

**BY SUBMITTING THIS REPORT TO THE CABINET OFFICE, I, (DIRECTOR NAME) (DIRECTOR TITLE) AM CONFIRMING THAT THE RELEVANT CABINET MEMBER(S) ARE BRIEFED ON THIS REPORT**

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**

**CABINET MEETING: CABINET DATE**

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**ACTIVE TRAVEL NETWORK MAP**

**STRATEGIC PLANNING & TRANSPORT (CLLR CARO WILD)  
AGENDA ITEM:**

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**Reason for this Report**

1. This report is to enable Cabinet Members to consider the Draft Active Travel Network Map (ATNM) and seeks Cabinet approval to undertake a statutory 12-week consultation on the Draft ATNM and provide delegated authority to the Director of Planning, Transport & Environment to submit the final version of the ATNM to the Welsh Ministers for approval.
2. This report sets out the methodology used in developing the draft ATNM and the proposals for undertaking public consultation.
3. The draft ATNM is set out in **Appendix A** and the accompanying schedule of schemes is set out in **Appendix B**.

**Background**

4. Increasing active travel is central to the Council's transport agenda. The Transport White Paper (2020) includes a target of increasing the active travel commuter mode share in the city from 31% today to 43% by 2030. This would enable Cardiff to be among the most successful cycling and walking cities in the UK.
5. The benefits of active travel extend beyond the realm of transport. The ability to walk and cycle for local trips will be at the heart of the well-planned and well-connected communities we are working to create through the Council's current Local Development Plan and its emerging replacement. Active Travel is also central to delivering the Council's Clean Air Plan as making walking and cycling for short journeys easier

and safer will help reduce local car trips and their impacts on congestion and harmful air pollution.

6. The One Planet Cardiff strategy sets out the Council's vision for a carbon neutral city by 2030. Transport accounts for around 17% of carbon emissions in Wales. By providing an alternative to fossil-fuel powered short journeys, active travel also has a big role to play in delivering the One Planet Cardiff vision and addressing the threat posed by climate change.
7. Considerable progress has already been made on delivering the Council's active travel agenda: an ambitious range of segregated cycle routes are being built to link the city centre and wider areas of the city; we have an on-street cycle hire scheme in place; and, we are delivering a host of other measures including support for active travel in schools.
8. In setting out Cardiff's plan for active travel infrastructure development over the next 15 years, the Active Travel Network Map is crucially important to the delivery of the Council's Transport White Paper vision and other key policies outlined above.

#### **Active Travel (Wales) Act requirements**

9. The Active Travel (Wales) Act 2013 places a requirement on local authorities in Wales to plan for the 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), which sets out existing active travel routes, and the Integrated Network Map (INM), which sets out future plans to develop active travel routes. The ERM and the INM must be reviewed and resubmitted to the Welsh Ministers for approval every three years. The Active Travel Network Map (ATNM) combines the ERM and the INM in a single map.
10. The INM and ERM for Cardiff were submitted to the Welsh Ministers for approval in 2017 and approval was given in February 2018. The Welsh Government deadline to resubmit the ATNM for approval is 31<sup>st</sup> December 2021.
11. 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.
12. Routes classified as existing active travel routes on the ATNM are 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.

13. Routes classified as future routes on the ATNM are active travel routes which the local authorities plan to develop or improve over the next 15 years. This includes 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.

### Active Travel Network Map Development

14. The routes and schemes on the draft Active Travel Network Map comprise the following elements:

- **Existing Active Travel Routes:** The Existing Routes Map submitted in 2017 has been reviewed and amended to reflect changes to the active travel network since 2017.
- **Cycleways:** A network of proposed segregated and off-road routes has been proposed as an extension to the four Cycleway routes defined in the 2017 INM. These Cycleway routes take account of:
  - A technical study undertaken in 2020 identifying a network of additional on road routes where segregation is likely to be feasible; and,
  - A study undertaken in 2017-2018 to identify improvements to the Taff Trail.
- **Future Active Travel Routes (secondary routes):** The Integrated Network Map submitted in 2017 has been reviewed and proposed future routes which have not been upgraded to existing routes or cycleways in the draft ATNM have been retained as proposed secondary routes.
- **Local road safety schemes:** The Council's prioritised list of road safety improvement schemes has been reviewed to ensure that all proposed pedestrian improvement schemes integrate with proposed future active travel routes.
- **Schools:** In order to ensure that all Cardiff schools are linked to an active travel network, additional routes, where defined to take account of the following:
  - The outcome of a study undertaken in 2020 to identify a network of active travel routes connecting schools and communities in north east Cardiff.
  - A desktop study to identify additional walking routes to schools that were not already linked to the active travel network, as a result of the work outlined above.
- **Commonplace engagement:** Some additional future active travel routes were defined as a result of a spatial analysis of the feedback from the Commonplace engagement, the details of which are outlined in the following section of this report.

## Commonplace Engagement

15. Public engagement was undertaken from 24<sup>th</sup> November 2020 to 29<sup>th</sup> January 2021 using the Commonplace engagement tool to invite feedback from members of the public about active travel in Cardiff to inform the development of the ATNM. There were 3502 respondents to the Commonplace survey who either provided comments or agreements to comments on the platform, and 3602 comments were received overall.
16. A spatial analysis of the comments received relating to the following issues has been undertaken to inform the decision to designate routes as future active travel routes:
  - Locations with reported lack of safe routes for cycling
  - Locations with reported lack of safe routes for walking
17. A spatial analysis of comments received relating to requests to restrict traffic or pedestrianise streets has identified specific clusters of requests within the Riverside and Plasnewydd Wards, which will be investigated further through the Council's plans to pilot the development of Healthy Streets projects.
18. Requests for minor local improvement schemes, including provision of dropped kerbs, removal or redesign of barriers, rationalisation of street furniture and provision of secure cycle parking will be addressed through a complementary programme of mass actions to run alongside the delivery of the Active Travel Network Map.

