Cumbria County Council

LOCAL CYCLING AND WALKING INFRASTRUCTURE PLAN TECHNICAL REPORT

Workington

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JULY 2022

PUBLIC

Cumbria County Council

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CONTENTS

APPENDICES

1 STAGE 1: DETERMINING SCOPE

1.1 BACKGROUND

1.1.1. It is the ambition of Cumbria County Council to get more people cycling and walking in Cumbria and that cycling and walking should be the natural choice for everyday short journeys. Cycling and walking more often is good for our health and wellbeing, the environment and the local economy.

1.1.2. During the height of the Covid-19 pandemic, less traffic on our roads resulted in cleaner air and quieter streets, transforming the environment in our towns and cities. Because of this, lots of people discovered, or rediscovered, cycling and walking as a means for exercise and travel. We now have an opportunity to help maintain this interest and ensure people have the choice to take short journeys on foot or by bike, rather than use their cars. The proven way of encouraging more of us to walk and cycle is by providing routes that are coherent, direct, safe, comfortable, and attractive.

1.1.3. To encourage active travel, the County Council has established a Cycling and Walking programme to identify, develop and secure funding to deliver infrastructure improvements. A key component of this programme is the development of Local Cycling and Walking Infrastructure Plans (LCWIPs) which will identify and prioritise future improvements to the local cycling and walking network over the next 15 years. LCWIPs are being developed in Barrow-in-Furness, Carlisle, Kendal, Workington, Whitehaven and Penrith. The Council has complementary workstream looking at cycling and walking in five strategic corridors around the County, aligned to the National Cycle Network. These corridors look to connect places and people and provide longer distance routes to support the cycling and walking sectors of the Cumbrian Tourism economy.

1.2 LCWIP PROCESS

1.2.1. Local Cycling and Walking Infrastructure Plans (LCWIPs) are a strategic approach to identifying cycling and walking improvements required at a local level. They enable a long-term approach to developing networks and routes and form a vital part of the Government's strategy to increase the number of trips made on foot or by cycle. LCWIPs will be instrumental in leveraging funding from national and local funding streams.

THE LCWIP PROVIDES:

- Plans of the proposed priority networks showing the most important routes and zones for further development, targeting short journeys (to school, work etc).
- A prioritised programme of infrastructure improvements for future development.
- This LCWIP report, setting out the evidence and work completed to support the development of the Plan.
- A basis for securing government funding or developer contributions.

THE LCWIP DOES NOT PROVIDE:

- Exact details of the improvements on each route (these details will be developed as funding comes forward and will be subject to further consultation).
- Specific timeframes for when routes will be delivered.
- Guaranteed funding for delivery, although it will put us in the best possible position to secure funding.
- Network planning for long distance routes.

1.2.2. For Workington, this process and the resulting outputs will represent an evidence-based approach to focus future investment where the most benefit can be realised, over a 15 year period to 2037.

1.2.3. The geographical extent of this LCWIP focuses on the urban area of Workington where there is the greatest potential to get more people cycling and walking for short journeys. The LCWIP also includes the longer distance connections into Workington from outlying settlements such as Flimby, Seaton, Bridgefoot, Distington and the Lillyhall Industrial Estate.

1.2.4. The government has published guidance on the preparation of LCWIPs, setting out the following six stage process:

- **Stage 1: Determine the scope** – establish the geographical context and arrangements for governing and preparing the plan.
- **Stage 2: Gathering information** – identify existing walking and cycling patterns and potential new journeys. Review existing conditions and identify barriers to walking and cycling. Review related transport and land use policies and programme.
- **Stage 3: Network planning for cycling** – identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the improvements required.
- **Stage 4: Network planning for walking** – identify key trip generators, core walking zones and routes, audit existing provision and determine the improvements required.
- **Stage 5: Prioritising improvements** – prioritise improvements to develop a phased programme for future investment.
- **Stage 6: Integration and application** – integrate outputs into local planning and transport policies, strategies, and delivery plans.

1.2.5. The remainder of this document details how the LCWIP has been developed and sets out a prioritised programme for its delivery.

2 STAGE 2: GATHERING EVIDENCE

2.1 ACTIVE TRAVEL CONTEXT

THE CASE FOR WALKING AND CYCLING

2.1.1. The Department for Transport announced their Cycling and Walking Investment Strategy (CWIS) in April 2017, outlining the Government's ambition to make walking and cycling the natural choice for shorter journeys or as part of a longer journey, including the aim to double cycling activity by 2025. The benefits of achieving this outcome would be substantial, supporting public health and wellbeing, more vibrant towns and public spaces, and low carbon travel patterns becoming commonplace. In order to help local bodies that are interested in increasing cycling and walking in their local areas, the DfT published guidance on the preparation of Local Cycling and Walking Infrastructure Plans (LCWIPs) in April 2017.

2.1.2. In early 2020 the Government launched Gear Change: A Bold Vision for Cycling and Walking, announcing a £2bn plan to make England a great walking and cycling nation. The document identified four key themes central to achieving this:

- Better streets for cycling and people;
- Putting cycling and walking at the heart of decision making (transport, place-making, and health policy);
- Empowering and encouraging local authorities - £2bn of dedicated new investment funding only schemes that meet the new standards; and
- Enabling people to cycle and protecting them when they do through changes to the highway code.

2.1.3. This was supported by New Design Guidance - Cycle Infrastructure Design (Local Transport Note 1/20) (July 2020) which set out the framework for cycling to play a far bigger part in our transport system with the quality of cycle infrastructure to sharply improve to be consistent with national guidance. Routes should be:

- Coherent - part of a wider strategic network that provide access to key destinations;
- Direct - reach their destination as directly as possible;
- Safe - of a high quality and designed to standards that meet safety requirements;
- Comfortable - accessible and attractive for all abilities; and
- Attractive - contribute to good urban design by integrating with and complementing their surroundings.

2.1.4. The Government has an ambitious plan to accelerate the decarbonisation of transport. The Transport Decarbonisation Plan (TDP) sets out what government, business and society will need to do to deliver the significant emissions reduction needed across all modes of transport, putting us on a pathway to achieving carbon budgets and net zero emissions across every single mode of transport.

2.1.5. In 2017 Cumbria County Council, together with Cumbria's district councils, national parks, cycling bodies and highways partners endorsed the Cumbria Cycling Strategy. The Strategy sets the context for the development of cycling in Cumbria in the 5 year period to 2022. A key objective is to improve the county's infrastructure and Cumbria County Council is committed to taking the lead on this aspect.

2.1.6. The Cumbria Transport Infrastructure Plan (CTIP), developed by County Council and Cumbria Local Enterprise Partnership (CLEP), supersedes the Cumbria Cycling Strategy and updates the local strategy context for cycling and walking in Cumbria for the period 2022-2037, The CTIP supports the need for greater levels of walking and cycling in Cumbria, and affirms the County's commitment and ambition in relation to active travel. Increased levels of active travel are particularly recognised as being an essential requirement in order to meet the CTIP Objective of Clean & Healthy Cumbria.

2.1.7. Within Workington there are clear opportunities to better connect people and places with targeted investment in active travel infrastructure. Cumbria County Council shares the CWIS ambition to provide more direct, convenient, safe, and attractive options for local journeys, as demonstrated in the CCS.

CREATING ATTRACTIVE PLACES TO LIVE AND WORK

2.1.8. The CLEP's Industrial Strategy recognises the potential of active travel to enhance not only the tourist economy but also in creating attractive places to live and work. The Strategy sets out a priority to secure the walking, cycling, local highway and public transport improvements that help people better access jobs, training, services, and visitor destinations.

2.1.9. Allerdale has an estimated population of 97,831 (2020 estimate, Cumbria Observatory.org.uk) and there are around 44,084 people within the LCWIP study area. Approximately 40,700 (aged 16-64) are employed in Allerdale, and there are 3,540 businesses located throughout the District. GVA per capita is lower than the average for the County, however, median annual resident salaries are greater in Allerdale than they are in Cumbria. This is mainly due to the presence of Sellafield in the neighbouring district of Copeland. The borough accounts for 19% of all employment in Cumbria and is a key part of the Cumbrian economy. A significant proportion of Allerdale's employment is concentrated in the LCWIP study area, primarily within Workington itself.

2.1.10. The coastal town of Workington is the main retail centre for west Cumbria. Washington Square is an award-winning pedestrianised £50m mixed-use complex which opened in 2006. Holmen Iggesund's Workington Mill employs 400 local people and is the only mill in the UK manufacturing virgin fibre folding boxboard. Other notable employers include New Balance, based in Flimby, and Amcor which is situated within the Salterbeck Trading Estate.

2.1.11. Investment in the streets where people reside and work can improve the attractiveness and desirability of such places. . Improvements in the streetscape could encourage more people to walk in and interact with their surroundings, promoting journeys on foot, generating a greater sense of pride in their town and increasing wellbeing.

SUPPORTING HEALTH, WELLBEING AND ACCESS FOR ALL

2.1.12. Active travel can play a crucial role in supporting public health and wellbeing. It is one of the simplest and most effective ways to enable adults and children to meet recommended levels of physical activity. A lack of physical activity is the cause of one in six deaths in the UK and costs the country an estimated £7.4bn per year.

2.1.13. Active Cumbria (2022) reported that 21% of people (aged 16+) in Allerdale are inactive, while just 1.6% of adults cycle and 12.2% walk for travel at least 3 days per week – below the national averages of 2.3% and 15.1% respectively. Inactivity is calculated to cost Allerdale £1.7m per year. Cumbria County Council are encouraging more people to be active as well as using sport and physical activity to help address health inequalities, contribute positively to the economy, and raise the profile of the area.

2.1.14. The health and wellbeing importance of travel is a core component of the Cumbria Joint Public Health Strategy. This highlights how transport is critical to enable people to access goods and services that are important for health and wellbeing, to encourage physical activity through promoting regular walking or cycling and to tackle climate change and improve air quality.

2.1.15. Focussing on inclusive design and ensuring Cumbria's active travel networks are accessible for all will be important when developing and delivering schemes through the LCWIP process.

2.1.16. The LCWIP also has a vital role to play in creating longer term behaviour change well beyond its 15-year delivery plan. European countries such as the Netherlands have only been able to facilitate mass cycling (27% of all trips are undertaken by bike) though long term investment (The Dutch 'cycling revolution' can be traced back to a targeted political response in the 1970s). This has engendered generational change to the point where the bicycle is the clear mode of choice for journeys between 2km to 7km.

2.1.17. The Workington LCWIP, supported by local and national policy, guidance, and funding, presents an opportunity to start the process of creating real change for generations to come.

RESPONDING TO THE CLIMATE CRISIS

2.1.18. The Cumbria Zero Carbon partnership was established in January 2021 and aims for a carbon neutral Cumbria by 2037. Decarbonising the impact of transport is key to achieving this and more cycling and walking will form part of the approach.

2.1.19. Cycling and walking has a much lower carbon footprint compared to other forms of transport. Transport is the largest emitting sector of greenhouse gases, producing 27% of the UK's total emissions in 2019 – 61% of this from cars and taxis. The Zero Carbon Partnership recognises the need for a holistic approach to reducing the County's carbon emissions and that everyone in the County needs to work together and do their part in order to achieve neutrality. Embedding generational behaviour change through an incremental shift to active modes is likely to be a key part of this and is essential in order to enable future generations to live sustainably.

2.1.20. The Workington LCWIP will help to address local air quality issues by improving infrastructure for non-motorised users. Every year Allerdale Borough Council carries out a review and assessment of air quality against national objectives set by the UK Government. At present there are no Air Quality Management Areas (AQMA) within the borough as the objectives have consistently been achieved. If the target values were exceeded, then there would be a requirement to declare an AQMA and produce an associated Local Air Quality Action Plan.

2.1.21. Allerdale Borough Council have developed an action plan to address climate change. The current draft plan includes an objective to decarbonise transport and reduce road miles. This includes a direct link to the LCWIP, identifying that the promotion of the LCWIP and the implementation of the schemes within it is vital in order to achieve the Borough's aspirational targets.

IMPROVING THE TOURISM OFFER

2.1.22. Tourism plays a key role in Cumbria's economy, with visitors contributing £3.1bn in 2019, supporting 65,000 jobs, equivalent to 26% of Cumbria's working age population (Cumbria Tourism Strategy 2020-2025).

2.1.23. Cycling and walking investment can play a key role in enhancing the tourism offer. It can increase the number of visitors for travel around the Borough and improved connections to existing networks can provide enhanced cycling and walking experiences.

2.1.24. Workington is an ancient market town and industrial town at the mouth of the River Derwent. Its location on the west coast means that Workington is well placed for access to the western Lake District and to various costal routes, as well as being an attractive destination in its own right.

2.1.25. In particular, the town is part of the 'C2C' or 'Sea to Sea' cycle route, which is the UK's most popular challenge cycle route. Workington is considered as one of the starting points to this route (with Whitehaven being the other), ending in either Tynemouth or Sunderland on the east coast.

2.1.26. Hadrian's Wall Cycleway also follows the same route through Workington, with the two routes splitting off from one another just north of the River Derwent.

2.1.27. The C2C / Hadrian's Cycleway runs though the centre of the town in a north / south alignment and the LCWIP Priority Cycle Network takes advantage of this existing 'spinal' route, proposing various enhancements and new routes extending from it to connect across the town.

2.1.28. Workington is a tourist destination in its own right, with a number of heritage and cultural attractions such as the Helena Thompson Museum and Workington Hall, as well notable churches; connectivity to these local destinations is also a key objective of the study and the resultant network.

IMPROVING ACCESSIBILITY AND SOCIAL INCLUSION

2.1.29. Five of the 27 Lower Super Output Areas (LSOAs) within the Workington LCWIP study area rank within the top 10% most deprived in the UK, primarily located in the more densely populated urban areas around Workington itself. These LSOAs are located in Moorclose (east), Moss Bay (north and south) and St. Michael's (central, north, and east).

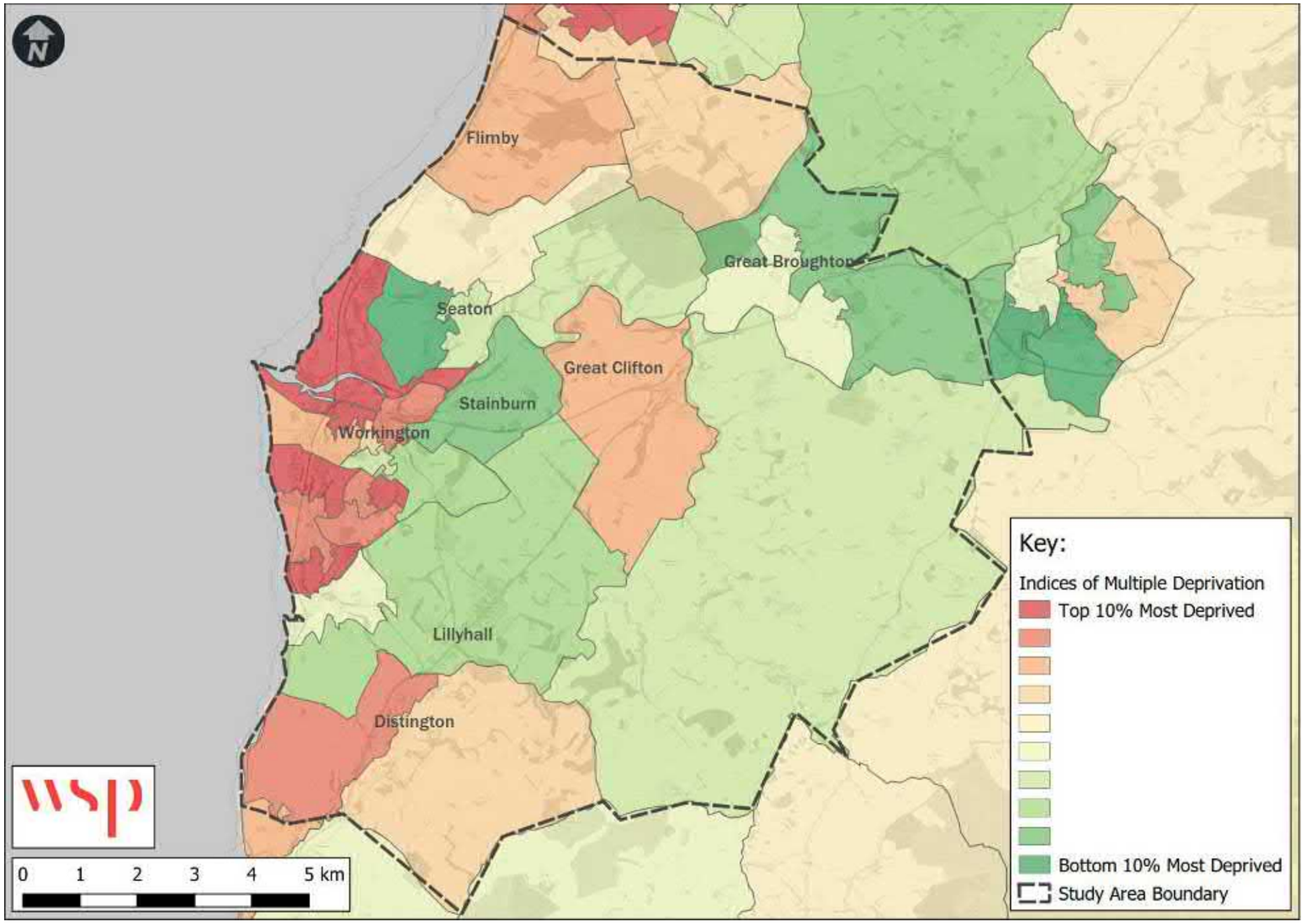
2.1.30. A further eight LSOAs rank in the top 30% most deprived nationally, and include Workington town centre, Flimby, Distington and Bridgefoot (as shown in Figure 2.1).

2.1.31. Almost 25% of households in the Workington LCWIP study area are without access to a car or van (Census 2011). Residents can suffer from social exclusion and transport poverty, struggling to access employment and education opportunities, key services, and facilities, as well as being isolated from support networks.

2.1.32. Cycling, and walking in particular, are generally affordable and natural modes of transport that can be made accessible to the vast majority of people. Enabling a greater number of people to walk and cycle to the locations they need to travel to can have significant benefits not just in regard to health, wellbeing, and for the environment, but also in enabling social inclusion, helping connect people to jobs, education, and each other when other modes of transport aren't feasible options. There are very clear and strong opportunities to promote social inclusivity through improved active travel connections.

2.1.33. For those with a car, this can become the default mode of travel for all journeys, resulting in congestion and health issues that could be avoided by using another mode. A high quality network maximising the opportunities offered by the town could also help encourage reduced reliance on the car as mode of travel and a shift to walking and cycling for shorter journeys.

Figure 2.1. Indices of Multiple Deprivation (IMD)



2.2 NATIONAL AND LOCAL POLICY CONTEXT

2.2.1. There are clear opportunities to support environmental, health, social, economic, and sustainable mobility goals that better connect people and places with targeted investment in active travel infrastructure. This is evident in both national and local policy that has guided and shaped the Workington LCWIP process. A summary overview is provided below.

NATIONAL CONTEXT

Gear Change: A bold vision for cycling and walking (DfT 2020)

2.2.2. Sets out Government's vision for delivery of far higher quality cycling infrastructure, focusing on segregated cycle routes with local authorities being expected to deliver a step change in the Level of Service for cycling and walking. It establishes "Active Travel England" that will assess local authorities' performance on active travel, with findings influencing the funding authorities receive across all transport modes. The accompanying Local Transport Note 1/20 Cycle Infrastructure Design sets out new ambitious cycle design standards.

Cycling and Walking Investment Strategy (DfT 2017)

2.2.3. Aims to make active modes a natural choice by 2040. Locally targeted investment via LCWIPs assist to connect people with places – creating vibrant, healthier, and productive places and communities.

Future of Mobility: Urban Strategy (DfT 2019)

2.2.4. Nine principles to address the challenge of transforming towns and cities to meet current and future transport demands. Includes the principle that 'walking, cycling and active travel must remain the best option for short urban journeys.

UK Net Zero Target 2020

2.2.5. This national target, set by the Government in 2019, will require the UK to bring all greenhouse gas emissions to net zero by 2050, compared with the previous target of at least 80% reduction from 1990 levels.

Everybody Active, Every Day (Public Health England 2014)

2.2.6. Indicates how the built and natural environment impact on the travel choices people make and highlights the necessity for effective urban design and transport systems which create 'active environments' to promote walking, cycling and more liveable communities.

Clean Air Strategy (DEFRA 2018)

2.2.7. Outlines how achieving modal shift is key to delivering emissions reduction. LCWIPs have a part to play in tackling the climate emergency by reducing emissions through the delivery of walking and cycling options for journeys.

Inclusive Transport Strategy (DfT 2019)

2.2.8. An inclusive transport system must provide inclusive infrastructure, with streetscapes designed to accommodate the needs of all travellers. LCWIPs identify improvements to build active travel networks and key routes fit for all users.

LOCAL CONTEXT

2.2.9. Local policy relating to walking and cycling is contained in a range of documents, outlined below. These policy documents show a strong level of support for cycling and walking. Several documents are currently being developed and/or reviewed, making this an ideal time to bring forward and integrate further cycling and walking proposals.

2.2.10. Key local policy documents include:

- Cumbria Transport Infrastructure Plan (2022-2037)
- Cumbria Local Industrial Strategy (2019)
- Cumbria Cycling Strategy (2017-2022)
- Allerdale Local Plan (2011-2029)
- Copeland Local Plan Publication Draft (2021-2038)
- Economic Recovery Plan (2020)
- Destination Borderlands and the Borderlands Growth Deal (2021-2031)
- Cumbria Rural and Visitor Economy Growth Plan (2017)

2.2.11. Key relevant themes emerging from local policy are set out on the following pages.

Policy support for cycling and walking

2.2.12. There are strong levels of support for walking and cycling in existing local policy. Policy S16 – *Town Centre and Retail* as set out in the Allerdale Local Plan (part 1) states that the Council will promote the accessibility of towns and villages and support the improvement of the cycle and footpath network. Policy S21 – *Developer Contributions* enables the Council to seek developer contributions for the upgrades and extensions to the pedestrian and cycle routes that are required to serve and mitigate the impacts of new development. Policy S22 – *Transport Principles* seeks to ensure that provision is made for pedestrians and cyclists to be given the highest priority within town centres and new development. Policy S24 – *Green Infrastructure* refers to the creation of new and enhanced links and corridors between towns and settlements such as cycleways and footpaths.

