



Committee and Date

Item

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# Shropshire Local Cycling & Walking Infrastructure Plan – Final Draft

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## 1. Synopsis

This report summarises the public consultation results and the subsequent amendments to the Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP).

The report seeks approval for the amended Shropshire LCWIP to progress to adoption as Council policy.

## 2. Executive Summary

- 2.1 Following public consultation of the draft Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP) in the summer of 2023, the commissioned consultant (City Science) and officers have analysed the feedback and produced the final draft of the LCWIP and the Delivery Plans for Shrewsbury, Oswestry, Market Drayton, Whitchurch, Ludlow, Bridgnorth and Church Stretton (see Appendices 1-8) as well as a Consultation Report (see Appendix 9). This report outlines the changes that have been made to the LCWIP as a result of the public consultation and subsequent stakeholder engagement exercises.
- 2.2 The LCWIP aims to deliver on the Shropshire Plan’s key strategic objectives by providing for a high-quality active travel network of routes which will enable more

people to choose walking, cycling and wheeling for short trips. This, in turn, will help Council to deliver on its 'bulleted actions' to:

- a. Develop more opportunities for active travel in Shropshire generating a range of related benefits, including improved air quality and better health and wellbeing (Healthy Environment)
  - b. Support the increase in low carbon transport in the County (Healthy Environment)
  - c. Encourage changes to the way people travel and the use of sustainable transport options (Healthy Economy)
  - d. Increase health and wellbeing and reduce social isolation through physical activities (Healthy People)
- 2.3. A detailed public consultation exercise was undertaken over Summer 2023 including a wider schools consultation. The primary objective of the public consultation was to understand the views of people who live, travel, work or study in each of the seven towns and across Shropshire. The consultation questions focused on capturing respondents' levels of agreement/disagreement with the overarching objectives of the LCWIP as well as the draft network and interventions (schemes) proposed in the Delivery Plans. See Appendix 9: Shropshire LCWIP Consultation Report for further detail on the public consultation activities.
- 2.4. 1,026 responses (either online or paper version) were received plus 155 responses from schools. Additionally, 14 email responses were received from people wanting to provide more detail on the draft interventions (schemes). This included formal responses from Ludlow, Bridgnorth and Shrewsbury Town Councils. These responses were from a population size of 323,600 (Census 2021). This is considered to be a high response rate when benchmarked against recent similar consultations run by neighbouring local authorities. For example, Telford and Wrekin Council consulted on their LCWIP in 2022 and received 513 responses for an area with a population of 185,600 (Census 2021). Chester and Cheshire West Council consulted on their LCWIP in 2020 and received just over 700 responses for an area with a population of 357,669 (Census 2021).
- 2.5. The changes made to the LCWIP and Delivery Plans as a result of the public consultation are detailed in the Shropshire LCWIP Consultation Report (see Appendix 9). The changes were discussed at subsequent internal officers' workshops and workshops held with those town councils who submitted a formal submission (Ludlow Town Council and the Shrewsbury Town Council). Bridgnorth Town Council, as the other Council who submitted a formal response was also invited to receive a workshop but did not respond. Subsequent revisions were made to the draft LCWIP and appendices as a result of these workshops. (see Appendix 9).
- 2.6. In addition to these changes, the public consultation also highlighted a series of broader learnings and insights which will be used to inform future planning. These include safety concerns with walking and cycling due to inadequate infrastructure or driver behaviour, maintenance concerns, lack of connectivity on existing routes and economic considerations, including the perceived economic impact of rationalising

parking in town centres. These broader learnings are discussed in more detail in Appendix 9.

### 3. Recommendations

It is recommended that Cabinet:

- 3.1 Note the public consultation results and subsequent amendments made to the draft Shropshire LCWIP, and
- 3.2 Recommend to Council to adopt the final draft of the Shropshire Local Cycling and Walking Infrastructure Plan attached to this Report as Appendix 1

