

**3 September 2020****Agenda Item: 8****REPORT OF THE CORPORATE DIRECTOR, PLACE****D2N2 LOCAL CYCLING AND WALKING INFRASTRUCTURE PLAN****Purpose of the Report**

1. The purpose of this report is to update Committee on the development of, and to seek provisional approval for, the D2N2 Local Cycling & Walking Infrastructure Plan (LCWIP).

**Introduction**

2. Following the publication of Government's Cycling and Walking Investment Strategy (CWIS) in 2017, the Department for Transport (DfT) encouraged all highway authorities to develop a Local Cycling & Walking Infrastructure Plan (LCWIP). A LCWIP is a document that, based on the evidence available at the time, identifies a prioritised list of cycling and walking improvements for future delivery in the short, medium and long term, up to 15 years.
3. The LCWIP is not a strategy or policy document but is a route selection tools which helps identify locations for potential improvements and demonstrate the need for the proposed measures. The advantage of preparing a LCWIP is that it provides an evidence base that places partners in a strong position to apply for future funding streams. The production of a LCWIP is therefore essential to help secure future external funding sources for walking and cycling improvements (e.g. from Government, the LEP, or as part of new development).
4. In May 2020 the Government announced that it is going to make £2bn available to improve walking and cycling, including £250m as part of its COVID-19 response. The £250m Emergency Active Travel Fund has been released in two tranches and highway authorities have been able to bid for an allocation of this funding (within very short deadlines). The DfT's bidding pro-forma included questions on the role of the LCWIP in identifying the bid proposals.

**Policy/Strategy Background**

5. The County Council Plan 'Your Nottinghamshire Your Future' sets out an ambitious vision for the future of Nottinghamshire. It details the Council's priorities, aims and objectives which other local strategies, including those related to 'place making' and transport, will aim to deliver.
6. The Nottinghamshire Local Transport Plan (LTP) 2011-2026 sets out the County Council's overarching transport strategy for the county (including those related to cycling and walking) and was approved at the 31 March 2011 County Council meeting. The LTP is supported by a number of more detailed documents setting out how the LTP will be delivered, including the

current LTP Implementation Plan 2018/19-2020/21 detailing the County Council's priorities for its delivery during the current spending review period (which was approved at 17 May 2018 Communities & Place Committee); a Cycling Strategy Delivery Plan (which was approved at the 11 February 2016 Transport and Highways Committee); and the Rights of Way Management Plan 2018-2026 (which was approved at the 14 November 2018 Policy Committee).

7. Given their ability to help deliver corporate objectives, investing in Nottinghamshire's cycling and walking infrastructure to improve our transport networks, therefore form part of the County Council's strategy to help deliver its objectives related to supporting:
  - The economy – by improving access to jobs, training, local centres, and visitor attractions; by reducing the impacts of journey time delay; and to help deliver growth in the county
  - Health and wellbeing – by making our networks safer for all road users; encouraging and enabling more active lifestyles; and by reducing harmful emissions from transport
  - Thriving place and communities – by better connecting communities to each other, as well as to work, training, leisure activities and essential services.
8. As cycling and walking helps deliver the above County Council priorities, it plays an integral role not only in transport strategy but in the delivery of several corporate strategies, including:
  - The Visitor Economy Strategy for Nottinghamshire County Council 2018-2029
  - the Joint Health & Wellbeing Strategy for Nottinghamshire
  - Nottinghamshire Air Quality Strategy
  - Nottinghamshire County Council Environment Strategy & Policy, and
  - Local land-use strategies (including district council Local Plans).
9. The County Council's future cycling priorities are to be considered and determined by this Committee as part of this meeting agenda ('Cycling in Nottinghamshire' report). Investment in cycling and walking infrastructure (and/or their promotion) will, however, need to continue to focus on the delivery of the commitments within the County Council Plan and its associated strategies; and primarily on the local objectives related to improving the economy, health and wellbeing, and creating thriving place and communities.
10. All potential future investment will also need to consider:
  - The outputs from route selection tools to demonstrate the need for the proposed measures (e.g. the LCWIP)
  - County Council member local knowledge and wider community support for the proposed measures
  - The feasibility/deliverability of each scheme
  - Value for money assessments, and
  - The funding available for their delivery.