2.2.13. The Cumbria Transport Infrastructure Plan (CTIP) recognises the role the active travel schemes can play in supporting the local economy, improving health, and access to education, employment and services. The Plan positions active travel centrally in the aim to develop a clean and healthy Cumbria, highlighting the key role it can play in transport decarbonisation and promoting physical and mental health.

Growth areas and local plan designations

2.2.14. The Local Plan sets out housing and employment growth areas in Allerdale which should be considered when developing active travel networks to ensure their sustainability. Key housing allocations in the vicinity of the Workington LCWIP study area include:

- Stainburn Road – 7.6ha / 130 dwellings;
- Main Road, Harrington – 4.7ha / 115 dwellings;
- Land off Seaton Road, Seaton – 7.03ha / 150 dwellings;
- Former Southfield School – 2.5ha / 65 dwellings;
- Whitecroft – 13.5ha / 300 dwellings;
- Land adjacent to Meadowlands – 1.3ha / 25 dwellings;
- Rose Farm – 2.8ha / 55 dwellings; and
- Rear of Marona, West Lane – 0.76ha / 10 dwellings.

2.2.15. Key employment allocations in the vicinity of the Workington LCWIP study area include:

- Land north of Port of Workington, Oldside – 9.34ha / B1, B2, B8;
- Land at Oldside – 10.36ha / B1, B2, B8;
- Land off Jubilee Road – 9.92ha / B1, B8;
- Land off Joseph Noble Road, Lillyhall East – 2.38ha / B1, B2, B8;
- Land off Hallwood Road, Lillyhall West – 9.57ha / B1, B8;
- Land north of Branthwaite Road – 17.51ha / B1, B2, B8; and
- Land at Glasson Industrial Estate – 3.54ha / B1, B8.

2.2.16. The Town Investment Plan for Workington includes the development of a multi-purpose Sports Village that will provide high quality inclusive and accessible sporting facilities for both community and professional clubs that will be sustainable in the long term. It is also proposed to develop the Workington Innovation Centre, situated just to the south of the current retail core, which will offer flexible town centre office and co-

working space for start-ups and growing businesses in west Cumbria.

2.2.17. Ensuring these new developments are well connected to the LCWIP network will be essential in order to ensure people can get to and from new areas of the town by active modes of transport.

Transport, placemaking and infrastructure schemes

2.2.18. Workington is the principal retail and commercial centre within Allerdale and west Cumbria, hosting a range of national retailers, services and facilities serving a wide catchment area.

2.2.19. This is particularly significant given the relatively rural nature of west Cumbria and emphasises the importance of ensuring there is a principal commercial centre within the region which provides a good range of operators and services which residents need.

2.2.20. A large volume of activity is currently underway around revitalising Workington, all aimed at bolstering the town's offer as a place to live, work, study, visit and invest.

2.2.21. Across these projects, there is significant investment in improving connectivity, specifically via sustainable and active modes. These proposals will be central to the development of the Workington LCWIP, as it seeks to create an integrated and connected network across the town and wider borough.

2.2.22. A summary of the key projects being led by Cumbria County Council and partners is provided below.

Allerdale Transport Improvements Study (2018)

2.2.23. The study report forms part of the Allerdale Local Plan evidence base and informs Allerdale Borough Council's Infrastructure Delivery Plan.

2.2.24. A range of sustainable transport improvements were recommended which are summarised as follows:

<u>Cycling</u>

- Develop a route between Calva Brow and Coronation Avenue;
- Provide a route along Stainburn Road;
- Formalise the use of the minor road between Stainburn and the A595;
- Develop a route between Newlands Road and Ashfield Drive South;
- Develop a route between High Harrington and Harrington Railway Station;
- Connect Mossbay Road to National Cycle Route 72;
- Install parking / storage at the Central Way car park;
- Link William Street to Workington Station Hub; and
- Connect Ellenfoot Drive to Maryport Station Hub.

<u>Walking</u>

- Develop a link between Whitecroft and Glasson Industrial Estate.

Allerdale Infrastructure Delivery Plan (2018)

2.2.25. The plan sets out the necessary infrastructure required to support the delivery of the Allerdale Local Plan (Part 2). In terms of walking and cycling improvements, the document refers to the interventions identified in the Allerdale Transport Improvements Study.

Port of Workington Masterplan

2.2.26. The masterplan scope focuses on how the Port of Workington can assume the role of a key multi-modal hub for the region while the vision is to make the Port of Workington the safest and most sustainable port possible.

2.2.27. While the masterplan concentrates on the movement of cargo rather than people, there is a desire to attract a skilled workforce, support new employment and have a positive effect on the local economy. In parallel, there's a need for investment in decarbonisation to promote clean growth and green industries.

Workington Town Investment Plan (2020)

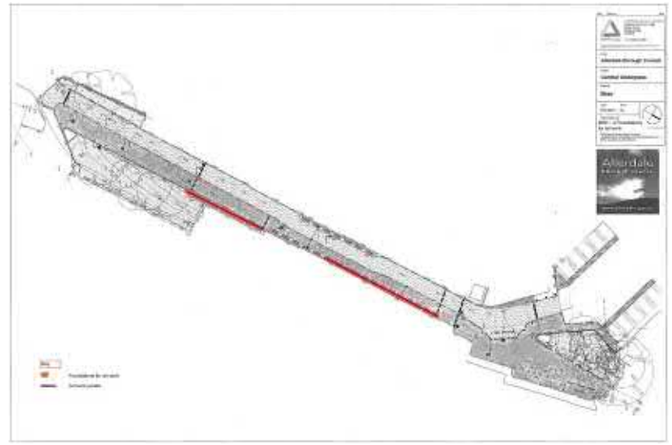
2.2.28. In March 2021 as part of the Government's budget, it was announced Workington had been successful in securing £23m from the Towns Fund.

2.2.29. The Town Deal Board have developed a series of six projects focused on providing high quality public realm, urban connectivity, and green infrastructure across the town centre. Proposals are now being developed in greater detail, likely to include:

- Improved pedestrian crossings on key highways such as Jane Street-Washington Street, better connecting heritage areas and Hall Park with the retail centre, and at the junction of the A597 and Station Road;
- Enhanced wayfinding helping to direct rail users to/from the town centre;
- A new 'gateway' to the retail core at the junction of Murray Road and Oxford Street; and
- New public realm and pedestrian improvements on Murray Road and Central Way, helping support retail footfall.

2.2.30. Work is already underway, using the Government's accelerated funding scheme, to improve the underpass and footway / cycle path on Central Way near the leisure centre.

Figure 2.2. Central Way Underpass



Levelling Up Fund

2.2.31. On June 18th 2021, Allerdale Borough Council submitted a bid to support the delivery of the Workington Gateway Project, a £9.1m scheme.

2.2.32. If funding is granted, the project will involve:

- Improvements to the Ramsay Brow / Hall Brow junction of the A66 / A596;
- Public realm works; and
- Improvements to Curwen Park's access.

2.3 EXISTING CYCLING AND WALKING TRAVEL PATTERNS

2.3.1. The levels of walking and cycling in Workington increased during the COVID-19 lockdown in Spring/Summer 2020. This was in part because roads were less busy and quieter, offering more desirable conditions for cycling. This reduction in traffic emissions also led to improvements in air quality.

2.3.2. Whilst levels of cycling and walking have since fallen back to pre-covid levels, this demonstrates that the potential for cycling and walking exists if the right conditions are put in place. The improvements to active travel infrastructure proposed in the Workington LCWIP could therefore help increase cycling and walking back to the levels observed during March/April 2020.

2.3.3. Pre-Covid Census Journey to Work data (2011) shows that approximately 66% of residents work within Allerdale itself (13,818 workers). There is, therefore, potential to encourage greater levels of commuting by bicycle. Only 8% of workers travel outside of Allerdale and Copeland for employment.

2.3.4. The LCWIP study area also attracts a number of employment trips from outside the borough, with ~4500 additional trips per day into the area; the majority of these arriving from Copeland.

2.3.5. 40% of people in the study area travel less than 5km to work (on average twenty minutes on a bike), compared with the national average of 35%, demonstrating a high potential for active mode travel choices. This is further demonstrated in that 21% of workers live less than 2km from their place of work (on average twenty-five minutes on foot), compared to the national average of 17% highlighting that walking in particular could be a more viable and attractive mode for residents.

2.3.6. Despite these short commuting journeys, 73% of residents travel to work by car, whilst 19% walk and 2% cycle (2011 Census).

2.3.7. Workington town centre is the primary destination for employment and retail/leisure purposes, attracting the greatest volume of trips from the LCWIP study area.

2.3.8. Figure 2.3 illustrates that existing levels of cycling are greatest in the coastal areas surrounding Workington. In Seaton, Camerton, and Harrington commuting by bike is much lower, estimated to be only 0-0.5% between LSOA origin-destination pairs.

2.3.9. Results are similar for walking, with the largest concentration of walking trips converging on the town centre area.

2.3.10. Topography in Workington is generally flat in the areas of greatest population, and there remains clear potential to build upon current levels of active travel to make cycling and walking more viable and attractive modes in the area for everyday journeys.

2.3.11. This is reflected in local policy and strategy, recognising the need to provide high quality safe active travel infrastructure to encourage a shift to healthy and greener modes, and to also ensure that future developments are sustainable and connected to these networks.

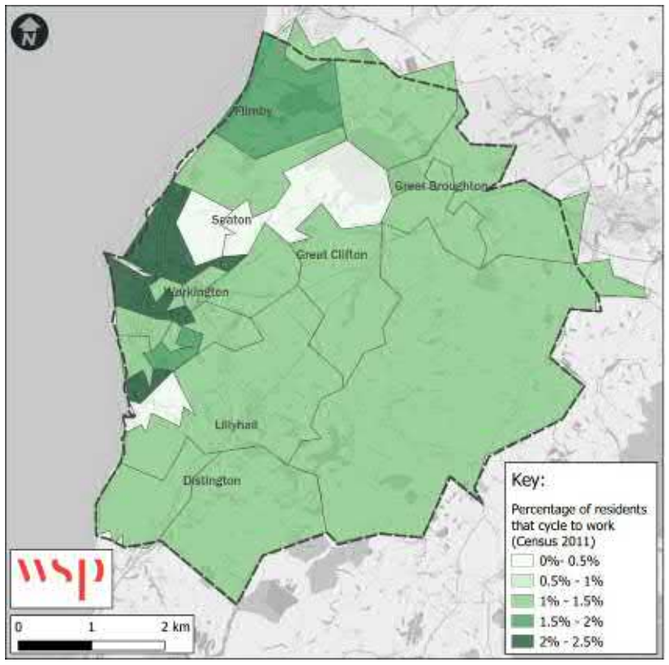


Figure 2.3. Residents who cycle to work (2011 census)

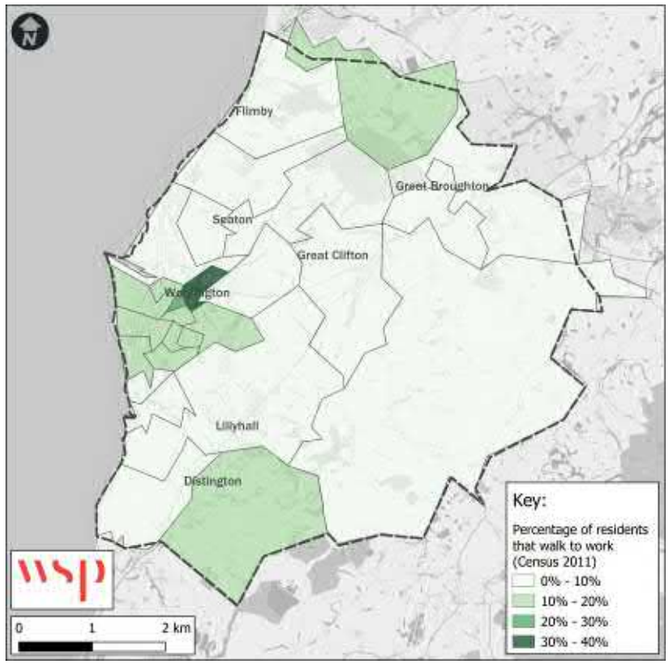


Figure 2.4. Residents who walk to work (2011 census)

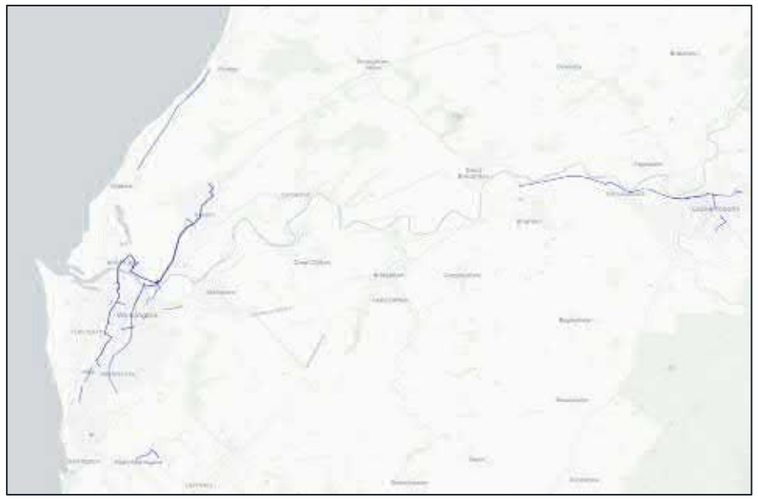


Figure 2.5. 2011 Commuter cycle flows. Increased width = higher usage (Source: Propensity to Cycle Tool)

2.3.12. Figure 2.5 shows the estimated routes taken by people cycling to work in Workington and the surrounding area in 2011, for the top 30% most cycled routes.

2.3.13. The most used routes are typically linear connections providing access to Workington from the north and south.

2.3.14. The link between Workington and Seaton, consisting of Calva Brow, Workington Road, Seaton Road and Main Road, appears to be the most popular route in all current and future scenarios in the Propensity to Cycle Tool (PCT) (see www.pct.bike for further information on the PCT). This route records less than 50 cyclists per day, reflecting the potential growth for cycling within the study area.

2.3.15. The New Bridge Road link between North Side and Workington is also shown to be a key link for cyclists, as are connections from Salterbeck to the south. National Cycle Network Route 72 is also a key route providing access from Moor Close.

2.3.16. Elsewhere, other most cycle routes include the A596 corridor between Siddick and Flimby; links within High Harrington and also the A66 corridor between Great Broughton / Brigham and Cockermouth.

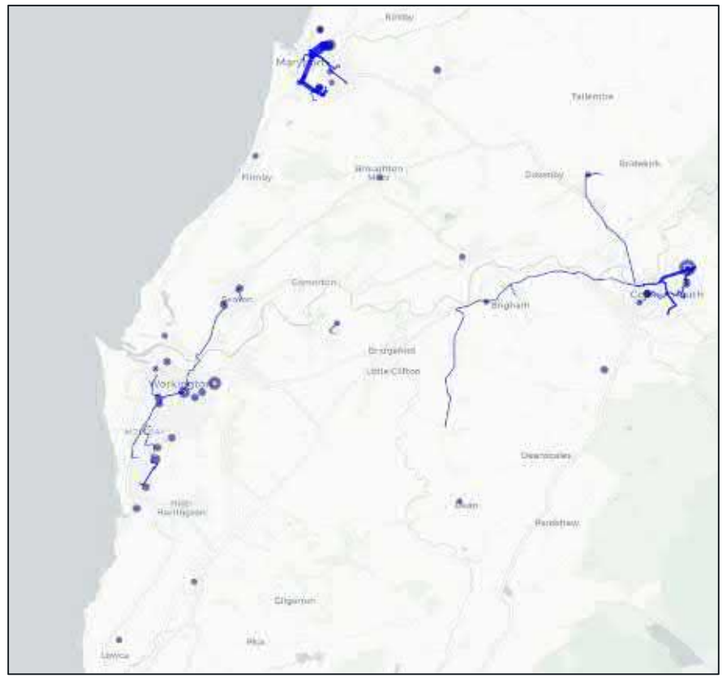


Figure 2.6. School cycle flows. Increased width = higher usage (Source: Propensity to Cycle Tool)

2.3.17. Whilst commuting trips are important, they do not represent all cycle trips. Figure 2.6 shows estimated cycle to school trips based on the 2011 school census data. Whilst the reported cycling levels are lower than the county average, the presence of several educational establishments (Stainburn School & Science College, Ashfield Junior School, St. Joseph's Business and Enterprise College, St Patrick's Catholic School, St Michael's School, Victoria Junior School, St Gregory's School, Westfield Nursery & Primary School, Northside School, Seaton CE Junior School, Seaton Academy, Southfield Technology College, St Mary's Catholic Primary School, Beckstone Primary School) demonstrates the importance and potential of connecting routes in Workington.

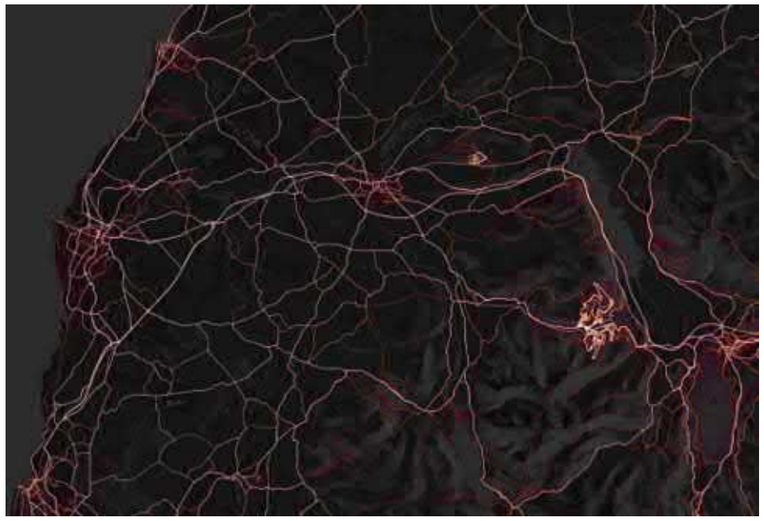


Figure 2.7. Strava cycle flows. Brighter colours = higher usage (Source: Strava)

2.3.18. Outputs from the Strava global heatmap (www.strava.com/heatmap) show anonymised data collected from people cycling using the Strava mobile app. While the results are typically skewed towards more confident sports/leisure cyclists, the results highlight the importance of the key radial routes such as the A595 and A596 corridors, and National Cycle Network Route 72.

2.3.19. Perceived and actual safety can be a barrier to taking up or continuing cycling and walking.

2.3.20. Figure 2.8 shows pedestrian and cycle casualties across the Workington LCWIP area, for the period 2017-2019. For every injury shown on the map, there will be additional injuries and near misses not reported. Table 2.1 presents this data numerically.

Table 2.1. Pedestrian and cyclist accidents by severity: 2017 to 2019

Severity	2017		2018		2019	
	Cycle	Walk	Cycle	Walk	Cycle	Walk
Slight	10	25	10	32	10	16
Serious	4	7	4	15	3	6
Fatal	0	0	0	0	0	1
Total	14	32	14	47	13	23

2.3.21. The data shows that over the three-year period there was one fatal and 28 serious collisions involving pedestrians in the area. Eleven serious collisions involving cyclists were reported.

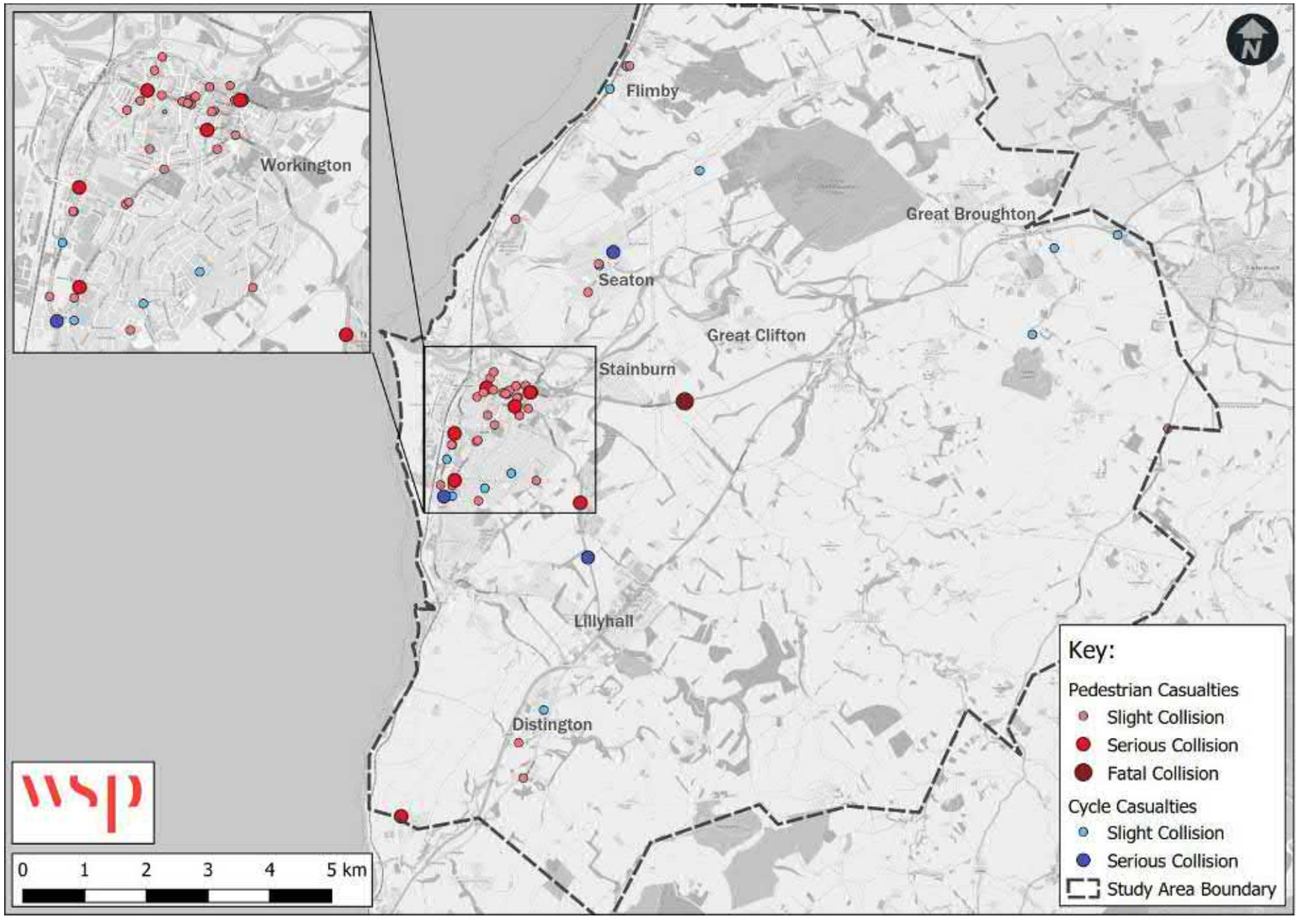
2.3.22. Plotting the location of collisions can help us to identify 'hotspots', where several incidents have been recorded in a small geographic area. This can assist with identifying those areas of the network where safety may need to be improved for pedestrians and cyclists.