## Report

### 4. Risk Assessment and Opportunities Appraisal

- 4.1 The initial Equality, Social Inclusion and Health Impact Assessment (ESHIA) undertaken ahead of the consultation has now been updated to reflect the feedback from consultation and the outcomes of the final draft LCWIP. Positive impacts would be intended for a variety of intersecting Protected Characteristic groupings as defined by the Equality Act 2010 (Age, Disability, Pregnancy and Maternity, Sex) through providing equitable access to the transport network, ensuring that Shropshire towns are accessible for all. Furthermore, there is potential for an increase in the positive impact in equality terms from low to positive, for the groupings of Gender Reassignment, Race, Religion and Belief, and Sexual Orientation. This will be achieved through measures outlined within the Strategy anticipated to result in safety gains for; pedestrians, cyclists and other active modes of transport, such as mobility scooters, wheelchair users and people with pushchairs and prams. The improved and increased provision of pedestrian and cycling infrastructure reduction will enable more people, of different ages and abilities, to travel by active modes for more short trips.
- 4.2 Given the recognised intersectionality across the nine Protected Characteristic groupings as set out in the Equality Act 2010 above, there will be a predicted positive impact for individuals and households across groupings, particularly in the groupings of Age and Disability. For example, younger people who may have a learning disability will benefit from lower speed limits and reduced traffic volumes on streets as well as segregation between cyclists and pedestrians and cyclists and motor traffic. Similarly, older people who may be frailer due to associated physical disability may also feel more confident about venturing out, therefore mitigating against loneliness as well as improving physical wellbeing. The proposed interventions (schemes) within the LCWIP will also benefit neurodiverse individuals. This will be achieved through public space improvements, improvements to crossings (including additional crossings) and upgrades to existing paths (including widening, signage and lighting improvements) which will make public spaces safe and accessible for everyone.

- 4.3 In terms of the grouping of Age, early engagement undertaken as part of the development of the Shropshire LCWIP identified that consultation responses are significantly underrepresented in people aged 25 and under. Whilst the primary school survey was successful and returned 155 responses from five schools, with no returns from secondary schools this age grouping remain under represented in terms of articulation of their views. Further opportunities will need to be available for young people to input into the development of the individual interventions (schemes) as they progress, alongside building on the encouraging feedback from primary schools.
- 4.4 The emphasis placed on active travel, and alternative modes of travel will enhance health and wellbeing within Shropshire and in some instances directly contribute to improved health outcomes. Improved active travel infrastructure will enhance access to educational, employment, leisure and shopping facilities which will have a positive impact on wellbeing. However, some of the proposed interventions (schemes) may necessitate reallocation of road space for improved active travel facilities or, if the required space is not available, speed limits may be lowered or vehicle access may be reduced in some locations to allow for a safe shared space. These measures may result in traffic displacement onto surrounding roads which, in turn, may result in increased carbon emissions and air pollution for both residents and people travelling by active modes on these roads. Where possible, the impacts of these measures will be modelled and mitigating measures will be put in place
- 4.5 The following risks and mitigation measures have been identified in endorsing the LCWIP.
- 4.6 **Risk table**

<b><i>Risk</i></b>	<b><i>Mitigation</i></b>
<p>Reputational risk: The Shropshire LCWIP interventions (schemes) are perceived not to be appropriate to the Shropshire context.</p> <p>Public opposition to the LCWIP and/or interventions</p>	<p>The Shropshire LCWIP has been developed with key stakeholders from across the public, private and voluntary sector, with stakeholders helping to develop the objectives, key principles and shape the interventions (schemes) as part of a series of workshops.</p> <p>The detailed procurement process attracted subject matter experts with demonstrable experience in the development of LCWIPs and in locations appropriate to the Shropshire context.</p> <p>The formal consultation process, held over the Summer 2023, provided a multitude of opportunities for the public to ‘have their say’ on both the LCWIP document itself as well as the interventions pertinent to each town. The feedback received was extensively analysed and considered in workshops with officers as well as workshops with those town councils who provided a formal response (Ludlow Town Council and Shrewsbury Town Council) to further validate,</p>

