



CABINET – 20 JULY 2021

CYCLING AND WALKING STRATEGY

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

PART A

Purpose of the Report

1. The purpose of this report is to advise the Cabinet of the outcome of engagement on the Cycling and Walking Strategy (CaWS) and to seek approval to adopt the Strategy, and to develop Local Cycling and Walking Infrastructure Plans for the next two priority areas.

Recommendation

2. It is recommended that:
 - (a) The results of the engagement on the draft Cycling and Walking Strategy be noted;
 - (b) The Cycling and Walking Strategy (CaWS) and Action Plan, attached as Appendix A to this report, be approved;
 - (c) It be noted that the Leicestershire Highway Design Guide will be reviewed to ensure its alignment with Government LTN1/20 cycle infrastructure standards, and that until this review is completed the Council will take a pragmatic approach as outlined in this report but will seek to align designs with LTN1/20 standards wherever possible;
 - (d) The Director of Environment and Transport, following consultation with the Cabinet lead member, be authorised to update the CaWS, including the targets, and the CaWS Action Plan, as a result of evidence arising from the delivery of the Strategy and consideration of future Medium Term Financial Strategy (MTFS); and
 - (e) It be noted that the next two areas to be prioritised for the development of Local Cycling and Walking Infrastructure Plans will be -
 - (i) Loughborough
 - (ii) the south-east quadrant of the Leicester Principal Urban Area.

Reason for Recommendations

3. The Strategy will seek to deliver the Government's ambitions for delivering greater levels of cycling and walking, as set out in its policy document 'Gear Change' and design standards LTN1/20, and in doing so help improve Leicestershire's public health, air quality and congestion, and support the green recovery.

4. The Action Plan sets out the practical short, medium- and long-term actions to deliver the CaWS. It will be updated annually to take account of funding availability, changes to national guidance, priorities and delivery changes etc.
5. Adoption of the CaWS will trigger a need to review the Leicestershire Highway Design Guide to ensure its alignment with Government LTN1/20 cycle infrastructure design guidance (this is included in the Action Plan).
6. Subject to the Cabinet's approval (2d above), the Director of Environment and Transport will update the CaWS Action Plan annually, and review and update the targets as necessary, in order to support the ongoing delivery of the Strategy and Government national targets.

Timetable for Decisions (including Scrutiny)

7. The Environment and Transport Overview and Scrutiny Committee considered a report on the development of a Leicestershire CaWS on 4 March 2021, as part of the engagement process to shape the Strategy. Its comments, as set out in paragraph 43, helped the development of the draft CaWS.
8. A draft of the CaWS was considered by the Committee on 3 June 2021 and its comments are set out in paragraphs 73 to 74 of this report.

Policy Framework and Previous Decisions

9. The Council's third Local Transport Plan (LTP3) 2011-2026 identifies six overall priorities, three of which are relevant when considering cycling and walking:
 - Encouraging active and sustainable travel;
 - Improving connectivity and accessibility;
 - Managing the impact of our transport system on quality of life.
10. The Council's Strategic Plan outlines the Council's five key outcomes for 2018 to 2022, all of which are supported by the CaWS.
11. In May 2019, the County Council declared a Climate Emergency. The updated 2020 Environment Strategy sets 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* brand to increase use of sustainable transport, is a key element in delivering the Authority's Climate Change commitment and the Environment Strategy.
12. 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.
13. The Leicester and Leicestershire Strategic Transport Priorities document (2020-2050) highlights 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.

Resource Implications

14. "Gear Change", the Government policy paper, was backed by a Government 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 Local Cycling and Walking Infrastructure Plans (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.
15. As an example, the Government has demonstrated this in respect of reduced levels of funding for proposals that do not align strongly to Government guidance, with the Authority only offered 75% of Emergency Active Travel Fund Tranche 2 indicative allocation (50% of total ask); and being required to provide additional assurances to the Department for Transport (DfT) in respect of receiving cycling and walking funding for 2021/22 single year allocation.
16. Developing a CaWS is the start of a process to help deliver the Council's cycling and walking ambitions. Robust evidence is needed to understand current and future levels of cycling and walking, including the purchase of new camera-based multimodal journey trip counter technology; a pipeline of projects following Government's specified process for developing LCWIPs; and a behavioural change programme (revenue funded) would be required.
17. It is currently envisaged that a programme of around 13 LCWIPs needs to be progressed over the next 5 to 10 years covering the county towns and the Leicester Principal Urban Area, the costs of which would be:

Item	Cost	Notes
CaWS Development	£100,000 - £150,000	Including consultation/engagement
Data Gathering	£1.7m - £2.3m	'One-off' cost
Data analysis	£100,000 - £200,000	Per annum
LCWIP development	£1.3m - £1.5m	Rolling programme of LCWIP development (around 13 LCWIPs)
Behavioural change Programme	£500,000 - £1m (revenue)	Per annum

18. Funding has been identified in the Authority's budgets for 2021/22 for the development of the next two priority LCWIPs, 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.
19. The Authority is also expecting to receive £230,000 revenue funding for 2021/22 from the Government's single year cycling and walking funding allocation, which is intended to assist in meeting the cost of developing this year's two LCWIP's. Details of future long-term Government funding is expected to emerge following the multi-year spending review.