2.3.23. As can be seen from the figures, 'hotspots' or 'clusters' of collisions are typically located along arterial roads or at junctions where there is a higher number of pedestrians and cyclists, namely:

- A66 Stainburn and Great Clifton Bypass, near Moor Road crossing, Stainburn;
- Oxford Street/ Murray Road junction, Workington;
- Murray Road / Finkle Street / Speedwell Lane / Pow Street, Workington;
- Ramsey Brow / Wilson Street, Workington;
- Harrington Road at Territorial Army Centre bus stop, Workington; and
- Lowther Street / Rye Hill Road junction, Flimby.

2.3.24. Improving infrastructure for cycling and walking within the study area could further reduce collisions in future.

Figure 2.8. Pedestrian & cyclist traffic casualties: 2017-19



2.3.25. Figure 2.9 shows existing active travel provision in the Workington LCWIP area. The map shows the fragmented nature of the cycle network in Workington.

2.3.26. Workington benefits from two strategic cycle links – namely NCN 71 which makes up the western third of the C2C route between Workington and Blencow (Penrith) and NCN 72 which starts in Kendal and makes its way around the Cumbrian coast via Barrow-in-Furness and Whitehaven to Silloth.

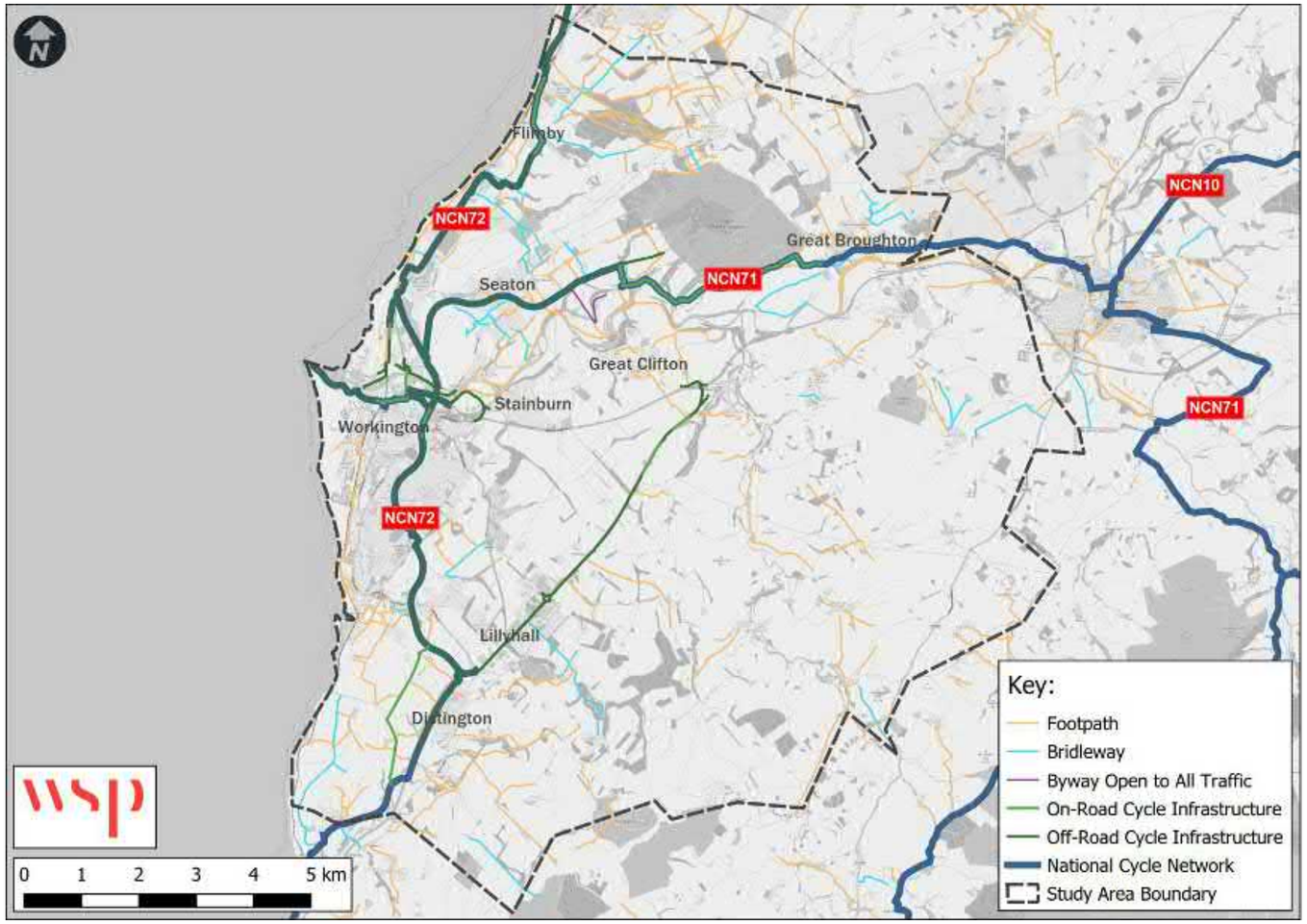
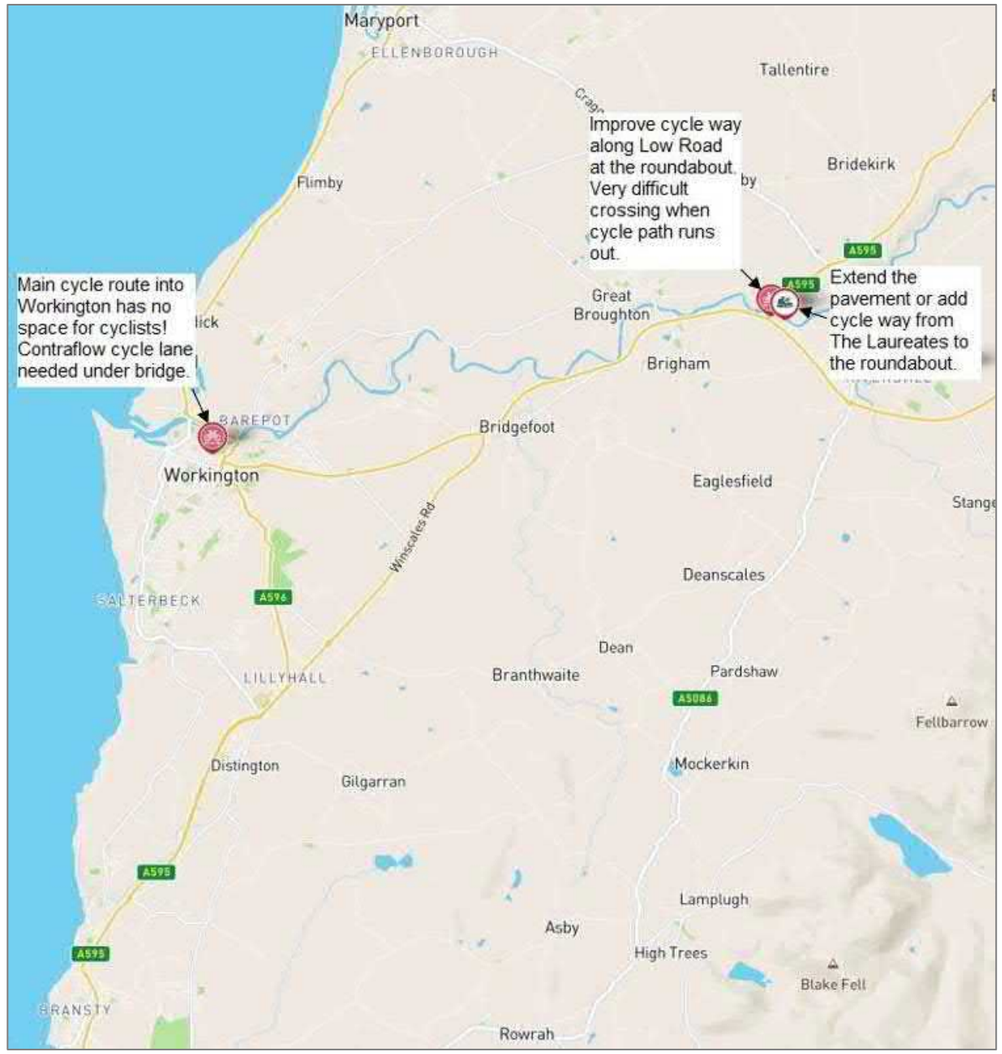


Figure 2.9. Existing and proposed cycle infrastructure

Figure 2.10. Suggestions for Improvement



2.3.27. Despite this, there is very limited existing off-road or fully segregated provision meaning that sections of these routes fall below the level of provision recommended in latest national guidance.

2.3.28. Figure 2.10 shows suggestions for improvements collated on the widenmypath.com website. Whilst the level of engagement is limited, the requests are for a contraflow cycle lane along Central Way beneath the Ladies' Walk bridge; an improved cycle way along Low Road in the vicinity of the A66 / A595 roundabout and an extension to the footway or the addition of a cycleway from The Laureats to the A66 / A595 roundabout.

3 STAGE 3: NETWORK PLANNING FOR CYCLING

3.1 CURRENT & FUTURE ORIGINS & DESTINATIONS

3.1.1. The LCWIP Technical Guidance for Local Authorities (DfT, 2017) notes that identifying demand for a planned cycle network should start by mapping the main trip origin and destination points (ODs).

3.1.2. In line with the guidance, census output areas were chosen to represent journey origins from existing residential areas. Additional origins and destinations were identified as shown in Figure 3.1, including:

- Future housing and employment sites adopted in the Allerdale and Copeland Local Plans;
- Public transport interchanges (as above);
- Principal retail areas;
- Employment concentrations;
- Large grocery shops;
- Hospitals;
- Tourist attractions; and
- Educational institutions.

3.1.3. The resultant OD Map is shown in Figure 3.1 opposite.

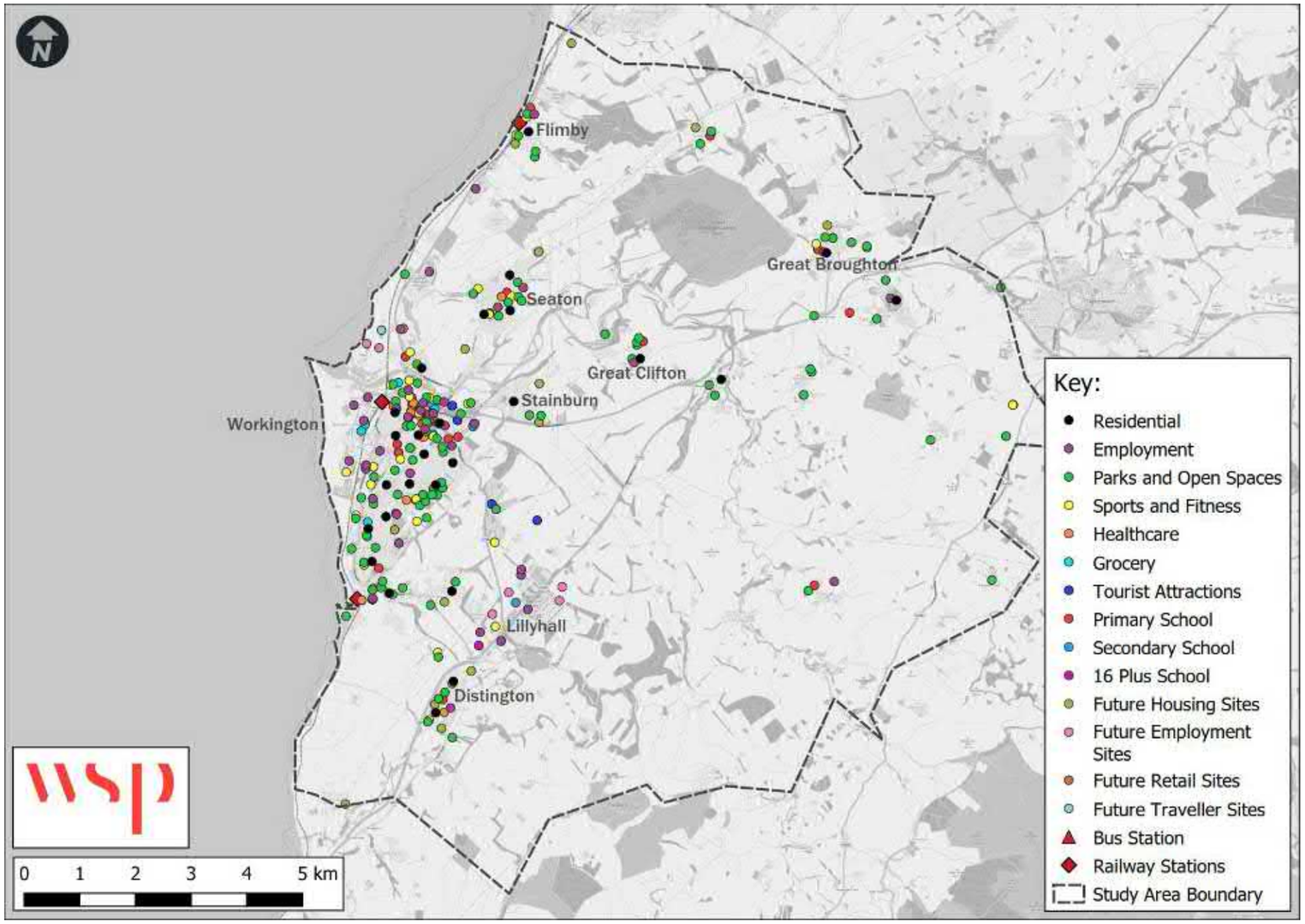


Figure 3.1. Workington OD Map

3.2 CLUSTERING & DESIRE LINES

3.2.1. The guidance recommends that trip ODs in close proximity to each other are clustered together, providing an indication of significant OD areas which will be the focus for many trips.

3.2.2. Once OD clusters were determined, desire lines between every LSOA or allocated housing site and identified cluster were mapped; the lines represent the most direct route between these points, irrespective of the existing network and barriers.

3.2.3. For ease of interpretation, desire lines were aggregated to present the top 2% desire lines. These are used as the basis to inform a schematic network, referred to as the 'Suggested Cycle Network'.

3.2.4. The OD clusters and top 2% desire lines are shown in Figure 3.2.

3.3 VALIDATION OF DESIRE LINES

3.3.1. The desire lines were validated through the use of existing data, such as the PCT and Strava, as well as through engagement with key stakeholders.

PCT: GO DUTCH SCENARIO

3.3.2. The desire lines were compared against the PCT Go Dutch scenario outputs, which presents a potential scenario of cycling demand in the future if 'Dutch style' infrastructure was available, as well as a similar attitude toward cycling. The top ten PCT outputs support the identified desire lines within the urban area of Workington, while longer distance desire lines to Flimby and Maryport are more closely aligned to leisure trips and the National Cycle Network.

3.3.3. The PCT outputs are illustrated in Figure 2.5.

STAKEHOLDER FEEDBACK

3.3.4. Two stakeholder workshops were undertaken to review and discuss the identified desire lines. The stakeholder feedback was in support of the desire lines identified, and agreed that the desire lines represented demand for travel by active modes for all trip purposes across the study area.

3.3.5. The 10 desire lines agreed upon to represent the most important connections between people and places are illustrated in Figure 3.3.

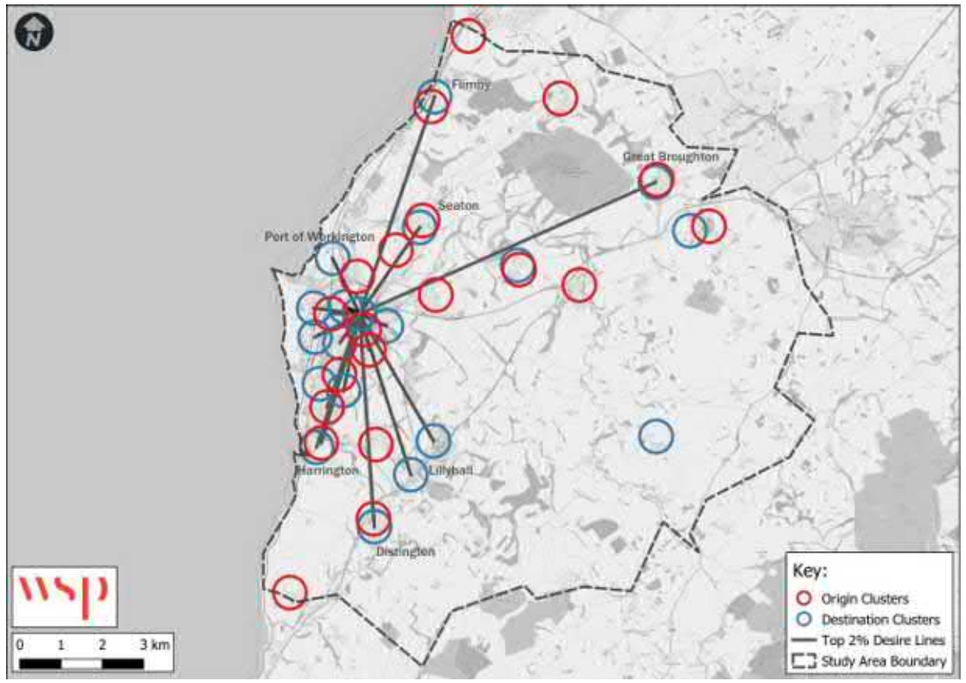


Figure 3.2. OD Clusters and Top Desire Lines

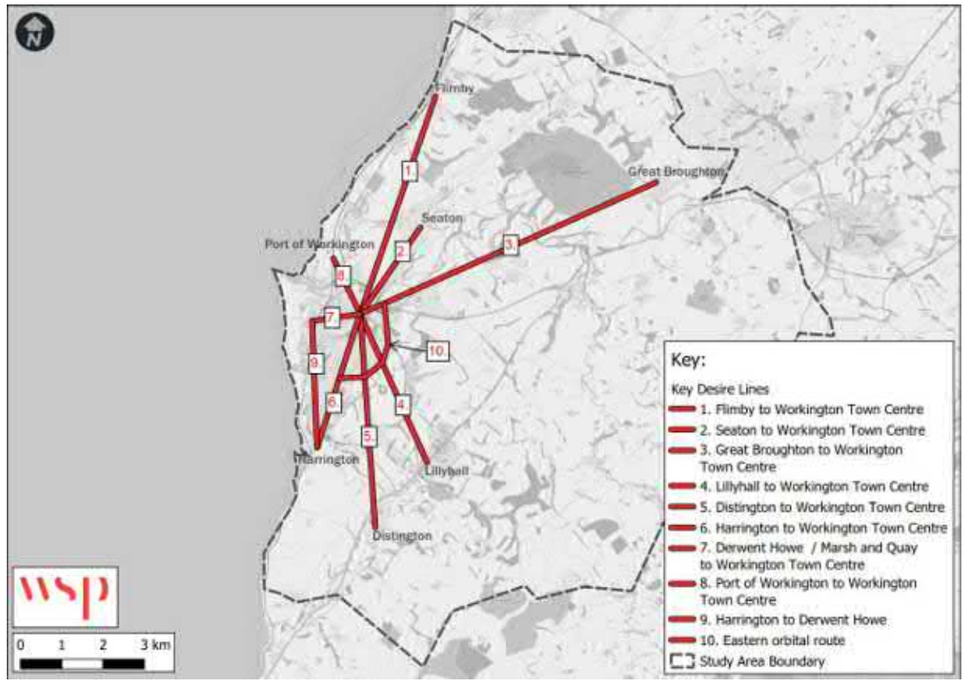


Figure 3.3: Agreed Desire Lines

3.4 ROUTE DEVELOPMENT PROCESS

3.4.1. Having determined the desire lines, the next stage of the process is to identify real world routes that can accommodate these desire lines. This could be through appropriate schemes to upgrade existing roads or paths to the latest standards, or identifying opportunities to create new routes.

PRODUCING THE SUGGESTED CYCLE NETWORK

3.4.2. The first step in the process is to identify the potential routes that might support the cycling desire lines. Potential route alignments were plotted, following the desire lines as closely as possible. The routes selected take into account existing roads, paths and structures where these are available, but do not consider the type of infrastructure that might be required to bring these up to the required standard, nor the existing constraints that might preclude this.