	refine and add to the tables of interventions within each appendix.
Technical ability to deliver interventions (schemes) identified in the Shropshire LCWIP	<p>The LCWIP interventions are high-level interventions. The next stage of LCWIP implementation will be to advance the prioritised high-level concepts to feasibility and concept design. This will allow a more detailed review of individual routes or interventions, evaluation of constraints, and refinement of the proposed measures. This stage is dependent on availability of funding and will be sought through funding mechanisms such as</p> <p>The Capability &amp; Ambition Fund (administered by Active Travel England)</p> <p>The Active Travel Fund (administered by Active Travel England)</p> <p>Levelling-Up Funding</p> <p>Developer contributions including section 106 and Community Infrastructure Levies (CIL)</p> <p>Other funding opportunities including the UK Shared Prosperity Funding (UKSPF)</p>
The Shropshire LCWIP delivery plans (interventions contained within each appendix) are unaffordable and fail to attract funding.	The delivery plans are indicative and will be required to respond to emerging local, regional and national priorities and funding opportunities.
The Shropshire LCWIP delivery plans (interventions contained within each appendix) indicative delivery plan conflicts with interventions currently in delivery/ under development.	<p>The Shropshire LCWIP has been developed with representatives responsible for current/ proposed projects; no conflicts identified.</p> <p>The LCWIP will be updated every 5 years to reflect interventions taken forward as well as interventions that will not be taken forward due to feasibility work showing that the intervention was unfeasible.</p>
Interventions have an adverse impact on economic activity within towns.	Economic Impact Assessments will be undertaken as part of business case development, as funding bids are developed.
Interventions fail to deliver environmental/air quality/ carbon reduction/ health and wellbeing benefits/ improvements	An initial ESHIA and follow up have been conducted for the LCWIP. These have indicated that there will be a likely positive impact for communities across Shropshire.

Environmental and Health and Wellbeing assessments to be undertaken as part of business case development.

Monitoring strategy to accompany interventions.

## 5. Financial Implications

5.1 The Delivery Plans identify interventions that will have external revenue and capital implications. The LCWIP main document identifies the (likely-competitive) funding streams that could be applied for to progress the interventions.

5.2 The emerging Shropshire LCWIP has already been cited in several successful funding bids including Active Travel Fund 4 (ATF4), the Capability & Ambition Fund (CAF) Levelling Up, the UKSPF, and the Marches LEP funding. Table 1 below shows the interventions that have been progressed using the external funding that has been secured to date which total over £6m.

### 5.3 Table 1: LCWIP Schemes in Delivery

Project/Scheme	Funding Secured	Stage 23/24	Funding source
Meole Active Travel Schools Quarter Area-wide Scheme - Phase 1- Bank Farm Rd Active Travel Corridor Improvements Scheme (Scheme S.75)	£382,800.00	Preliminary Design	Active Travel Fund Tranche 4 (ATF4)
School Streets Package (Schemes O.56, MD.32, O.40, S.13, W.31 & B.60)	£300,000.00	Detailed Design	ATF4
Oswestry Phase 1 Cycle Network Feasibility Study (Schemes O.07, O.10, O.11, O.12, O.24, O.24a and O.40)	£30,000.00	Feasibility	UK Shared Prosperity Fund (UKSPF)
Longlands Market Drayton	£5,000.00	Pre-Feasibility	CAF
Gains Park Way, Shrewsbury (Scheme S.65)	£5,000.00	Pre-Feasibility	CAF
Oldbury Wells, Bridgnorth (Scheme B.30)	£5,000.00	Pre-Feasibility	CAF
Station Rd, Whitchurch (Scheme W.20)	£5,000.00	Pre-Feasibility	CAF
Monkmoor Rd/Woodcote Way, Shrewsbury (Scheme S.95)	£5,000.00	Pre-Feasibility	CAF
The Dana, Shrewsbury (Scheme S.15)	£5,000.00	Pre-Feasibility	CAF
Sheet Rd, Ludlow (Scheme L.10)	£5,000.00	Pre-Feasibility	CAF
Shrewsbury Rd, Church Stretton (Scheme CS.01)	£5,000.00	Pre-Feasibility	CAF
Maer Lane, Market Drayton (Scheme MD.05)	£5,000.00	Pre-Feasibility	CAF
Cartway, Bridgnorth (Scheme B.22)	£5,000.00	Pre-Feasibility	CAF
LUF2 - Active Travel Improvements - Northern Corridor (LCWIP Scheme S.17)	£ 4,279,572.00	Preliminary Design	LUF2
<b>TOTAL</b>	<b>£5,037,372</b>		