## **Proposed Local Cycling and Walking Infrastructure Plan**

11. Following DfT's announcement that it would like highway authorities to develop LCWIPs, the DfT made funding available to help highway authorities to do so. As, at the time, it was considered that one of the most likely sources of funding for future cycling improvements would be through the Local Enterprise Partnership (LEP), the four D2N2 highway authorities, supported by the LEP, submitted a successful bid to the DfT for technical support to develop a D2N2 areawide LCWIP. The DfT subsequently appointed PJA transport consultants to provide technical support to the four authorities to develop the joint D2N2 LCWIP.

12. In addition to meeting Government's CWIS cycling and walking mode share targets; based on existing corporate strategies and plans, the four authorities identified the following proposed shared strategic objectives for the overall LCWIP (i.e. schemes would be prioritised based on their ability to deliver the following):
- Supporting economic growth
  - Supporting tourism and the visitor economy
  - Addressing transport congestion
  - Addressing climate change and poor air quality
  - Addressing health deprivation.
13. The development of the LCWIP identified several distinct 'near markets' for increased walking and cycling across the D2N2 area:
- The cities of Derby and Nottingham that generate lots of short trips internally and also act as hubs, where walking and cycling forms a component of a longer trip. Walking and cycling are important for their contribution towards managing congestion, air quality and access to employment and education in these areas
  - The larger towns in the former coalfields of north Derbyshire and Nottinghamshire that form part of larger conurbations. These are typically compact urban areas where many destinations for employment, education, retail and leisure are within walking/cycling distance of the main residential areas and nearby smaller towns/villages. Improvements for walking and cycling form an important element of regeneration of public areas, and links between new housing areas and the established networks, as well as for their contribution towards managing congestion, air quality and access to jobs, training and services
  - The smaller market towns and rural areas of Derbyshire and Nottinghamshire that are more sparsely populated. Whilst the towns have similar characteristics to the larger conurbations (with walking and cycling playing the same roles within them) leisure and tourism also plays an increasingly significant role in the local economies and accounts for much of the present and potential walking and cycling activity.
14. The LCWIP is therefore presented as three geographic zones that cross the D2N2 administrative boundaries and reflect their different socio-geographical characteristics and needs. This helps facilitate cross-boundary working (both within the LEP area and into adjacent areas) and ensures that the benefits from more people cycling and walking can be maximised in a way that is appropriate to the differing environments, such as greater prioritisation of leisure and the visitor economy in the rural areas and targeting areas of intensive peak-time travel for work and education in the urban areas. The three proposed zones are:
- Derby and Nottingham urban areas (which includes the two cities and the built-up areas in the counties around and between them)
  - North Urban (which includes the Chesterfield and Mansfield/Ashfield urban areas)
  - Market Towns and Rural Hinterland (which includes the other market towns in Derbyshire and Nottinghamshire as well as parts of Sherwood Forest, the Trent Valley and Peak District national park).
15. Given the geographic scale of the D2N2 area it became apparent that it was too large to consider all potential local cycling improvements within the whole D2N2 area as part of the LCWIP development and therefore only the key strategic corridors were included in the LCWIP route assessment and priorities.
16. To make the case for cycling and walking infrastructure improvements, an understanding of local journey patterns is required to identify where short journeys are taking place, how many people are travelling, and their journey purpose. Analysis of this data can help prioritise places

where the infrastructure improvements could deliver a high return on investment through increased active travel. Understanding the journey purpose also helps when considering the merits of particular routes or design solutions. PJA therefore undertook work to collect, analyse and map data associated with:

- Existing and proposed cycling infrastructure
- Commuting patterns
- Journey time delay (Traffic Master journey time data)
- Health (DCLG Indices of Multiple Deprivation data, health inequality domain)
- Development sites (identified from Local Plans and LEP Economic Plan)
- Tourism sites (that are known to generate significant footfall)
- Air quality (DEFRA modelled data on PM2.5 concentrations, NO2 exceedances and carbon emissions), and
- Locations identified as having the highest potential for to shift to cycling (based on the DfT's 'Propensity to Cycle Tool').