3.4.3. Additional links were identified using the information gathered during the Stakeholder Workshop. Stakeholders identified the town centre, transport interchanges, schools and large workplaces as some of the most important destinations which should be included within the cycle network. The draft network was refined and then agreed with the Project Delivery Group (additional details regarding the PDG can be found in Section 6).

3.4.4. The importance of each link and route needs to be understood in terms of their overall significance in the network – this will largely relate to the numbers of cyclists that each will cater for in the future. The following hierarchy was therefore applied to the links in the network:

- Primary: The primary routes are generally those which align with the agreed desire lines, and are therefore most likely to attract the highest number of cyclists. These are supplemented by forecast flows from the PCT and Strava, as well as local knowledge;
- Secondary: Secondary routes are those with lower expected flows of cyclists, generally those links that connect to specific attractors such as schools, colleges and employment sites, or which add to the 'mesh density' of the overall network;
- Leisure: these are routes that do not align specifically with specific destinations, but are important routes in their own right for leisure purposes, which is a vital part of the Cumbrian economy.

3.4.5. This network is referred to as the 'Suggested Cycle Network', and is the basis of any further route identification work – both that presented here and any carried out as the LCWIP evolves. The routes displayed in the Suggested Cycle Network are those that cyclists would likely wish to use if the right infrastructure for the conditions could be provided, and should always be considered as the first option for any route alignment, with other options identified using the DfT's Route Selection Tool (RST) or similar.

3.4.6. The resultant Suggested Cycle Network is shown in Figure 3.4, with a high resolution image included in Appendix A.

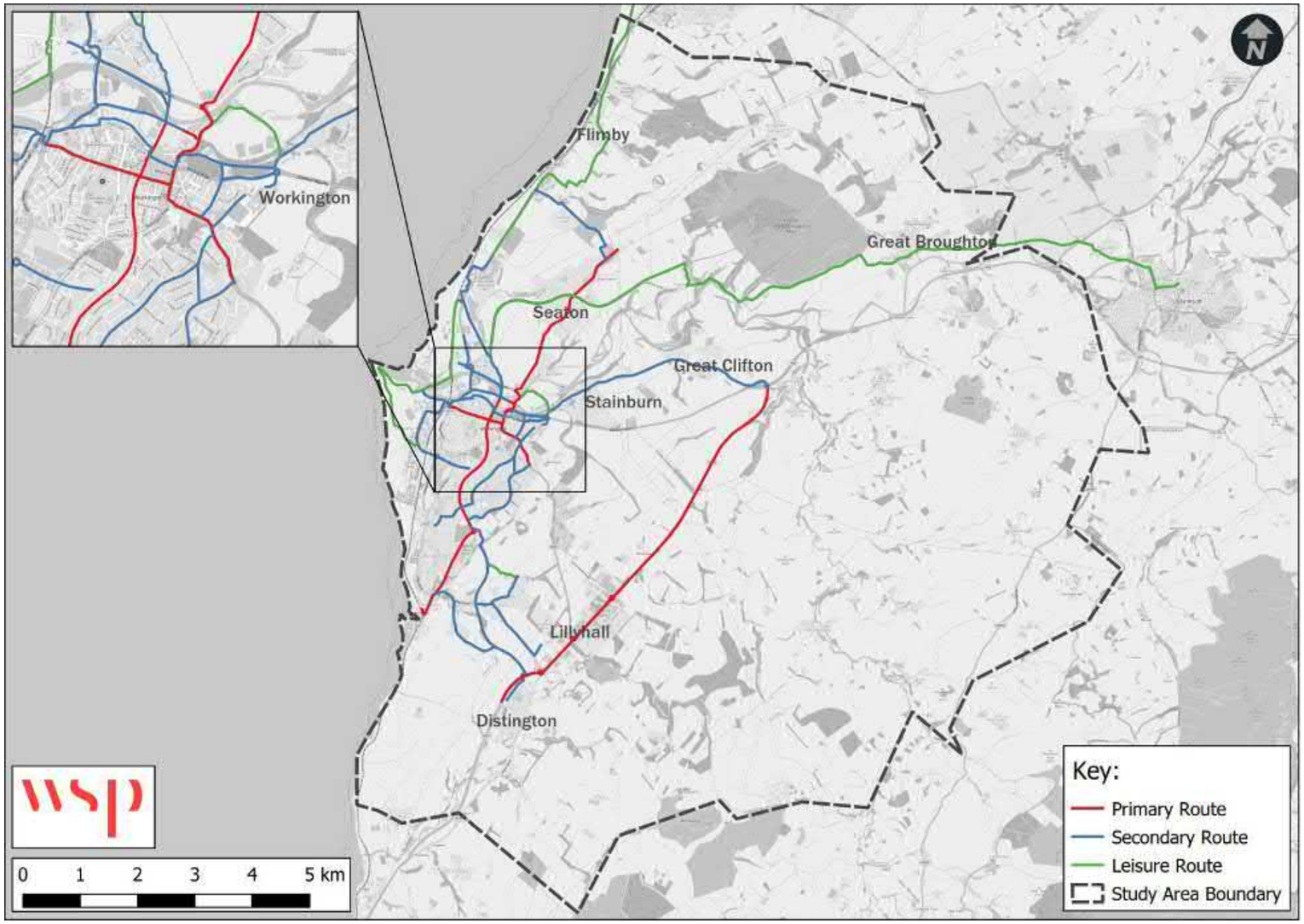


Figure 3.4. Workington Suggested Cycle Network Map

3.5 PRODUCING THE PRIORITY CYCLE NETWORK

3.5.1. Whilst the Suggested Cycle Network presents the basis for a network were money and acceptability of the associated proposals required no object, there is no surety that any of the routes can be delivered without additional consideration of the feasibility of each route.

3.5.2. The LCWIP guidance sets out the process that should be followed in order to determine whether a route can feasibly be made suitable for cycling (i.e. complies with the latest design standards) and therefore should be included in the final cycling network plan and prioritised programme of infrastructure improvements for future investment. This process is illustrated in Figure 3.5.

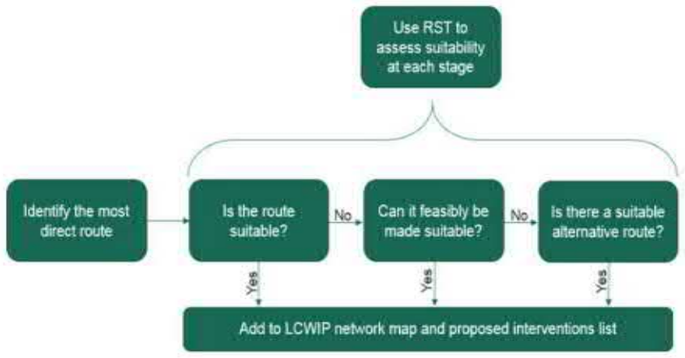


Figure 3.5. Route Selection Process

3.5.3. Ideally, the DfT's Route Selection Tool (RST) should be used to assess the suitability of each route, identify the potential interventions required to make the route suitable, and consider alternative route choices where the route cannot be made suitable. However, this is a time consuming process, and to undertake this process fully for each route identified in the Workington suggested cycle network is not considered feasible.

3.5.4. Alternatively, CCC have initially engaged with key internal and external stakeholders in various forums, including officers and elected members, in order to agree a consensus on which routes may or may not be feasible. This engagement has broadly taken the approach outlined in the DfT's Early Assessment and Sifting Tool (EAST), considering factors such as:

- Identified problems and objectives of the option;
- Degree of consensus over outcomes;
- Expected Value for Money (VfM) Category;
- Implementation timetable;
- Public acceptability;
- Practical feasibility;
- Affordability; and
- Where is funding coming from?

3.5.5. Each targeted stakeholder engagement session also considered whether a route could adequately meet the five core design principles: Coherent; Direct; Safe; Comfortable and Attractive. This high-level consideration is based on the criteria for each core design principle given in the RST, which include:

- Directness compared to likely alternative;
- Gradient of the route;
- Traffic volume and speed and the need to segregate;
- Connectivity of the route;
- The potential of the route to support high quality infrastructure; and
- The number of changes required to junctions along a route.

3.5.6. This initial sifting process resulted in the production of the Workington Priority Cycling Network, which was subsequently presented to the public as part of the first round of public engagement.

3.6 ENGAGEMENT & CONSULTATION: CYCLING

3.6.1. Public consultation has played a key part of the development of the Workington LCWIP with the presentation of draft priority networks and improvements to seek feedback to inform the development of the LCWIP and ensure the plan has public support.

3.6.2. Public consultation took place in two distinct stages. These were:

3.6.3. Public consultation took place in two distinct stages. These were:

- Stage 1: 14th July and 6th August 2021; and
- Stage 2: 4th February to 25th February 2022.

3.6.4. The consultation reports following the respective consultation phases can be found at https://cumbria.gov.uk/planning-environment/cyclingandwalking

3.6.5. Stakeholder engagement has been undertaken throughout the development of the LCWIP with key stakeholders, primarily through the LCWIP Project Delivery Group (PDG) forum. Members of the PDG are detailed in Stage 6.

STAGE 1 CONSULTATION

3.6.6. The Stage 1 consultation included a survey to obtain feedback on the developing LCWIP and to understand where people would like to see improvements. This included the presentation of a 'Draft Priority Cycling Network' and a request for where improvements to walking should be made.

3.6.7. The questionnaire was split into the following sections:

- About the respondent and their links to the area.
- Current travel behaviour (cycling and walking journeys and why these are undertaken).
- Public opinion on the current active travel infrastructure provision in Workington.
- Any barriers on active travel routes that may prevent cycling and walking.
- Finding out what would encourage modal shift to cycling or walking for short journeys.
- Open questions to provide insights on improving cycling and walking in Workington.

3.6.8. A total of **51 responses** were received to the Workington LCWIP questionnaire during the consultation period.

3.6.9. These results were considered by CCC and key stakeholders in the ongoing process of refining the Priority Cycling Network map. Not only were new routes considered as a result of this, but feedback was spatially mapped and analysed where this related to a specific place, and used as a criteria in the subsequent prioritisation of schemes (presented in Section 5 of this document).

3.6.10. Note that analysis relating specifically to walking is described in Section 4.

3.6.11. The analysis of the consultation results found that:

- More respondents walk than cycle currently (96% of respondents walk at least occasionally compared to 70% of respondents cycling).
- The majority of respondents feel that the existing walking routes and cycling routes connect with the places they wish to go to. However, this is less so for cycle routes compared with walking routes (42% disagree for cycling vs 22% for walking).
- The majority of respondents feel that the existing walking routes connect with the places they wish to go to, with 55% responding positively to this question. However, this is less so for cycling, with only 29% of respondents agreeing, demonstrating a need to better cater for cyclists.
- Over three-quarters of respondents consider that the draft priority cycling network plan either partially or fully connect with the places that people wish to cycle to (77% exactly).
- Respondents were overwhelmingly supportive about the idea of more money being spent on cycling and walking in Workington (94% would like to see this, while 6% would not).
- The main obstacles to cycling in Workington were busy roads (16 respondents), quality of routes (9) and a perceived lack of safety (8).
- 83% of respondents currently make journeys by car to places that are within walking or cycling distance (either fully or partially) – most of these being for shopping trips (19 respondents).
- Cycle routes separated from other modes of travel were seen as the most common measure that would encourage more cycling in Workington, being mentioned by 19 respondents. Meanwhile 10 respondents mentioned that direct cycle routes would be encouraging to them.
- There was some indication in the responses, that 'carrot' type measures which incentivise sustainable travel were more likely to encourage sustainable behaviour than 'stick' type measures which seek to de-incentivise alternatives (raising costs for public transport and motoring were not mentioned by many respondents as a means of encouraging walking and cycling). Higher public transport costs received two mentions between the cycling and walking responses, while higher costs of motoring was not mentioned at all as a means to encourage more walking and cycling.
- Improvements to cycling and walking routes would encourage respondents to walk and/or cycle more often than they do currently in Workington (all but four of the respondents stating they would either start walking or cycling or do so more often).

3.6.12. A 'You Said, We Did' summary of the consultation results was also produced, and published as part of the leaflet that accompanied Stage 2 of the consultation. This summarised the most common themes, and explained how these have been addressed in the development of the priority cycle network map between Stage 1 and Stage 2 of consultation.

STAGE 2 CONSULTATION

3.6.13. The Stage 2 consultation was a follow up to the Stage 1 consultation and offered a final opportunity to feedback on the proposals prior to finalising the Workington LCWIP.

3.6.14. The questionnaire asked questions targeted around specific themes, including:

- Gauging level of support for the Priority Network Plans (cycling and walking);
- Whether the network and interventions proposed would encourage the respondent to use active modes more often;
- Whether the respondent would support reduced space for cars to prioritise active modes; and
- Inviting general comments on specific parts of the network.

3.6.15. A total of 52 responses were received to the Workington LCWIP Stage 2 consultation.

3.6.16. The analysis of the consultation results found that:

- 79% of respondents strongly agreed or agreed with the Priority Cycling Network Plan;
- 71% of respondents felt that the Priority Cycling Network would encourage them to cycle more often;
- 82% of respondents strongly agreed or agreed with the Walking Network Plan;
- 83% of respondents said that they would support walking and cycling improvements even when this could mean less space for other road traffic.

3.6.17. A ‘You Said, We Did’ summary of the Stage 2 consultation results was also produced. The key themes responded to included:

- Busy Roads;
- Quality of Routes;
- Feeling Unsafe; and
- Junctions that are difficult to cross.

The Stage 2 consultation confirmed support for the networks presented and therefore no significant changes were made to the Priority Cycling Network Map as a result of the Stage 2 consultation.

3.7 FINAL PRIORITY CYCLING NETWORK PLAN

3.7.1. Following the two stages of public engagement and consultation, a **Priority Cycling Network Plan** was agreed and approved by the Workington LCWIP Project Delivery Group. This plan is presented in Figure 3.6, with a high resolution image included in Appendix A.

3.7.2. The **Priority Cycling Network** has been designed to prioritise connectivity for commuting and leisure; to help increase active travel in order reduce car journeys and help to address health inequality in Workington. The network presented provides key connections in the town, recognising that it is not possible to connect everywhere. The Plan therefore focuses on the most important routes to secure funding for.

3.7.3. The draft priority network provides connectivity from Workington town centre and railway station to key destinations including the Workington Academy, Lakes Colleges West Cumbria at Lillyhall and to nearby villages of Seaton, High Harrington, Stainburn, Great Clifton, Flimby.

3.7.4. The Workington Town Investment Plan sets out a long-term strategy for change to drive sustainable growth in the town including urban regeneration, targeting an increase in cycling and pedestrian flows facilitated by the improvements within the LCWIP.

3.7.5. The improvements would include key upgrades to encourage pedestrian and cycle movements along the Hadrian's Cycleway (NCN72) on Central Way which, in turn, will provide leisure-based route options around the edge of the town. The network also extends east along the Sea-to-Sea cycleway (NCN71), connecting to the Derwent Forest development site. As such, the NCN 72 and 71 form an important part of the cycling network for Workington.

3.7.6. The combination of new cycling routes and improvements to existing routes, alongside existing provision, will provide coherent, direct, safe, comfortable and attractive cycle network for the town.

3.7.7. The routes have been developed considering updated guidance from the Department for Transport on Cycle Infrastructure Design. The new standards of design are much higher than in the past and look to include cycle provision that is physically protected from traffic, as well as the separation of pedestrians and cyclists on main routes.

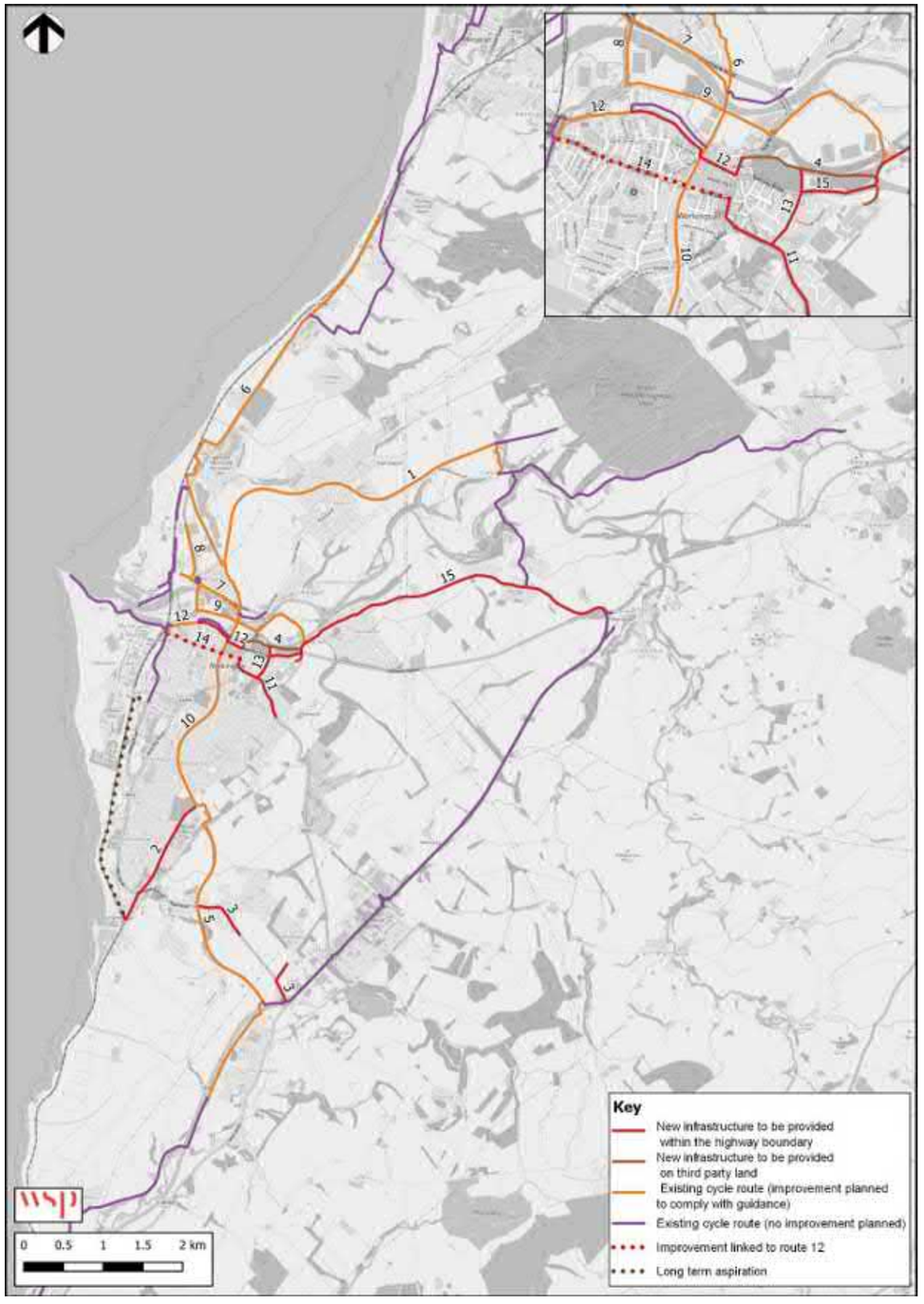


Figure 3.6. Priority Cycling Network Plan

3.8 CYCLING IMPROVEMENTS

3.8.1. The Priority Network Plan has been subdivided into a long list of improvements. While it is the intention of the LCWIP to deliver the entirety of the network, this will be subject to the availability of suitable funding opportunities. This may result in phasing or combining the delivery of improvements where necessary.

3.8.2. Table 3.1 lists each of the priority improvements identified, detailing:

- Route description – explanation of the proposal;
- Route type – infrastructure type proposed; and
- Total Cost – estimated costs within a range.

IMPROVEMENT TYPES

3.8.3. It should be noted that the improvement descriptions and type provide an indication of the type of improvement that it may be possible to deliver on each route based on the opportunities and constraints present.

3.8.4. While broad agreement has been reached over the type of infrastructure that is likely to be required to deliver the Priority Cycle Network, the network is considered to be in the earliest stages of concept design and it is acknowledged that significantly more design, assessment, and engagement work is likely to be required to bring forward any of the proposed schemes.

3.8.5. The continuation of the design process will also include refinement of the associated costs, giving a much greater and detailed understanding of the overall cost of delivery of the network, as well as the likely future operational and maintenance costs.

3.8.6. The implementation of improvements are also subject to the securing of sufficient funding.

IMPROVEMENT COSTS

3.8.7. The cost estimates presented here are in the following ranges:

- £0-£1m;
- £1m-£3m;
- £3m-£5m; and
- £5m+

3.8.8. The ranges selected can give an indication of the method of funding that may be required in order to deliver an improvement in its entirety.

Total improvement costs

3.8.9. The overall cost of the delivery of the Priority Cycling Network for Workington is currently estimated at **£44.5 million** to deliver circa **34.6km of high quality cycle routes**.

