

## Active Travel Strategy for Cambridgeshire

To: Highways and Transport Committee

Meeting Date: 7<sup>th</sup> December 2021

From: Steve Cox, Executive Director, Place and Economy

Electoral division(s): All

Key decision: No

Forward Plan ref: N/A

Outcome: To inform committee of the emerging Active Travel Strategy for Cambridgeshire, the scope of the strategy and key considerations.

Recommendation: a) Note and comment on the update on the emerging Active Travel Strategy for Cambridgeshire; and  
b) Note and comment on the 'key considerations' section 2.21 – 2.26 to deliver the Active Travel Strategy

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# 1 Background

- 1.1 As part of the Cambridgeshire and Peterborough Devolution Deal, the Cambridgeshire and Peterborough Combined Authority (CPCA) became the local Transport Authority for the area. Its remit includes responsibility for producing a Local Transport Plan (LTP) for Cambridgeshire and Peterborough, setting the overall transport strategy for the area.
- 1.2 The first Cambridgeshire and Peterborough LTP was adopted in January 2020. It is currently undergoing a refresh which will be completed in 2022, and will become the Local Transport and Connectivity Plan (LTCP). A number of 'child documents' typically sit under the LTP and provide a more detailed policy position and action plans for specific topics or areas.
- 1.3 The Government's vision for active travel was set out in Gear Change: A Bold Vision for Cycling and Walking, published in July 2020 alongside the announcement of £2 billion of additional funding over the current Parliament for active travel.

*“England will be a great walking and cycling nation. Places will be truly walkable. A travel revolution in our streets, towns and communities will have made cycling a mass form of transit. Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030.”*

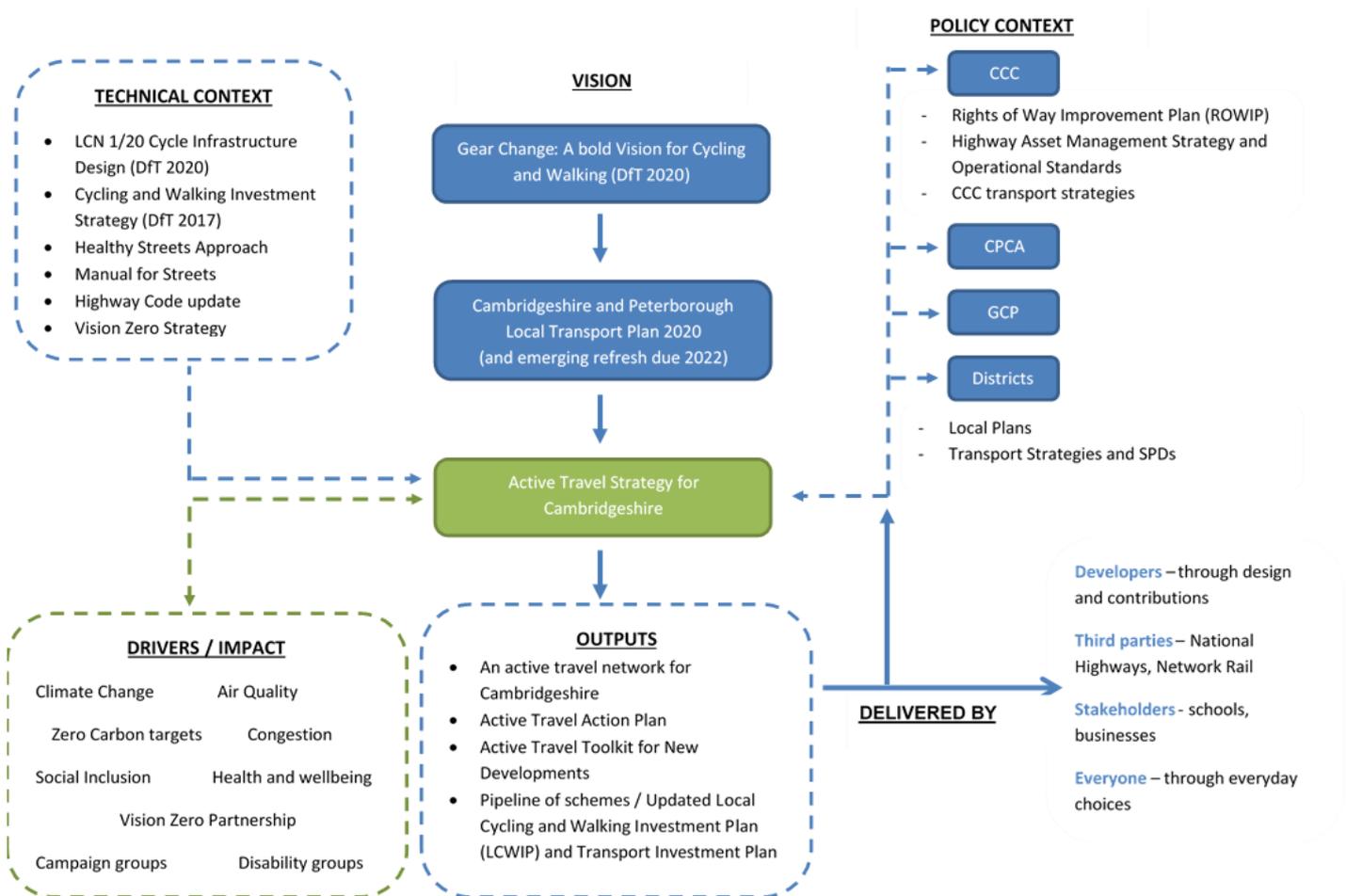
- 1.4 An updated policy position on walking and cycling in Cambridgeshire will ensure that work that is already underway at a local level will align with the requirements of government funding and enhance the ability of the Council and the Combined Authority to successfully bid for such funding.
- 1.5 In agreement with the CPCA it was decided that the County Council would develop an Active Travel Strategy for Cambridgeshire to sit under the LTCP and to provide more detail on how the authorities would achieve this vision at a local level. The strategy will provide the required policy steer for existing and future work by the County Council, CPCA, Greater Cambridge Partnership (GCP) and other partners. It will bridge the gap between the overarching policy position on active travel provided by the refreshed LTCP and provide an action plan with a programme of schemes for funding and delivery. It will incorporate an updated Local Cycling and Walking Infrastructure Plan (LCWIP) – a further statutory document that prioritises walking and cycling proposals for government funding.

