



ADUR & WORTHING COUNCILS

Joint Strategic Committee
7 November 2019
Agenda Item 6

Key Decision [~~Yes~~/No]

Ward(s) Affected: All

Local Cycling & Walking Infrastructure Plan - making walking and cycling safer and easier

Report by the Director for Communities

Executive Summary

1. Purpose

- 1.1. The purpose of this report is to update Members of the work of the Adur & Worthing Cycling & Walking Group in establishing a high level, strategic network plan for both Worthing Borough and Adur District Councils in regards to future cycling and walking provision.
- 1.2. The report seeks approval from members to undertake public consultation on the Draft Local Cycling & Walking Infrastructure Plan (LCWIP) from November 2019 to January 2020.

2. Recommendations

- 2.1. To note the work of the Adur & Worthing Cycling & Walking Action Group contributing to the creation of an LCWIP for Worthing Borough and Adur District Councils. This includes detailed analysis of the current provision, identifying and prioritising routes, evidence and data gathering, both of which contribute to the proposed network.

- 2.2. Approve that the Draft LCWIP be subject to public consultation by the Councils to ensure the plan represents local need regarding the strategic network, specifically referencing the primary and secondary routes for the whole Borough and District and for the results of the consultation to be sent to West Sussex County Council (WSSC).
- 2.3. Approve that the Draft LCWIP be submitted to the Department for Transport in order to become eligible to apply for government funding to deliver walking and cycling infrastructure (see paragraph 3.2).
- 2.4. A final draft of the LCWIP will be brought to Joint Strategic Committee in early 2020 seeking approval to formally adopt the Plan (subject to approval given by members to consult on the draft document, and following public consultation and amendments). Adoption of the Plan will enable the implementation phase of the strategic network and other cycling and walking interventions to begin.
- 2.5. The implementation phase following adoption of the plan (expected spring 2020) will include: developing detailed feasibility studies on sections of the routes and interventions; consultation on detailed plans; seeking finance from the Department for Transport and other sources such as developer contributions; and delivery of infrastructure. Finance will need to be secured to deliver any infrastructure identified in the LCWIP.

3. Background and Context

- 3.1. The Department for Transport (DfT) encourages all local authorities including Boroughs and Districts, to prepare a Local Cycling and Walking Infrastructure Plan (LCWIP). LCWIPs are intended to offer a strategic approach to providing safe and accessible walking and cycling routes in support of the Government's Cycling and Walking Investment Strategy 2017 (CWIS).
- 3.2. Adur and Worthing Councils commit to produce an LCWIP in *Platforms for Our Places*, the councils strategic vision, and in *Sustainable AW* the councils Sustainability Framework. The LCWIP aligns with many local policies and programmes including: the emerging *Worthing Local Plan* and adopted *Adur Local Plan*; the *Public Health Strategy*; *Air Quality Management Area Action Plans*; *AWC Travel Plan*; and the Public Realm, Seafront and Town Centre Improvement programmes.
- 3.3. In 2018 the DfT announced that following production of an LCWIP, local authorities (LAs) would be eligible to apply for government funding to deliver cycling and walking infrastructure. DfT have asked that LAs should submit their draft LCWIPs to government by the 'Technical Support Programme' deadline 30 November 2019. These do not need to be final/adopted plans. It is recommended that the draft AW LCWIP be submitted to the DfT.
- 3.4. DfT have requested submission of draft LCWIPs to '*help make the case for decisions on future funding for cycling and walking yet to be made as part of the forthcoming multi-year Spending Review, planned for 2020. This will consider the total amount of funding which should be made available, (...) and how this may be distributed*'.
- 3.5. LCWIPs are high level documents to identify walking zones and primary and secondary cycling routes. They offer a strategic overview to provide a cohesive policy background for developing safe, accessible infrastructure. Definitions for primary and secondary routes and walking zones can be found under Section 6 within the Draft LCWIP.
- 3.6. The aim of the LCWIP is to improve conditions for cycling and walking, assisting the councils and stakeholders to:
 - 3.6.1. identify cycling and walking infrastructure improvements for future investment in the short, medium and long term
 - 3.6.2. ensure that consideration is given to cycling and walking within both local planning and transport policies and strategies

3.6.3. make the case for future funding for walking and cycling infrastructure

3.7. LCWIPs are referred to in the National Planning Policy Framework (February 2019). They form an important strand in the chapter on *Promoting sustainable transport: Transport issues should be considered from the earliest stages of plan-making and development proposals, so that (...) opportunities to promote walking, cycling and public transport use are identified and pursued. Planning Policies should provide for high quality walking and cycling networks and supporting facilities such as cycle parking drawing on Local Cycling and Walking Infrastructure Plans (Paragraphs 102 and 104).*

3.8. The DfT launched the CWIS in April 2017, which aims to:

- 3.8.1. make cycling and walking the natural choice for shorter journeys, or as part of a longer journey;
- 3.8.2. double cycling levels by 2025;
- 3.8.3. increase walking activity,;
- 3.8.4. reduce the rate of cyclists killed or seriously injured (KSI); and
- 3.8.5. increase the percentage of school children walking to school.