20. Beyond 2021/22, the pace of development and delivery of the LCWIP programme (including data collection and behavioral change measures) will be dependent on securing Government funding; developer contributions; and any increased funding that can be identified through the Medium Term Financial Strategy process (although this will be extremely challenging, given budgetary pressures). Discussions need also to take place with partners (such as district councils) in regard to cost sharing through existing working partnerships, e.g. to support and evidence Local Plans and achieve their successful delivery.
21. The cost of actual cycling and walking infrastructure delivery in the LCWIP areas is likely to run to several tens of millions of pounds in total across the programme. Without a programme of LCWIPs in place, the Authority will not be in a strong position to secure Government funding for cycling and walking infrastructure in these areas (the Government has been clear on this point: no LCWIP in place equals no funding), nor will the Authority be especially well placed to secure developer funded infrastructure improvements.
22. Pursuing and implementing a CaWS will enable the Authority to align to current Government policy, guidance, funding criteria and recognise the impacts of COVID-19. It will also put the Authority in the best place to secure Government funding for any future highway projects; secure developer mitigation measures; achieve on its climate and wider environmental commitments assisting in the green recovery; and play its role in tackling the public health crisis.
23. It should also be noted that the inclusion of cycling and walking measures in all future highway schemes, where appropriate in line with Government guidance, is likely to increase the burden on maintenance budgets.
24. The Directors of Law and Governance and Corporate Resources have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

This report has been sent to all members of the County Council.

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PART B

Background

25. In July 2020, Government launched the National Cycling and Walking Plan: 'Gear Change', which set out the Government's radical ambitions for cycling and walking. This Plan aims to build on the significant increase in the number of people cycling during the COVID-19 pandemic. It sets 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.
26. 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 Local Transport Note 1/20 (LTN1/20) 'Cycle Infrastructure Design' was 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.
27. Local authorities which apply to the Government for funding for cycling and walking infrastructure must ensure that their designs comply with LTN1/20. 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 Government commitment to cycling and walking policy and funding and will affect the way that the County Council develops its schemes.
28. New developments are likely to require significant changes toward prioritising highway space to cycling and walking over car use, creating a hierarchy of users that puts cyclists and pedestrians first. This will affect the existing highway infrastructure in surrounding urban centres and along key corridors where shorter sustainable journeys are made, as changes will need to be made to mitigate and update routes.
29. Having an evidenced CaWS will place the Authority in a good position to work with local planning authorities, to ensure they can obligate the right infrastructure that is delivered in the right places. If the Authority does not have an adopted CaWS, along with supporting LCWIPs for county towns and key corridors, particularly in high growth areas, there is a risk that developers could not be obligated to deliver or fund the right kind of infrastructure in the right places on the existing network.
30. In March 2021, the Government announced a one-year (2021/22) revenue and capital spending settlement for cycling and walking funding (it is anticipated that going forward, the Government will make a multi-year settlement as part of the delayed Comprehensive Spending Review). The revenue monies are being awarded (for this year at least) on an allocation basis subject to provision of required evidence, S151 officer sign-off and value for money statement; the Authority's indicative allocation is circa £230,000 which, if successfully secured, will be used to help to develop a programme of LCWIPs (see paragraphs 75 to 77). No capital funding has been bid for this year, as the Authority does not as yet have in place an

adopted LCWIP, nor projects that have been developed in accordance with the LCWIP guidance (a Government prerequisite for capital funding).

31. Facilitating and encouraging cycling and walking plays a key part of helping to achieve the Authority's strategic objectives and delivering on wider environment, carbon and health agendas. To ensure that the Authority is in a strong position to deliver these objectives, an adopted CaWS is required, which is evidence based, supported by infrastructure plans and comprehensive behavioural change and engagement programmes. This will also put the Authority in a stronger position than it is in currently to seek to secure funding from the Government and also to seek to ensure that developers deliver and/or contribute towards projects and associated programmes that deliver on Gear Change and LTN1/20.

