

Stage 1: Determining scope

Government policy and targets

The Government's Second Cycling and Walking Investment Strategy recognises that during the pandemic lockdowns of 2020-21, quieter roads enabled the release of pent-up demand for active travel.

Quieter roads meant less congestion and road danger, and gave many more people the confidence and opportunity to enjoy travel on foot, wheelchair and cycle.

Given shrinking financial resources, enabling more people to feel confident when cycling and walking instead of driving is more important than ever, and CWIS2 is clear that we cannot afford to lose the opportunity this presents to transform places for active travel as a 'spend to save' policy.

Besides which, active travel is good for the environment, economy and health. It is a key part of wider strategies for reducing air pollution and helping people to avoid long term illness and premature death due to inactivity thus saving the NHS billions of pounds annually.

Delivery of CWIS2 is underpinned by policies in Gear Change and design guidance in LTNI/20, both of which were published by the Department for Transport in 2020.

Both Gear Change and LTNI/20 exist to support a transformation of our cities and rural areas to support dense networks of safe routes and junctions for cycling and walking, and a host of 'complementary measures' from cycle hire to communal on-street cycle storage. Taken together, these initiatives will fulfil the ambition of making "walking and cycling the natural choices for shorter journeys, or as part of a longer journey by 2040", with half of all journeys in towns and cities being cycled or walked by 2030.



Government policy: Gear Change is the detailed expression of policies set out in the Cycling and Walking Investment Plan (updated 2022).

Revised targets for walking and cycling are to:

- Increase the percentage of journeys in towns and cities that are walked or cycled to 50% in 2030 and to 55 in 2035
- Deliver a world-class cycling and walking network in England by 2040

CWIS2 is valid from April 2021 until March 2025, with clear links to other policy commitments including the Transport Decarbonisation Plan and Net Zero Strategy. It outlines the Government's current funding commitment to 2025.

Local authorities are preparing Local Cycling and Walking Infrastructure Plans that need to show ambition and a commitment to redistributing roadspace and complying with LTNI/20 if they are to be funded.

Schemes for pedestrians and cyclists also need to show inclusion as a 'golden thread' in the pursuance of the above targets. Equalities Impact Assessments will identify how routes positively and effectively respond to the needs of groups with protected characteristics within the meaning of the Equality Act 2010.

Finally, CWIS2 will require the integration of plans for walking and cycling with wider policy context, being both informed by and informing local policies including Local Plans, Infrastructure Development Plans and Local Transport Plans.

Population and LCWIP geographical extent

St Mary's is the main inhabited island of five. It has its own unitary local authority (The Council of the Isles of Scilly), Police, Hospital, Ambulance and Fire Service, and public highways.

Public services are focused on the main island of St Mary's, but the council also provides some services for the 'off-islands' of St Martin's, Tresco, Bryher and St Agnes. The smaller islands have small populations with agriculture and tourism forming the main sources of income, whilst many people hold more than one job to cover living costs and may travel between the islands to reach work.

The adopted 2015 Local Plan describes the island's demographic profile. The various Council and health services provide for a 2011 Census population of approximately 2,203 people in 989 households. The total population was updated in 2014 to an estimated 2,259 persons or 74 people fewer than in the peak of 2008. The largest population centre is St Mary's, with 1,723 people in 2011, followed by Tresco (175), St Martin's (135), St Agnes (84) and Bryher (85). The main population centres on St Mary's is Hugh Town.

The Local Plan projects that the islands' working population (16-64) will decline from 65% to 54% of the total by 2030, leading to added pressure on local services, shortages of staff, and concerns about the islands' self-sufficiency especially when factoring in the migration of retirees looking to the islands for a slower pace of life. The majority of land ownership and management rests with the Duchy of Cornwall, with large areas managed by tenant farmers and the Isles of Scilly Wildlife Trust.

The islands do not have a network of definitive public rights of way. Instead, all footpaths are permissive and provided at the discretion of the landowners and farmers. Over time this has meant the network's extents have changed, extended or reduced.

