

INTEGRATED NETWORK MAP

REPORT OF DIRECTOR CITY OPERATIONS

AGENDA ITEM: 8

**PORTFOLIO: TRANSPORT, PLANNING AND SUSTAINABILITY
(COUNCILLOR RAMESH PATEL)**

Reason for this Report

1. This report is to enable Cabinet Members to consider the draft Integrated Network Map (INM) and seek Cabinet approval to publish the draft INM and undertake a 12 week public consultation.
2. This report sets out the methodology used in developing the draft INM and the proposals for undertaking public consultation.
3. The draft Integrated Network Map for Walking is provided at Appendix 1 and the draft Integrated Network Map for Cycling is provided at Appendix 2.

Background

4. The Active Travel (Wales) Act 2013 places a requirement on local authorities in Wales to plan for provision for active travel routes and demonstrate continuous improvement in delivery for active travel. The mechanism through which local authorities are required to plan their active travel routes is the Existing Route Map (ERM) and Integrated Network Map (INM).
5. The Statutory Guidance for the Delivery of the Active Travel (Wales) Act 2013 defines “active travel” as “walking and cycling as an alternative means to motorised transport for the purpose of making everyday journeys”. The definition of “walking” includes people who use wheelchairs and other mobility aids.
6. The Existing Route Map (ERM) sets out existing active travel routes which have been audited using the Audit Tool in the Welsh Government Active Travel Design Guide and have achieved an audit score of 70% or above. This use of the Audit Tool is a requirement of Welsh Government. The ERM for Cardiff was submitted to Welsh Government and approved in April 2016 following stakeholder engagement and a 12 week period of public consultation (Appendix 3).

7. The INM sets out the plans of the local authority to develop or improve active travel routes over the next 15 years. It will include short to medium term schemes (within the next 5 years) which are clearly defined and have a clear intention for delivery subject to funding, and longer term schemes which are more aspirational and speculative and as such are less clearly defined. Following submission of the first INM to Welsh Government in 2017, the ERM and INM must be reviewed and resubmitted every 3 years.
8. Although the transport and health benefits of walking and cycling are similar, pedestrians and cyclists have different needs and different levels of existing provision within Cardiff. Therefore the approach taken to developing the ERM and the INM in Cardiff has been to develop two separate sets of maps for each user group with a different methodology to route identification, following the Welsh Government Guidance.

Integrated Network Map for Walking

9. Routes have been audited using the Welsh Government walking Audit Tool to assess whether they provide the required level of service in accordance with the Active Travel Act which enables them to be included on the Existing Routes Map.
10. In order to identify routes to be improved through the INM, networks of local routes to key local destinations were identified covering areas where there are known pedestrian safety issues which have already been investigated by the Council through the rolling programme of Area Studies investigations and appear as prioritised schemes on the Transport Projects Future Programme (Appendix 4).
11. Although, some Priority Local Walking Route Networks have been initially identified, these will be further reviewed as a part of the consultation process. These are draft proposals and priorities may be subject to change as a result of feedback received through the planned public consultation. New proposals may also be identified to ensure that all key routes across the city are identified and in a phased programme improved.
12. The draft networks incorporate schemes prioritised within the Transport Projects Future Programme for delivery within the next five years and were audited using the Welsh Government Audit Tool to ensure that proposed improvements meet the minimum standards set out in the Welsh Government Active Travel Design Guide and to identify additional improvements that may be required to improve the attractiveness, comfort, directness, safety and coherence of the routes.
13. A schedule of schemes has been developed for the Priority Walking Route Networks, taking into account:
 - Pedestrian safety improvement schemes within the Transport Projects Future Programme
 - School Safety Improvement schemes

- Improvements identified through the Route Audit Tool
- Improvements scheduled to be delivered through other Council programmes and identified through internal consultation with Council Officers.

14. Future work will take place to identify and improve strategically important new and existing walking routes.

Integrated Network Map for Cycling

15. In contrast to the network of existing walking routes, existing provision for cycling in Cardiff is fragmented and incomplete. The majority of cycle routes audited as part of the work to produce the ERM did not meet the minimum standards required by the Welsh Government Audit Tool.

16. Cycling routes which were audited as part of the ERM development work were identified from the following sources:

- Existing off road routes (e.g. Taff Trail)
- Existing signed on road routes (e.g. route from Sophia Gardens to Victoria Park)
- Routes which have been developed through the Council's Enfy programme to deliver routes set out in the Strategic Cycle Network Plan, which connect communities with the highest propensity to cycle to key destinations
- Routes identified by cycling stakeholders as existing routes

17. All routes which were considered for the ERM have been included in the scope for the INM. In order to create a comprehensive aspirational future network of routes which will connect communities to destinations across the city, further routes were identified for inclusion in the INM from the following sources:

- Routes identified in the Strategic Cycle Network Plan which have yet to be developed
- Schemes set out in the Cardiff Local Transport Plan.
- Routes which have been identified through the investigation of cycling issues raised by members of the public on an ongoing basis
- Routes identified through a spatial gap analysis to complete missing links, including access to strategic development sites and cross city routes.