# 2 Main Issues

- 2.1 Enabling increased travel by sustainable means is a high priority at both national and local level and this strategy will set out the Council's vision for the future and how best to achieve it. The broad range of action-led policies will ensure active travel is considered at the initial stages of all transport infrastructure projects and new developments, including schemes from Cambridgeshire County Council, partners and developers. It will aim to make active travel modes the most convenient and natural option for short journeys or as part of a longer journey. There are many benefits to people making more journeys by foot or cycle, and the impact the strategy can have is wide ranging, including:
  - Reducing traffic congestion
  - Improving air quality
  - Supporting Zero Carbon targets

- Improving the health and wellbeing of people living and working in Cambridgeshire
- Reducing social exclusion and improving access to services, employment and education
- Financial benefits of transferring to a lower cost mode of travel

2.2 The diagram below illustrates the transport policy context around active travel. While it focusses on the transport policy context, there are also wider policies and guidance relating to the environment, zero carbon targets, health and wellbeing and equality and inclusion that also need to be considered. The Active Travel Strategy will look to bring together the variety of existing policies, reports, guidance and other documents that relate to active travel as well as those broader policies. It will make reference to these where required and not look to ‘reinvent the wheel’. It will provide a robust policy position on a broad range of issues that will prioritise active travel, putting it at the forefront of future decision making on all local transport schemes and projects in Cambridgeshire.



2.3 The strategy will set out cycle and walking friendly policies, provide a vision for a comprehensive active travel network across Cambridgeshire, and an action plan of schemes and enhancements to the local transport network that will deliver that network. A key objective of the strategy is to achieve better collaborative working within the County Council and with partners and developers on active travel, and a more joined up approach to planning and delivery of enhancements. The strategy will provide a firm policy basis for bids for government funding, and for discussions with developers and other potential scheme funders.

