement feedback, which will be followed by detailed route auditing and concept scheme designs being drawn up.

North of Leicester Area LCWIP - DRAFT network maps









Guide to route hierarchy and how it is identified and assigned

Cycling

The Government's LCWIP technical guidance sets out criteria for prioritising the routes which make up the cycling and walking networks in LCWIPs. Cycling routes are split into three categories as set out below:

- 1. **Primary**: High flows of cyclists are forecast along desire lines that link large residential areas to trip attractors, such as a town or city centre.
- 2. **Secondary**: Medium flows of cyclists are forecast along desire lines that link to trip attractors, such as schools, colleges, and employment sites.
- 3. Local: Lower flows of cyclists are forecast along desire lines that cater for local cycle trips, often providing links to primary or secondary desire lines.

The routes are identified and categorised according to the LCWIP technical guidance. Cycling routes which will serve future developments are identified separately as indicative routes, due to the fact that many of these developments still need to go through the planning process:

- Future Primary (Indicative),
- · Future Secondary (Indicative), and
- Future Local (Indicative).

Producing the draft network map

Once all of the above steps are complete, the current and indicative Primary, Secondary, and Local cycling routes in the LCWIP area are brought together into a draft priority network map.

Walking and Wheeling

The Government's LCWIP technical guidance advises that key walking and wheeling routes should be defined according to the Footway Maintenance Classification as set out in the Code of Practice for Highway Maintenance Management².

There is a greater range of categories for walking routes, reflecting the fact that they are significantly larger in number and often more diverse than the cycling network, these are:

- 1(a). Prestige walking zones: Very busy areas of towns and cities, with high public space and street scene contribution.
- 1. Primary walking routes: Busy urban shopping and business areas, and main pedestrian routes.
- 2. Secondary walking routes: Medium-usage routes through local areas feeding into primary routes, local shopping centres etc.
- 3. Link footways: Linking local access footways through urban areas and busy rural footways.
- 4. Local access footways: Footways associated with low usage, short estate roads to the main roads, and cul-de-sacs.

As with the cycling routes, a series of indicative routes which are likely to serve significant future developments are also identified. These are then given the categories of:

- 1. Future Primary (Indicative)
- 2. Future Secondary (Indicative), and
- 3. Future Links (Indicative).

Producing the draft walking and wheeling network map

Following completion of the analysis and ranking of routes, a draft walking and wheeling network map is produced. Local access footways are not included in the network map, as the density of the network would make it illegible.

² https://www.ciht.org.uk/ukrlg-home/code-of-practice/



HIGHWAYS AND TRANSPORT OVERVIEW AND SCRUTINY COMMITTEE - 7 SEPTEMBER 2023

HIGHWAYS AND TRANSPORT PERFORMANCE REPORT TO JUNE 2023

JOINT REPORT OF THE CHIEF EXECUTIVE AND DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of this report is to provide the Highways and Transport Overview and Scrutiny Committee with 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).

Policy Framework and Previous Decisions

The updates in this report reflect progress against the Council's Strategic
Outcomes Framework within the Strategic Plan up to 2026, the Highways and
Transport (HT) performance framework, and related high-level plans and
strategies which inform the current performance framework and indicators in
this report.

Background

- 3. This report highlights the performance of a variety of HT key performance indicators (KPIs) against the Council's key outcomes: Strong Economy, Transport & Infrastructure, Safe & Well, and Clean & Green.
- 4. The performance dashboards, appended to this report, include several indicators where the Council does not have direct or little control over delivery, such as, satisfaction with local bus services or average vehicle speeds. They have been included to provide a greater oversight of the wider HT outcomes in Leicestershire and help to understand what life is like in the County. They include a mixture of national and locally developed performance indicators. Measuring these may highlight areas for scrutiny of delivery by other agencies, or the need for lobbying to influence Government policy and funding. It is expected that action by a range of agencies will improve a number of these metrics over time. Internal indicators, where the Council has the most control, are identified with an 'L' within the performance dashboards.

