

Meeting:	Executive
Meeting date:	12/12/2024
Report of:	Director of Environment, Transport and Planning
Portfolio of:	Councillor Kate Ravilious, Executive Member for Transport.

Decision Report: Local Cycling and Walking Infrastructure Plan

Subject of Report

1. This report presents a Local Cycling and Walking Infrastructure Plan (LCWIP) for York. An LCWIP is a strategic document which outlines an evidence-based, prioritised series of active travel zones and routes that can then be used to secure external funding, including developer contributions.
2. Approving an LCWIP is important to be able to present an evidence-based case for investment to funding bodies.

Benefits and Challenges

3. The core benefit of agreeing an LCWIP (Annex A) is that the Council has an approved, evidence-based and prioritised series of proposals for improving active travel infrastructure across the city. This enables a far greater chance of securing funding to deliver new and enhanced infrastructure for pedestrians, wheelchair users, wheelers and cyclists.
4. Using the wide range of evidence in the baseline report has enabled a thorough mapping of a properly connected, aspirational active travel network to be developed. This in turn has provided detailed information into the location of gaps in the network and where new and improved infrastructure is required.
5. The LCWIP will be a 'living' document and can be updated based on changing circumstances or priorities in the city. The LCWIP will

be able to be responsive to key pieces of work, such as the forthcoming Movement and Place Plan, Local Plan and Local Transport Plan 4.

6. One of the core challenges is to have a balanced list of projects across the city, to avoid a skew towards the central and heavily trafficked areas and to ensure that parts of York with the potential to increase active travel journeys are compared fairly. This challenge has been mitigated by sifting the potential projects by type of area i.e. central, suburban and rural. It has also been mitigated by adjusting the weightings of the measures used to prioritise routes and zones, such that it is possible to understand which routes and zones have the greatest potential to improve health, or safety, or reduce the number of short car trips for example.

Policy Basis for Decision

7. Securing improved active travel infrastructure contributes towards all four Council Plan commitments;
 - a. **Equalities and Human Rights.** Providing accessible infrastructure enables the greatest possible number of people to walk, use wheelchairs, wheel or cycle to move around the city.
 - b. **Affordability.** Making active travel a genuine option for more trips helps reduce the need for more expensive methods of transport.
 - c. **Climate.** Quality active travel infrastructure helps reduce carbon emissions by enabling more journeys to be undertaken by sustainable methods of transport.
 - d. **Health.** Travelling actively helps reduce obesity and improves cardiovascular health. It also helps to improve air quality by reducing the need for vehicle journeys, and the air pollution associated with those vehicle journeys.

The LCWIP contributes to several of the ten policies contained within the Council's Local Transport Strategy.

Financial Strategy Implications

8. The LCWIP identifies priorities for investment in Active Travel Schemes. This has historically been funded from Government

Grants. The Integrated Transport settlement has historically provided c £1.6m per annum supplemented by specific Active Travel Grants. Whilst there is no direct funding commitment within the LCWIP careful consideration will have to be given to infrastructure costs, ongoing maintenance costs and staff costs to deliver the projects contained within the plan. External funding will be required to deliver the vast majority of projects identified. Funding bids and grant management will require effective coordination to ensure that projects are appropriately costed, both for capital and ongoing revenue costs, prior to any bids being submitted.

Recommendation and Reasons

9. Executive is asked to;

1) Approve the LCWIP as detailed in Annex A.

Reason: To create an LCWIP for York which will enable funding to be secured for active travel improvements across the city.

2) Delegate authority to the Executive Member for Transport to review and make changes to the LCWIP, in accordance with any approved Local Transport Strategy or Plan, as required.

Reason: To ensure that the LCWIP remains current and can be amended quickly in response to any changes in circumstance.

Background

10. LCWIP is the designated government term for active travel infrastructure plans. It is a priority that active travel infrastructure is accessible for all so, for York, the LCWIP will cover Walking, Wheelchair Users, Wheeling and Cycling, including cycles used as mobility aids.

11. An LCWIP is an evidence-based document that;

a) Outlines strategic walking, wheelchair user, wheeling and cycling networks and priority zones.

b) Identifies routes and areas that have the greatest potential to support existing journeys and create new trips by active modes of transport.

- c) Considers prioritised areas for proposed improvements. The detail of what these proposed improvements will look like on-street is for a later, design stage of project development.
 - d) Presents the priority areas for investment to those who fund active travel projects.
12. There are other elements to delivering quality active travel infrastructure that Council Officers are currently working on that fall outside the guidance provided on delivering LCWIPs. Principally these include the barrier removal project to ensure our active travel routes are compliant with the Equality Act 2010, cycle parking and targeted maintenance of the active travel networks.
 13. The LCWIP is designed to identify prioritised aspirational active travel networks and an associated pipeline of future schemes. It is, therefore, not intended to be a fully funded or designed plan but is to be used as strategic justification to secure money for design and delivery of priority routes from funding bodies. Design principles will be considered through a forthcoming highway design guide review and specific design work will be undertaken and consulted on individual projects as funding is acquired.
 14. The LCWIP is a 'living document' and may need to be updated as Council, and external, policies develop. In particular the Accelerating Healthy Communities Strategy. Any changes will need to be in accordance with any current Local Transport Strategy or Plan policy at the time of revision.
 15. The LCWIP will be graphically designed in its final form to serve as an engaging document for funding bodies, stakeholders and local residents and businesses. It is supported by a more detailed baseline report, completed by Systra consultancy which contains the evidence base and policy detail to inform the LCWIP.

