LTP3 Consultation

Response from Warrington Cycle Campaign

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Our response answers some of the consultation questions directly but also has comments about the LTP and its appendices interspersed.

I have also included as a separate document a briefing document on adult cycle training, as this contains information which was not available to the Council when the LTP was drawn up.

*Consultation Question 1*

*Maintains the highway, minimises congestion and enables Warrington's 'smart growth'.*

The word "congestion" implies that it is only delays to motorised users which need to be minimised. A better wording would be

Maintains the highway, minimises delays to all road users and enables Warrington's smart growth.

*Figure 1.2*

This type of diagram is not particularly informative or useful and we would suggest it is deleted entirely. It implies that the LTP3 objective "Is integrated, customer focused and reduces the need to travel by car" only aligns with the National Goal to reduce carbon emissions and with the Environmentally Responsible SCS This ignores completely the alignment of cycling and walking with all of the other National goals and SCS strategies, particularly with regard to economic growth, about which I say more below.

*Table 1.3*

Dividing the LTP into these 7 themes does not result in a holistic treatment as interactions between the different transport modes can be marginalised. It has made a response to the LTP difficult since one topic may be covered in one of the themes but be important for many of the others.

*2.1 Active Travel*

This theme should deal with aspects of active travel apart from management of the highway network, which should be dealt with in the network management theme. The most

important policies for cycling are reducing vehicle speed, which is dealt with under the Safety and Security theme, and training which is dealt with under the Smarter Choices theme.

Cyclists who simply want to get from A to B will generally wish to minimise the time and effort involved.  Moreover the destinations they wish to reach will be dispersed through the road network, just as for other road users.  Hence a key principle of cycle planning is that the cyclists' route network should include the whole of the road network (excepting motorways).  This should be supplemented with high-quality off-road routes which give cyclists advantage, either because they are quicker and more direct, or because they are safer and/or more attractive for cyclists happy to travel at a more leisurely pace.  However quality off-road routes should be seen as additional to, and not a substitute for, a comprehensively cycle-friendly road network.

For cycling, the policies should reflect the hierarchy of provision in LTN 2/08. These are

   i.   Traffic volume reduction
   ii.  Traffic speed reduction
   iii. Junction or hazard site treatment, traffic management.
   iv.  Reallocation of carriageway space
   v.   Cycle tracks away from roads
   vi.  Conversion of footways to shared use for pedestrians and cyclists.

The policies do not reflect this hierarchy. In particular traffic speed reduction has a higher position in the hierarchy than construction of new infrastructure. Speed reduction is covered at present in the section on Safety and Security. We suggest below that speed reduction is given a much higher priority in the list of policies in this section.

For pedestrians the guidance in Manual for Streets should be followed in any new highway design and whenever changes are made to existing highway infrastructure.

Suggested rewording

2.1.3 Although bicycle ownership in the town is quite high especially amongst children, there is presently a reluctance to use cycling as a major mode of transport that is based upon the fear of the speed of motorized traffic.

2.1.4 Speed reduction is the most important policy for active travel, but is covered in detail in the section on Safety and Security.

2.1.5 Training is an important policy for cycling, but is dealt with under the section on Smarter Choices.

2.1.6 The Warrington Cycle Map shows the highway graded according to the level of experience required by a cyclist to be confident in other traffic. This gives a useful indication of the traffic levels that a cyclist will come into contact with and a general feel for the cycleability of the town. There are gaps shown in the cycleable network where less experienced cyclists must negotiate roads with a higher level of traffic–flows than they are comfortable with. Access through the town centre is complicated by the current ban on cycling in the pedestrianised area.

The present 2.1.4 on Greenways can be combined with the present 2.1.5 as 2.1.7. It is

good progress by WBC that equestrianism is getting a mention in LTP3.

Appendix 4

2.2.12 Implications for Economic Growth.

This section seriously understates the role of cycling in supporting economic growth.