Table 3.1. Cycling Improvements

ID	Improvement Name	Improvement Description	Improvement Type	Total Cost Range
1	**Camerton via High Seaton**	Improvements to the existing shared use cycleway between Navvies Bridge and Camerton, including widening and resurfacing where appropriate.	Upgrades to existing facilities (e.g. surfacing, signage, signals)	£1m - £3m
2	**Harrington Station to NCN72**	Route linking the communities of Harrington and Salterbeck to NCN72. Several possible options including: a quiet streets approach (through traffic calming) on Church Road and Moorclose Road, an upgraded junction / crossing point across the A597, speed limit reduction to 20mph where appropriate and an off-road cycleway where verge widths allow.	New off-road cycleway (e.g. greenway, canal towpath)	£5m+
3	**A597 to Lakes College (Hallwood Road)**	Route linking Lakes College to NCN72. Explore reducing the speed limit in High Harrington to 20mph.	New off-road cycleway (e.g. greenway, canal towpath)	£3m - £5m
4	**Workington Hall to Workington Academy**	New pedestrian and cycle link from Workington Hall through Curwen Park to Workington Academy. New crossing point over Bridge Street and improved access into Workington Academy for cyclists.	New off-road cycleway (e.g. greenway, canal towpath)	£3m - £5m
5	**NCN72 Southern Section**	Minor improvements and widening to address pinch points, localised improvements to accesses, general maintenance, signage.	Upgrades to existing facilities (e.g. surfacing, signage, signals)	£0 - £1m
6	**NCN72 Northern Section**	Widening of the existing shared use path, where possible, to meet updated design standards.	Upgrades to existing facilities (e.g. surfacing, signage, signals)	£1m - £3m
7	**Northside Road**	Widening of the existing shared use path, where possible, to meet updated design standards.	Upgrades to existing facilities (e.g. surfacing, signage, signals)	£0 - £1m
8	**A596 Corridor (Asda to Tesco)**	The creation of fully segregated cycle and footways on New Bridge Road and widened shared-use path on A596 towards Asda.	New on-road segregated cycleway (permanent)	£3m - £5m
9	**Black Path**	Minor improvements to address pinch points, localised improvements to accesses, general maintenance, signage.	Upgrades to existing facilities (e.g. surfacing, signage, signals)	£0 - £1m
10	**NCN72 Central Section**	Minor improvements and widening to address pinch points, localised improvements to accesses, general maintenance, signage.	Upgrades to existing facilities (e.g. surfacing, signage, signals)	£1m - £3m
11	**Washington Street/ Guard Street to Ashfield School Links**	Uni-directional segregated cycle provision improving access and safety for cyclists between the town centre and schools in the Ashfield vicinity.	New on-road segregated cycleway (permanent)	£3m - £5m
12	**NCN71 route from Railway Station to NCN72 via Church Street and Derwent Street**	Explore light segregation on Church Street and Derwent Street together with reducing the speed limit to 20mph.	Traffic calming (e.g. lane closures, reducing speed limits)	£3m - £5m
13	**Park End Road**	The options for active travel on Park End Road will be considered in a separate feasibility study.	Low Traffic Neighbourhood / selective road closures	£0 - £1m

ID	Improvement Name	Improvement Description	Improvement Type	Total Cost Range
			(e.g. using planters, cones or similar)	
14	**Rail Station to Town Centre (Station Road, Oxford St, Jane Street)**	Potential remodelling of Falcon Street gyratory to provide segregated space for cyclists. Segregated facilities where possible along the route towards the town centre.	New on-road segregated cycleway (permanent)	£5m+
15	**Park End Road to Bridgefoot**	Shared use facility using the verges where possible. Within Great Clifton width limitations means that traffic calming in addition to reduction in speed limit could be considered.	New on-road segregated cycleway (permanent)	£5m+

3.9 ESTABLISHING CYCLING INFRASTRUCTURE IMPROVEMENT

3.9.1. The Priority Cycle Network broadly identifies the types of improvements that could be implemented. These have been considered in accordance with Local Transport Note (LTN) 1/20: Cycle Infrastructure Design, which represents a significant national shift in how cyclists are perceived and provided for.

3.9.2. LTN 1/20 is based around five overarching design principles and 22 summary principles that encompass the essential requirements to achieve more people travelling by foot or cycle for more of their trips.

3.9.3. The five core design principles are that cycle routes and networks must be:

- Coherent;
- Direct;
- Safe;
- Comfortable; and
- Attractive.

3.9.4. The principles are based on international and UK best practice and address the factors that determine whether people choose to cycle for a range of trip purposes.

3.9.5. LTN 1/20 sets out an overarching preference for segregation for cyclists from other users, recognising that bicycles have very different requirements from both motor vehicles and pedestrians. The determination of how this segregation is achieved considers factors such as traffic volume and speed, as well as the character of the street.

3.9.6. The improvements included within the LCWIP could include:

NEW ON-HIGHWAY SEGREGATED CYCLEWAY

Segregated Cycleway

3.9.7. A fully segregated cycle track usually runs at carriageway level, with a buffer between the track and the carriageway as well as the footway. The route may be next to, or sometimes completely away from the carriageway. A fully segregated track will generally offer the greatest level of service for cyclists, although they are also the most expensive option and can require significant changes to the highway to incorporate.

Figure 3.8. Segregated cycleway (carriageway height)

Stepped Cycle Track

3.9.8. Stepped cycle tracks run at an intermediate height between the carriageway and the footway, directly adjacent to the carriageway. Although more space efficient than a fully segregated cycleway, a stepped cycle track does not offer the same level of safety and are therefore unsuitable for high speed roads.

Figure 3.9. Stepped cycle track (intermediate height)

NEW OFF-ROAD CYCLEWAY (GREENWAYS, RURAL ROUTES)

Shared use path

3.9.9. A footway converted to legally permit cycling. Can also refer to other places where cyclists and pedestrians are unsegregated, such as a bridleway or Vehicle Restricted Area. Shared use paths are generally unsuitable except where pedestrian flows are very low, as they can result in actual and perceived safety issues for both users. They are therefore most suitable for greenways, PROWs which permit cycling, or rural connections with few people on foot.

Figure 3.10. Greenway (segregated cycle / pedestrian facilities)

UPGRADES TO EXISTING FACILITIES

Light segregation

3.9.10. Vertical infrastructure that can be placed within existing traffic lanes (including cycle lanes) to convert them to protected space. They are easy to install and comparatively cheap, and can be used to trial a new cycle path. Cyclists can leave the path easily but vehicles are prevented from entering. However, light segregation provides only limited protection from motor traffic, with other solutions providing a greater feeling of safety.

Contraflow cycle route

3.9.11. Contraflow cycle lanes are an easy and low-cost way of increasing an areas permeability to cycles, by permitting cycling on one-way streets. Contraflow lanes can take the form of physical segregation such as stepped cycle tracks, wands, planters or parking protected, or can be unsegregated.

Modal filter / Low Traffic Neighbourhood

3.9.12. Removing through traffic can enable cycling in mixed traffic streets by lowering traffic volumes. Encouraging traffic to use main roads can provide benefits for pedestrians and residents as well as enabling cycling. A modal filter typically consists of a bollard, planter, or other barrier that allows pedestrians, cyclists, and occasionally public transport to pass, but not other motor traffic. Low traffic neighbourhoods (LTNs) often deploy modal filters to reduce the volume of motor traffic through an area.

Figure 3.11. Modal filter / LTN

20mph limits/zones and traffic calming

3.9.13. Traffic calming includes features that physically or psychologically slow traffic. 20mph limits refers to 20mph areas enforced by signs only. 20mph zones refers to 20mph enforced by signs and traffic calming.

NEW ROAD CROSSINGS

Continuous footway/cycleway crossing

3.9.14. A method of giving people walking and cycling priority over motor vehicle movements at side junctions. The footway and / or cycleway material continues across the junction, giving a strong visual priority. There are a number of different ways to achieve this depending on the characteristics of the location.

Parallel / Tiger crossing

3.9.15. A parallel crossing is similar to a traditional zebra crossing, but with a cycle crossing provided alongside. Drivers must give way to cyclists and pedestrians using the crossing. As with traditional zebra crossings, parallel crossings can be divided into two parts with a central refuge to improve the ease of use.

Figure 3.12. Parallel 'Tiger' crossing

Signalised Parallel / Toucan Crossing

3.9.16. Signal controlled cycle facilities hold the flow of general traffic to allow cyclists to cross the carriageway. These are usually appropriate where vehicle flows, and speeds are higher. Toucan crossings should be avoided and only used where it is necessary to provide a shared facility. Instead dedicated cycle crossings should be used, and a pedestrian crossing used alongside if necessary

NEW JUNCTIONS

3.9.17. Providing separation between conflicting streams of traffic (including pedestrians and cyclists) is essential to improve road safety as junctions are where most conflicts occur. Junctions are often the most hazardous and intimidating parts of a journey for cyclists, and a junction that does not provide safe facilities may be the reason people will not use the remainder of the route.

Cyclops Junction

3.9.18. The best UK example of segregated junctions are Manchester's CYCLOPS junctions (Cycle Optimised Protected Signals). CYCLOPS junctions are equipped with cycle tracks on each arm of the junction, with signalised pedestrian crossings provided inside the cycle track.

Figure 3.13. CYCLOPS signalised junction

'Dutch' Roundabout

3.9.19. Segregated roundabouts use parallel crossings on each arm of the roundabout to separate pedestrians, cyclists, and vehicles. On entering the roundabout vehicles must give way to pedestrians and cyclists circulating the roundabout. These roundabouts can take on two forms: 'Dutch style' roundabouts with a tight junction geometry lowering vehicle entry/exit speeds and improving their line of sight, and parallel crossing points on traditional roundabouts.

Figure 3.14. ‘Dutch’ Roundabout (Cambridge)

PROVISION OF SECURE CYCLE PARKING FACILITIES

Cycle Stands and Hubs

Cycle parking should be carefully considered against the type of expected user, the duration of their stay, and the need for enhanced security. While Sheffield stands can be sufficient for short stay parking needs, such as local shops or in the town centre, it will seldom meet the needs of longer stay commuters, who will require facilities that are at least covered and well overlooked, if not fully secure lockable facilities. High quality cycle hubs should be considered at strategic locations, such as schools or transport interchanges.

Figure 3.15. Secure cycle hub (Manchester)

4 STAGE 4: NETWORK PLANNING FOR WALKING

4.1 INTRODUCTION

4.1.1. Most roads in the Workington LCWIP study area have footways for people walking, with minimum footway provision having been a core part of design guidance and scheme delivery for many decades. However, there is a still a need to continuously improve conditions for walking, including footway provision where it does not currently exist, helping to unlock increased walking rates within Workington and surrounding settlements.

4.1.2. As set out in this section, key improvements for walking have been identified within the core town centre areas, which are recognised to be in need of investment and regeneration.

4.2 CURRENT & FUTURE ORIGINS AND DESTINATIONS

4.2.1. The LCWIP Technical Guidance notes that identifying demand for a planned walking network should start by mapping the main origin and destination points. Origins and destinations were identified are shown in Figure 4.1 below.

4.3 IDENTIFYING CORE WALKING ZONES

4.3.1. The next stage of the LCWIP process is to identify Core Walking Zones (CWZs), normally consisting of walking trip generators that are located close together – such as town centres or business parks. An approximate five minute walking distance of 400m is used as a guide to the minimum extents of the Core Walking Zones.

Table 4.1. Workington CWZs

ID	Name
1	Workington
2	Flimby
3	Seaton
4	Lillyhall
5	Distington
6	Harrington

4.3.2. Six CWZs were identified in Workington through a process of GIS analysis and stakeholder engagement. These are shown in Table 4.1, and displayed spatially in Figure 4.2.

4.3.3. Following the identification of the CWZs, key walking routes to each zone were then identified by mapping a 2km isochrone from the centroid of each CWZ, considered to be the maximum desirable walking distance from the CWZs

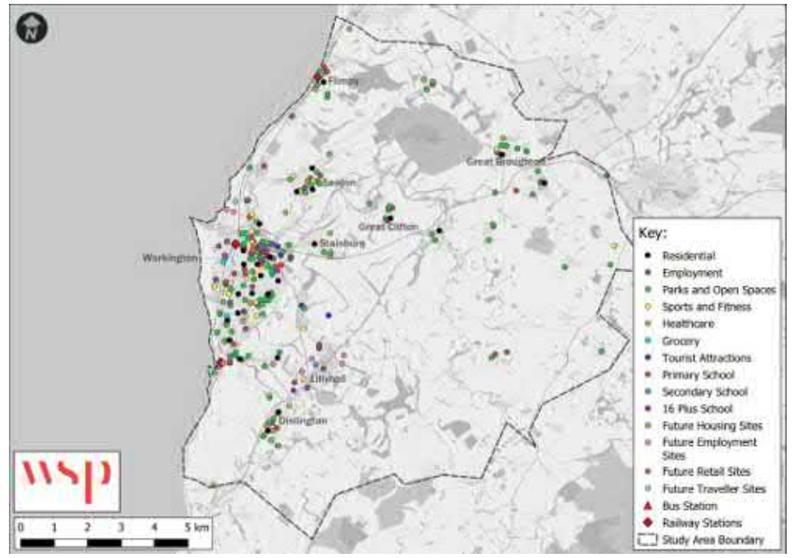


Figure 4.1. Workington OD Map

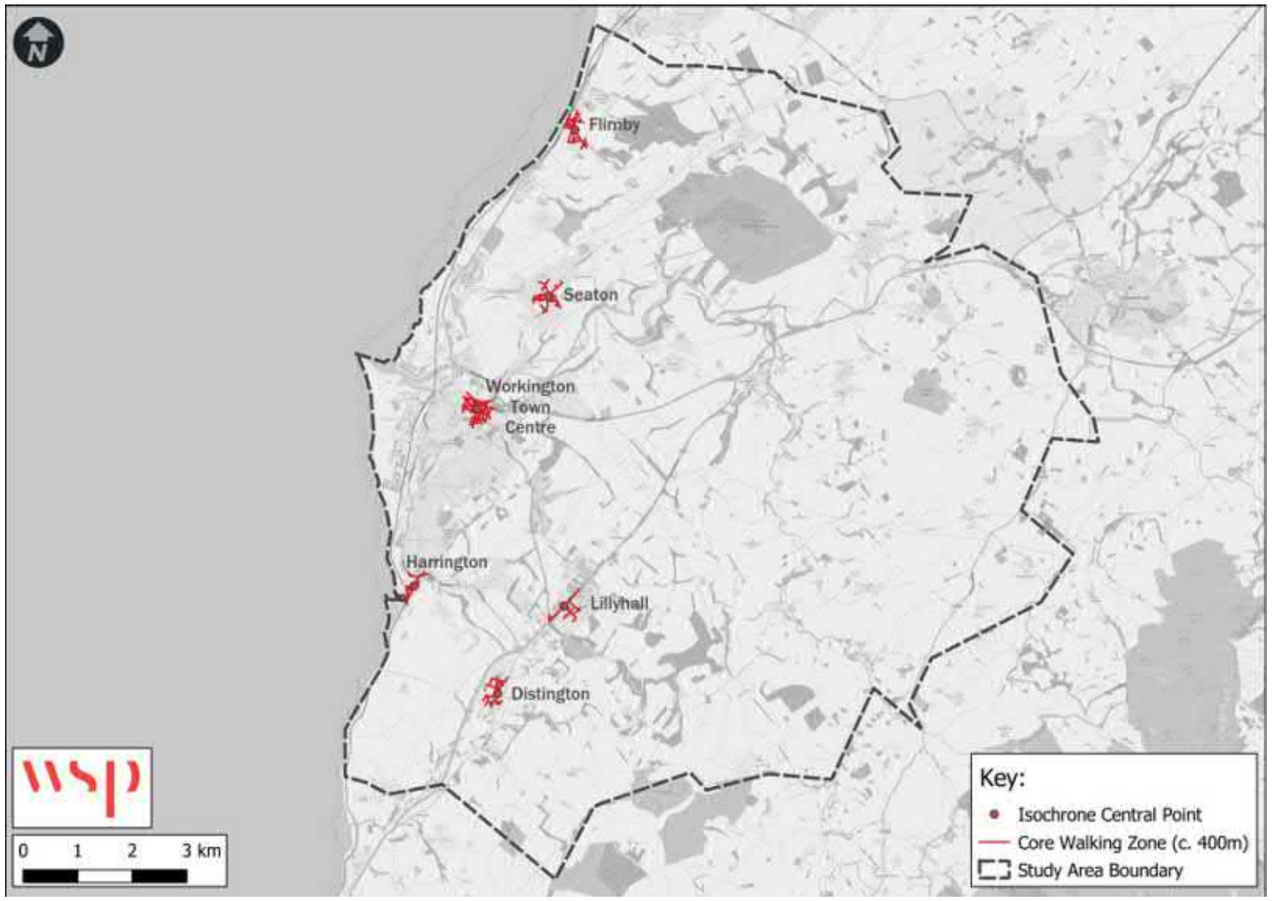


Figure 4.2. Workington CWZ Map

4.4 PRODUCING THE DRAFT WALKING NETWORK

4.4.1. The routes that could serve the CWZs, as identified by the 2km walking isochrones, must then be rationalised to produce a walking network map.

4.4.2. The first step to doing so is to map out the main walking routes, which are those routes identified by the 2km isochrones that most closely follow the desire lines identified through the development of the cycling network, as presented in Section 3. These routes often overlap as a single street can serve multiple CWZs, creating longer corridors used for multiple trip purposes.

4.4.3. The next step is to identify those additional routes that can support the main routes and provide a comprehensive network. Given the subtle choices that lead to people determining where to walk and the freedom offered to pedestrians in comparison with vehicles, the determination of these lesser-used routes is done in conjunction with stakeholders and supplemented by local knowledge.

4.4.4. Additional links were therefore identified using the information gathered during the Stakeholder Workshop. Stakeholders identified the town centre, transport interchanges, schools and large workplaces as some of the most important destinations which should be included within the cycle network. The **Draft Walking Network** was refined and then agreed with the Project Delivery Group.

4.4.5. The importance of each link and route needs to be understood in terms of their overall significance in the network – this will largely relate to the numbers of pedestrians that each will cater for in the future. The following hierarchy was therefore applied to the links in the network:

- Prestige Walking Routes: Very busy areas of towns and cities, with high public space and street scene contribution;
- Primary Walking Routes: Busy urban shopping and business areas, and main pedestrian routes;
- Secondary Walking Routes: Medium usage routes through local areas feeding into primary routes, local shopping centres, etc;
- Link Footways: Linking local access footways through urban areas and busy rural footways.

4.4.6. Additionally, a ‘town centre core is identified’; this is defined as a broad area where the number of existing and aspirational ODs indicate a requirement for such a level of permeability that identifying a single route is not practicable.

4.4.7. The resultant draft Walking Network Map is shown in Figure 4.3, with a high resolution image included in Appendix A.

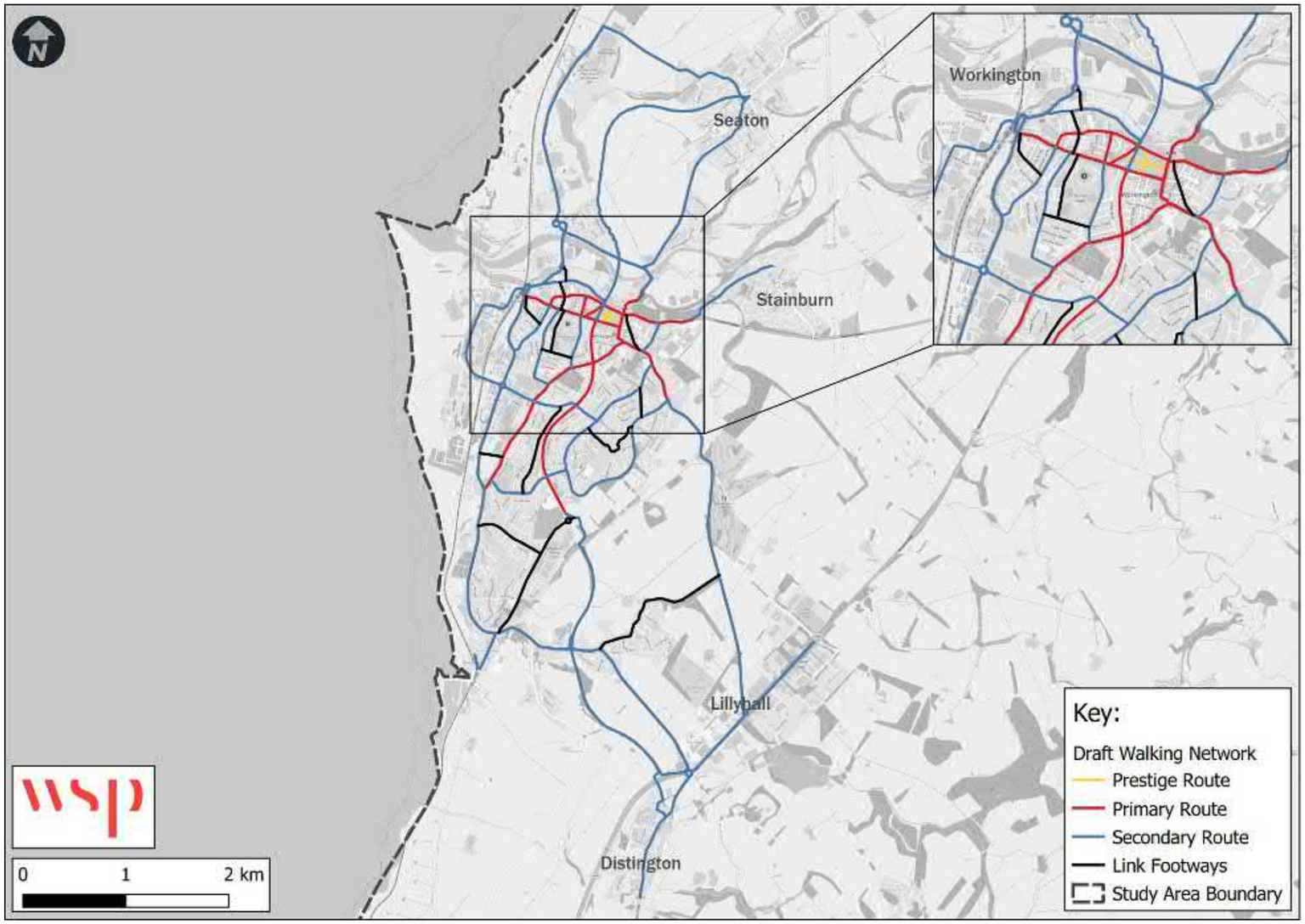


Figure 4.3. Draft Walking Network Map

4.5 IDENTIFYING WALKING PRIORITIES

4.5.1. The entirety of the draft Walking Network Map should ideally be audited to identify where improvements might be required in order to enable more people to walk to where they want to go. However, given the size and complexity of the draft network, this would be a significant undertaking and therefore priority routes need to be identified in the first instance.