Risks and Opportunities

32. As set out in the March 2021 Committee report, risks and opportunities will need to be considered going forward. Government guidance stipulates that cycling and walking measures are to be included in all future highway schemes, where appropriate. This is likely to increase the burden on maintenance budgets. The Council will need to consider what maintenance priority is given to new cycling and walking surfaces in terms of surface renewals, and also the approach given to these surfaces in winter, i.e. gritting (if these assets are to be kept to a standard suitable for increased number of users and ensure they are of a standard that encourages their use). The Authority can explore whether it might be possible to seek greater levels of commuted sums for infrastructure provided by developers and other third parties in future, in order to mitigate the impact on maintenance budgets. The Authority will continue to press for greater maintenance settlements from the Government to support their cycling and walking agenda.
33. In regard to decisions around the profiling of funding toward these recommendations and how quickly they can be implemented, there is essentially a sliding scale of risk. Early investment places the Authority in a stronger position to bid for Government funds and obligate developers to fund or deliver schemes sooner. Conversely, funding these recommendations more slowly will result in an inability to reliably secure external funding from these sources in the next few years, to a point that the Authority will not be in a position to deliver a cycling and walking strategy of any meaningful measure.
34. Likewise, a light touch approach to implementing this Strategy will impact on the ability to maximise support for strategic outcomes e.g. environment, carbon/air quality, and public health and will be open to increasing public scrutiny and challenge.
35. To date the Authority has focused efforts on supporting the growth agenda in support of Government policy and funding (bidding) criteria/objectives. This has meant, in reality, investment in cycling and walking infrastructure has had to take lesser priority than road-building schemes aimed at reducing congestion and improving motor vehicle journey times (albeit those schemes normally do include pedestrian and cycle enhancements). This, combined with limited dedicated Government funding for cycling and walking schemes, has historically and inevitably resulted in a slower, less holistic, approach to delivering cohesive cycling and walking networks.

36. Whilst Government policy and funding has now shifted to be far more strongly inclusive of the cycling and walking agenda in all areas, the money available to the Authority, be it from the Government or within its own budgets, to fund significant cycling and walking infrastructure improvements is currently virtually nothing in comparison to the scale of the challenge faced. Projects to deliver on the Government's ambitions are likely to be costly; for example, taking out a vehicle running lane to create a segregated cycle super-highway requires the moving of kerb lines, in turn requiring drainage gullies to be moved and the surface of the carriageway to be reprofiled. Thus, the early years of CaWS and LCWIP delivery are likely to be 'slow burn' aligned with whatever monies are available, with any marked change in the pace of delivery only coming about should the funding position be improved significantly.
37. Notwithstanding the above, pursuing and implementing a CaWS will enable the Authority to align to current Government policy, guidance, funding criteria and recognise the impacts of COVID-19 and ongoing recovery. It will also put the Authority in the best place to secure Government funding for any future highway projects; secure developer mitigation measures; achieve on its climate and wider environmental commitments; and play its role in tackling the public health crisis.

Engagement to inform development of the draft CaWS

38. Engagement to help develop the CaWS (and its associated Action Plan) was undertaken between 27 January 2021 and 14 March 2021 (6 ½ weeks). The engagement involved a wide audience, including County Councillors, the public, partners, district councils and stakeholders.
39. The engagement exercise was not based around a draft CaWS. Rather, the key purpose of the engagement was to ensure that a wide range of views were considered during the development of the draft Strategy, helping to determine how challenges, aims and objectives, including health and wellbeing, air quality, traffic congestion and safety, could be addressed and delivered.
40. A survey (Appendix B) was available via a link from the Council's website. This was advertised widely through media channels and stakeholder networks. The survey was designed to be easy to complete using mobile phones and tablets. Hard copies of the survey were also available on request and ad-hoc responses were accepted via an online mailbox and by post. A total number of 2,425 survey responses were received, plus a small number of ad-hoc submissions. This represents one of the most successful recent surveys undertaken in terms of responses, which highlights the potential to help more people travel actively more often in their daily lives.
41. Some comments and requests about specific infrastructure/schemes were received, but these were outside the remit of this consultation. Where appropriate, detailed comments will be investigated and/or considered if schemes are taken forward.
42. A series of focus groups was held online (due to COVID-19), involving key stakeholders such as disability, equality and advocacy groups, including Cycling UK and Sustrans, who were invited to provide their views, with specific engagement with district councils. They were also encouraged to promote the online survey to local residents and their own wider audiences. Colleagues across the Authority, including Public Health, were also encouraged to provide their views.