The geographical extent of this LCWIP incorporates all the populated islands, (Figure 1) although direct DfT funding can only apply to St Mary's because it is the only island with public highway.

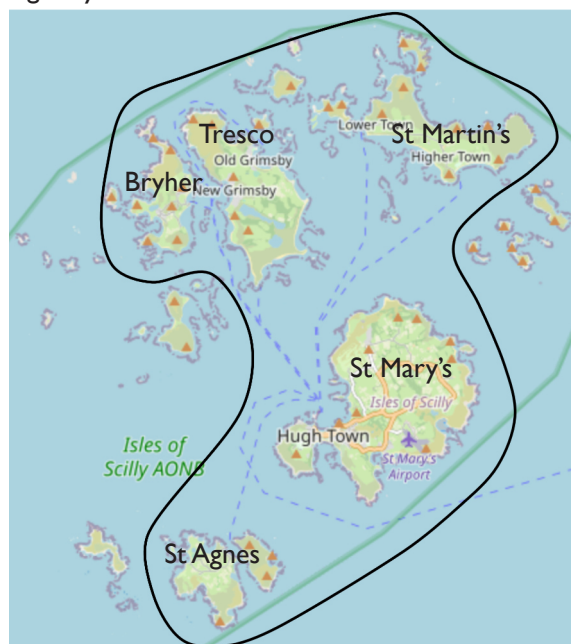


Figure 1: Geographical boundary: the five inhabited islands

Figure 2 (next page) shows the extent of St Mary's island Highway network and sections of third party roads, tracks and permissive paths affected by this LCWIP. All proposed schemes on third party land are subject to agreement from the relevant landowner and their tenants.

Governance

High level governance is essential to the success of this plan. Relying on local decision-making by individual local councillors and delegated officers would otherwise put undue pressure on them in the event of public opposition to the proposed measures, raising the risk of failure.

Collective decision making across the islands, coupled with ongoing public engagement, will spread this burden. Delivery also requires officer support at the highest possible level, preferably with the Chief Executive or an Assistant Director.

A programme Board will be established with interested lead members, senior officers and specialist officers tasked with leading the network's design and construction. The board will meet regularly to discuss the activities of those directly responsible for making funding bids, designing schemes and delivering infrastructure on the ground. The Board could include members of key stakeholder groups including the Police, school, hospital, businesses and interested local people.

Timescale: LCWIP and delivery

This LCWIP covers a period of ten years from adoption with review anticipated every five years.

However, the timescale for delivery is much shorter as, due to the high costs and logistical effort involved, it will be important to maximise the use of machinery and materials imported just once from the mainland.

Engagement

Engagement is continuous and has so far involved a wide range of stakeholders who have collectively enabled us to gain a greater understanding of issues surrounding road danger as well as potential solutions. We have found overwhelming support for the idea of making walking and cycling easier, safer and more attractive as an alternative to driving.

The following tables set out comments people have made at formal stakeholder meetings and an on-street 'market stall'. These are presented with an indication of what can be included in the LCWIP and what the LCWIP will do to address local concerns.

The main themes raised at the 'market stall' public engagement event (tables below) were identified as "driver behaviour/safety" (35 mentions), followed by "improvement" (15 mentions), and "maintenance" (7 mentions). These reflect strongly expressed perceptions of danger experienced when walking and cycling on the island's roads, which is also a dominant theme in responses to the public questionnaire.