- 5. The Council monitors and assesses its performance by considering its direction of travel (DOT), the RAG rating (Red, Amber, or Green), and quartile position when compared to other English counties.
- 6. For each indicator reported, the performance dashboards show information on the latest data against the previous update and target (if available), the DOT, the RAG rating (if applicable), the comparison quartile position (where available) and the trend.
- 7. The DOT arrows indicate an improvement or deterioration in performance compared to the previous result, within the performance dashboards. Up arrows show an improvement in performance, down arrows show a decline in performance and horizontal arrows show no change. Grey empty circles mean there is no update available. This may be due to the time taken to obtain data from third parties and calculate the results or because many indicators are updated less frequently, such as, annually.
- 8. The performance dashboards include information on the latest data against target (where relevant) which generates a RAG rating if applicable. Red indicates that close monitoring or significant action is required as the target isn't or may not be achieved. Amber indicates that light touch monitoring is required as performance is currently not meeting the target or set to miss the target by a narrow margin. Green indicates no additional action is required as the indicator is currently meeting the target or on track to meet the target.
- 9. The Council's performance is benchmarked against 33 English county authorities which cover large, principally non-urban geographical areas. Where it is available, the performance dashboards within the Appendix show which quartile Leicestershire's performance falls into. The Council's quartile position provides insight into how this indicator compares to other county councils in England. The first quartile is defined as performance that falls within the top 25% of county councils (the best). The fourth quartile is defined as performance that falls within the bottom 25% of county councils (the worst). The comparison quartiles are updated annually.
- 10. The frequency in which the indicators are reported varies. Some are quarterly, many are annual, and some data even less frequent. Most of the quarterly data is one quarter in arrears. For clarity, the time-periods the data covers are contained in the performance dashboards in the Appendix.

Performance Update – latest data to June 2023

11. The quarterly performance dashboard shows HT performance up to June 2023. Overall, there are 18 performance indicators included in this report which are aligned with the Council's Strategic Plan Outcomes. They are presented in the HT performance dashboards in the Appendix. This report mainly focuses on the seven indicators that have been updated, with five showing an improvement in performance since the previous update and two declining in performance. Since the previous performance report to this Overview and Scrutiny Committee, the Council's KPIs from the National Highways and Transport

- Network (NHT) survey became available in February 2023 and so, for completeness, a summary is provided in this report.
- 12. The latest overall position shows that, of the indicators with targets, seven had met target or are on track (green).
- 13. When compared to other English county councils, the Council performs well, as it has eight indicators in the top quartile (listed in the Appendix with green first quartile positions). This compares to 12 indicators in the top quartile last year. The Council performs below average for only the 'Local bus passenger journeys originating in the authority area', the 'Overall satisfaction with traffic levels and congestion (NHT Satisfaction Survey)' and the 'Average vehicle speed weekday morning on locally managed 'A' roads (mph).'
- 14. The following updates focus on indicators that have been updated in Quarter One.