43. The Environment and Transport Overview and Scrutiny Committee considered a report and presentation on 4 March 2021, as part of the CaWS engagement process. Arising from the discussion the following points were made:
- i. Members expressed concern regarding shared walkways which caused cyclists and pedestrians to feel unsafe. It was suggested work be undertaken to separate cyclists and pedestrians, where feasible.
 - ii. A Member suggested that some safety concerns could be addressed through behaviour programmes which could strengthen confidence of cyclists and pedestrians, as well as increase the use of active travel modes. It was felt that if there was a critical mass of cyclists it could ensure that road users were more conscious of them as a result.
 - iii. In response to concerns regarding the temporary cycle lanes the Lead Member for Highways, Transport and Waste stated that the County Council had been invited by the Government to act quickly and allocate road space for temporary cycle lanes. It was recognised that locally and nationally these changes had not been taken positively by motorists thus the Government had made it clear that going forward there needed to be appropriate consultation and support within communities for local schemes. Members were assured the CaWS would provide a basis for the Council to bid for any future funding made available by the Government and also a means of consultation and engagement with communities.

Online Survey

44. The online survey explored how people travel in Leicestershire, identifying any barriers they faced when carrying out journeys by foot, wheelchair / mobility scooter or bike. The survey also gauged people's views on a number of statements about how the walking and cycling environment might be improved to encourage more active travel.
45. 2,425 people responded to the survey. Of these:
- 96% were white
 - 92% were Leicestershire residents
 - 53% were female
 - 46% were male
 - 24% were aged 45-54
 - 21% were aged 65 and over.
46. The percentages quoted below, for responses to questions, relate to the percentage of people who responded to that specific question (not all respondents answered every question).
47. The survey identified the most popular ways of making daily trips:
- 60% walked (31% several times per week)

- 34% used a car/van (45% several times per week)
- 8% cycled for commuting several times per week
- 27% cycled for recreation several times per week.

48. After the COVID-19 pandemic, 33% of respondents expected to walk for more of their trips and 39% of respondents expected to cycle for more of their trips.

49. With regard to walking:

- 94% agreed with the statement 'more people should walk for short journeys instead of using a car'
- 79% agreed with the statement 'access for pedestrians should be a priority in town centres'
- 67% thought danger from vehicles was a barrier to walking more (30% a great deal; 37% to some extent)
- 66% thought cars parked on pavements was a barrier to walking more (30% a great deal; 36% to some extent)
- 64% thought poor condition of footways/pavements was a barrier to walking more (27% a great deal; 37% to some extent)
- 63% agreed with the statement 'pedestrians should be provided with separate paths away from cyclists'
- 58% agreed with the statement '20mph speed limits would make walking safer in built up areas'.

50. With regard to cycling:

- 83% agreed with the statement 'cyclists should be provided with separate cycle tracks away from other traffic'
- 82% agreed with the statement 'more people should use bikes for short journeys instead of using a car'
- 80% thought a lack of dedicated cycle lanes was a barrier to cycling more (51% a great deal; 29% to some extent)
- 80% thought that a lack of an integrated cycle network was a barrier to cycling more (51% a great deal; 29% to some extent)
- 74% thought that poor road layouts was a barrier to cycling more (33% a great deal; 41% to some extent)
- 68% agreed with the statement '20mph speed limits would make cycling safer in built up areas'
- 65% agreed with the statement 'more road space should be allocated to cyclists even if this means taking space away from other vehicles'

51. Respondents were also invited to indicate what, if any, improvements they would like to see to encourage more cycling and walking in Leicestershire. The key themes from responses were:

- Cycle lanes, barriers, bridges and crossings.** Wider, segregated cycle lanes were important and physical barriers were also necessary to clearly indicate

infrastructure boundaries. Respondents suggested that they would like to see bridges provided for cyclists and pedestrians around Leicestershire as well as improved crossings. There was also a call for greater priority for cyclists, particularly at junctions.