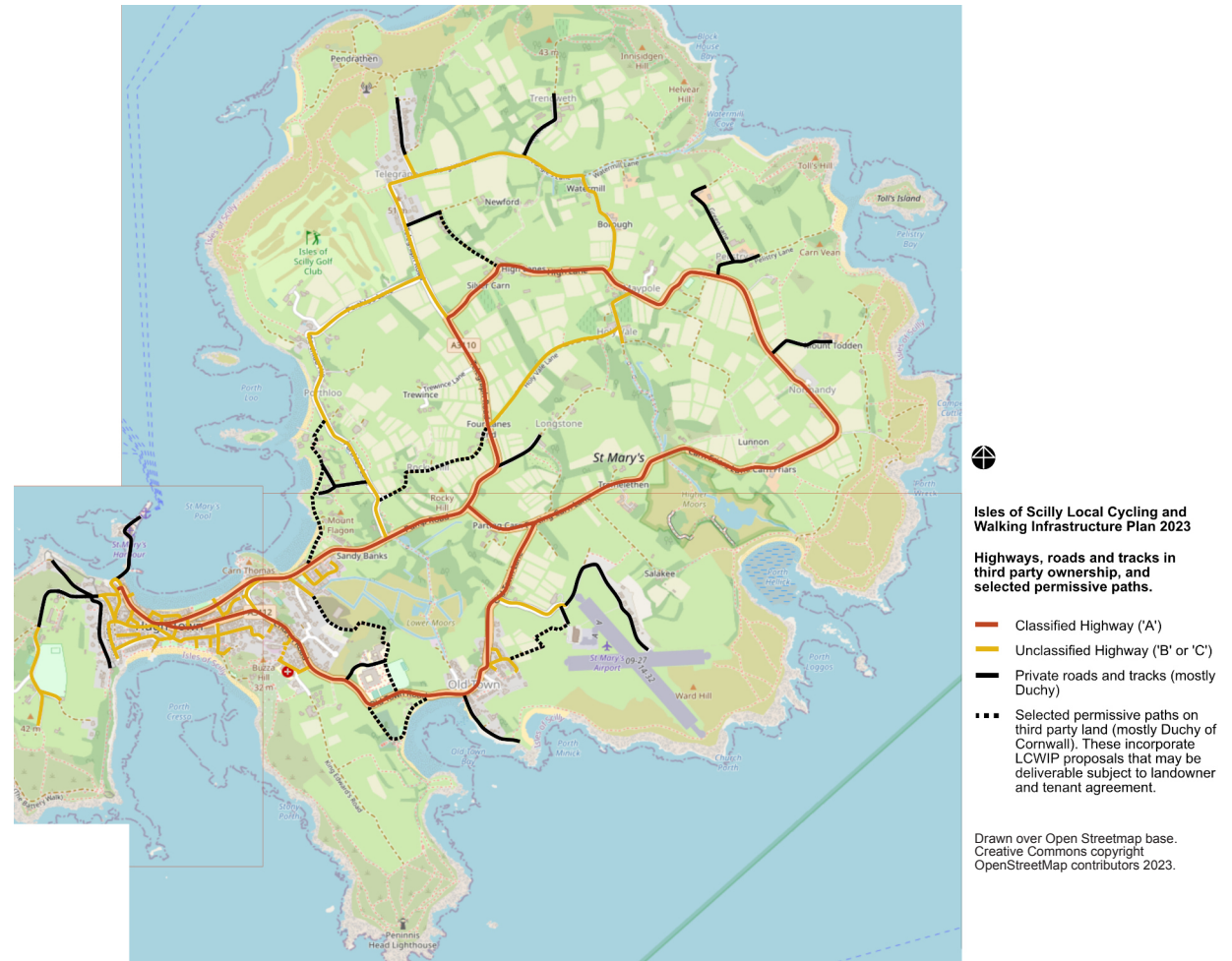


Figure 2: Extent of Highway network and selected third party road and track network, St Mary's.