### Scope of the Strategy:

- 2.4 The Active Travel Strategy for Cambridgeshire will provide a long-term vision for how Cambridgeshire will deliver the bold and ambitious active travel aims of both central government and the CPCA as Transport Authority, whilst setting out clear priorities for Cambridgeshire County Council as Highway Authority. It will cover a broad range of policies that sets out the position of the Council on a variety of issues and will include a range of active transport modes. It will assist with the Council's role in monitoring and evaluating improvements and the long-term delivery of the policies and schemes, and will therefore include a range of policy targets.
- 2.5 The government definition of "Active travel" (or active transportation or mobility) means "*walking or cycling as an alternative to motorised transport (notably cars, motorbikes/ mopeds etc) for the purpose of making everyday journeys*" (Working Together to Promote Active Travel A briefing for local authorities; DfT; 2016)."
- 2.6 The strategy will consider other means of travel that are not identified as active transport modes, such as e-scooters and equestrians. The strategy will consider other users of the existing network when improving active transport links, and will refer to other existing or emerging guidance such as the Rights of Way Improvement Plan and proposed Public Rights of Way and NMU Routes Design Guide.
- 2.7 The geography of the county is quite diverse, and the higher levels of active travel experienced in the Cambridge area are not seen in other parts of Cambridgeshire. The strategy will consider the differing approaches needed between more urban and more rural areas but which will have equal importance in achieving the overarching vision and objectives of the Strategy.

### Key outputs:

- 2.8 The strategy will consist of a main policy document that will cover the vision and objectives for active travel for Cambridgeshire, as well as a series of policies covering a broad range of topics and issues that will help drive improvement and change in active travel provision and decision making.
- 2.9 The strategy will propose an active travel network for the County, deliverable through the robust policies set out in the strategy and aligned with the LCWIP and Transport Investment Plan. It will be accompanied by a high-level action plan consisting of short, medium and long term actions to deliver each of the policies
- 2.10 The broad policy areas include:

#### **Infrastructure provision:**

- Walking and cycling infrastructure – enhancing and extending existing infrastructure as well as developing new infrastructure
- Supporting infrastructure – including cycle parking, wayfinding, lighting
- Land use planning and development – early consideration, design and provision within all new transport schemes and new development proposals
- Healthy streets approach - 20mph zones, Low traffic neighbourhoods, School streets, streetscape

**Encourage culture change:**

- Non-infrastructure/behaviour change initiatives
- Travel planning – for businesses, schools/education centres
- Maps, route planning
- Training/education/awareness campaigns
- Access to bikes/trials – to encourage people to have a go
- Addressing barriers to healthy travel choices
- Sustainable freight – to highlight the opportunity and benefits
- Shared micromobility – including e-bikes, e-scooters

**Delivery:**

- Local Transport Note (LTN) 1/20 compliance, other design standards, possible CCC standards
- Safe and inclusive – existing and new provision, for all people of differing ages, abilities, backgrounds
- Toolkit for new developments
- Maintenance – of existing infrastructure and considered within the design and cost of new infrastructure
- Funding opportunities and priorities

2.11 The action plan will outline the steps required to deliver the long-term ambitions of the strategy, identifying the responsibilities of the County Council and opportunities to work with our partners. A more detailed pipeline of active travel schemes from the action plan will be developed and prioritised following further engagement. This will inform future scheme development, highway improvement works and maintenance, developer negotiations and used in future funding bids

Project approach:

2.12 The project began in Spring 2021 following agreement to proceed from the Combined Authority. Following the inception stage, the project kickstarted with early stakeholder engagement in September and October 2021. Stakeholder engagement has consisted of:

- Officer Working Group – workshop held on 13<sup>th</sup> September 2021
- Local Member briefing note – issued 1<sup>st</sup> October 2021
- Stakeholder focus group sessions on walking, cycling, equestrian, and equality and diversity. Sessions held week beginning 4<sup>th</sup> October 2021

2.13 The detailed stakeholder engagement plan is provided in Appendix 1.

2.14 The key stages of the programme are shown below:

Stage	Description	Date
Stage 1	Project initiation and preparation	Up to August 2021
Stage 2	Stakeholder engagement and Drafting	September 2021 - March 2022

Stage	Description	Date
Stage 3	Public consultation on draft strategy	Spring/Summer 2022
Stage 4	Final review and adoption of Active Travel Strategy for Cambridgeshire	December 2022

2.15 The draft Active Travel Strategy for Cambridgeshire will return to Highways and Transport Committee in March 2022 for approval to go to public consultation. It is planned to consult on the draft in Spring/Summer 2022. The final Strategy will return to Highways and Transport Committee in December 2022 for adoption.