Strong Economy, Transport & Infrastructure

- 15. Within this outcome, only two indicators were updated in Quarter One, as scheduled. Of these, the 'Local bus passenger journeys originating in the authority area' had improved in performance whilst the 'Number of park and ride journeys' saw a decline in performance since the previous quarter.
- 16. The 'Local bus passenger journeys originating in the authority area (millions)' increased in performance by 5% (from 8.77m in Quarter Three 2022/23 to 9.2m in Quarter Four 2022/23) and had exceeded (met) its 7.69m target. Passenger numbers have increased significantly from a low of 3m during the Covid-19 pandemic, in Quarter Four 2020/21. However, recent passenger numbers remain lower than the pre-Covid-19 pandemic level of 12-13m annual journeys. This indicator is in the fourth (bottom quartile) when compared to other English county councils for 2020/21. The temporary £2 cap on fares, that the Government hopes will reinvigorate some of England's bus services, started at the beginning of January 2023 which is likely to affect take up until the end of October 2023, potentially generating increased journeys for Quarter Two.
- 17. The latest update for the 'Number of park and ride journeys' showed a 6% decrease in journeys from the previous quarter as journeys declined from 176,479 in Quarter Four 2022/23 to 165,243 in Quarter One 2023/24. This compares to an overall improvement of 35% since the same period last year of 122,073 park and ride journeys (Quarter One 2022/23). Despite this, journeys remained lower than the average quarterly pre-pandemic levels of 206,700 journeys (based on quarterly data) between 2015-2019.
- 18. Seven satisfaction indicators from the NHT satisfaction survey were updated in February 2023 covering public perspectives on, and satisfaction with, H&T Services in Local Authority areas. The NHT 2022 Leicestershire results showed that all the NHT KPIs saw a decline in performance since the previous year due to falling satisfaction levels, except for the 'Overall satisfaction with the condition of highways', which had static performance at 33% in 2022/23. (Low

satisfaction levels are typical across the Country, and the Council remains significantly above the average satisfaction scores for this indicator for 2022). When compared to other English county councils, five of the NHT KPIs saw a decline in their quartile positions since their previous update. However, both the 'Satisfaction with the condition of highways' and the 'Satisfaction with the condition of pavements & footpaths' remained in the top quartile for 2022. (Whilst this is not a Quarter One update it has been included for completeness as it was not included in the previous performance report to this Committee due to the Council receiving this update later than usual).

Safe & Well – Road safety

- 19. The Department supports the Safe & Well outcome primarily through its road safety initiatives. Overall, Leicestershire is a high performing authority reflected in the fact that all four road casualty indicators are in the top quartile when compared to other English county councils according to the latest data (2021). While every effort is made to capture collision data as accurately as possible, there are factors outside of the control of the Council that can affect data quality. For a collision report to be submitted to the Council, it must relate to a collision either attended by a Police Officer or reported to a police station. Only in these circumstances will the Police send a collision report to the Council for validation. These figures, therefore, do not represent the full range of collisions or casualties in Leicestershire. A comprehensive Road Casualty Reduction in Leicestershire report was presented to this Committee on 9 March 2023, providing greater detail on road casualties, and schemes and initiatives to reduce them.
- 20. Four indicators were updated this quarter with provisional data (covering data up to March 2022, as data is available one quarter in arrears). In summary, the total casualties on Leicestershire roads improved in performance since the previous update. Despite this, the two indicators covering killed or seriously injured (KSI) incidents had missed their more recently refreshed stretching targets. Compared to the pre-pandemic position, all road casualty and KSI indicators performed better than the pre-pandemic average results except for the 'Number of people killed or seriously injured (KSIs)'. Greater detail on these indicators is provided in the paragraphs 21-24 of this report.
- 21. The 'Total casualties on Leicestershire roads' improved in performance by 6% as casualties decreased from 828 in December 2022 to 779 in March 2023, which is well below its refreshed 1,066 target and below the pre-pandemic average levels (of approximately 1,398 casualties between 2015/16 and 2019/20). Over the longer-term, this indicator performs much better than the average of 1,330 casualties since 2013 (as published by the Department of Transport DfT). In comparison with other English county councils, it is in the top quartile (the best) for 2021.
- 22. The 'Number of people killed or seriously injured (KSIs)' improved in performance by 11% as KSIs decreased from 250 in December 2022 to 222 in March 2023. This latest result has not met its recently refreshed stretching target of 190, resulting in a red RAG rating, and it remains slightly above the

pre-pandemic average of 216 casualties, so performance is worse than the prepandemic position (between 2015 to 2019). Over the longer-term, this indicator performs slightly higher than the average of 220 KSIs since 2013 (slightly worse performance), as published by the DfT. In comparison with other English county councils, it is in the top quartile (the best) for 2021.