- A modal shift away from private car use is the only realistic way to tackle delays to motorised vehicles. A lane of a typical road can carry 7 times as many bicycles as cars.

- There are consequences for economic growth from improved health. Costs to the NHS will be reduced and costs to employers resulting from absenteeism will be reduced.

- Making town centres and residential areas cycle-friendly enhances their attractiveness, boosting property values and retail vitality. It also supports local businesses, and maximises the "agglomeration" benefits of enabling businesses to locate close to one another.

- Reducing the oil-dependence of our transport system is good for our energy security and our balance of trade and will make the economy of the town resilient to any large oil price increases

*Consultation question 2*

Reword AT1 and AT6 as follows.

Design for both pedestrians and cyclists should follow Manual for Streets and Manual for Streets 2, and for cyclists DfT Local Transport Note 2/08 (Cycle Infrastructure Design) or subsequent documents, including specified hierarchies for types of design.

[this should really be a Network management policy rather than an active travel policy]

Seek to develop walking and cycling routes utilising quiet roads, cycle paths, and off-road routes, where these give cyclists and pedestrians an advantage either because they are quicker or because they are more attractive.

*4.0 Managing motorised travel*

Although there is no policy for implementing Park and Ride schemes, where they are referred to in the text the option to park and cycle should be added.

4.1.5 Although a key objective of LTP3 is to reduce the need to travel by car, we also need to recognise that some journeys do not have a viable public transport or active travel alternative. Park-and-Ride may have a role to play in capturing these trips as they enter the borough and transferring users from motorised to public transport **or bicycle**.

*4.1.6* Given Warrington's proximity to the national motorway network and the volume of cross-boundary trips, strategic Park-and Ride sites around motorway junctions which provide opportunity for express coach services to destinations such as Manchester and

Liverpool and direct bus services to destinations such as Warrington town centre and key employment sites could prove successful, **and such site should be accessible by bicycle.**

*5.0 Smarter Choices*

Advertising and promotional materials

It is important that promotional materials for cycling should convey a positive image. We suggest that the Council follow TfL's internal guidelines which recommend that images to promote cycling feature:

- attractive models (aspirational but not intimidating)
- a range of bicycles (folding, Pashley-style, fixed gear, town bike)
- people wearing normal, non cycling-specific clothes, aspirational, but not too high fashion
- clothes that can be used for a range of seasons, i.e. not too obviously summer or winter
- (skirts with tights, jumpers and light scarves)
- mix of settings (parks, roads, urban environment)
- a mix of photos with and without helmets

Cycle training

The Council should continue Bikeability cycle training for year 5 and 6 school pupils.

Appendix 4 section 5 discusses adult cycle training, and states

"5.4.23 Currently no adult cycle training programmes are available in Warrington, although these are available commercially elsewhere in the North West. The provision of high quality cycle training for both children and adults comes with a high price tag, and options on how to provide this will be a high priority within the smarter choices agenda."

We have attached as a separate document a briefing note on adult cycle training. Providing 105 training places (pro-rata number for other towns which have adult training) would cost an estimated £6500, which we do not consider a high price tag. The briefing note also gives details of the effectiveness of the scheme in Manchester. Following the cycle training over 65% of the respondents reported that they now cycled "once a fortnight" (11.3%), "once a week" (20.9%) or "most days" (33%).

The LTP does not at present have a policy on providing cycle training although it is referred to in the actions. It is difficult to see into which of the Smarter Choices policies an action to provide cycle training would fit. For this reason we think a separate policy to provide cycle training is needed.

*Consultation question 5*

New policies

Ensure that advertising and promotional materials for active travel convey a positive image.

Build upon the Council policy of providing professional cycle training on the national 'Bikeability' programme. Continue to provide the successful 'Bikeability' training to 10 year olds and seek to extend Bikeability training to other age groups and start to offer level 3 training in Warrington.