The benefits of an Active Travel Strategy:

2.16 Active travel is part of a much wider conversation both locally and nationally. The impact of increasing the number of journeys travelled by active modes is broad, impacting on the experience we have with our road network, improving the environment, making Cambridgeshire a more pleasant place to be by improving air quality, as well as being one of the steps individuals can take to help reach zero carbon targets.

2.17 By travelling more often by active modes, the health benefits to individuals are equally important. The significant changes experienced through the COVID-19 pandemic has highlighted that access to outdoor spaces and being more active has significant personal benefits on people's health and wellbeing.

2.18 Having a single strategy that sits under the LTCP will clarify our approach to active travel as a local authority and will provide a single reference point to other existing guidance and policies, whether at national or local level.

2.19 The draft Cambridgeshire Local Cycling and Walking Infrastructure Plan (LCWIP) was consulted on in summer 2021. The LCWIP identifies the cycle routes in each of the districts which, if improved, are most likely to increase the numbers of journeys made by cycle particularly in terms of the journey to work and to school. For walking it identifies the routes to key destinations within Cambridge and the Market towns. The methodology set out by government for LCWIPs means that they are unlikely to address issues in more rural areas, where lower levels of usage would be seen.

2.20 The consultation on the LCWIP has highlighted the demand for a more comprehensive network which also includes filling the gaps in provision which would link smaller communities to services, employment and education. This wider network and how it can be delivered will be a key component of the Active Travel Strategy.

Key considerations:

2.21 Our vision and objectives will align with those of the DfT Gear Change report published in July 2020, alongside Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design. The Note states that all new transport proposals will need to consider LTN 1/20 as the national standard for design of cycling provision for all transport schemes. Compliance will be sought in all cases, however, it is acknowledged that there will be cases where compliance is not

possible, which will need to be fully justified in such cases. DfT has emphasised that funding will only be given to schemes that comply with LTN 1/20, so there may be significant funding implications where this is not possible.

- 2.22 The aim of LTN 1/20 is to ensure that new cycling infrastructure puts quality of provision above quantity of provision. It is therefore a priority of the Active Travel Strategy that quality active travel provision is at the forefront of all decision making, to ensure future investment is focussed on high quality improvements that creates wider future change within our County, for those that live and work in Cambridgeshire.
- 2.23 This priority on active travel has wider implications on the delivery of the Strategy and ensuring its successful implementation to achieve short, medium and long term transport and wider objectives. There may be significant financial implications such as the potential increase in cost to deliver compliant transport schemes, as well as considering a re-prioritised maintenance programme addressing the maintenance needs on the active travel network.
- 2.24 Maintenance of both the existing and developed cycle and walking network, including supporting infrastructure such as cycle parking, will be important to achieve sustained increases in the use of active travel infrastructure and the long term success of the strategic aims and future investment in walking and cycling. Stakeholder engagement has highlighted the importance of ensuring footways and cycleways are fit for purpose otherwise they are not used. Alongside new and improved infrastructure, a review of the Councils maintenance programme will be important to ensure the effectiveness of our investment in active travel infrastructure can be maintained in the longer term.
- 2.25 A proactive approach to future funding opportunities will need to be sought to deliver on the strategy, and a well-developed pipeline of future schemes will be essential to this, as the basis for funding bids to government and negotiations with developers and other potential funders. The Council will look to CPCA and GCP for delivery of schemes where appropriate and a more joined up approach to funding may be required, especially when considering cross-border projects.
- 2.26 The pace of change is ever increasing, and this is reflected in new and updated guidance and reports and new funding opportunities coming through at a fast pace. Central and local objectives and guidance on transport, climate change and health issues will mean that the strategy will need to be a 'living' document that will require monitoring and review to ensure challenging targets are met.

### 3 Alignment with corporate priorities

- 3.1 Communities at the heart of everything we do  
The following bullet points set out details of implications identified by officers:
- The strategy will enable people a wider choice of travel to access local services.
  - Increasing the number of journeys by active modes will help enable a more healthy community.
- 3.2 A good quality of life for everyone  
The following bullet points set out details of implications identified by officers:
- Improved access to local services by walking or cycling

- Improved air quality through reduced vehicular traffic
- Increased number of journeys made by active modes, improving health and wellbeing
- An alternative mode of transport that is free or low cost, increasing opportunities to travel

### 3.3 Helping our children learn, develop and live life to the full

The following bullet points set out details of implications identified by officers:

- Access to open, green spaces and being active is important to the development of children. This strategy enables more children to be active and access local facilities by walking and cycling.
- The strategy will encourage 'School Streets' and promote more walking and cycling to places of education through provision of suitable infrastructure.