## 6. Climate Change Appraisal

- 6.1 The Shropshire LCWIP will be at the forefront of taking positive action to support several current and long-term challenges relating to climate change. Regionally and locally, it will be integral to the delivery of the following climate change outcomes contained in the corresponding strategies and plans
- 6.2 **Energy and fuel consumption:** The current lack of connected and high-quality active travel infrastructure in Shropshire encourages car travel and discourages active travel. The LCWIP seeks to provide new and improved active travel infrastructure that will make walking and cycling more attractive, safe, direct and comfortable to use in order to stimulate modal shift. This will contribute to reducing energy and fuel consumption as well as reducing emissions in alignment with policies contained in the Shropshire Climate Change Strategy, the Shropshire Local Transport Plan 3 (LTP3), the emerging Shropshire Local Transport Plan 4 (LTP4), the Shropshire Local Plan (to 2026), the emerging Local Plan Review 2016-2038 the Shropshire Green Infrastructure Strategy, the Shrewsbury Big Town Plan and Big Town Plan Master Plan Vision, the emerging Shrewsbury Movement and Public Realm Strategy and the Smithfield Riverside Strategic Development Framework. Wherever possible, future monitoring of the performance of the LCWIP will quantify the carbon impact of specific projects and initiatives.
- 6.3. **Renewable Energy Generation:** The LCWIP has no expected outcomes in terms of renewable energy generation
- 6.4. **Carbon off-setting or mitigation:** Provision of connected and high-quality active travel infrastructure that enables more people to walk and cycle can contribute to carbon off-setting or mitigation by incentivising behavioural change by making consumers consider the environmental impact of their journey.
- 6.5. Active travel infrastructure, where possible, will utilise materials that are conducive to alleviating flood risk in alignment with the policies contained in the River Severn Partnership Investment Plan

## 7. Background

- 7.1 The purpose of the draft LCWIP is to provide for a cohesive approach to the delivery of a high-quality walking and cycling network across Shropshire. It identifies and prioritises long term investment over a ten-year period (to 2034) in new and upgraded walking and cycling provision across Shropshire. The draft LCWIP covers the whole county with particular focus on seven key towns – Shrewsbury, Oswestry, Bridgnorth, Ludlow, Church Stretton, Market Drayton and Whitchurch. The Shropshire LCWIP incorporates the following outputs:
- a. The final LCWIP report which incorporates the analysis outcomes and an associated narrative (see Appendix 1)
  - b. Delivery Plans for walking and cycling covering each of the seven key towns (see Appendices 2-8)
  - c. A prioritised programme of infrastructure improvements (schemes) for each of the seven key towns (see Appendices 1-8)

- 7.2 The development of the draft Shropshire LCWIP commenced in late 2021. Extensive local engagement has been undertaken with local members, officers and stakeholders, including workshops to understand key local challenges and opportunities, in-person site walkovers, organised group cycles, online surveys, and virtual workshops for each of the seven towns. Stakeholders were also given the opportunity to comment on the draft version of the LCWIP, which was updated prior to the consultation process.
- 7.3 The draft Shropshire LCWIP has also been informed by, and aligned with, other Council policies such as:
- The emerging Shropshire Local Plan 2016-2038
  - The Shropshire Core Strategy 2006-2026 (2013)
  - The Shropshire Council SAMDev Plan (2015)
  - The Shrewsbury Big Town Plan (2021)
  - The emerging Shrewsbury Movement and Public Space Strategy
  - Shropshire Place Plans (various)
  - Shropshire’s Green Infrastructure Strategy (2020)
  - Zero Carbon Shropshire Plan (2021)
  - The Shropshire Local Transport Plan 2011-2026 (2011)
  - The emerging Shropshire Local Transport Plan 4
  - The Shropshire Economic Growth Strategy 2022-2027
  - The Shropshire Health and Wellbeing Strategy 2022-2026
  - The Shropshire Great Outdoors Strategy 2018-2028
  - The Shropshire Bus Service Improvement Plan (2021)
- 7.4. The proposed network aims to address gaps in the county’s strategic cycling network, connecting settlements to clusters of key destinations (e.g. town centres, schools, public transport hubs) within a cyclable distance (less than 10km) (DfT, 2017). Shropshire has the potential for growth in levels of cycling, however, generally, its cycling infrastructure is neither comfortable nor attractive for people who are new to cycling or less confident when cycling with traffic. Consequently, short trips into town centres, railways stations, schools and for leisure are overwhelmingly made by private car. Local Transport Note 1/20 (DfT, 2020 (LTN 1/20) was used as design guidance for the draft Shropshire LCWIP as it is regarded by Active Travel England (ATE) as best practice for the design of inclusive and accessible cycling infrastructure. The following five core design principles set out in LTN 1/20 (shown below) provide a basis for the design standard for the network and align with the LCWIP objective of delivering high-quality inclusive infrastructure.
- a. **Coherent:** The Shropshire LCWIP network has been designed to allow people to reach their day-to-day destinations easily, along routes that connect, are simple to navigate and will be designed and constructed to be of a consistent high quality
  - b. **Direct:** The active travel routes that make up the Shropshire LCWIP network have been selected as the most direct – and in some cases more direct – than those available for private motor vehicles
  - c. **Safe:** The Shropshire LCWIP network has been designed to not only be safe, but also be perceived to be safe so that more people feel able to cycle. For