4.5.2. Initially, a prioritisation exercise has been undertaken in order to identify which routes should be immediately considered for potential improvements. The six CWZs were assessed against a number of criteria, under the headings of:

- Effectiveness;
- Policy;
- Economic; and
- Deliverability.

4.5.3. The CWZs were ranked as:

- 1: Workington CWZ
- 2: Flimby CWZ
- 3: Harrington CWZ
- 4: Distington CWZ
- 5: Seaton CWZ
- 6: Lillyhall CWZ

4.5.4. The Primary Walking Routes leading to Workington Town Centre CWZ were then identified from the draft Walking Network Map. These routes are identified as:

Ref	Corridor
1	Hall Brow / Workington Road / Seaton Road
2	Ramsey Brow / Stainburn Road
3	Washington Street / Guard Street / High Street
4	Washington Road / Harrington Road / Moss Bay Road
5	Central Way Cycle Track
6	Jane Street / Oxford Street / Station Road

4.5.5. The **Workington Priority Walking Network Map** therefore consists of the Workington CWZ and the six Primary Walking Routes identified above; this is illustrated in Figure 4.4, with a high resolution image included in Appendix A.

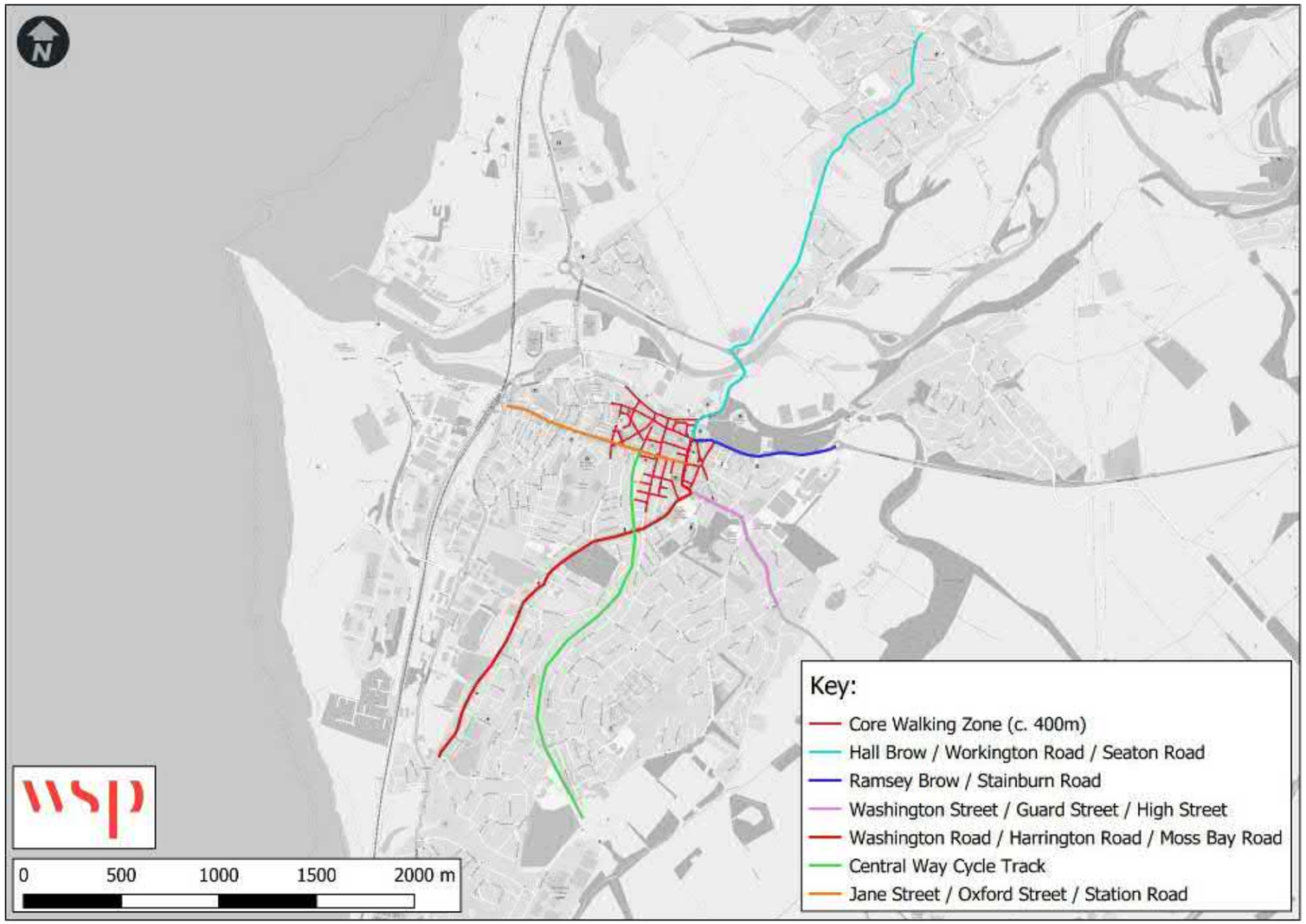


Figure 4.4. Workington Priority Walking Map

4.6 AUDITING KEY WALKING ROUTES AND CORE WALKING ZONES

4.6.1. The next step in the process is to audit the existing walking infrastructure to determine where improvements are needed. Route audits were carried out using the principles of the DfT Walking Route Audit Tool (WRAT). The auditing methodology focuses on five core design outcomes for walking infrastructure:

- Attractiveness;
- Comfort;
- Directness;
- Safety; and
- Coherence.

4.6.2. The assessment particularly considers the needs of vulnerable users who may be elderly, visually impaired, mobility impaired, hearing impaired, with learning difficulties, buggy users, or children in order to ensure that any proposed schemes comply with the Equality Act 2010.

4.6.3. The audit process assigned a 'Red, Amber, Green' (RAG) rating to each of the five core design outcomes, identifying where issues were present, and therefore what intervention might be required to overcome these.

4.6.4. At this early stage in the design process, the proposals identified sit within a package of 13 typical improvements. Where necessary, some bespoke additions have been made, particularly where audited routes fall within other committed or aspirational schemes (e.g. the Workington Town Investment Plan and the Levelling Up Fund schemes).

4.6.5. These typical interventions are:

- Attractiveness:
  - Maintenance;
  - Increase surveillance; and
  - Place-based interventions (greening, streetscape, seating etc).
- Comfort
  - Footway widening; and
  - Parking controls.
- Directness
  - New crossing point on desire line;
  - Improve Junction (widen refuge, improved timings, fewer refuges); and
  - New access point to buildings / car parks.
- Safety
  - Speed reduction scheme.
- Coherence
  - Drop kerb;
  - Reduced radii;
  - Blended footway; and
  - Wayfinding.

4.6.6. The results of the audits have been mapped out on a route by route basis (including the Core Walking Zone). A summary of the overall package of interventions (the 'scheme') for each route is provided for the purpose of engagement with key stakeholders and the general public.

4.6.7. It should be noted that at this stage in the design process (early Concept), these are very high level recommendations which require significantly more detail in order to determine the feasibility of the various discreet elements.

4.7 AUDITING OF ADDITIONAL ROUTES

4.7.1. At this stage in the LCWIP process the Priority Walking Network is considerably reduced in comparison with the draft Walking Network. Going forward, a more comprehensive long term audit process is anticipated to occur in conjunction with additional stakeholder input which will cover significantly more of the wider draft Walking Network Map.

4.7.2. Figure 4.5 illustrates the proposed process that will be followed in order to cover the entirety of the Walking Network. The stages highlighted in red are those presented in this LCWIP document, covering the Primary Walking Routes associated with the highest priority Core Walking Zone. The stages highlighted in blue are those that will need to be undertaken throughout the lifetime of the LCWIP, auditing and determining appropriate improvements for the remainder of the routes identified in the Walking Network Map.

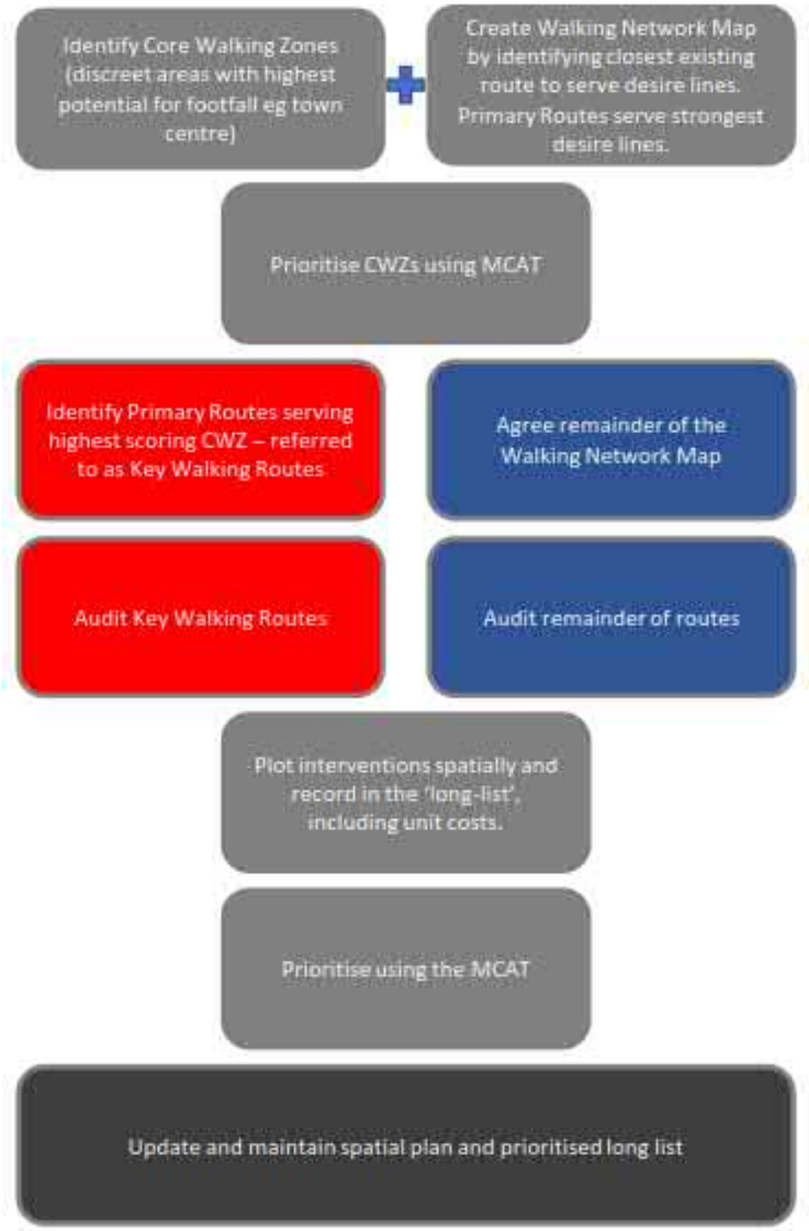


Figure 4.5. Walking Network Map audit process

4.8 STAKEHOLDER ENGAGEMENT: WALKING

4.8.1. Public consultation has played a key part of the development of the Workington LCWIP with the presentation of draft priority networks and improvements to seek feedback to inform the development of the LCWIP and ensure the plan has public support.

4.8.2. Public consultation took place in two distinct stages. These were:

- Stage 1: 14th July and 6th August 2021; and
- Stage 2: 4th February to 25th February 2022.

4.8.3. The consultation reports following the respective consultation phases can be found at https://cumbria.gov.uk/planning-environment/cyclingandwalking

4.8.4. Stakeholder engagement has been undertaken throughout the development of the LCWIP with key stakeholders, primarily through the LCWIP Project Delivery Group (PDG) forum. Members of the PDG are detailed in Stage 6.

STAGE 1 CONSULTATION

4.8.5. The Stage 1 consultation included a survey aimed at getting feedback on the developing LCWIP and to understand where people want to see improvements.

4.8.6. A total of **51 responses** were received to the Workington LCWIP questionnaire during the consultation period.

4.8.7. These results were considered by CCC and key stakeholders in the ongoing process of developing the **Priority Walking Network Map**. Feedback was spatially mapped and analysed where this related to a specific place, and used as a criteria in the prioritisation of the CWZs (as described in Section 4.5), as well as in the prioritisation of schemes (presented in Section 5 of this document).

4.8.8. The analysis of the consultation results found that:

- The main obstacles to walking were busy roads (16 respondents) feeling unsafe (11) and quality of route (11).
- Better maintained pavements and footways were seen as the most common measure that would encourage more walking in Workington (18 respondents), closely followed by the presence of more direct walking routes (12 respondents) and more road crossings (11 respondents). Improvements to cycling and walking routes would encourage respondents to walk and/or cycle more often than they do currently in Workington (all but four of the respondents stating they would either start walking or cycling or do so more often).

4.8.9. A 'You Said, We Did' summary of the consultation results was also produced, and published as part of the leaflet that accompanied Stage 2 of the consultation. This summarised the most common themes, and explained how these have been addressed in the development of the **Priority Walking Network Map** between Stage 1 and Stage 2 of consultation.

STAGE 2 CONSULTATION

4.8.10. The Stage 2 consultation was a follow up to the Stage 1 consultation and offered a final opportunity to feedback on the proposals prior to finalising the LCWIP.

4.8.11. The questionnaire asked questions targeted around specific themes, including:

- Gauging level of support for the Priority Network Plans (cycling and walking);
- Whether the network and interventions proposed would encourage the respondent to use active modes more often;
- Whether the respondent would support reduced space for cars to prioritise active modes; and
- Inviting general comments on specific parts of the network.

4.8.12. A total of 52 responses were received to the Workington LCWIP Stage 2 consultation.

4.8.1. The analysis of the consultation results found that:

- 82% of respondents strongly agreed or agreed with the Priority Walking Map;
- 71% of respondents felt that the Priority Walking Map would encourage them to walk more often;
- 83% of respondents said that they would support walking and cycling improvements even when this could mean less space for other road traffic.

4.8.2. A 'You Said, We Did' summary of the consultation results was also produced in regards to Stage 2.

4.8.3. The Stage 2 consultation confirmed support for the networks presented and therefore no significant changes were made to the Priority Walking Map as a result of the Stage 2 consultation.

4.9 LIST OF IMPROVEMENTS: WALKING

4.9.1. Following the audits of the priority Core Walking Zone and Primary Walking Routes, high level summaries of the scheme packages proposed for each zone / route were prepared for stage 2 of the public consultation. The outputs of Stage 2 have then refined these scheme packages.

4.9.2. The summary of improvements determined for each Primary Walking Route and for the Core Walking Zone is presented in Table 4.1. The table also includes the associated RAG rating determined through the audit process which has led to the identification of the improvements, as well as estimated cost ranges.

SCHEME DESCRIPTION

4.9.3. It should be noted that the scheme descriptions provide an indication of the type of improvement that it may be possible to deliver on each route based on the opportunities and constraints present. However, this is subject to further design work, engagement, and consultation to determine the best improvement that can be delivered in each location.

4.9.4. The implementation of improvements are also subject to the securing of sufficient funding.

IMPROVEMENT COSTS

4.9.5. The cost estimates presented here are in the following ranges:

- £0-£1m;
- £1m-£3m;
- £3m-£5m; and
- £5m+

4.9.6. The ranges selected can give an indication of the method of funding that may be required in order to deliver an improvement in its entirety.

Total improvement costs

4.9.7. The overall cost of the delivery of the Priority Walking Network for Workington is currently estimated at **£8.5 million** to improve circa **10km of high quality walking routes**. Approximately 5km of this will be delivered alongside the Priority Cycling Network at a cost of £7 million.

Table 4.1. Walking Improvements

ID	Route Assessment (RAG Rating)					Scheme Description	Cost Range
	Attractiveness	Comfort	Directness	Safety	Coherence		
WR1 Hall Brow / Workington Road / Seaton Road						Investigate opportunities for blended crossings or continuous footways at side streets, reinforcing pedestrian priority. Consider minor junction improvements at Main Road / Milburn Croft junction to improve user experience and provide for crossing on desire lines. Consider a new crossing point to better connect Hall Brow and Black Path for active modes. Consider reducing the size of larger priority junctions to allow easier pedestrian crossing and reduce vehicle speeds while turning. Consider additional placed based interventions such as planting near Milburn Croft and minor resurfacing maintenance where required. Investigate the feasibility of widening footways on Workington Road and Seaton Road to help pedestrians stay away from faster vehicles. Consider an average speed limit restriction along Workington Road to create better conditions for active modes (including equestrians). Investigate opportunities to increase signage for more effective wayfinding. Consider improved parking provision for residents and enforce restrictions to reduce footway parking and the detrimental impact this can have on people with mobility issues.	£1m - £3m
WR2 Ramsey Brow / Stainburn Road						Investigate opportunities for blended crossings or continuous footways at side streets, reinforcing pedestrian priority. Consider improved parking provision for residents and enforce restrictions to reduce footway parking and the detrimental impact this can have on people with mobility issues. Investigate major junction improvements at Park End Road / Ramsay Brow, potentially signalising the junction and providing safe crossing points between Park End Road and Curwen Park for people on foot and on bike. Traffic light with pedestrian controlled crossings. This may be done in conjunction with a cycle scheme on Park End Road. Investigate opportunities to increase signage for more effective wayfinding.	£0 - £1m

ID	Route Assessment (RAG Rating)					Scheme Description	Cost Range
	Attractiveness	Comfort	Directness	Safety	Coherence		
WR3 Washington Street / Guard Street / High Street						Consider redesign of junctions to prioritise pedestrians - investigate opportunities for reducing crossing width and blended crossings or continuous footways at side streets, with zebra crossings at busier locations. Possible implementation of dropped kerbs and tactile paving where needed. Opportunities to increase signage for more effective wayfinding. Alter the Kings Street / Park End Road junction to better provide for pedestrians - this may be done in conjunction with a cycle scheme on Park End Road.	£1m - £3m
WR4 Washington Road / Harrington Road / Moss Bay Road						Investigate opportunities for blended crossings or continuous footways at side streets, reinforcing pedestrian priority. Minor place-based and public realm interventions with particular attention to bus stop renovations to boost the attractiveness of the route and reduce signs of anti-social behaviour. Consider options for improving Washington Street, Guard Street & Harrington Road mini roundabout for all transport modes reducing reliance on Central Way for those with mobility issues. Investigation into current guard railing requirements and whether there are better alternatives that do not hinder footway width at the detriment of the streetscape. Look into providing controlled pedestrian crossings at the junction of Harrington Road and Honister Drive. Promote improvements to Ramsey Brow / Hall Brow /Washington Street through the Levelling Up Fund to help reduce the impact of the road on people moving between the parts of the town.	£1m - £3m
WR5 Central Way Cycle Track						Increased attractiveness could be attained through place-based interventions with improvements to entrances to the walking and cycling route, i.e. planters, benches, potential new walls / hedges / removal or replacement of metal fencing. Consider new signage which are in more suitable locations - this could be done in conjunction with enhancing the entrances points to make a more conspicuous and well used route. Undertake an initial street clean and instigate a more regular on-going maintenance programme to help increase natural surveillance and deter crime in the area, as well as lessening poor perceptions of safety. Consider improving the Harrington Road pedestrian crossing approaches by moving the cycle way entrances away from the highway, making a wider and safer crossing and waiting area. Investigate widening the shared path to a more desirable minimum 3m width, reducing the potential for conflict between users.	£1m - £3m

ID	Route Assessment (RAG Rating)					Scheme Description	Cost Range
	Attractiveness	Comfort	Directness	Safety	Coherence		
WR6 Jane Street / Oxford Street / Station Road						Investigate opportunities for blended crossings or continuous footways at side streets, reinforcing pedestrian priority. Consider additional place-based interventions such as planting / greening, creating an inviting corridor between the rail station and town centre. Consider a wider scheme to improve the junction and one-way system adjacent to the rail station for all modes, including onward connectivity for bicycles. Potentially improve the signalised junction of Oxford Street /Vulcans Street through 'scramble' (diagonal) crossings, meaning pedestrians don't have to wait twice. Develop a significant place-based scheme and junction improvements at Murry Lane (potentially as part of the emerging Towns Deal project) to reduce vehicle dominance and create a better place for people to be in. Consider options for improving Oxford Street / Jane Street mini roundabout for all modes. Potentially improve Jane Street /Washington Street junction, lessening the time taken to cross and making more space where people must wait.	£1m - £3m
CWZ1 Murray Rd / Pow St / Ladies Walk / Washington St / Jane St / Oxford St						Significantly improve Ladies Walk to provide a safe and attractive northern route around the town for active modes, including new materials, restoration of existing building facades, and new surveillance and lighting. Develop a car parking strategy and rationalise car parking to allow better use of Udale Street / Pow Street, potentially including a new crossing point from Curwen Park and new public realm elements to tie these together. Improve planting and greenery throughout the town to improve the streetscape and provide shelter. Develop a significant place-based scheme and junction improvements at Murry Lane (potentially as part of the emerging Town Deal project) to reduce vehicle dominance and create a better place for people to be in. Consider options for improving Oxford Street / Jane Street mini roundabout for all modes, reducing reliance on Central Way for those with mobility issues. Potentially improve Jane Street / Washington Street junction, lessening the time taken to cross and making more space where people must wait. Promote improvements to Ramsey Brow / Hall Brow / Washington Street through the Levelling Up Fund to help reduce the impact of the road on people moving between the parts of the town.	£1m - £3m

4.10 TYPES OF IMPROVEMENTS

4.10.1. Improvements were developed according to the latest design standards, with key improvement types shown below.

MAINTENANCE

4.10.2. Where this is highlighted as an issue, the route likely requires immediate maintenance to bring it to standard, and it may be that a longer term programme of maintenance needs to be developed in order to ensure that this route is maintained to a standard commensurate with its importance in the active travel network.