*6.0 Safety and Security*

Recent 20mph area wide pilot schemes in the town have shown that traffic speeds and casualties will be significantly reduced with 20mph default speed limits which will provide the conditions for increased confidence of citizens to see walking and cycling as safe and healthy modes of active transport. The adoption by the Council of a policy that 20mph limits will be rolled out throughout the town is an example of how working for safety can promote a healthy lifestyle through active travel.

Signed only 20mph pilot studies in Warrington have confirmed their effectiveness has been found in other studies across the country e.g. Portsmouth. The usefulness of this Warrington Borough Council policy at a time of financial constraint cannot be overstated. Area wide default speed limits of 20mph allow an improvement in the local environment and quality of life to be gained by whole neighbourhoods for the price of re-engineering a single street. Prudence must be used in the implementation of default 20mph areas. Exceptions to the default 20mph speed limit are expensive requiring signage and gateways to and from a higher 30mph speed limit and these should be avoided whenever possible.

Dft document "Advice about Local Road Safety Strategies" (July 2009) states that "*A Safer Way* proposes that there should be four national targets, one of which is for the number of pedestrian and cyclist deaths and serious injuries per distance travelled. This target considers both safety and health elements of the DaSTS objective. Local targets with the same unit of measure as this national target may not be possible everywhere because of data limitations, but it is important that local strategies aim to reduce the rates of casualties per unit of travel amongst these groups and do not clash with local sustainable travel objectives. " The LTP3 policies need to reflect this advice, and aim to reduce the casualty rate per distance travelled for pedestrians and cyclists rather than the absolute numbers of casualties.

*Consultation question 6*

SS5 need to be reworded and split into 2 policies

Move toward the implementation of the Policy of Borough wide 20mph default speed limits on residential roads as quickly as possible.

Ensure that appropriate speed limits are in place on Warrington's non-residential roads.

Reword SS1 as follows

**SS1:** Develop strategies for continuing the reduction in frequency and severity of road traffic collisions, which also reduce the rate of collisions per distance travelled for pedestrians and cyclists.

*8.0 Network Management*

The section on network management duty should be reworded to reflect exactly what the TMA 2004 says, namely

"It is the duty of a local traffic authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:

(a) securing the expeditious movement of traffic on the authority's road network; and, (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority."

Section 31 of the Act specifically states that the term "traffic" includes pedestrians. So the duty requires the LTA to consider the movement of all road users: pedestrians and cyclists, as well as motorised vehicles.

The overall aim of the "expeditious movement of traffic" implies a network that is working efficiently without unnecessary delay to those travelling on it. But the duty is also qualified in terms of practicability and other responsibilities of the authority. This means that the duty is placed alongside all the other things that an authority has to consider, and it does not take precedence. So, for example, securing the expeditious movement of vehicles should not be at the expense of an authority's road safety objectives. But, the statutory duty reflects the importance placed on making best use of existing road space for the benefit of all road users.

This theme in the LTP has been narrowed in scope to reducing congestion for motorised vehicles and public transport, without considering whether or not this will increase delays for non-motorised users which the Council has a duty to consider. As part of LTP3 the Council needs to develop a policy for reducing delays for all road users.

The use of the word 'congestion' in this context implies that the Council will only be considering that part of its network management duty that applies to motorised traffic. The word 'congestion' should be removed from the policies and replaced by a more general duty to reduce delay.

There is nothing in section 8.0 to say how the Council intends to manage the network for the benefit of cyclists and pedestrians.

*Consultation question 8*

Reword the Network Management Policies

**NM1:** Continue to seek to fulfil our Network Management Duty to ensure the 'safe and expeditious movement of traffic' (Traffic Management Act, 2004) without introducing unnecessary delay to all those travelling on it.

**NM2:** Investigate the use of traffic management measures and traffic signalling improvements to produce a network that is working efficiently without unnecessary delay to all those travelling on it and improve road safety for all highway users.

**NM3:** Ensure that schemes planned, designed and implemented under LTP3 assist in meeting the requirements of the Network Management Duty ('safe and expeditious movement of traffic') without introducing unnecessary delay to all highway users.