18. A schedule of schemes has been developed to improve the routes shown on the Integrated Network Map, taking into account:

- Improvements set out in the Local Transport Plan which meet Welsh Government Active Travel Design Guide minimum standards
- Improvements identified through the route audit process to improve the cohesion, directness, safety, comfort and

attractiveness of the routes and ensure that the minimum standards set out in the Audit Tool would be met

- Improvements within the programme of minor network improvements, identified following investigation of cycling issues raised by members of the public on an ongoing basis
- Improvements scheduled to be delivered through other Council programmes and identified through internal consultation with Council Officers.

19. Two primary route corridors have been identified as part of the Integrated Network Map which connect strategic development sites and existing communities to major destinations including the City Centre and the Bay. The schedule of schemes proposed for the primary route corridors is intended to deliver a step change in provision for cycling by providing facilities for all ages and abilities cycling in line with the aspirations of the emerging Cardiff Cycling Strategy.
20. The cycle routes and schedule of schemes within the draft Integrated Network Map have not been prioritised. It is proposed to undertake a prioritisation exercise following public consultation on the draft Integrated Network Map and Cycling Strategy. The Integrated Network Map sets out an aspirational network of routes and does not imply any funding commitment to complete the routes or the phasing of the programme.

Public consultation

21. The Integrated Network Map Engagement Plan at Appendix 5 sets out the activities planned to engage stakeholders and the public throughout the 12 week public consultation period, including online engagement, stakeholder group meetings, consultation events and direct engagement with schools.

Local Member consultation

22. Local Member consultation was undertaken in November 2016 where briefing notes were circulated to Ward Members highlighting proposed active travel schemes within their own wards. The responses received from Members so far have been considered in detail.

Reason for Recommendations

23. Cabinet approval is required to publish the draft Integrated Network Map for public consultation. The 12 week consultation period is required by Welsh Government as set out in the Statutory Guidance for the Delivery of the Active Travel (Wales) Act 2013.

Financial Implications

24. As this report is recommending the launch of a consultation period there are no direct financial implications arising from this report. Any detailed proposals to improve the Walking and Cycling Network could have financial implications for the Council and at the appropriate time when

decisions to proceed with specific proposals are being considered these will need to be supported by robust financial analysis, including funding arrangements.

Legal Implications

25. The report seeks approval of the proposed engagement and consultation plan for the Integrated Network Map. Paragraph 4 of the body of the report sets out the requirement for The City of Cardiff Council to consider active travel routes and demonstrate continuous improvement. The City of Cardiff Council outline proposals for encouraging active travel and long term improvement are contained within the body of the report. The Active Travel (Wales) Act 2013 places a duty on the City of Cardiff Council to engage and consult on outline plans. Welsh Government have produced detailed guidance on the delivery of Active travel plans and Legal Services are instructed that the requirements as set out in the legislation and accompanying guidance have been considered in proposing this consultation and engagement plan.
26. In general consultation and engagement must (a) be carried out when the proposal is at a formative stage (b) consultees must be given sufficient information to understand the project and to respond (c) consultees must be given sufficient time to respond and (d) responses must be conscientiously taken into account when finalising the relevant decision. There is a requirement that the consultation should last for a minimum of 12 weeks as recommended by Welsh Government guidance and it is understood the proposal accords with this time frame. It should be noted this minimum timeframe, however the City of Cardiff Council should have due regard to any complexities of the proposal, such that a longer time should be given due consideration. The guidance also makes reference to the Equality Act 2010 and the principles of the UN Convention on the Rights of the Child.
27. In considering this matter Cabinet must have regard to the City of Cardiff Council's duties under the Equality Act 2010. Pursuant to these legal duties The City of Cardiff Council must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, (b) Gender reassignment(c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief – including lack of belief. Due consideration must be given as to whether an Equality Impact Assessment should be carried out so that the City of Cardiff Council may understand any potential impacts of the proposal in terms of equality so as to ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. In addition due regard must be had for principles of the UN Convention on the Rights of the Child and the method by which Local authorities should use the Children and Young People's National Participation Standards

for Wales to plan and deliver effective engagement with children and young people.

28. The proposal must be subject to any relevant health and safety assessment, and Section 17 of the Crime and Disorder Act 1998 also imposes a general duty on the City of Cardiff Council, when exercising its functions, to take account of community safety dimension, with a view to reduce local crime and disorder in its area.

RECOMMENDATION

Cabinet is recommended to approve the proposed engagement and consultation plan for the Integrated Network Map as set out in this report and attached appendices.

ANDREW GREGORY

Director

9 December 2016

The following appendices are attached:

- Appendix 1: Cardiff Integrated Network Map for Walking
- Appendix 2: Cardiff Integrated Network Map for Cycling
- Appendix 3: Cardiff Existing Route Map
- Appendix 4: Transport Projects Future Programme
- Appendix 5: INM Public Consultation Plan

The following background papers have been taken into account

1. Cardiff Integrated Network Map for Cycling (Arup)
2. Cardiff Strategic Cycle Network Plan 2011
3. Cardiff Local Transport Plan 2015-2020