Consultation Analysis

16. A steering group, which comprised cross-party political representation and external stakeholders, has helped shape the LCWIP. Officers are grateful to the members of the steering group for their contributions to the project. The baseline report has been drafted with input at varying stages from the steering group.
17. Economy, Place, Access and Transport Scrutiny Committee considered the emerging networks, zones and proposed sifting

criteria on 24th September. York Access Forum also received a presentation on the LCWIP on the 5th November. Residents and other stakeholders have had opportunity to input into the process through the Council's Big Transport Conversation (November 2023-February 2024). The walking, wheelchair user and wheeling zone and network coverage has been significantly expanded in response to comments from York Access Forum members.

18. Officers have worked to expand the proposed networks identified by the steering group and consultant partner to ensure that they are as comprehensive as possible. The cycling network is based upon a range of data sources that identify existing trips and predict potential growth opportunities. Site allocations in the Local Plan have also been factored into the networks.

Options Analysis and Evidential Basis

19. **Option One:** Approve the LCWIP as presented. Recommended.

Walking, Wheelchair user and Wheeling Zones

20. 66 core walking, wheelchair user and wheeling zones have been identified across the Council area by comprehensively mapping key destinations, such as schools, shopping parades and employment sites. These key destinations have been grouped together and zones created to encompass the groups of destinations. The zones each have a 400 metre buffer zone, underpinned by a network of routes which considers the connections into the area.
21. A sifting methodology has been developed to rank the various walking, wheelchair user and wheeling zones. The methodology scored criteria across four key themes; local destinations, safety, accessibility and health and inclusion. Local destinations work as a proxy for removing short car trips i.e. the more destinations of certain types in across a zone provides more potential for short vehicle journeys.
22. The zones have been split into three categories; central, suburban and villages. Each category has tiers of priority based upon the scoring. The top 8 priority zones within each category are listed below. These are not to be taken as an absolute ranking, zones in this top tier all have value in delivery:

Central	Suburban	Villages
City Centre North	Rawcliffe Lane / Eastholme Drive / Green Lane	Bishophthorpe village centre
City Centre South	Heworth Green / East Parade / 6th Avenue / 4th Avenue	Stockton on the Forest village
Bootham / Clifton / Water End (East of Ouse)	Melrosegate / Green Dykes Lane / University Road	Poppleton Public Transport hubs, Northminster, Knapton
Station / Micklegate / River Ouse quadrant	Clifton Backies / Kingsway North / Water Lane	Copmanthorpe village centre
The Groves / Haxby Road / Huntington Road	Acomb Road / Hamilton Drive / Green Lane	Poppleton village centre
York Central / Salisbury Road / Terrace area	South Bank South and Racecourse access	Strensall village centre inc. school
Gillygate / Clarence Street / Wigginton Road / Haxby Road	York Road / Front Street / Acomb Green	Dunnington village centre
Foss Islands Road / James Street / Layerthorpe	Fulford area	Wheldrake village

23. Funding will be sought to deliver improvements to the zones in the higher priority tiers. Neighbourhood improvements are included within the Local Transport Strategy Implementation Plan, approved at Executive on 14th November 2024. Improvements to be considered include, footpath widening and resurfacing, new crossing points, improved or new tactile paving, access

improvements to bus stops and other key facilities and a range of other measures.

24. The prioritised list does not need to directly apply should a specific safety issue or urgent requirement, in line with policy, arise in a lower priority zone. Road safety funding streams can still be used outside this LCWIP framework.

Cycling Network

Tier	Project
<i>Top</i>	Malton Road / Stockton Lane roundabout - Heworth Green - Monkgate - Deangate - Lendal Bridge - Leeman Road - York Central
<i>Top</i>	Bootham - Clifton (Bootham Bar to Rawcliffe Lane)
<i>Top</i>	Ouse Bridge - Micklegate - The Mount - Tadcaster Road - York College
<i>Top</i>	Micklegate Bar - Blossom Street - Holgate Road - Hamilton Drive /Holly Bank Road junction.
<i>Top</i>	Land North of Monks Cross - Monks Cross - Vangarde - Malton Rd - Heworth Green - Monkgate - City Centre
<i>Top</i>	Rail Station - Lendal Bridge - Gillygate / Lord Mayors Walk junction
<i>Second</i>	Tang Hall Lane / Fifth Avenue - Foss Islands Path - Hungate - Aldwark - Lord Mayors Walk - York St. John University
<i>Second</i>	Acomb Road (Manor Drive South - Fox junction)
<i>Second</i>	Tang Hall Lane - Foss Islands Path - Hungate - Ouse Bridge - riverside – York Rail Station
<i>Second</i>	Copmanthorpe - Tadcaster Road - Blossom Street – York Rail Station