- ii. **Maintenance, lighting, signs and lines.** Uneven surfaces, potholes and overgrown vegetation were a concern, making cycling and walking less appealing. Other notable improvements that were proposed included improved lighting, signage and road markings associated with cycling and walking infrastructure.
 - iii. **Infrastructure and communication** Infrastructure for cycling and walking needed to be joined up and the location communicated (current information was considered to be insufficient). Some respondents suggested that new development must support active travel, as well as suggesting the reopening of disused railway lines to accommodate cycling and walking.
 - iv. **Accessibility.** Respondents suggested that the accessibility of cycling and walking infrastructure needs to be improved, particularly for people with mobility and other disabilities. For example, there were calls to accommodate wheelchair and mobility scooter users by the installation of dropped kerbs.
 - v. **Law enforcement.** Respondents raised concerns regarding speeding vehicles and cars parking on kerbs and cycle lanes, with calls for greater law enforcement against offending motorists. They suggested that reducing speed limits, implementing car free zones and pedestrianising areas could be beneficial. They also highlighted the need for greater law enforcement for cyclists who disobey rules, calling for compulsory use of bells and appropriate protective clothing. Respondents referred to the need for driver education to ensure that drivers are aware of cyclists and reduce their speed accordingly.
 - vi. **Education.** Cycling lessons were deemed important to increase confidence among cyclists and potential cyclists. Respondents suggested that cycling and walking needs to be encouraged more, particularly for travel to school, and the promotion of active travel needs to increase.
 - vii. **Rural locations.** Respondents highlighted the importance of including the needs of rural areas, and particularly groups such as horse riders, in active travel decision-making.
52. Overall, respondents were supportive of the types of measure that the Government is encouraging local councils to introduce and improve, in order to increase active travel.
53. In line with the Council's normal procedures, individual responses were not made to comments received on the survey. Instead, an automated acknowledgment was sent that thanked people for their comments and advised that they would be considered before a final decision was made on how the CaWS was taken forward.

Focus Groups

54. Focus groups were held with a wide range of stakeholders external to the Council, including national and local cycling and walking advocacy groups, representatives of leisure cycling and walking groups, disability groups and under-represented groups, as well as commercial public transport representatives.
55. The purpose of these groups was to develop understanding of the elements that stakeholders wished to see incorporated within the CaWS. The key findings from these groups were:
 - i. **Opportunities** – urban areas were generally thought to have the greatest potential for walking and cycling, with e-bikes and bike hire schemes both raised as key opportunities for encouraging those who do not currently cycle. The use of existing team members, such as Local Area Co-ordinators or other low-level community engagement strategies were raised as options to identify opportunities for ‘quick-wins’ in terms of walking and cycling.
 - ii. **Barriers** – the two main barriers to walking and cycling in Leicestershire that were raised were the diversity of the County in terms of rural/urban places, and the general lack of an existing network (and current data about it, including location and quality). The current network is perceived as unconnected and piecemeal, with inconsistent maintenance.
 - iii. **Consultation and engagement** – both consultation and engagement were raised as central to the Strategy for ensuring that the outcomes of it were appropriate and supported in the local community.
 - iv. **Strategy** – the two most common points related to realism (that the Strategy should not be wildly optimistic, but clearly attainable), and integration. Taking an integrated approach in every sense (infrastructure and behaviour change measures, public health teams working with transport teams, etc) was seen as key to the success of the Strategy.
 - v. **Action Plan** – suggestions were most commonly related to ensuring that measures were not implemented in isolation (e.g. infrastructure implemented without any community engagement or behaviour change measures).
 - vi. **Monitoring and Evaluation** – the availability of data and the existing evidence base were both seen as significant concerns in Leicestershire. Establishing a robust evidence base was repeatedly raised as a key priority, both to ensure the implementation of the measures in the Strategy, and to secure funding for future works.
56. Follow-up focus groups were held with representatives of the same stakeholder groups, following preparation of the draft Strategy and Action Plan, to ensure that their main thoughts and concerns had been addressed prior to the CaWS being finalised.
57. In summary, comments received have helped shape the CaWS. Many of the additional improvements highlighted by respondents have been incorporated in the CaWS and/or the accompanying Action Plan.
58. With regard to pavement parking, the Council will monitor progress in determining

the legality of pavement parking and update the Action Plan as appropriate.

Overview of draft Cycling and Walking Strategy (CaWS)

59. The draft Cycling and Walking Strategy (CaWS), attached at Appendix A, has been informed by the engagement work set out above. It sets out a strategic approach to delivering the Government's ambitions to make England a great walking and cycling nation. The aim is for Leicestershire to become a county where walking and cycling are a safe, accessible and obvious choice for short journeys and a natural part of longer multi-modal journeys.
60. The Strategy is intended to provide the right conditions to enable people to choose to travel by 'active modes' – cycling and walking. The need to encourage travel by more sustainable modes has never been greater. The draft CaWS is a comprehensive, evidence-based document that draws together a wide range of information about walking and cycling in Leicestershire.
61. It provides the basis for future transport investment in cycling and walking, supporting local and national objectives and maximising opportunities to enable economic growth and delivery of wider objectives, including health, social and climate ambitions. In order to deliver these, a step change in walking and cycling is required in Leicestershire. The vision for the future of cycling and walking in Leicestershire is:
- For Leicestershire to become a county where walking and cycling are safe, accessible and obvious choices for short journeys, and a natural part of longer journeys, helping to deliver healthier, greener communities.*
62. This will be achieved through a wide range of initiatives, including new infrastructure, behaviour change programmes and ensuring that new developments are designed with active travel in mind. It is intended that the CaWS and its associated Action Plan will result in walking and cycling becoming more possible and attractive for everyone in Leicestershire. Updating district-level policies, in line with the principles for cycling and walking outlined in the CaWS, will also help to achieve the vision.
63. The draft CaWS is accompanied by an Action Plan, also at Appendix A. This sets out the practical short (to 2026); medium (to 2036); and long-term actions that, subject to the availability of the necessary resources and funding, the Authority will undertake to deliver the CaWS. The Action Plan will be updated on an annual basis, providing flexibility that accounts for funding availability, changes to national guidance, priorities and delivery changes etc.
64. The objectives, targets, policies and actions set out in the draft CaWS and Action Plan are designed to support the wider local and national objectives and agenda, covering areas of; air quality, carbon reduction, public health, facilitating sustainable growth and reducing impacts of congestion on the highway, through increasing active travel.
65. The three **key objectives** of the CaWS are:
- **To enhance the infrastructure that supports cycling and walking in Leicestershire;**