INCREASE SURVEILLANCE

4.10.3. Increased surveillance can increase both the perception of and actual level of safety for users. This can be through technology, such as CCTV or 'help' points, or natural surveillance such as that afforded by good sightlines (which could be linked to maintenance), higher levels of activity, additional access points and permeability, or police patrols where deemed necessary.

PLACE-BASED INTERVENTIONS (GREENING, STREETSCAPE, SEATING ETC)

4.10.4. These are measures that enhance the look and feel of an area, including tree planting, street art, paving, seating, and other features to make public spaces more attractive. This is likely to be very bespoke to each area where required, but can be as simple as planting, such as trees or rain gardens (perhaps as part of Sustainable Urban Drainage Systems), or could be significant changes involving use of materials, sculpture, art installations, or water features.

Figure 4.6. Public Realm

FOOTWAY WIDENING

4.10.5. While minimum footway width guidance has changed over the decades, Transport for London's Pedestrian Comfort Guidance is based on the level of comfort that width provides to users, rather than generic recommendations. However, widening the footway can be problematic, particularly where superfluous carriageway doesn't exist. Where this is recommended, it may be most feasible where undertaken alongside cycle schemes which also require significant changes to the highway.

PARKING CONTROLS

4.10.6. Where indiscriminate parking creates an issue for pedestrians, this could be due to various issues and a bespoke solution is likely to be required. This could be through provision of dedicated bays on carriageway, appropriate parking permit schemes, or perhaps greater enforcement of existing restrictions.

Figure 4.7. Buildouts with SUDs

NEW CROSSING POINT ON DESIRE LINE

4.10.7. Where across a major road, this is likely to be a new dedicated crossing point. A more detailed study would be required to determine the exact type and what additional changes may be required in order to implement it.

IMPROVE SIGNALS (WIDEN REFUGE, IMPROVED TIMINGS, FEWER REFUGES)

4.10.8. This category also includes changes to other junction types, such as roundabouts, that may not offer facilities for other road users at all. Altering any junction is likely to incur significant costs, and additional feasibility work including a traffic impact assessment is likely to be required.

Figure 4.8. Improved signalised junction (Enfield)

NEW ACCESS POINT TO BUILDINGS / CAR PARKS

4.10.9. This is likely to include new access points on desire lines where these have not been provided as part of the development. These may require third party agreement.

SPEED REDUCTION SCHEME

4.10.10. Any speed reduction scheme needs to be self-enforcing, and the methods employed to do so effectively will be bespoke to the specific location. This could be through enforcement cameras (including average speed limit zones), or through physical traffic calming measures, but could also be through a wider scheme which changes the fundamental purpose and feel of a street, including public realm, parking controls, and reduced kerb radii.

Figure 4.9. Raised table junction

DROP KERB / TACTILE PAVING

4.10.11. Dropped kerbs provide level access for pedestrians between the footway and carriageway. They are essential for the majority of wheelchair users to provide them with an accessible means of crossing a road safely and coherently. Tactile paving helps people with sight impairments understand the street and crossing points.

4.10.12. It is very important for visually impaired people that tactile paving is present, correct and adheres to standards as it can communicate to visually impaired pedestrians' information about the environment that they are in.

4.10.13. These should now be provided as standard, but many locations still lack them where these need to be retro-fitted.

REDUCED RADII

4.10.14. Manual for the Streets highlights the importance of kerb radii in inducing vehicle speeds and affecting pedestrians' ability to cross minor roads on their desire line. Where it is safe to do so, a reduced kerb radii can be carried out in conjunction with other interventions (such as a speed reduction scheme or blended footway) to create a low speed environment where pedestrians are afforded priority over vehicles.

BLENDED FOOTWAY

4.10.15. 'Blended footways' describe a footway which continues over the minor arm of a priority junction, enforcing the highway code (rule 170) through good design. These can be implemented through various techniques, including at carriageway level, raised tables (footway level), use of materials, and the positioning of road markings. The appropriate design solution will need to be determined in each instance.

Figure 4.10. Blended Footway

WAYFINDING

4.10.16. This intervention encompasses all of the ways in which people orient themselves and navigate from place to place. Wayfinding improvements could be as simple as directional and distance signage at key junctions, but could also be larger maps or even interactive screens where appropriate (such as a town centre).

Figure 4.11. Information and wayfinding (Sheffield)

5 STAGE 5: PRIORITISATION

5.1 OVERVIEW

5.1.1. Stage 5 of the LCWIP process involves prioritisation of improvements to create a programme of cycling and walking schemes and provide high level costings.

5.1.2. The guidance states that priority should be given to improvements that are most likely to have the greatest impact on increasing the number of people who choose to walk and cycle, and therefore the greatest return on investment. Other factors may also influence the prioritisation of improvements such as the deliverability of the proposed works or opportunities to link with other schemes.

5.2 PRIORITISING SCHEMES

5.2.1. A prioritisation framework has been produced to ensure consistency when prioritising walking and cycling infrastructure improvements. The framework includes the following criteria:

- **Effectiveness** - based on the potential number of walking or cycling trips that might use the route.
- **Alignment with policy objectives** – considering the Cumbria Transport Infrastructure Plan, local priorities and alignment with ongoing workstreams.
- **Economic factors** - including scheme cost, value for money and likelihood of attracting funding.
- **Deliverability issues** - including engineering constraints, land ownerships and level of stakeholder support.

5.2.2. The full assessment criteria and scoring methodology applied is provided in Table 5.1.

5.3 PRIORITISED LIST OF CYCLING INTERVENTIONS

5.3.1. The results of the prioritisation exercise for Cycling schemes are summarised in Table 5.2.

DELIVERY TIMESCALES

5.3.2. The improvements have been organised into four distinct categories. These are:

- **Funded:** These improvements are already funded;
- **Priority 1**: These improvements are targeted for delivery within 5 years (by 2027/28) subject to funding;
- **Priority 2:** These improvements are targeted for delivery within 8 years (by 2030/31) subject to funding; and
- **Priority 3:** These improvements are targeted for delivery post 2030/31 subject to funding.

5.3.3. The improvements have been assigned to the delivery categories as follows:

Funded

5.3.4. These are improvements that form an integral part of the LCWIP network and have already secured funding. At this point, no sections have secured funding in Workington.

Priority 1

5.3.5. These are improvements which have already seen funding bids submitted as early opportunities have become available, and include sections such as Harrington Station to NCN72, NCN72 Northern Section, A596 Corridor (Asda to Tesco), NCN71 route from Railway Station to NCN72 via Church Street and Derwent Street etc.

Priority 2

5.3.6. These are improvements which constitute the core of the LCWIP network. These are located along the most feasible and deliverable sections of the Priority Network and build upon the improvements delivered through the Funded and Priority 1 phases. These include key routes Camerton via High Seaton, NCN72 Southern Section, Northside Road and NCN72 Central Section.

Priority 3

5.3.7. These are improvements that extend the network further along more complex or expensive sections that are likely to take longer to come forward. These include routes Black Path and Park End Road to Bridgefoot.

5.3.8. It is recognised that the delivery timescales do not all align with the prioritisation framework scoring also undertaken. The delivery timescales have been determined based on key factors affecting deliverability, as well as geographical proximity to one another, ensuring that the overall network comes forward in a planned coherent way. The prioritisation framework scoring can help inform the strategic rationale for a section when appropriate funding opportunities are identified.

5.4 PRIORITISED LIST OF WALKING IMPROVEMENTS

5.4.1. While the walking improvements could be delivered in isolation, where these overlap with the Priority Cycle Network it is expected that the improvements would be delivered together (assuming funding is available), with any scheme delivering high quality active travel routes.

5.4.2. In Workington, approximately half of the Primary Walking Routes overlap with a Priority Cycle Network improvement. Table 5.2 clearly indicates which priority cycle routes overlap with which priority walking routes.

5.4.3. Where routes do not align with priority cycle improvements (such as Hall Brow / Workington Road / Seaton Road Primary Walking Routes), these could be delivered on an entirely separate basis, potentially on a street or area basis or through small, localised improvements depending on complexity and funding availability. For this reason, those routes that do not align with a priority cycle improvement have not been prioritised. It is expected that these will be delivered on an ad-hoc basis as funding become available.

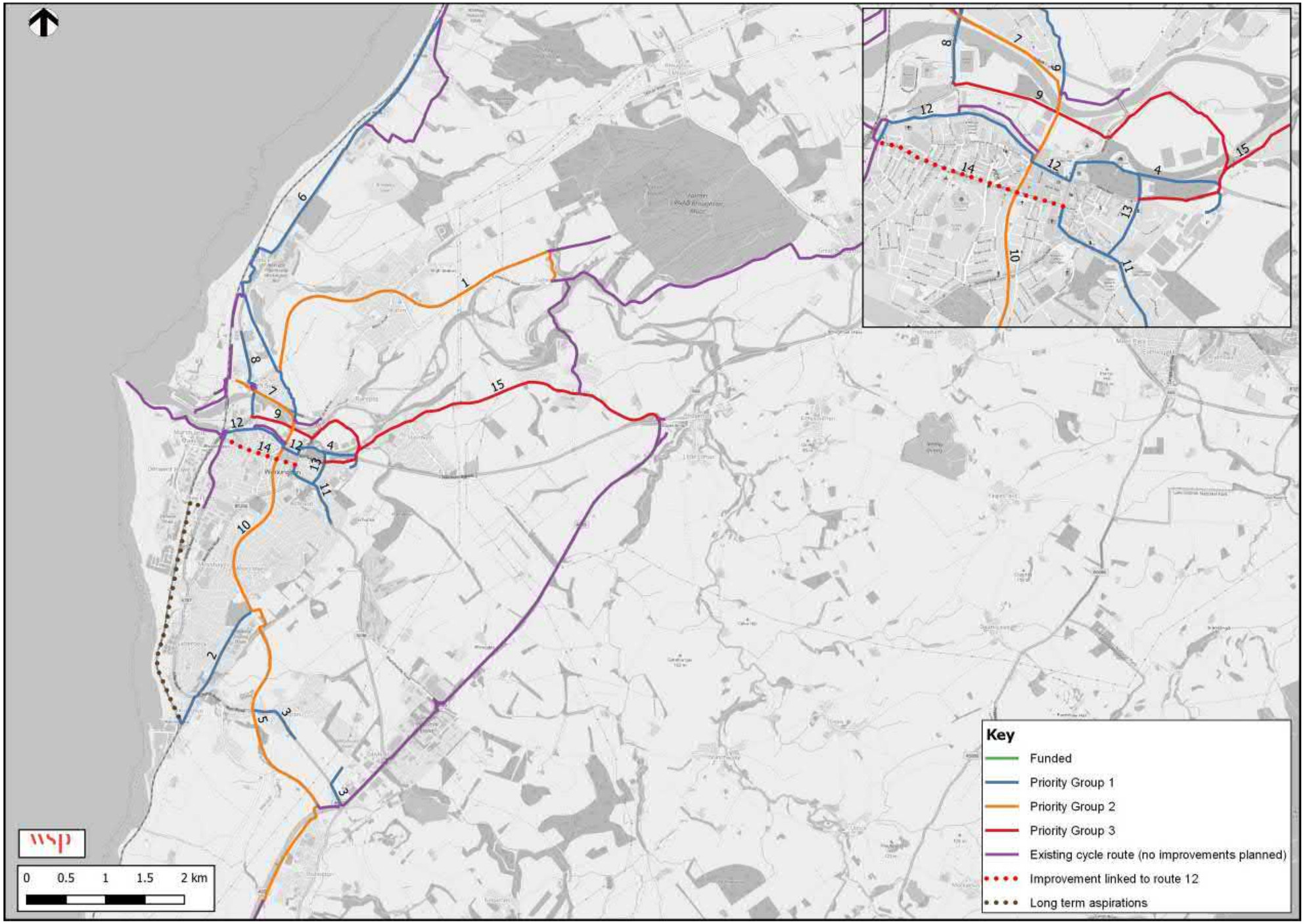
Table 5.1 – LCWIP Prioritisation criteria and scoring

Ref	Category	Criteria	Definition	Source	Low (0)	Intermediate (1)	High (2)
1	**Effectiveness**	**Catchment population**	Population within the corridor or CWZ	Experian Mosaic	< 4,000 people	4,000 - 8,000 people	> 8,000+ people
2	**Effectiveness**	**Propensity to Cycle**	Forecast number of journeys to work using the corridor in the Government Target Near Market scenario (LSOA)	PCT (2011 Census)	< 50 cyclists	50 - 100 cyclists	> 100 cyclists
3	**Effectiveness**	**Walking as a method of travel to work**	Method of travel to work (Datashine) LQ is the Location Quotient and describes how far from the national average (LQ =1) the measure is.	Datashine (2011 Census)	LQ <1	LQ 2-3	LQ 4 +
4	**Effectiveness**	**Existing employment**	Number of workplace zone centroids within the corridor or CWZ	WSP OD mapping	< 5 Workplace Zone Centroids	5 - 10 Workplace Zone Centroids	> 10 Workplace Zone Centroids
5	**Effectiveness**	**Attractor score**	Attractors within the corridor or CWZ (excluding airports / train stations, hospitals, industrial estates, education establishments)	WSP OD mapping	< 10 attractors	10 - 19 attractors	> 19 attractors
6	**Effectiveness**	**Education**	Number of schools / colleges / universities within the corridor (a 500m radius)	WSP OD mapping	No schools	1 - 4 schools	5 or more schools
7	**Effectiveness**	**Transport interchanges**	Proximity to a transport interchange (train stations, bus stations or park and ride sites)	WSP OD mapping	> 1km from a transport interchange	500m - 1km from a transport interchange	< 500m from a transport interchange
8	**Effectiveness**	**Development sites**	Number of future housing / employment sites within the corridor or CWZ (500m radius)	WSP OD mapping	No sites	1-3 sites	> 3 sites
9	**Effectiveness**	**Leisure and Tourism**	Access to green and blue space (Parks, Coasts, Local tourist destination sites)	WSP OD mapping	No sites within 500m radius	1-3 sites within 500m radius	> 3 within 500m radius
10	**Policy**	**Alignment with ongoing workstreams**	Does the corridor or CWZ align with other schemes or other planned transport improvement?	CCC	No	----------	Yes
11	**Policy**	**Safety**	Number of hotspots involving pedestrians or cyclists in the previous 5 years within the corridor (500m radius)	DfT (STATS19)	< 5 hotspots	5 - 10 hotspots	> 10 hotspots
12	**Policy**	**Car ownership**	Percentage of households with no car / van	2011 Census	< 25% of households	25% - 40% of households	> 40% of households
13	**Policy**	**Health**	Lowest Health Deprivation and Disability criteria in the IMD (i.e. most deprived LSOA) within the corridor or CWZ	IMD	>= 6 deciles of health deprivation and disability in the IMD	3< & >6 deciles of health deprivation and disability score in the IMD	<= 3 deciles of health deprivation and disability in the IMD
14	**Policy**	**Air Quality**	Does the route travel through an Air Quality Management Area?	CCC	No (or no route option will travel through the AQMA)	----------	Yes
15	**Economic**	**Scheme Cost**	Total scheme cost estimates for package of interventions	Cost estimates	> £5 million	£2 - 5 million	< £2 million
16	**Economic**	**Value for Money**	Assessment of scheme benefits vs costs	Based on current/future demand and costs	Low demand relative to high cost	Medium demand relative to medium costs	High demand relative to low costs
17	**Deliverability**	**Scheme Feasibility**	Known land ownership issues or scheme dependencies	CCC	Land ownership, environmental or other issue unlikely to be overcome	Dependent on another scheme or third party land, or environmental constraints, likely to be overcome	No issues, scheme feasible to be undertaken
18	**Deliverability**	**Public Acceptability**	Likelihood of support or opposition for the scheme	CCC	Likely to be opposition	Neutral / unknown	Likely to be supported
19	**Deliverability**	**Political Acceptability**	Likelihood of support or opposition for the scheme	CCC	Likely to be opposition	Neutral / unknown	Likely to be supported
20	**Deliverability**	**Timescales**	Timescales for delivery	CCC	Long (deliverable in 8+ years)	Medium-term (deliverable within 8 years, where there is a clear intention to act, but delivery is dependent on identifying funding or other issues)	Short-term (deliverable within 5 years and funding identified)

Table 5.2. LCWIP Priorities: Cycling

Rank	ID	Name	Effectiveness	Policy	Economic	Deliverability	Cost Range	Delivery Timescales	Associated Walking Routes
1	6	NCN72 Northern Section	9	5	3	8	£1m - £3m	**Priority Group 1**	
3	14	Rail Station to Town Centre (Station Road, Oxford St, Jane Street)	11	5	0	6	£5m+	**Priority Group 1**	**WR6 / CWZ1**
3	12	NCN71 route from Railway Station to NCN72 via Church Street and Derwent Street	10	5	1	6	£3m - £5m	**Priority Group 1**	**CWZ1**
5	8	A596 Corridor (Asda to Tesco)	9	5	2	7	£3m - £5m	**Priority Group 1**	
8	4	Workington Hall to Workington Academy	7	7	1	6	£3m - £5m	**Priority Group 1**	
9	2	Harrington Station to NCN72	8	3	0	6	£5m+	**Priority Group 1**	
9	11	Washington Street/ Guard Street to Ashfield School Links	9	2	1	7	£3m - £5m	**Priority Group 1**	**WR3 / WR4 / CWZ1**
13	13	Park End Road	6	1	3	6	£0 - £1m	**Priority Group 1**	
15	3	A597 to Lakes College (Hallwood Road)	5	1	1	7	£3m - £5m	**Priority Group 1**	
2	10	NCN72 Central Section	14	6	4	7	£1m - £3m	**Priority Group 2**	**WR5 / CWZ1**
6	7	Northside Road	9	4	4	5	£0 - £1m	**Priority Group 2**	
11	1	Camerton via High Seaton	7	3	4	5	£1m - £3m	**Priority Group 2**	
12	5	NCN72 Southern Section	8	1	3	5	£0 - £1m	**Priority Group 2**	
6	9	Black Path	8	5	3	5	£0 - £1m	**Priority Group 3**	
13	15	Park End Road to Bridgefoot	7	0	0	5	£5m+	**Priority Group 3**	**WR2**

Figure 5.1. Workington Priority Cycling Network – Prioritised Delivery Plan



6 STAGE 6: INTEGRATION & APPLICATION

6.1 INTEGRATING THE LCWIP

6.1.1. The final stage of the LCWIP process considers how the LCWIP should be integrated into local policy, strategies and plans, as well as practical applications of the outputs of the LCWIPs.

GOVERNANCE

6.1.2. An LCWIP Project Team has been established to produce the LCWIPs, consisting of officers from Cumbria County Council's Infrastructure Planning team. Technical assistance was provided by WSP in the development of the first phase of the Workington LCWIP between 2020 and 2022.

6.1.3. The LCWIP Project Team report to the Cycling and Walking Programme Delivery Group (PDG). Individual PDGs have been set up for each LCWIP study area. The PDGs maintain an overview of the project and provide support and technical direction during the delivery of the programme to ensure that the objectives and key milestones are met. The group includes a range of internal and external stakeholders to ensure a coordinated approach that will maximise success.

6.1.4. Members of the Workington LCWIP PDG include representatives from the following:

- Cumbria County Council
  - CCC Cycling and Walking Team
  - Active Cumbria
  - CCC Area Manager for Workington
  - CCC Public Health
  - Highways & Transport Traffic Management Team
  - CCC Highways & transport Local area Network Manager
- Allerdale Borough Council;
- Workington Town Council; and
- Bicycle Mayor of Cumbria.

6.1.5. The Workington Cycling and Walking Project Delivery Group reports to the Directorate Management Team of the Economy and Infrastructure Directorate.

6.1.6. The governance structure for the Cumbria LCWIP programme is presented in Figure 6.1.

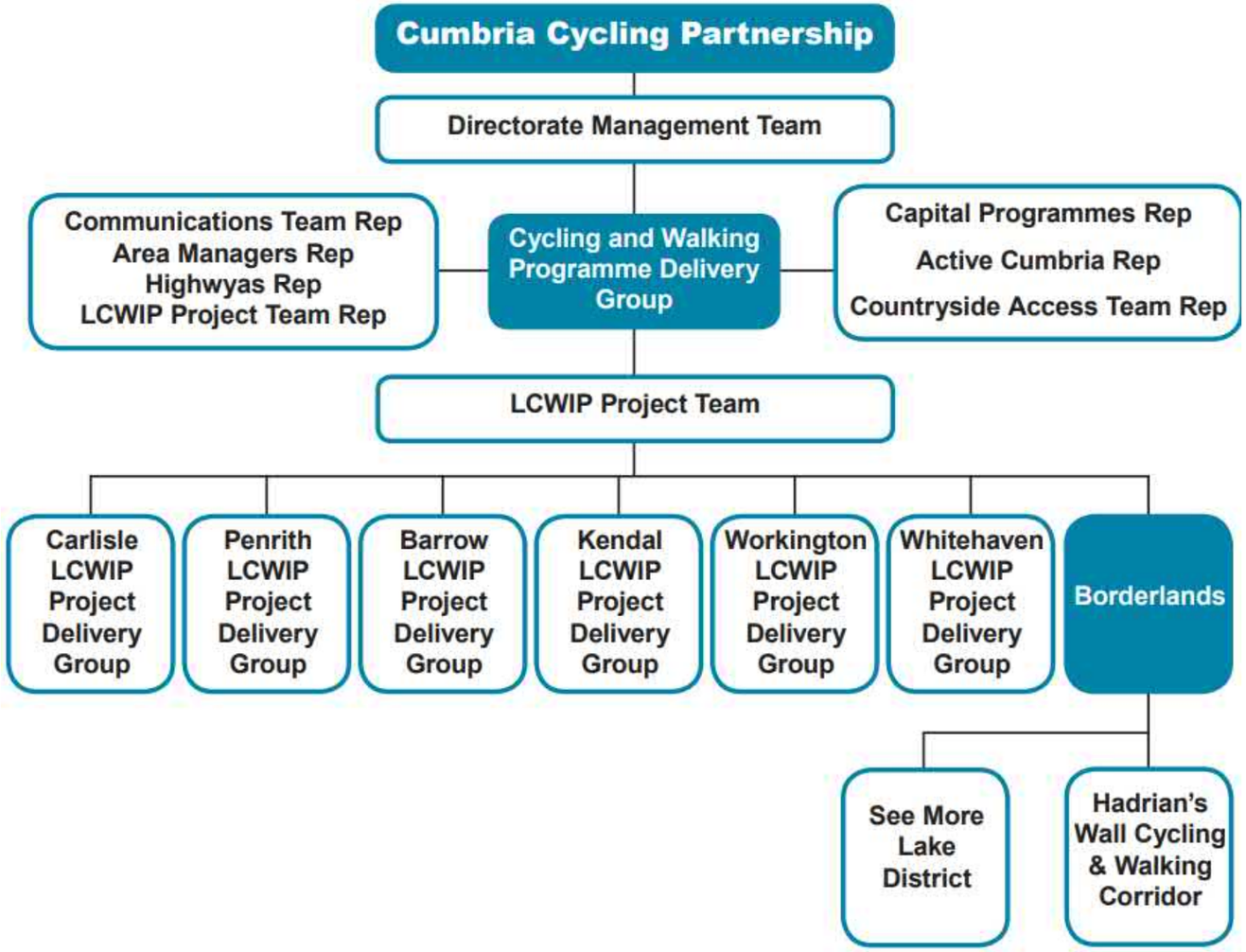


Figure 6.1. Cumbria LCWIP Governance Structure

STAKEHOLDER ENGAGEMENT & PUBLIC CONSULTATION

6.1.7. Effective engagement with stakeholders is integral throughout the development and delivery of an LCWIP to provide the opportunity for local people to express their views and input to the proposals. It is also imperative to engage with more vulnerable user groups, in particular those with protected characteristics as defined in the Equalities Act 2010. This will ensure that all relevant issues are considered when identifying interventions and it should increase support for the LCWIPs.