### 3.4 Cambridgeshire: a well-connected, safe, clean, green environment

The following bullet points set out details of implications identified by officers:

- The strategy is focussed on creating a well-connected active travel network, that provides safe and attractive journeys by walking and cycling.
- The wider benefits of the strategy is set out in paragraph 1.10 of the report

### 3.5 Protecting and caring for those who need us

There are no significant implications for this priority.

## 4 Significant Implications

### 4.1 Resource Implications

The following bullet points set out details of significant implications identified by officers:

- The strategy is not funded. Funding will need to be sought from partners such as DfT, CPCA and GCP. Schemes will also be funded through S106 and CIL contributions.
- The cost of transport schemes may increase to be compliant with the strategy and/or LTN 1/20
- The strategy will propose a reprioritisation of the Council's maintenance programme to ensure walking and cycling networks are maintained as fit for purpose to ensure continued use and uptake. The strategy will set out and encourage alternative ways of addressing increasing pressures on maintenance budgets, including new cost models and materials used in schemes.
- Embracing active travel in all future decision making, schemes and projects will require additional consideration of design and cost and the impact of schemes on vulnerable users at the early stages of projects
- Partnership working will be essential to ensure the successful delivery of the strategy

### 4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications within this category.

### 4.3 Statutory, Legal and Risk Implications

There are no significant implications within this category.

### 4.4 Equality and Diversity Implications

The following bullet points set out details of significant implications identified by officers:

- The strategy will consider the impact on those with protected characteristics and an Equality Impact Assessment is being undertaken concurrently with drafting of the strategy and will be published alongside the draft Strategy when it returns to committee in March 2022.
- The strategy considers alternatives to the standard cycle such as adapted cycles, as well as wheelchair and mobility scooter users.
- The Strategy offers the same opportunity to all parts of the Cambridgeshire community to enable more people to travel by foot or cycle, where possible. It considers issues and barriers experienced by people from different parts of society and will seek to provide solutions through the policies and future schemes. For example, designing clear pathways to assist the blind or partially sighted.

#### 4.5 Engagement and Communications Implications

The report above sets out details of significant implications in Appendix 1.

#### 4.6 Localism and Local Member Involvement

The following bullet points set out details of significant implications identified by officers:

- Local engagement will take place as part of the next stage in developing the active travel network for Cambridgeshire. The high-level vision for Cambridgeshire will need to be defined at a local scale to create a pipeline of active travel schemes.

#### 4.7 Public Health Implications

The following bullet points set out details of significant implications identified by officers:

- The benefits of the strategy are explained within the report, but in summary are:
  - Will provide increased opportunity to travel by active modes, as well as promote active travel
  - Being active improves people's health and wellbeing, reducing risk of serious disease and improving mental health
  - Successfully achieving modal shift away from use of private car to active means of transport for local journeys will improve air quality

#### 4.8 Environment and Climate Change Implications on Priority Areas (See further guidance in Appendix 2):

##### 4.8.1 Implication 1: Energy efficient, low carbon buildings.

Positive/neutral/negative Status: Neutral

Explanation: The strategy has no impact on buildings.

##### 4.8.2 Implication 2: Low carbon transport.

Positive/neutral/negative Status: Positive

Explanation: The Strategy provides a vision and action plan that will create an attractive active travel network that aims to encourage more people to make their local journeys by walking or cycling, reducing reliance on the use of the private car. Walking and cycling is a sustainable low carbon form of transport, and part of the strategy is to actively promote and encourage more people to use these cleaner modes of travel.

##### 4.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.

Positive/neutral/negative Status: Neutral

Explanation: Developing a connected active travel network will include the use of Public Rights of Way. Policies within the strategy consider these existing routes when developing

active travel networks so they are not negatively impacted, and will consider natural habitats during the design and development of any active travel scheme.

4.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.

Positive/neutral/negative Status: Neutral

Explanation: The strategy has no impact on waste and plastic pollution.