By upgrading existing infrastructure and providing high quality new segregated infrastructure, cycle parking, pedestrian crossings and traffic reduction measures to create healthy streets and spaces.

- **To enable people to cycle and walk in Leicestershire;**

By providing cycle training, working with schools and workplaces to provide people with the required skills and information.

- **To inspire a step change in cycling and walking in Leicestershire:**

Leicestershire County Council is committed to increase levels of active travel in the county and is setting ambitious targets to meet the challenges of improving public health, air quality and congestion.

66. The Authority needs to be committed to increasing levels of active travel in the County and setting ambitious targets to meet the challenges of improving public health, air quality and congestion are essential.

67. **The Council's targets** over the next 10 years are to:

- **Increase cycle and walking trips to schools and education by 10%**
- **Increase commuting cycle and walking trips to employment by 10%**
- **Increase the levels of walking and cycling trips in the county by 15%**

68. The ability to deliver on these ambitious targets is reliant on equally ambitious long-term funding commitment by the Government. The Council will review these targets in line with future Government active travel targets and monitor progress against these targets in line with the Action Plan.

69. The policies that underpin the CaWS support the goals set out in the Council's third Local Transport Plan ([LTP3](#)), and its emerging replacement LTP4.

LTP Goals					
Economy and future populations	Efficiency and resilience	Carbon and climate goals	Equality and diversity	Safety and health	Quality of life

70. The Council's policies to support the delivery on the CaWS objectives and meet the Council's ambitious targets are provided in the table below.

Cycling and Walking Strategy - Policies	
P01	To work with district council partners through the development plan process to seek to ensure that new developments are located in places that offer genuine opportunities to make everyday trips using active modes.
P02	To influence planning approvals to ensure that new residential and employment developments are built in line with current cycling and walking guidance, and commit land developers to provide funding for behavioural change revenue measures.

	To improve existing and deliver new infrastructure to support cycling and walking, including the provision of segregated cycle routes and prioritisation of active modes in accordance with Gear Change and LTN1/20.
	To maximise opportunities for people to undertake cycling and walking as part of journeys linking with passenger transport (bus and rail).
	To work toward replacing a significant number of everyday local car journeys with cycling and walking journeys.
	To increase numbers of everyday journeys made by cycling and walking – contributing to the national target of half of all journeys in towns and cities being cycled or walked by 2030.
	To continue to deliver cycle training to as many groups of people as possible under our Choose How You Move brand, to increase the attractiveness of cycling as a transport mode for everyone in the County.
	To maximise opportunities to improve road safety for people walking and cycling in line with our wider road safety aims.
	To improve the health of people who live in Leicestershire by helping them to build active travel into their daily lives.
	To continue to work in partnership with Leicester City Council via our Choose How You Move brand to encourage and enable people to cycle and walk for more of their journeys via targeted awareness raising activities.
	To collect, maintain and analyse cycling and walking data to provide a robust evidence base to inform all initiatives.

71. There are some key components in delivering a step change in cycling and walking – *infrastructure and enabling and encouraging*. To progress towards the delivery of the CaWS and create change, a range of initiatives will be explored, including:
- Placemaking and public realm
 - Dedicated cycling infrastructure
 - New and existing infrastructure e.g. dedicated footways/cycleways, crossings, public rights of way, signing
 - Cycle parking
 - Bike and micro-mobility hire
 - Education, training, promotion and communication, to encourage modal shift and promote facilities
 - Community engagement
 - Travel planning and working with schools and businesses
 - New developments and local planning authorities
 - Engagement and consultation with key stakeholders
 - Monitoring and evaluation
72. Successful delivery of cycling and walking initiatives requires an evidence base grounded in local information/data and its analysis, to gain an understanding of how,

where, and why people travel for their daily journeys. Therefore, data collection of cycling and walking trips, in addition to public travel surveys, and pre- and post-intervention surveys, are some of the key mechanisms to delivering the right initiatives in the right locations, in order to encourage and facilitate active travel in Leicestershire's communities. A key part of the successful delivery of the CaWS is its data collection approach, through use of existing methods, coupled with new technology to enable fruitful monitoring and evaluation to continually inform future initiatives.