- 23. The 'Total casualties involving road users, walking, cycling & motorcyclists (excluding cars)' saw an improvement (of 5%) in performance as casualties decreased from 260 in December 2022 to 246 in March 2023. This is below its 281 refreshed target, so has met target, and is fewer and therefore better performance than the average pre-pandemic levels of 386 casualties (between 2015 to 2019). Over the longer-term, this indicator performs better than the average of 356 casualties since 2013 (as published by the DfT). In comparison with other English county councils, it is in the top quartile (the best) for 2021.
- 24. The 'Number of people killed or seriously injured (KSI) walking cycling and motorcyclists (excluding cars)' saw an improvement of 7% in performance as casualties decreased from 112 in December 2022 to 104 in March 2023. However, the latest result has not met its refreshed target of 87 resulting in a red RAG rating. The latest update is slightly fewer, so better performance, than the pre-pandemic average of 106 casualties (between 2015 to 2019). However, over the longer-term, this indicator is slightly higher (worse performing) than the long-term average of 102 KSIs since 2013 (as published by the DfT). In comparison with other English county councils, it is in the top quartile (the best) for 2021.

Clean & Green - emissions

25. This outcome includes an indicator that monitors the impact of transport on carbon emissions within the County. Whilst the Authority has limited control over this, where possible, it does seek to improve green outcomes for Leicestershire through a variety of schemes and initiatives, and internal ways of working. The recent update for 'Carbon emissions (estimates) from transport within LA influence (Kt)' showed a notable decline in performance as emissions increased by 14% from 980Kt in 2020 to 1,115Kt in 2021. This data is two years in arrears, and it was significantly influenced by people returning to their more normal transport patterns which resulted in increased traffic levels following the end to the restrictions imposed during the Covid-19 pandemic. Although the recent decline in performance is broadly in line with the Department's expectations, the recent results continue to remain lower (better performance) than the average pre-pandemic rate between 2015 to 2019 of 1,226 Kt.

Background papers

Leicestershire County Council's Strategic Outcomes Framework and Strategic Plan 2022-2026

https://www.leicestershire.gov.uk/sites/default/files/field/pdf/2022/7/13/LCC-Strategic-Plan-2022-26.pdf

Road casualty reduction in Leicestershire 2023 report https://politics.leics.gov.uk/documents/s175249/FINAL%20LCC%20Casualty%20Reduction%202021-22%20-%20Annual%20Report.pdf

NHT (National Highways & Transport Network) Survey results for 2022 https://www.nhtnetwork.co.uk/isolated/page/793 or available on request.

<u>Circulation under Local Issues Alert Procedure</u>

None.

Equality Implications

 There are no specific equality implications to note as part of this performance report.

Human Rights Implications

27. There are no human rights implications arising from the recommendations in this report.

Appendix

Strategic Plan Performance Dashboards by Outcomes covering Highways and Transport Performance to June 2023.

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Strategic Plan Performance Dashboards by Outcomes covering Highways and Transport Performance to June 2023