Stakeholder comments (meetings July 2022) anonymised

Comment	Theme	LCWIP response
Poor sight lines from some junctions	Safer walking	Changed priorities, tighter junction envelopes.
Excess 'speed on approach'	Speed	Traffic calming, amendments to junctions including tighter junctions with restricted visibility; 'neck down' junction bellmouths, change priority, incorporate continuous footway
Excess speed: whilst on most of the island it is difficult to go above 20mph there are stretches where higher speeds are possible.	Speed	Traffic calming 'friction' on straight sections to induce more cautious driving.
Golf buggies create some traffic calming	Speed / safety	Replicate this traffic calming effect using 'friction' such as sections of uncut hedges, road narrowings.
Overgrowth of hedges restricts passing opportunities for larger vehicles and pedestrians/cyclists	Sight lines / speed / safety	Cut back hedges but leave some growing out to create traffic calming 'friction' so that speeds don't get too high. Consider marking pedestrian 'lanes' on some corners.
Poor condition of some road surfaces not treated in 2014, including concrete roads on 'off-islands'.	Safety	Incorporate resurfacing programme. Financial partnerships to import materials and machines to repair or rebuild private and public roadways on St Mary's and the off-islands.
Illegal parking on Hugh Street near Co-Op creates conflicts.	Safety / enforcement	Timed / permit access, extend northern footway.
Islanders need weatherproof cycle storage on St Mary's Quay so they can continue their journeys from ferries.	Enabling cycling	Provide weather (and salt) proof cycle storage on St Mary's Quay.
Strong suggestion from one tenant to divert the 'dump path' around, rather than through, his land.	Safety	There are some clear safety advantages to considering an alternative route due to the poor sight lines and shared use. Potential cycleway along the 'dump path' would need to be achieved in consultation with tenant farmers and the Duchy of Cornwall.
Some well used parts of the coastal path are inaccessible to Disabled people	Equality	LCWIP focuses on utility routes and can therefore recommend sensitive changes / reasonable adjustments to sections of coastal path that connect communities, avoiding long detours. Measures as simple as hand rails and steps will increase their accessibility.
Grant funding for shared cargo-bikes and cargo bike based 'last mile' logistics to reduce van miles	Sustainable deliveries	Initial purchase of cargo bikes to (a) support enterprise and (b) provide a public pool bike service to reduce car use.
Traffic danger between Hugh Town and Old Town with cars going too fast, combined with narrow footways and close passing of pedestrians.	Driver behaviour	Widen footway, if possible, to give pedestrians a safer space; Consider introducing a 'school street'.
Existing school crossing point acts as a 'courtesy crossing'	Conflict / safety	Consider either keeping and improving the courtesy crossing, or introducing a formal zebra crossing. Current crossing is not of a prescribed design.
Narrow footways	Safety / comfort	Widen to an aspirational minimum of 1.5m.

Stakeholder comments (meetings July 2022) anonymised – cont'd

Comment	Theme	LCWIP response
Traffic speeds too high	Driver behaviour / speed	Introduce signed 20mph speed limit in built up areas. Design roads to maximum 30mph in rural areas.*
Poor condition of Porthloo Road, and poor visibility at its junction with Telegraph Road	Safety	Include Porthloo Road in resurfacing programme; tighten junction and consider measures including changed priorities to reduce speeds at Telegraph Road.
Re-route pedestrian ('dump') path to east side of school playing field to make it suitable for cycling.	Safety / child safety	LCWIP to consider option of retaining existing alignment but moving it away from the school boundary fence to improve sight lines and reduce conflict.
Difficulty and expense of getting parcels delivered across the island including the school	Sustainable deliveries	Consider seed funding a cargo bike 'last mile' delivery service undertaken by a new or existing operator.
Pedestrians ignored in previous resurfacing programme	Walking	Use LCWIP funding to improve and widen footways.
Drivers cut corners by using footways to avoid oncoming traffic	Safety / conflict	Judicious use of bollards and / or higher kerbs.
Tourists not confident when cycling	Safety / cycling	Fund a cyclist trainer based at the cycle hire shop to help adults and children with cycling technique when hiring cycles. The skills gained are, of course, transferable giving wider benefits.
Issues of safety mentioned above are generally minor in nature and have not resulted in a major problem of road danger or collisions on the island. A certain amount of passive enforcement comes from the fact that most islanders know each other in this small community.		

*The highway design speed will generally be 20mph within both the 20mph and 30mph speed limit areas. Sections to be prioritised will be those where speeds exceed 20mph.