6.1.8. Key consultees include:

- County Councillors;
- County Council Officers;
- City / District / Borough Councils;
- Town Councils;
- Parish Councils;
- Local businesses;
- Education providers;
- Police;
- Cycle and walking clubs and organisations; and
- Disability groups.

6.1.9. Two rounds of public consultations have been undertaken to date on the Workington LCWIP:

- Jul-Aug 2021: Consultation on draft networks;
- Feb 2022: Consultation on updated draft networks ahead of their finalisation.

6.1.10. Further consultation will be undertaken as priority schemes are developed following identification of appropriate funding opportunities. Community input will be central to the development of LCWIP proposals.

INTEGRATION

6.1.11. The PDG will be responsible for the integration of the LCWIP outputs in to local policy. This will help ensure that emphasis is given to cycling and walking within both local planning and transport policies, strategies and delivery plans. Reflecting the LCWIP in local policy will also help to make the case for central government funding

6.2 SECURING FUNDING & SCHEME DELIVERY

6.2.1. The LCWIP sets out the case for future funding for cycling and walking infrastructure. As set out in the section above there are a number of compelling reasons for central government to invest in active travel infrastructure in Workington.

6.2.2. The PDG will seek to identify appropriate funding sources to deliver the aspirations of the Workington LCWIP. This will include local contributions, developer contributions, central government funding opportunities and other innovative funding mechanisms as appropriate to the scale of improvements.

6.3 MONITORING AND EVALUATION

6.3.1. Monitoring and evaluating the benefits of investment in delivering the LCWIP schemes will be critical, and will enable us to make the case for future investment in our streets. Monitoring and Evaluation will be undertaken in accordance with the methodology outlined in the CTIP and will be cognisant with the specific requirements from any emerging funding stream.

6.4 REVIEWING & UPDATING THE LCWIP

6.4.1. It is anticipated that LCWIPs will be reviewed every 3 to 5 years to reflect progress made. LCWIPs may also be updated if there are significant changes in local circumstances, such as the publication of new policies or strategies, major new development sites, or new sources of funding.

6.5 PROMOTION AND BRANDING

6.5.1. The Cumbria LCWIP programme will be supported by a package of marketing and promotional activities to maximise awareness and usage of our active travel networks.

6.6 DELIVERY OF PRIORITY SCHEMES

6.6.1. The schemes outlined in this document represent almost £53m investment in 30km of high quality cycling and walking routes, as well as an additional 5km relating solely to walking routes

6.6.2. This equates to just over £27 per person per year over a 20-year time period, based on the resident population. It would bring active travel spending up to levels seen in leading countries such as the Netherlands, and leading cities in the UK.

6.6.3. This demonstrates a step-change in the focus on active travel in Workington, and will be highly dependent on successful funding bids to central government. There are a number of factors which strengthen the likelihood of increased central government funding for active travel in Workington, including:

- Increased overall funding for active travel, with £2bn for cycling announced and further spending announcements likely over the lifetime of this LCWIP
- Recognition of the need for increased funding and regeneration outside London and core cities to “level up” the country, especially to regenerate town centres and seaside towns
- The need for a green recovery from the Coronavirus crisis and the need to tackle the climate crisis.

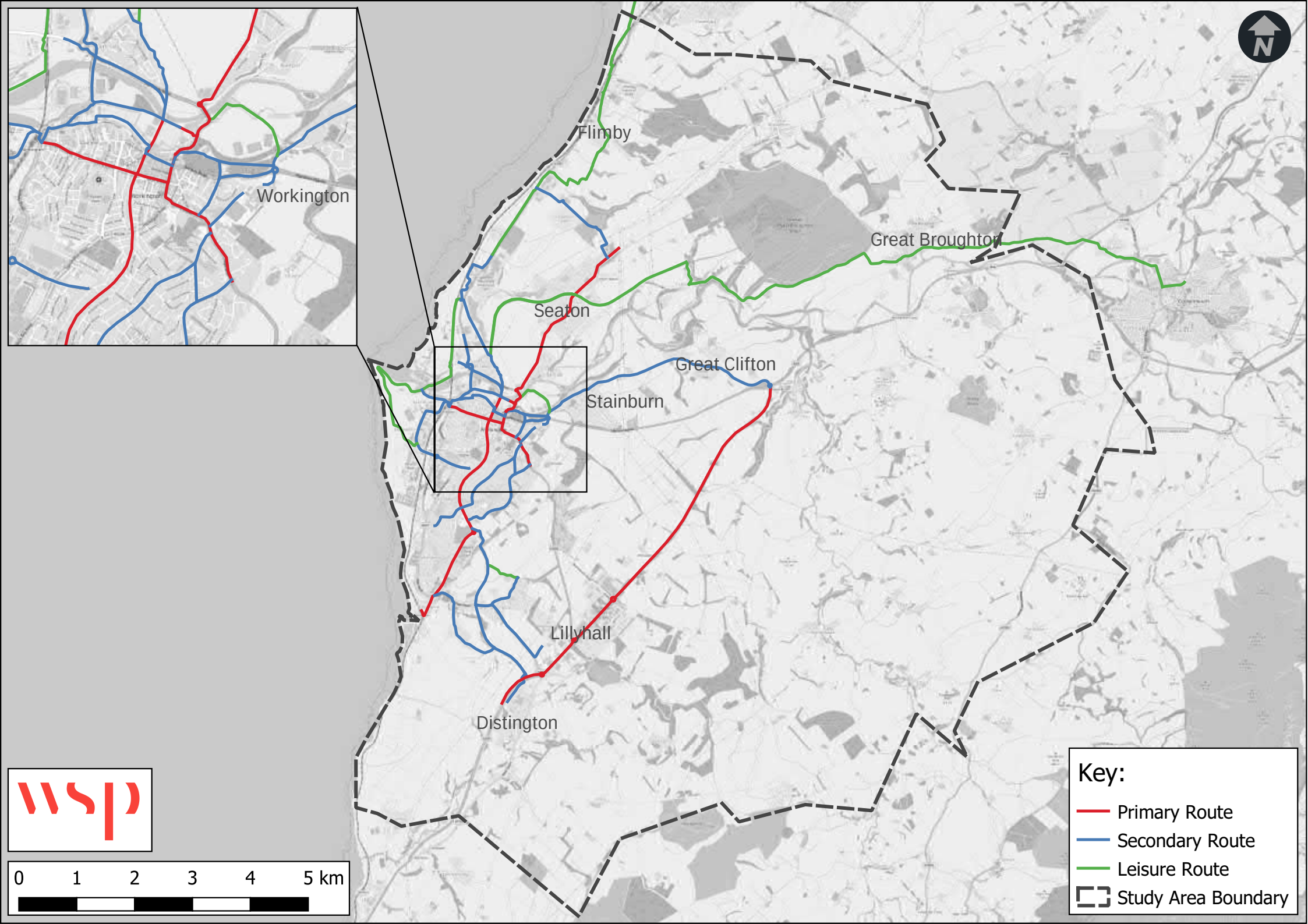
6.6.4. The priority improvements identified will deliver a range of benefits to public health, local economy and tourism, land value uplift, decongestion, road safety and carbon savings – all of which are expected to be significant. Most walking and cycling schemes represent very good value for money, providing greater benefit to society than the cost of the scheme.

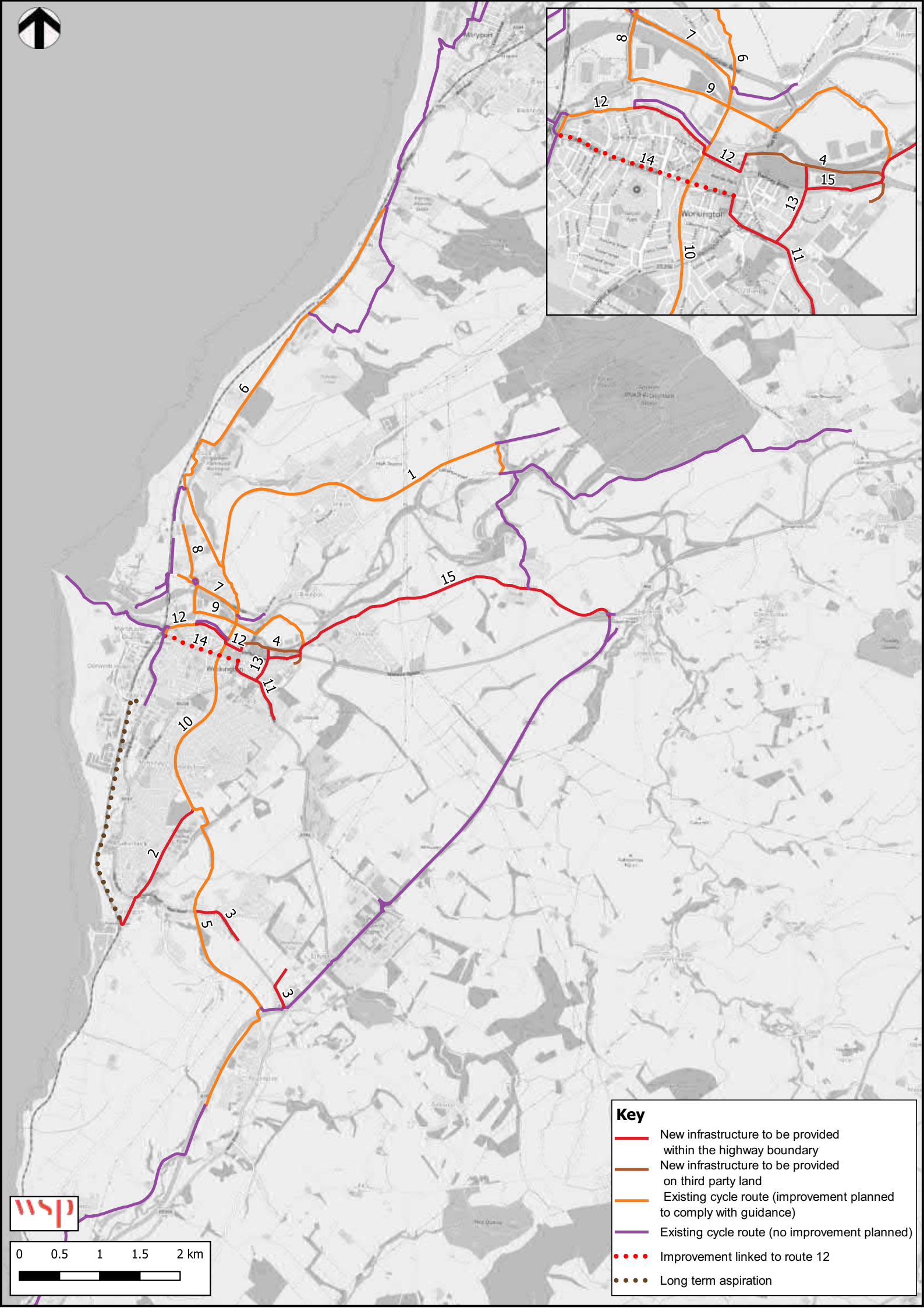
6.6.5. This LCWIP has identified priority walking and cycling networks to be delivered across Workington and has selected the priority schemes to be delivered within the first fifteen years of the programme.

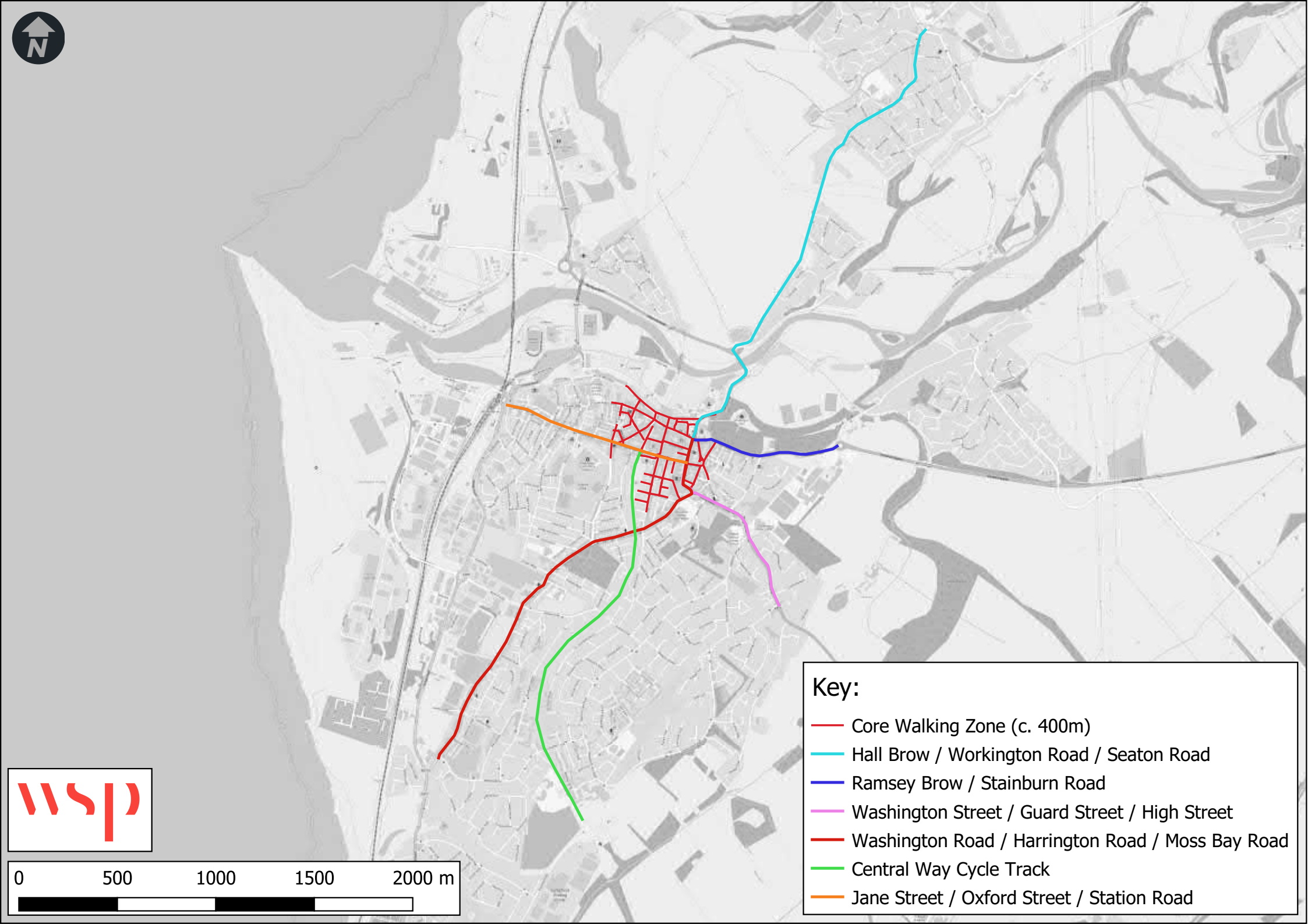
6.6.6. These schemes will help to deliver significant local benefit, and align with wider investment in strategic routes across the county.

Appendix A

LCWIP NETWORK PLANS

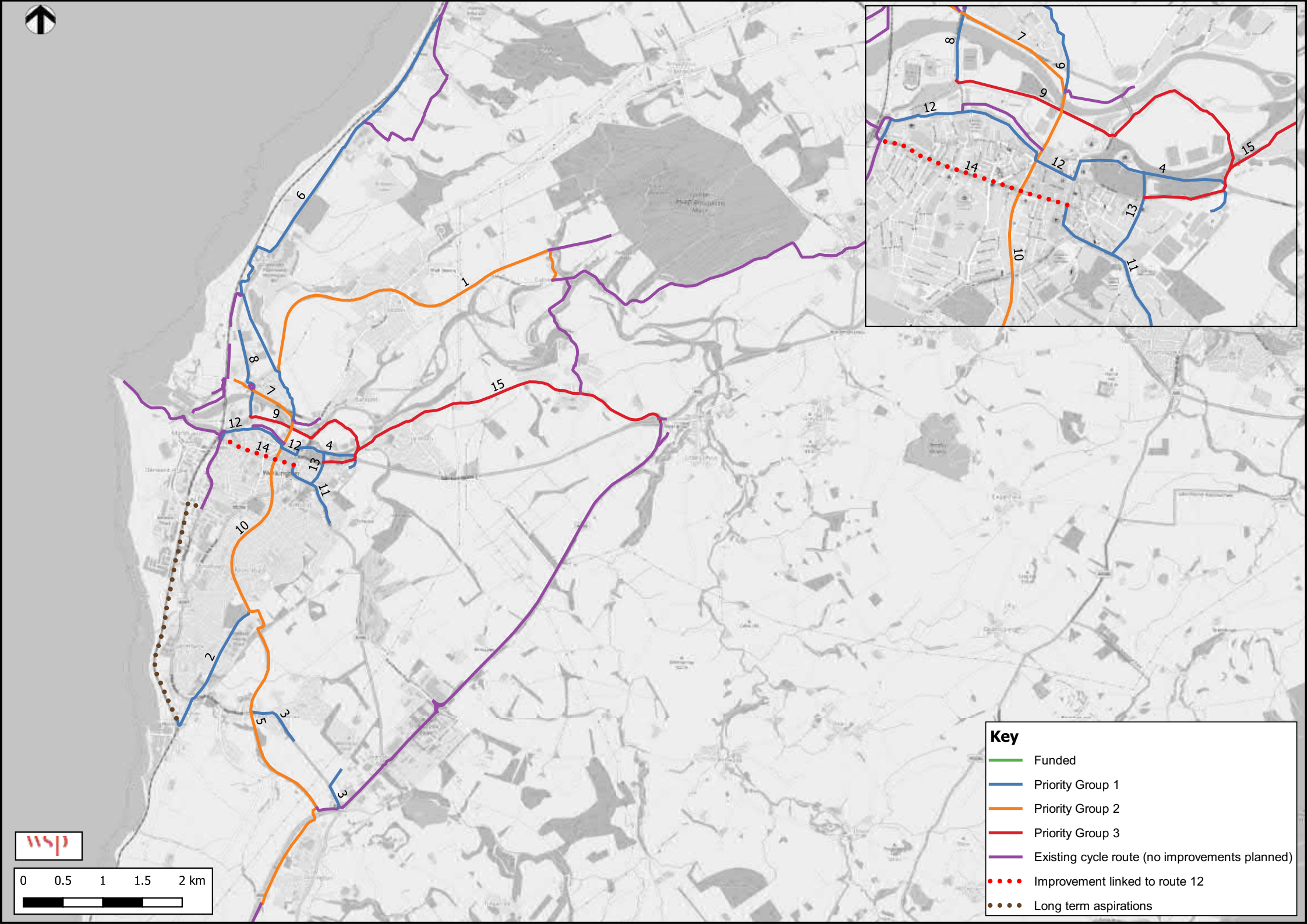

Workington
Flimby
Great Broughton
Seaton
Great Clifton
Stainburn
Lillyhall
Distington
wsp
0 1 2 3 4 5 km
Key:
Primary Route
Secondary Route
Leisure Route
Study Area Boundary


Workington
1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
Key
New infrastructure to be provided within the highway boundary
New infrastructure to be provided on third party land
Existing cycle route (improvement planned to comply with guidance)
Existing cycle route (no improvement planned)
Improvement linked to route 12
Long term aspiration
0
0.5
1
1.5
2 km


Key:
Core Walking Zone (c. 400m)
Hall Brow / Workington Road / Seaton Road
Ramsey Brow / Stainburn Road
Washington Street / Guard Street / High Street
Washington Road / Harrington Road / Moss Bay Road
Central Way Cycle Track
Jane Street / Oxford Street / Station Road
0
500
1000
1500
2000 m

Appendix B

PRIORITISED NETWORK PLANS


Key
Funded
Priority Group 1
Priority Group 2
Priority Group 3
Existing cycle route (no improvements planned)
Improvement linked to route 12
Long term aspirations
0
0.5
1
1.5
2 km

Amber Court
William Armstrong Drive
Newcastle upon Tyne
NE4 7YQ

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