### Assessment of cycling priorities

17. Achieving consistent, reliable data sources for some of the above categories is challenging (e.g. all of the proposed route lengths are not the same and there is no standard dataset for footfall at tourism sites). As a consequence, in preparing the plan, it was not possible to compare all the potential schemes across the whole combined D2N2 area. This also means that it has not been possible for each authority to prioritise the routes within their administrative areas based solely on the data, and therefore, local knowledge will need to play a role in the prioritisation of the schemes.
18. Each local authority has therefore prioritised the cycling corridors identified through the development of the LCWIP in their administrative area. These have been prioritised as either 'short', 'medium' or 'long' term; and within Nottinghamshire this has been based on each corridor's ability to deliver the priorities included within current County Council strategies and plans; their ability to deliver joined-up cross-boundary routes; and the likely deliverability timescales of schemes along these corridors (based on the amount of feasibility work undertaken on them to date).
19. A copy of the draft provisional Nottinghamshire priority cycling corridors is attached as appendix 1. It should be noted that at this time they only identify broad corridors that improvements may follow and are not specific schemes. All individual improvements would still be subject to the necessary approvals, feasibility studies, detailed scheme design, consultation, safety audits and equality impact assessments.
  - Within the Derby and Nottingham urban area zone the proposed corridors prioritised for improvements in the short-term are currently:
    - those that, subject to consideration and approval by Policy Committee at its 30 September 2020 meeting, have already secured funding through the Transforming Cities Programme
    - routes to the HS2 Hub in Toton, and
    - routes identified as priorities in the County Council's Visitor Economy Strategy that link the sporting venues to Holme Pierrepont
  - Within the North Urban zone the proposed corridors prioritised for improvements in the short-term are currently:
    - routes identified as priorities in the County Council's Visitor Economy Strategy that form part of the Visit Sleep Cycle Repeat programme
    - routes that link Mansfield to Sutton and Kirkby, and

- routes within Mansfield to help complete the networks developed and partially delivered as part of the LEP funded Mansfield strategic cycle networks
  - within the Market Towns and Rural Hinterland zone the proposed corridors prioritised for improvements in the short-term are currently:
    - routes identified as priorities in the County Council's Visitor Economy Strategy, including a link between Sherwood Forest Visitor and Rufford Country park; links that will help form a circular route within Nottinghamshire; and potentially links that will form a wider Derbyshire/Nottinghamshire circular route
    - routes within Newark to help complete the networks developed and partially delivered as part of the LEP funded Newark strategic cycle networks
    - routes within Worksop.
20. As only the key strategic corridors are considered in the D2N2 LCWIP, further work is underway to identify and prioritise the more 'local' improvements in Nottinghamshire utilising the same principles as the LCWIP (i.e. a more localised LCWIP specifically for Nottinghamshire). It is hoped that this work will also help overcome some of the anomalies identified in the D2N2 LCWIP assessment methodology which will enable a more consistent, transparent evaluation and prioritisation of the potential Nottinghamshire LCWIP routes. This ongoing work may therefore have an impact on the proposed short, medium and long-term priorities included in Appendix 1. It is currently planned that the work to identify and prioritise the local routes will be completed later this year and it is proposed that the outcomes from this work will be subject to consideration and approval at a future Communities & Place Committee.
21. Sustrans has been commissioned by the DfT to provide some feasibility design support for schemes identified in LCWIPs; and have offered this free support to the D2N2 highway authorities. The Sustrans support focuses on feasibility, conceptual designs, and visualisation of selected routes so that this work can be used in the practical development and consultation of improvements.
22. In order to ensure that all four authorities benefit from this offer it is suggested that cross-boundary routes in the south of the county be selected for investigation. It is therefore proposed that Sustrans undertake feasibility and conceptual designs on the following routes identified in the LCWIP (in this priority order):
- i. HS2 access links – a route from Borrowash [NCN6] to A52 Stapleford; as well as a southern link from Stapleford to Toton following the route of Toton sidings
  - ii. Awsworth to Ilkeston via Annesley Viaduct
  - iii. Stanton Works to Stapleford.