<i>Second</i>	Boroughbridge Road / Carr Lane - Water End - Clifton Green junction
<i>Second</i>	Water End to Skeldergate Bridge via Cinder Lane & Skeldergate

25. A similar process has been followed to define the aspirational cycling network, though it is route based rather than a zonal approach. A two-tiered, strategic and local network has been established through detailed analysis of data sources such as the Department for Transport's Propensity to Cycle Tool, Strava Metro, consultation feedback and several other sources as detailed in the baseline report. The strategic network has been prioritised, whilst the local network improvements can be secured through developer contributions or as part of neighbourhood zone improvements.
26. Technical guidance for Local Authorities on producing an LCWIP document is more prescriptive around cycling than walking and identifies five core outcomes for a good cycling network, these are; coherent, direct, safe, comfortable and attractive. Criteria have been identified and scored against each of these outcomes.
27. Different weightings for the criteria were also tested. It was found the ranking within the prioritisation of the routes did fluctuate according to the weighting used. This helps identify where investment should be focused to bring the greatest safety benefit or health benefit for example. However, of the majority of the time a balanced weighting (that gives equal weight to each of the criteria) is appropriate. The highest and second highest priority tiered projects (using the balanced weighting) are outlined below. The absolute rank here is not a definite order in which projects will be implemented; other factors such as deliverability, strategic fit and community support will be important to inform how projects are developed.
28. **Option Two:** Do not approve the LCWIP. This option is not recommended as it will adversely affect the Councils Active Travel England Capability Funding score and will significantly limit the effectiveness of bidding for active travel funding.

Organisational Impact and Implications

- **Financial**, The report in itself does not commit financial resources at this time as the report seeks to prioritise schemes for investment. Any investment decisions will be taken through the regular council decision making processes through the Capital Budget reports.
- **Human Resources (HR)**, There are no HR implications associated with this report.
- **Legal**, The Transport Act 2000 placed a duty on Local Transport Authorities to produce and keep under review a Local Transport Plan, which sets out their transport policies and plans. The Local Transport Plan is the responsibility of the York & North Yorkshire Combined Authority. To inform the new York & North Yorkshire Combined Authority's Transport Plan, the Council's Executive have approved the Local Transport Strategy (18 July 2024) and the Local Transport Strategy Implementation Plan (14 November 2024). The production of the LCWIP is a further supporting element of the Local Transport Strategy Implementation Plan.
- **Procurement**, Should any priorities or findings requirement procurement, all works and/or services must be procured via a compliant, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015 (soon to be Procurement Act 2023). Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.
- **Health and Wellbeing**, The evidence base on the link between active travel and physical activity is extensive. Independent mobility improves wellbeing and makes people healthier, and it does the same thing for communities – with life-changing, sustainable benefits that have huge economic and social value. A recent study in Scotland (Friel 2024) concluded that active commuters were less likely to suffer from a range of negative physical and mental health outcomes compared to non-active commuters. This further strengthens the evidence for the health benefits of active travel and promotion of active travel.
- **Environment and Climate action**, The objectives of this report align with the Council's Climate Change Ambition and the objective to Increase the uptake of active travel and public transport in the city.

- **Affordability**, The LCWIP addresses affordability as it seeks to improve infrastructure for sustainable and more affordable forms of transport.
- **Equalities and Human Rights**. An EIA has been completed for the LCWIP and is enclosed as Annex B
- **Data Protection and Privacy**, The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.
- **Communications**, The communications team is working closely with transport colleagues to provide support with communicating the Local Transport Strategy and the implementation plan, which this report links closely to. The changes outlined in this report, if approved, will need communications support to inform residents and stakeholders of the work taking place and promote active travel. The team will continue to work with transport colleagues to promote the work outlined in this plan as well as reflecting how this aligns with the long-term vision for transport.
- **Economy**, Improved active travel infrastructure will complement the Accelerating Healthy Communities strategy by providing improved opportunity for physical activity and access by connecting sustainable travel routes to health and wellbeing sites. The LCWIP will also support delivery of the emerging Local Plan by enabling reduced vehicle trips from future development sites.

Risks and Mitigations

29. Not approving the LCWIP risks affecting the Council's Active Travel England Capability score, which in turn has a significant negative impact on formula used to calculate grant funding awarded. Without an LCWIP there is no strategic overview as to where active travel infrastructure is required across York.
30. The LCWIP details a wide range of aspirational potential projects. Not all of these will be able to delivered due to several factors, including, funding constraints, feasibility of delivering quality infrastructure on the highway and community support. Mitigation

against these risks is by undertaking robust early feasibility work, particularly in relation to strategic cycle routes and working closely with communities and key stakeholders from an early stage in the process to help inform what can be delivered.

Wards Impacted

31. All.

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Background papers

[Local Cycling and Walking Infrastructure Plans. Technical Guidance for Local Authorities.](#)

[York LCWIP: Baseline Report, Systra.](#)

Annexes

- Annex A: A Local Cycling and Walking Infrastructure Plan for York
- Annex B: Equality Impact Assessment