Environment and Transport Overview and Scrutiny Committee comments on the draft CaWS and Action Plan

73. In addition to being consulted as part of the engagement exercise to inform the CaWS's development, the Committee considered a report of the Director of Environment and Transport on 3 June 2021 presenting the draft CaWS for comment. Arising from the discussion, the following points were made:
- i. The Cycling and Walking Strategy would look to increase the Council's resource to enable development programmes and incentives across the county to build on previous localised programmes such as the ACCESS fund initiative in Blaby. In turn it was hoped that the Strategy would increase the demand for walking and cycling across the county through the identified action plan.
 - ii. The Committee was pleased to note that the Strategy would place the Authority in a positive position to work with local planning authorities to ensure that they could obligate the right infrastructure was delivered in the right places. Furthermore, the Strategy would facilitate the future bids for funding from the Government in line with the Gear Change policy document.
 - iii. The Strategy would further enable the Authority's work with schools, recognising specific concerns regarding parking and the issues they presented to residents and children. Initiatives involved working with individual schools to curate specific travel plans that worked for a local area.
 - iv. It was questioned whether the targets set were challenging enough to enact adequate change to be worthwhile. In response, the Director assured Members that where the Authority met its target it would review and renew them. Furthermore, as part of the Strategy, the Council would further look to improve the evidence and statistics available regarding cycling and walking uptake across the county.
 - v. Members remained sceptical regarding reference to developer support to deliver or contribute towards projects and associated programmes within the Strategy. It was felt previous experience had evidenced the difficulty in relying on developers to take on additional considerations, due to cost. It was hoped that expected changes to the National Planning Policy Framework by the Government and the County Council's revision of the Highways Design Guide would give further weight to the matter.
 - vi. A Member commented that resolutions to improve cycling and walking did not always have to involve infrastructure. It was felt that sometimes low-cost solutions, such as "school streets" - closing roads outside of schools during pick

up and drop off times - could work well in the right area.

vii. A further suggestion was made to work with partners such as Loughborough University to provide comprehensive schemes of bike hire or purchase which was a further positive alternative to infrastructure.

viii. Officers agreed to include further information on traffic forecasts for future reports where relevant.

74. In conclusion, Members fully endorsed the draft policy and recognised the requirement by the Government on the Council to have a Cycling and Walking Strategy in place to be in the best possible position for future bidding from the Government.

Local Cycling and Walking Infrastructure Plans (LCWIPs)

75. LCWIPs are the vehicles via which the Government expect local authorities to bring forward the development and delivery of cycling and walking infrastructure improvements. They are also expected to be the basis of funding bids to the Government. Without having an LCWIP in place (or something very similar), bids to the Government for cycling and walking funding are likely to be unsuccessful.

76. The Government has issued very prescriptive guidance on how LCWIPs should be developed and delivered, including in respect of requirements for data collection (including evidence collection around levels of current cycling and walking in an area); standards of training and cycling capability for those developing schemes; public consultation; and post scheme monitoring of the effectiveness of infrastructure improvements.

77. Based on an evidence-led study of the population centres in the County, which included the largest towns and Leicester city urban fringe, the next two priority areas identified to develop LCWIPs are the Loughborough area, and the south east quadrant of the Leicester Principal Urban Area. This evidential analysis considered a range of datasets and outputs including; the Propensity to Cycle Tool (PCT), key trip attractions, socio-demographics, accidents, future land developments and Air Quality Management Areas (AQMAs). The study concluded that these next two locations provide the largest potential for increasing trips made by more sustainable forms of transport, including cycling and walking, and are likely to be most suitable to an LCWIP area designation and subsequent investment.

CaWS and the Leicestershire Highways Design Guide

78. As stated above, in adopting the CaWS this will put the Authority in a stronger position to seek to secure funding from the Government and also to seek to ensure that developers deliver and/or contribute towards projects and associated programmes that deliver on Gear Change and LTN1/20. One of the short-term actions in the CaWS Action Plan is to update the Leicestershire Highways Design Guide (the Design Guide) to include Government LTN1/20 cycle infrastructure design guidance.