3.9. DfT published LCWIP Technical Guidance for Local Authorities to set out specific steps that should be taken in developing LCWIPs. This includes making available data and tools to assist in Plan development. The guidance has been closely followed in the production of the A&W LCWIP.

3.10. Key local drivers for the LCWIP includes the need to reduce congestion and carbon emissions, improve air quality; and support active travel, and provide significant public health and safety benefits. The proposed strategic network (pages 30 - 31) will help create better public realm, connectivity, accessibility, legibility and enhanced attractiveness of the Borough and District for residents and visitors.

3.11. Cycling and walking are both zero carbon forms of transport. The Councils declared Climate Emergency in July 2019 and pledged to 100% Clean Energy in the District and Borough by 2050 (UK100 Cities Pledge). Transport emissions account for over a third of carbon emissions in Adur & Worthing. Unlike other sectors, transport emissions locally and nationally have been rising since 2013. Reducing carbon emissions associated with transport is a significant challenge in the effort towards being carbon neutral.

3.12. Road congestion is predicted to rise by 17-51% by 2050 as a result of development, population growth and decreases in vehicle running costs (DfT

Road Traffic Forecasts 2018). Increasing levels of cycling and walking through provision of improved infrastructure will contribute to mitigating future increases in congestion.

- 3.13. The Plan aims to increase the percentage of children aged 5-10 who usually walk to school by making walking and cycling safer. The number of children walking to primary school is at the lowest figure ever. This decline impacts on children's health, air quality, traffic congestion and road safety. The proportion of secondary school children walking to school has also decreased down to 35% (2017 National Travel Survey). By changing the habits of younger children, there is a better chance for sustained levels of lifetime activity.
- 3.14. Sustrans, the transport charity with engineering expertise were commissioned in December 2018 to develop the A&W LCWIP. Sustrans has worked with the DfT to develop the Cycling and Walking Investment Strategy. They have delivered many walking and cycling network development plans in urban areas across the South in the last four years, including: Bath, Basingstoke, Southampton, Oxford, Bicester, Maidstone, Ashford and East Sussex.

4. The opportunity

- 4.1. The LCWIP guidance states that *'While the preparation of LCWIPs is non-mandatory, Local Authorities who have plans will be well placed to make the case for future investment.'* Through adopting an LCWIP, Worthing Borough and Adur District will become well placed to secure DfT investment when this becomes available, anticipated 2020.
- 4.2. The LCWIP will form a key evidence base for drafting planning policy on sustainable transport and development sites and will be integrated into development management processes to deliver high quality walking and cycling infrastructure on key routes. The LCWIP will become an important tool when working with developers regarding CIL or Section 106 contributions to sustainable transport infrastructure. This will contribute to the successful delivery of the strategic network.
- 4.3. The LCWIP provides a clear intention that cycling and walking is an important element of Worthing and Adur's future infrastructure. The LCWIP will provide a strategic oversight of the whole network, as and when elements of the network come forward, these sections (e.g. Middle Road, Shoreham) will then go into a detailed design phase, which in turn will lead to localised design and consultation.

- 4.4. The LCWIP signifies a step change and seeks to create a closer working relationship and greater influence with WSCC on transport and highways improvements. The Draft LCWIP has been heavily scrutinised by WSCC to ensure this aligns with other strategies, notably the Sustainable Transport Package work in both Worthing and Adur.
- 4.5. The report seeks to establish a strategic network plan for Worthing and Adur. The proposed adoption of this plan would not only establish the network but also enable the Councils' to identify other cycling and walking measures that would help make cycling and walking easier and safer. The Councils are working on a number of sustainable transport initiatives (e.g. easitADUR & WORTHING, secure cycle storage in Worthing, the Beat the Street campaign, and staff travel). The LCWIP can be seen as a key step in delivering more cohesive, safe, accessible, and sustainable transport in Worthing and Adur.

5. Engagement and Communication

- 5.1. The Draft LCWIP has been coordinated through and with the Adur and Worthing Cycling and Walking Action Group (AW CWAG). This group was established in Spring 2018 and combines elected Members, Officers, West Sussex County Council (WSCC) and local business and community representatives from (e.g.) Worthing Cycle Forum and Shoreham-by-Cycle. This group has been key to the creation of the Draft LCWIP.
- 5.2. The AW CWAG has met bimonthly since 2018, and members have been consulted at several stages of LCWIP production over this time, providing valuable input into route identification, prioritisation, and auditing. Members involved in the CWAG include Cllr Humphries (Chair), Cllr Boram and McDonald (stand in chair), and Cllr Cooper. Adur and Worthing Cllrs are invited to be represented on the CWAG. Partially sighted groups have also been invited to the group and consulted.
- 5.3. West Sussex County Council have been widely consulted. In 2018 they created an LCWIP Partners Group, bringing together the LAs developing Plans in West Sussex. This is attended by Crawley, Chichester, Adur & Worthing, Horsham and South Downs National Park. WSCC have provided training to the LAs on developing LCWIPs, and provided a supportive forum as the councils produce their plans.