Public comments ('market stall' event, Hugh Town, July 2022)

Comment (light blue shading shows comments made more than once).	Mentions	Theme	LCWIP response
Offer / continue cycle training / cyclist behaviour / cyclist speed / cycle bells	9	Cyclist behaviour	Include an allowance for cyclist training
Hire (e-)bikes from the quay via app	2	Cycle hire	Include an allowance to seed-fund an e-bike scheme (perhaps run alongside the electric car hire scheme)
Ensure pedestrians don't walk 3-4 abreast in the roads / people walking in road	2	Pedestrian behaviour	Not relevant to LCWIP
Hedge trimming	5	Maintenance	Maintenance issue – not relevant to LCWIP unless integrated with specific schemes such as traffic calming.
Blind corners / mirrors	3	Driver behaviour, safety	Include localised infrastructure to slow driver speeds on approaches to corners and / or improve sight lines from junctions on corners.
Re-pave footways / footway surfacing issues including 'cobble' used as kerbs / replace cobbles with white lines / excessive crossfalls, Hugh Street footway widening.	9	Improvement	Major programme of footway reconstruction to meet aspirational minimum of 2.0m where possible.
Bad road surfaces	2	Maintenance	Major programme of minor road resurfacing.
One way system on the island's roads / in places	4	Driver behaviour	This was suggested a number of times. The view taken is that it would likely lead to additional traffic movements due to the loss of impediments to driving and cause problems of conflict and speeding unless traffic calming measures are implemented.
Some off-road footpaths unusable after rain (raise them on boardwalks)	1	Improvement	Programme to surface or install boardwalks on some key links between urban areas.
High speeds on the roads from Telegraph make me feel less confident and I'm not a confident rider / high vehicle speeds / introduce speed limits	7	Driver behaviour	Programme to reduce driver speeds using localised interventions.
Restrict vehicles on Moorwell Lane (dump access) to outside school run hours	1	Driver behaviour	Consider this as part of wider improvements to 'Dump Path'.
Dump path needs improvement / lighting	3	Improvement	Major project to provide separate cycling and walking infrastructure and realignment of Dump Path.
Routes to school need improvement (also raised separately by the head-teacher)	1	Improvement	Potential school streets and / or other measures to provide safer routes to school and reduce the car-based 'school run'.
Improve sight lines at Blue Carn corner, Old Town	1	Driver behaviour, Safety	Possible sinusoidal speed humps either side of the narrowing to reduce approach speeds.
Don't want to lose character of island due to infrastructure	1	-	Schemes in LCWIP will use well designed 'self-explaining' physical measures rather than signs to dictate behaviour.

Comment (light blue shading shows comments made more than once)	Mentions	Theme	LCWIP response
Provide bus service year-round / electric bus / school bus	4	Bus	LCWIP includes buses and will propose a new bus service using electric vehicles.
Speed limits (20 / 30mph)	7	Driver behaviour	LCWIP will propose a 20mph speed limit in built up areas of Old Town, Hugh Town and Telegraph, with a design speed of 20mph elsewhere.*
Reduce cars / too many cars / ban cars / cars too big	11	Driver behaviour	A key objective of this LCWIP is to make walking and cycling attractive and to reduce the amount of driving.
Cycle parking	1	Improvement	LCWIP will propose weatherproof cycle storage at St Mary's Quay and other cycle parking dotted around the island
Road dig and relay machine (correspondent provided details)	1	Improvement	LCWIP will propose purchase of a small asphalt laying machine.
No yellow lines	1	-	Traffic management will be achieved through the introduction of physical measures such as footway widening.
Emergency vehicles only accessing Hugh Street / permit access only / restricted vehicle access / pedestrianise / enforcement	5	Driver behaviour / traffic management	LCWIP will propose physical measures, notably footway widening and defined loading bays to deliver self-enforcement of parking management.
Pedestrians prioritised over cars	1	Enabling mode shift	LCWIP will redistribute space to pedestrians and cyclists.
Mobility scooter access to Dump path / Dump path improvements / Dump path lighting	1	Accessibility	Major programme to provide upgraded footpath along the Dump Path alongside a separate cycleway.
Designated cycle lanes	1	Enabling mode shift	Lack of space means very few places would be suitable for a cycle lane. Moreover, our assessment of the network shows that,, with reference to LTNI/20, almost everywhere can be made suitable for cyclists riding in general traffic with minimal investment.
Improve Holy Vale footpaths	1	Improvement	LCWIP will propose improvement of some key walking links to make them more accessible.
Improve top of Carn Gwaval Lane	1	Improvement	Not prioritised (private access)
Boarding House Junction – vehicle speeds	1	Driver behaviour	LCWIP will propose changed priorities and a wider footway by the boarding house.
Avoid signs / road markings	1	-	Subtle self-enforcement through 'self-explaining' roads will be applied in preference to signing.
Inter-island boat service	1	-	Not relevant to LCWIP.
Don't implement measures for walking and cycling (waste of time)	1	-	Funding is for walking and cycling measures that will deliver health, accessibility, environmental and safety benefits to islanders and visitors.
Cycle parking to give access to beaches	1	Enabling mode shift	LCWIP will propose local cycle parking.