Strong Economy, Transport and Infrastructure

DOT Arrow Summary		RAG Rating Summary						Quartile Summary			
UP DOWN NO UPDAT	E	G	A	R	NA		1st	2nd	3rd	4th	NA
1 10		5	2	4	1		4	4	2	1	1
utcome Strong Economy, Transpo	rtan Bi	ranch	Highways & Transport				Search Indicator				
ub Outcome All	Co	ountywide	/LCC All				All				
dicator (* = Statutory Returns)	Latest Data	Period	Prev. Data	Perform. DOT	Target (Yearly)	RAG	Quartiles	P	revious Up	odates	C/
verall satisfaction with the condition of ghways (NHT satisfaction survey) (%)	33	2022/23	32.4	\bigcirc	38	A	1st 2022	-	•	-	→ L
% of principal (A class) road network here structural maintenance should be onsidered	2	2022/23	2	\bigcirc	2	G	1st 2021	/	,——	•	-• L
% of non-principal (B & C class) road etwork where structural maintenance nould be considered	4	2022/23	3	\bigcirc	4	G	1st 2021				
of the unclassified road network where aintenance should be considered	10	2022/23	11	\bigcirc	13	G	2nd 2021	-		-	-
verall satisfaction with local bus ervices/(sustainable travel options) (NHT etisfaction survey) (%)	41.1	2022/23	53.7	\bigcirc	54.1	R	2nd 2022	•	•		~ (
ocal bus passenger journeys originating in ne authority area (millions)	9.2	Q4 2022/23	8.77	•	7.69	G	4th 2020/21	,	•	•	-
umber of park and ride journeys	165,243	Q1 2023/24	176,479	•		NA	NA				
verall satisfaction with cycle routes & cilities (NHT satisfaction survey) (%)	32.4	2022/23	38.1	\bigcirc	38	R	2nd 2022	•	•		-
verall satisfaction with the Rights of Way etwork (NHT satisfaction survey) (%)	42.7	2022/23	49.8	\bigcirc	50	A	2nd 2022	•	+		→
Overall satisfaction with the condition of pavements & footpaths (NHT satisfaction survey) (%)		2022/23	61.6	\bigcirc	65	R	1st 2022		•		~
verall satisfaction with traffic levels & ongestion (NHT satisfaction survey) (%)	34.2	2022/23	37.8	\bigcirc	42	R	3rd 2022	-			-
verage vehicle speed - weekday morning eak on locally managed 'A' roads (mph)	32.5	2020	31.1		30.27	G	3rd 2020	•	• • •	•	→

Environment & Transport KPI Performance Dashboard 🔟



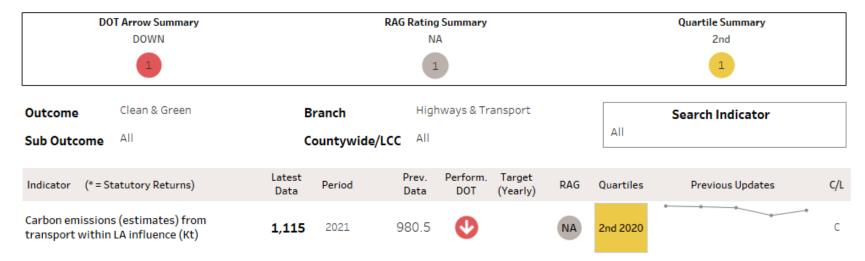


DOT Arrow Summary			RAG Rating Summary						Quartile Summary			
UP NO UPDATE		G		Д	Α		R		1st 2nd	2nd		
4	1		2	1		2			1			
Outcome Safe & Well		Branch		Highways & Tr		ansport		Search Indicator				
Sub Outcome All		C	Countywide/LCC All					All				
Indicator (* = Statutory	Returns)	Latest Data	Period	Prev. Data	Perform. DOT	Target (Yearly)	RAG	Quartiles	Previous Updates	C/L		
Road safety satisfaction survey) (%)	(NHT satisfaction	49.1	2022/23	56.9	\bigcirc	57	A	2nd 2022		L		
Total casualties on Leice	estershire roads	779	Mth 03 Mar 2023	828	•	1,066	G	1st 2021		L		
Number of people killed (KSIs)	or seriously injured	222	Mth 03 Mar 2023	250	•	190	R	1st 2021		L		
Total casualties involving road users, walking, cycling & motorcyclists (excluding cars)		246	Mth 03 Mar 2023	260	•	281	G	1st 2021	•	L		
Number of people killed (KSI), walking, cycling & (excluding cars)		104	Mth 03 Mar 2023	112	•	87	R	1st 2021	• • • • • • • • • • • • • • • • • • • •	L		

Environment & Transport KPI Performance Dashboard







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