- 5.4. The transport consultants WSP who work for the West Sussex Highways Authority have undertaken a quality review of AW LCWIP and input into it's production.
- 5.5. Regular quarterly meetings to discuss the LCWIP and Sustainable Transport have been held between AWC Planners, Sustainability and Economy (Town Centre, seafront and Public Realm improvements) officers with WSCC Transport planners involved in Sustainable Transport Packages, the Road Space Audit, transport planning and highways improvement work. The LCWIP aims to bring together all these work strands to provide a coordinated overview and approach.
- 5.6. The Public Consultation is planned to be held between November 2019 and January 2020. It will involve an online consultation. In addition, resources allow for two public events which will be held in Shoreham and Worthing. Exhibitions will be available at the Shoreham Centre and Worthing Town Hall during this period. Alerts that the consultation is underway will be circulated extensively to local organisations, schools, businesses and community groups across Adur and Worthing.
- 5.7. The Public Consultation provides an opportunity, with partners, to review key strategic sites (e.g. West Durrington and New Monks Farm) to establish whether primary or secondary routes are required to, from or through these sites to broaden the network.

6. Financial Implications

- 6.1. The Councils have received a £70,000 grant from the Business Rate pool to support the cost of the production of the LCWIP. This grant has been used to fund the cost of a consultant to support the development of the plan and will contribute to the cost of officer time in producing the new plan.

7. Legal Implications

7.1 In carrying out the proposed consultation in this Report, the Councils must have regard to any relevant statutory or general duty to consult.

7.2 Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to, the discharge of any of their functions.

7.3 Section 3(1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

7.4 S1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation.

7.5 In spending the grant funding referred to in clause 6.1, the Council must ensure compliance with any grant funding terms and conditions and where relevant spend the money in accordance with its Contract Standing Orders.

Background Papers

- [Adur & Worthing Draft LCWIP \(including appendices\)](#)
- [DfT Cycling and Walking Investment Strategy. 2017](#)
- [DfT Local Walking and Cycling Infrastructure Plan Technical Guidance](#)
- [DfT Road Traffic Forecasts 2018](#)

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Sustainability & Risk Assessment

1. Economic

- The LCWIP is intended to deliver transport infrastructure that can accommodate the future needs of the area, addressing planned development and population growth and the associated congestion that will follow.
- With congestion predicted to increase by as much as 51% by 2050, it is crucial to maintain a vibrant economy, that transport infrastructure is provided in Adur & Worthing that provides alternatives to car travel in order to keep good transport flows for business travel and commuting; visitor movement; and leisure and utility trips.

2. Social

2.1 Social Value

- Improved cycling and walking infrastructure can increase safety and accessibility; helping more communities to make cycling and walking their first choice for shorter journeys and as part of longer ones. Cycling and walking provides the cheapest form of transport compared with car travel and public transport. It also brings health benefits through active travel.

2.2 Equality Issues

- Improved cycling and walking infrastructure can increase safety and accessibility; helping more communities to make cycling and walking their first choice for shorter journeys and as part of longer ones. Cycling and walking provides the cheapest form of transport compared with car travel and public transport. It also brings health benefits through active travel.

2.3 Community Safety Issues (Section 17)

- The delivery of any aspects of the LCWIP will be explored under feasibility work which will involve consultation on details to ensure infrastructure delivered will increase and not decrease public safety.

2.4 Human Rights Issues

- Does the proposal impinge on anyone's human rights and if so how is it justified under the Human Rights Act? Human rights include:
Right to a fair trial, respect for family life, private life, home and correspondence, freedom of thought, expression, assembly and association and protection and quiet enjoyment of property and possessions. Also ask, is the action proportionate to the anticipated response or outcome?

3. Environmental

- The LCWIP will significantly assist in delivering a safe and accessible cycling and walking infrastructure for Worthing and Adur. This is a crucial step in delivering a more sustainable transport system.
- Transport emissions account for over a third of carbon emissions in Adur & Worthing. Unlike other sectors, transport emissions locally have been rising since 2013. Transport emissions make up over one third of carbon emissions from Adur and Worthing, so reducing carbon emissions associated with transport is a significant challenge in the effort towards being carbon neutral by 2030. Cycling and Walking are both zero carbon forms of transport.

4. Governance

- Production of the LCWIP aligns with Platforms for our Places, and will influence the emerging Worthing Local Plan, aligns with the current, and will influence future reviews of the Adur Local Plan.
- It will offer a robust policy direction from which to work with the Highways Authority on sustainable transport provision.