#### Assessment of walking priorities

23. The market towns and local centres have been identified as the main walking trip generators within Nottinghamshire due to the range of jobs, local facilities and services they offer within them. These are consequently the locations where there is the greatest potential to encourage people to make more short trips on foot; and are therefore identified as the core walking zones for further investigation for potential pedestrian improvements. It is proposed that officers undertake assessments of the pedestrian facilities within each of the town/local centres to identify potential future improvements. Such improvements will be prioritised on routes with the greatest footfall (or potential to significantly increase footfall should the improvements be made to them).
24. There is, however, also the need to consider walking infrastructure improvements to help enhance the visitor economy and encourage people to undertake more active leisure interests.

It is proposed that any visitor economy related improvements will be prioritised on improving existing and developing new trails on routes that deliver the priorities set out in the County Council's Visitor Economy Strategy 2018-2029. The routes identified in paragraph 13 above will therefore be developed and designed to make both walking and cycling activities a much stronger visitor experience by:

- improving connectivity between the priority visitor attractions in the county
- delivering a network of well signed trails and circular routes
- working with neighbouring counties to develop tourism opportunities across the D2N2 area.

25. It is proposed that the improvements on the Public Rights of Way network (and off-road multi-user routes within the Council's ownership) will be identified and improved in line with the Council's Rights of Way Management Plan.

#### Future prioritisation and approvals

26. A copy of the current draft D2N2 LCWIP, which makes clear that it is still subject to consideration and approval by firstly each authorities' local members and then the D2N2 LEP, has been passed to the DfT for review. Once the DfT's comments have been received the LCWIP will be presented to a future Committee for final approval. It is anticipated that the additional work being undertaken by the Council on local route assessment and prioritisation will have been completed by this time and can also be used to help inform members' considerations on infrastructure improvement priorities.

27. Whilst approval of the final D2N2 LCWIP, its priorities and programmes will be made by Committee at a future meeting, approval of the provisional short-term priorities at this time enables further feasibility work to be undertaken. This will help ensure the Council is in a position to bid for future government funding opportunities should the opportunities arise.

28. It should also be noted that the LCWIP is considered to be a 'live' document and therefore will be subject to periodic review allowing members to review and amend the priorities contained within it through the appropriate Committee approvals.

#### **Further scheme/programme development, design and consultation**

29. Each of the programmes and schemes detailed in this report and the attached appendices is still subject to the necessary consultation, statutory undertakings and other issues arising from feasibility studies, detailed scheme investigation, and design; and value for money considerations. This will involve consultation and/or pro-active information provision on the majority of schemes. For most individual schemes detailed within appendices statutory or non-statutory consultation will be undertaken with affected households and businesses only (i.e. households or businesses along the route of a proposed scheme).

30. Formal consultation will be undertaken on all schemes that require statutory consultation. These include any schemes that require a formal Traffic Regulation Order and include the introduction of (or changes to) parking restrictions, environmental weight limits, changes to mandatory speed limits, and changes that ban traffic movements (e.g. the introduction of a one-way system).