*The highway design speed will generally be 20mph within both the 20mph and 30mph speed limit areas. Sections to be prioritised will be those where speeds exceed 20mph.

Public surveys – online questionnaire

From August to September 2022, a questionnaire survey was distributed to the public via social media and email. It sought to understand how people make their journeys by mode and asked respondents to describe what makes walking and cycling less inviting.

At the same time, people were asked about their journeys as a means of identifying the most popular ‘crow-flies’ routes on St Mary’s. Desire lines are reflected in figures 4 and 5.

The full report is an appendix to this LCWIP and has been used in addition to the comments recorded in the tables above to target the types and location of infrastructure proposed on St Mary’s island.

Key points in the Sustrans survey report include:

- 132 responses were received, roughly evenly divided between those identifying as ‘male’ or ‘female’, with most respondents being aged over 45.
- Less than half of respondents use a car, and walking and cycling are the most frequently used modes of transport with 67% walking and 27% cycling daily. However, 36% of residents ‘rarely or never’ cycle.
- The Buzza Bus (operated by Age Concern) is reasonably well used, with 26% of respondents using it at least once a week. By contrast, only 4% of respondents use the ‘community bus’ at least once a week – possibly partly because it only runs in the summer.

- Children mostly walk or cycle to the school, although some highlighted these trips as unsafe. 81% of parents said their children cycle to school; 42% said they walk, but one in five children are driven in a car or taxi.
- Frequent drivers do so mostly out of habit whereas infrequent drivers mostly do so to carry bulky items.
- Poor driver behaviour is cited as having an adverse effect on walking and cycling.
- Respondents were keen to have improved footways, reduced traffic speeds and a less car-dominated town centre.

Comments included:

- “Walking with or without a pushchair is risky due to there being no pavements, and blind corners and speeding vehicles. The school run is particularly unsafe”
- “The junction into the dump path from Porthmellon: cars cut the corner to turn in and drive out fast [sic]. I’ve had close calls when taking children to / from school”
- “Corner to Carn Gwaval / Five Islands Academy from Old Town Road - traffic is very fast and it is a blind corner....”
- “The pavements in Hugh Town are trip hazards and are also too narrow to walk along. Surprisingly it is safer to walk in the road, as there are no potholes or uneven surfaces”
- “I have young children and although we do

cycle a lot the traffic on Scilly worries me, especially the speed. Delivery vans appear to drive very fast as does the community bus given the size of it. Cycle lanes would make cycling safer for young people”

- “Drivers do not offer distance / space to cyclists - seem to lack the patience for a safe space to overtake” Speeding and poor driving is a serious issue on St Mary’s”

Suggestions included:

- Reduced speed, including 30mph outside of town and 20mph in built up areas.
- Parking restrictions in the town.
- Speed and traffic reduction, including at school travel times.

Most of the comments were in a similar vein, although it is important to accept that the voluntary, non-randomised nature of responding may have produced some self-selection. They are broadly consistent with those received in the open public engagement events as described in the tables above, supporting the case for measures to improve conditions for cycling and walking.