79. It is acknowledged that there will be a short period of time between CaWS adoption and the Design Guide being updated. Therefore, there will inevitably be a number of

development site planning applications currently in the planning system that will still refer to the current Design Guide as they work their way through the system. In view of this, a pragmatic approach will need to be taken in regard to these few instances, to maximise opportunities to align their design with LTN1/20 standards where possible, in consideration of each application's stage in the planning process. However, for the avoidance of doubt, upon the adoption of CaWS, for any new development sites, development proposals, planning applications, etc. coming forward, the Authority's expectation will be for those to be designed in accordance with the principles of LTN1/20 wherever possible.

Conclusion

80. The CaWS is a high-level document that sets out the Authority's strategic approach to cycling and walking in Leicestershire. It will help to deliver the Government's ambitions to make England a great walking and cycling nation and provide the right conditions to enable people to travel by 'active modes' – cycling and walking.
81. The CaWS sets the context for increasing cycling and walking in Leicestershire, and the UK more widely. The Strategy is ambitious, but realistic, with meaningful commitment, and will help deliver on many of our goals in terms of supporting connectivity, reducing carbon emissions and improving health and wellbeing.
82. The Strategy is supported by an Action Plan, which provides timescales for the actions that will constitute the delivery of the Strategy, and the achievement of the Council's key aims for walking and cycling. The Action Plan will be updated on an annual basis, allowing the tasks in it to shift in terms of timescales and in relation to funding availability and delivery progress.
83. There are no fundamental reasons to abandon and/or pause the adoption of the CaWS as a result of the responses received from the public engagement, which helped to shape the final draft Strategy. It is therefore recommended that the CaWS is approved. This will maximise opportunities for securing future funding, demonstrate commitment to the Council's Climate Change declaration and Environment Strategy, promote healthier lifestyles and support green recovery and growth.
84. The publication of the CaWS is just a starting point. It is proposed that a programme of LCWIPs is developed. Subject to funding, this programme is likely to include around 13 LCWIP's in total, including county towns and quadrants of the Leicester Principal Urban Area.
85. The Council will also continue to work through the planning process, to maximise opportunities for cycling and walking, including through work with district council partners on Local Plans, the planning process, the Leicestershire Design Guide and reviewing the approach to maintaining cycling and walking facilities.
86. The Council will continue to work with stakeholders and partners to develop and deliver cycling and walking improvements, aimed at helping Leicestershire become a county where walking and cycling are a safe, accessible and obvious choice for short journeys and a natural part of longer multi-modal journeys.
87. Whilst work on COVID-19 transport recovery continues, it is not possible to predict its

longer-term impact on transport use and on wider societal behaviours. As knowledge and understanding progress, the CaWS will be reviewed to ensure that it reflects emerging evidence.

Equality and Human Rights Implications

88. An Equality and Human Rights Impact Assessment (EHRIA) screening exercise has been undertaken, which was informed by the outcome of the engagement exercise. As the screening identified an overall neutral impact from the CaWS, a full EHRIA will not be required.
89. The CaWS is a high level, strategic document. Where appropriate, an EHRIA will be completed as specific schemes are developed.

Environmental Impact

90. The CaWS outlines the high-level environmental challenges that are faced in developing a cycling and walking strategy. These challenges will be considered as part of the review and development of an updated Local Transport Plan (LTP4). This will be informed by the Council's Strategic Plan and Single Outcome Framework to incorporate the new environment and climate change commitments and the Council's Environment Strategy.
91. Where relevant an appropriate Environmental Impact Assessment will be completed as specific schemes are developed.

Background Papers

Environment and Transport Overview and Scrutiny Committee – 3 June 2021 -
Leicestershire Walking and Cycling Strategy - <https://bit.ly/3hNhP3k>

Environment and Transport Overview and Scrutiny Committee – 4 March 2021 -
Leicestershire Walking and Cycling Strategy - <https://bit.ly/36kjZ54>

Leicestershire County Council's Annual Report of the Director of Public Health (2019):
www.lsr-online.org/uploads/director-of-public-health-anuual-report-2019.pdf

Leicestershire County Council's Environmental Strategy - <https://bit.ly/3ydZaV1>

Leicester and Leicestershire Strategic Transport Priorities - <https://bit.ly/3qDXEJi>

The Government Cycling and Walking Plan for England (2020) - <https://bit.ly/3dWpQ50>

The Department for Transport's Local Transport Note 1/20 (LTN1/20) 'Cycle Infrastructure Design' (July 2020) - <https://bit.ly/3hnpNRA>

Appendices

Appendix A – draft Cycling and Walking Strategy and Action Plan

Appendix B – Leicestershire cycling and walking engagement survey