## Public Consultation

19. The Active Travel Network Map Engagement Plan at **Appendix C** sets out the activities planned to engage stakeholders and the public throughout the 12-week public consultation period and to meet the statutory requirements for public consultation as required by the Active Travel Act.

## Reason for Recommendations

20. Cabinet approval is required to publish the draft Active Travel 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.
21. Cabinet approval is also required to delegate authority to the Director of Planning, Transport & Environment to make appropriate amendments to the draft Active Travel Network Map following the conclusion of the consultation and to submit the final version of the Active Travel Network Map to the Welsh Ministers for approval in accordance with the timetable set out by Welsh Government.

## **Financial Implications**

22. The financial implications arising from the public consultation of the Active Travel Network Map will be met from existing resources. The delivery of any projects arising from the implementation of the Map will be dependent on the availability of funding, which will need to be the subject of separate reports as appropriate.

## **Legal Implications (including Equality Impact Assessment where appropriate)**

23. The proposals set out in this report are governed by the provisions set in the Active Travel (Wales) Act 2013. The aim of the Active Travel legislation and related policies is to promote more sustainable forms of transport amongst the population, such as walking and cycling, for short journeys and non-recreational purposes. The aims and objectives being to improve the health and well-being of local residents and their access to key facilities and services, as well as reduce congestion and improve local air quality.
24. Paragraph 9 of the body of the report sets out the requirement for Cardiff Council to consider active travel routes and demonstrate continuous improvement in delivery of active travel. The Active Travel (Wales) Act 2013 places a duty on Cardiff Council to review and to resubmit every 3 years their active travel routes i.e. the Existing Route Map (ERM), which sets out existing active travel routes, and Integrated Network Map (INM), which sets out future plans to develop active travel to the Welsh Ministers. Legal Services are instructed that the deadline to resubmit the active travel routes for approval by the Welsh Government is 31<sup>st</sup> December 2021.
25. The report refers to a public consultation exercise being undertaken in relation to the draft active travel maps. It should be noted that any 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 as a consultation exercise gives rise to the legitimate expectation that due regard will be given to the outcome of the consultation in determining the way forward. There is a requirement that the consultation should last for a minimum of 12 weeks as recommended by Welsh Government guidance. Cardiff Council is required to submit evidence of the consultation that the Council has undertaken in producing the maps.
26. In considering whether to approve the network maps the Welsh Government will take into account a number of factors, such as: - i) whether appropriate consultation, in line with Welsh Government guidance, has been conducted; ii) whether the routes and facilities shown on the map are in line with Welsh Government guidance and the Design Guidance (for example, that routes that are not to the design

standard are noted as such and that there has been appropriate network planning and destination planning); and; iii) whether the form of the map is in line with Welsh Government guidance.

27. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give 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. The protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief.
28. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers ([WG42004 A More Equal Wales: The Socio-economic Duty Equality Act 2010 \(Gov.wales\)](#)) and must be able to demonstrate how it has discharged its duty.
29. An Equalities Impact Assessment aims to identify the equalities implications of the proposed decision, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment (**see draft in Appendix D**).
30. The Well-Being of Future Generations (Wales) Act 2015 ("the Act") places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
31. In discharging its duties under the Act, the Council has set and published wellbeing objectives designed to maximise its contribution to achieving the national wellbeing goals. The wellbeing objectives are set out in Cardiff's Corporate Plan 2021-2.
32. The wellbeing duty also requires the Council to act in accordance with 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without comprising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
  - Look to the long term
  - Focus on prevention by understanding the root causes of problems

- Deliver an integrated approach to achieving the 7 national well-being goals
  - Work in collaboration with others to find shared sustainable solutions
  - Involve people from all sections of the community in the decisions which affect them
33. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>
34. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report and Equality Impact Assessment deals with all these obligations. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.
35. 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.
36. Cabinet must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to the Council. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Council Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances

### **HR Implications**

37. There are no direct HR implications for this report

### **Property Implications**

38. This report does not contain any direct property decisions or recommendations. However subject to the outcome of the consultation exercise and resulting agreed active travel network scheme, may require at a future date, relevant or related land and property transactions.

39. Strategic Estates should continue to be included as part of the project team in order to provide professional advice in regards to land and property, and also to undertake any necessary transaction applicable to the scheme, in line with the Council's constitution and delegated authority regulations.

## RECOMMENDATIONS

Cabinet is recommended:

40. To approve the consultation plan to undertake a statutory 12-week consultation on the Draft Active Travel Network Map.

41. To delegate authority to the Director of Planning, Transport & Environment to consider the feedback to the consultation on the draft Active Travel Network Map and approve any amendments thereto that are considered appropriate.

42. To delegate authority to the Director of Planning, Transport & Environment to submit the final version of the Active Travel Network Map to the Welsh Ministers for approval in accordance with the timetable set out by Welsh Government

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| <b>SENIOR RESPONSIBLE OFFICER</b> | <b>Director Name</b><br><b>Andrew Gregory</b><br><b>Director Planning, Transport and Environment</b> |
| Paul Carter<br>Head of Transport  | Date submitted to Cabinet office<br>17 <sup>th</sup> June 2021                                       |

*The following appendices are attached:*

- Appendix A Draft Active Travel Network Map
- Appendix B Draft Schedule of Schemes
- Appendix C Active Travel Network Map Engagement Plan
- Appendix D Draft Equality Impact Assessment