- instance, segregation between cyclists and motor traffic and cyclists and pedestrians, where possible, is the principal design element throughout the document
- d. **Comfortable:** The selection process of the active travel routes included various elements to ensure the routes would be comfortable to cycle on, including ensuring the routes have adequate widths for all types of users, avoidance of steep gradients and minimal requirements to stop and start. Good quality, well-maintained surfaces, will be inherent in the design and delivery of these routes.
  - e. **Attractive:** The Shropshire LCWIP network will help to deliver public spaces that are well designed and finished in attractive materials, are well lit and are places that people want to spend time using.

## 8 Additional Information

- 8.1 This LCWIP sets out an ambitious ten-year plan of infrastructure measures to improve conditions for walking, cycling and other active modes in the county and support a shift from car travel to active modes. It will also support the case for funding for further stages of feasibility, design, assessment and stakeholder engagement and consultation.
- 8.2 To ensure the future success of this LCWIP, work has (and continues to be) undertaken to integrate its key principles, including objectives, alongside the individual interventions (schemes) within emerging policy documents, including the emerging Local Transport Plan 4 and the emerging Place Plans for the relevant areas as well as current processes, including the planning process (new developments) and the ongoing planning of highway improvements. Furthermore, the emerging Shropshire Plan and associated Supplementary Planning Documents will provide the policy levers necessary to embed the key principles of the LCWIP and provide for the implementation of relevant LCWIP schemes into new developments in Shropshire.

## 9 Conclusions

- 9.1 The draft Shropshire Local Cycling and Walking Infrastructure Plan (LCWIP) has been developed with extensive stakeholder engagement over a two-year period. The engagement and public consultation exercise to date has demonstrated there is significant, positive interest in the LCWIP. The LCWIP Consultation Report shows that Council has listened to the feedback provided by the public and has adapted the Plan accordingly.
- 9.2 The LCWIP will be a daughter document to Shropshire's Local Transport Plan 4 (once adopted). Its adoption will guide and accelerate future investment in transport infrastructure that enables and encourages people to make more trips by active travel (walking, cycling, mobility scooter, and other legal low-speed mobility modes). This will help Shropshire Council and the government deliver on their strategies for sustainable transport, public health and climate change; more specifically, to increase the modal share for active travel, and thereby to reduce air pollution and carbon emissions from motor vehicles.

**List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)**

[Shropshire LCWIP Consultation - Cabinet Paper 2023](#)

[The Second Cycling and Walking Investment Strategy \(CWIS\)](#)

[DfT Local Walking and Cycling Plan Guidance \(2017\)](#)

[Gear Change – a bold vision for cycling and walking \(2020\)](#)

[Local Transport Note 1/20 Cycle infrastructure design \(2020\)](#)

**Local Member:**

**Appendices** [Please list the titles of Appendices]

Appendix 1: Draft Shropshire Local Cycling and Walking Infrastructure Plan (2024-2034) (LCWIP)

Appendix 2: Draft Shrewsbury Delivery Plan

Appendix 3: Draft Oswestry Delivery Plan

Appendix 4: Draft Market Drayton Delivery Plan

Appendix 5: Draft Whitchurch Delivery Plan

Appendix 6: Draft Ludlow Delivery Plan

Appendix 7: Draft Bridgnorth Delivery Plan

Appendix 8: Draft Church Stretton Delivery Plan

Appendix 9: Shropshire LCWIP Consultation Report

Appendix 10: Shropshire Scheme Appraisal Technical Note