31. Non-statutory consultation, or information provision (i.e. informing people that works will take place) will also be undertaken with households and businesses immediately adjacent to

schemes that fall wholly within the highway boundary such as new crossing facilities and cycleways.

32. The project manager responsible for the delivery of the scheme will ensure that County Councillors are also advised of any proposed consultation prior to it occurring; and will liaise with communications colleagues where appropriate.

### **Other Options Considered**

33. Other options considered are set out within this report, but the proposed LCWIP, alongside ongoing route assessments, will be an important tool in identifying those routes that may offer the best value for money. The LCWIP therefore is an essential document in helping the members determine the local priorities for future walking and cycling investment; and so that funding can be secured and used effectively in the delivery of the Council's objectives.

### **Reason/s for Recommendation/s**

34. The priorities and programmes detailed within this report and its appendices have been developed to help ensure delivery of County Council priorities, national priorities and local transport goals and objectives. In addition to reflecting corporate priorities, they consider evidence of need (including technical analysis), a balance of member, public and stakeholder requests and priorities, and value for money (including the co-ordination of works).

### **Statutory and Policy Implications**

35. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

### **Financial Implications**

36. The financial implications, including budget allocations, are set out within the report. There are no direct financial implications from the report, but funding of future programmes would be considered and approved by Committee as appropriate.

### **Public Sector Equality Duty implications**

37. All programmes detailed within this report comply with the Public Sector Equality Duty. An equality impact assessment was undertaken on the Nottinghamshire Local Transport Plan 2011/12-2025/26 in March 2011 to ensure that the strategy and its capital programmes to deliver it met the duty.

38. Equality impact assessment of individual significant and major transport schemes (schemes costing more than £250,000) and Bid programmes are also undertaken by project managers to ensure that they comply with the Public Sector Equality Duty, based on advice from the policy and equality officers.

### **Implications for Sustainability and the Environment**

39. Surveys undertaken with the public and local businesses identified reducing traffic congestion as the highest transport priority for both groups. The County Council also has a statutory obligation to address air quality issues resulting from road traffic on its managed roads (there are currently two air quality management areas on County Council managed roads). All the programmes and measures contained within this report have therefore been developed to address congestion, its knock-on effects on air quality and its impacts on local communities. The recycling of materials and aggregates is also considered when delivering highways schemes whenever possible.

## **RECOMMENDATION/S**

It is recommended that Committee approves the:

- 1) strategic objectives for the overall Local Cycling and Walking Infrastructure Plan as set out in paragraph 12
- 2) provisional short-term priority cycling programmes (subject to the provisions set out in paragraphs 26 to 29; and approval of the Transforming City Fund elements by Policy Committee)
- 3) corridors for further feasibility and conceptual design to be undertaken by Sustrans as detailed in paragraph 22
- 4) walking investment programmes as set out in paragraphs 23 to 25.

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### **Constitutional Comments (EP 21/08/2020)**

40. The report falls within the remit of Communities and Place Committee under its terms of reference.

### **Financial Comments (RWK 24/08/2020)**

41. There are no specific financial implications arising directly from the report.

### **Background Papers and Published Documents**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- Government's Cycling and Walking Investment Strategy 2017
- Council Plan 2017-2021 'Your Nottinghamshire Your Future'
- Place Departmental Strategy – January 2018
- The Visitor Economy Strategy for Nottinghamshire County Council 2018-2029
- Joint Health & Wellbeing Strategy for Nottinghamshire
- Nottinghamshire Air Quality Strategy
- Nottinghamshire County Council Environment Strategy & Policy
- Nottinghamshire Local Transport Plan Strategy 2011/12-2025/26



- Nottinghamshire Local Transport Plan Implementation Plan 2018/19-2020/21
- Nottinghamshire Local Transport Plan Evidence Base 2010
- Cycling Strategy Delivery Plan 2016
- Rights of Way Management Plan 2018-2026.

**Electoral Division(s) and Member(s) Affected**

- All