4.8.5 Implication 5: Water use, availability and management:

Positive/neutral/negative Status: Neutral

Explanation: The strategy has no impact on water use.

4.8.6 Implication 6: Air Pollution.

Positive/neutral/negative Status: Positive

Explanation: If modal shift away from private vehicles to walking and cycling is achieved through the delivery of the strategy, this will result in a reduction in air pollution and improvement in air quality.

4.8.7 Implication 7: Resilience of our services and infrastructure, and supporting vulnerable people to cope with climate change.

Positive/neutral/negative Status: Neutral

Explanation: The strategy has no impact on supporting people to cope with climate change.

Have the resource implications been cleared by Finance? Yes

Name of Financial Officer: Sarah Heywood

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement? Yes

Name of Officer: Henry Swan

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes

Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?

Yes

Name of Officer: Elsa Evans

Have any engagement and communication implications been cleared by Communications?

Yes

Name of Officer: Sarah Silk

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes

Name of Officer: Jeremy Smith

Have any Public Health implications been cleared by Public Health?

Yes

Name of Officer: Iain Green

If a Key decision, have any Environment and Climate Change implications been cleared by the Climate Change Officer?

N/A

Name of Officer:

## 5 Source documents guidance

### 5.1 Source documents

Cambridgeshire and Peterborough Local Transport Plan (CPCA; 2020)

<https://tinyurl.com/phxxsxdc>

Gear Change: A bold vision for cycling and walking (DFT; 2021) <https://tinyurl.com/j7jwujmd>

Local Transport Note 1/20: Cycle Infrastructure Design (DFT; 2021) <https://tinyurl.com/y2yk2xsv>

Working Together to Promote Active Travel: A briefing for local authorities (DFT; 2016)

<https://tinyurl.com/385fbm35>

### 5.2 Location

Available online – links provided above.

## Appendix 1 – Stakeholder Engagement Plan

### Officer Working Group

**PURPOSE:** To provide expert advice, steer and scrutiny of the developing strategy and disseminate information to teams and/or wider authority as required.

**WHEN:** An initial officer workshop to share knowledge of issues, brainstorm ideas and provide collaborative steer, followed by further Working Group meetings at key stages. Focussed meetings on specific topics may also be required.

### **WHO:**

Road Safety, CCC (RSP)	Cambridge City Council Access Officer
Rights of Way, CCC	GCP
Funding, CCC	Huntingdonshire District Council
Public Health, CCC	East Cambridgeshire District Council
Transport Assessment, CCC	South Cambridgeshire District Council
Smart Cambridge, CCC	Cambridge City Council
Highways Maintenance, CCC	Fenland District Council
Highways Development Management, CCC	Cambridgeshire and Peterborough Combined Authority
Equality and Diversity, CCC	University of Cambridge
Energy Team, CCC	Peterborough City Council
Smart Journeys, CCC	
Project Delivery, CCC	

### User Group focus groups

**PURPOSE:** To help form an understanding of the issues and ideas for consideration and comment on the draft strategy.

**WHEN:** Early engagement on issues and ideas, and comment through formal consultation.

### **WHO:**

Camcycle	Waterbeach Cycle Campaign
Sustrans	Camsight
CTC Cambridge (Cycling UK)	Age UK
British Horse Society	Living Streets
A10 Corridor Cycling Campaign	Disability Cambridgeshire
Ely Cycle Campaign	Cambridgeshire Local Access Forum
Milton Cycle Campaign	Cambridge Deaf Association

Cambridgeshire Older Peoples Reference Group  
SCOPE  
Care Network  
Cambridgeshire Ramblers' Association  
Swavesey & District Bridleways Association

Zedify/Outspoken  
Women on Wheels  
Cambs Youth Panel  
Living Streets  
Other groups – as identified

#### Local Members

**PURPOSE:** To inform all local members about the emerging Strategy and provide the opportunity to feedback at key stages.

**WHEN:** Early engagement on issues and ideas, and updates at key stages.

**WHO:** All County Council and District Councillors.

#### Public consultation

**HOW:** Public survey; events - tbc

**PURPOSE:** To consult the wider public on level of support of the Draft Active Travel Strategy

**WHEN:** Draft stage

**WHO:** All – focussed advertising with identified main stakeholders including schools and parish councils as well as wider promotion for general public.