

Local Cycling and Walking Infrastructure Plans

Cumbria
LCWIP Strategic
Overview
Report



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1 Introduction

1.1.1. Cumbria County Council endorsed the Cumbria Cycling Strategy in 2017, together with Cumbria's district councils, national parks, cycling bodies and highways partners.

1.1.2. The Cumbria Cycling Strategy sets the context for the development of cycling infrastructure in Cumbria. The strategy has four objectives:

- Promoting cycling as part of healthy lifestyle;
- Enabling cycling to support the Cumbrian economy;
- Promoting Cumbria as an excellent place to cycle; and
- Improving the cycling infrastructure to enable more cycling.

1.1.3. The fourth objective of improving the infrastructure is key to enabling the other three objectives.



1.1.4. The Cumbria Local Cycling and Walking Infrastructure Plan programme will be central to achieving the fourth objective.

1.1.5. This document sets out the strategic overview for the development of LCWIPs in Cumbria. It details the aspects of the LCWIPs that are consistent across the county. Associated reports will be produced for each town / city, detailing the locally-specific elements of the LCWIP, and should be read alongside this document.



2 LCWIP Purpose and Process

LCWIP Purpose

2.1.1. Local Cycling and Walking Infrastructure Plans (LCWIPs), as set out in the Department for Transport’s (DfT) Cycling and Walking Investment Strategy (CWIS), are a new, strategic approach to identifying cycling and walking improvements. LCWIPs will enable a long-term approach to developing local cycling and walking networks (ideally over a 10-year period) and will ensure the county is well placed to make the case for future investment.

2.1.2. The key outputs of LCWIPs are:

- A network plan for walking and cycling which identifies preferred routes and core zones for further development;
- A prioritised programme of infrastructure improvements for future investment; and
- A report which sets out the underlying analysis carried out and provides a narrative which supports the identified improvements and network.

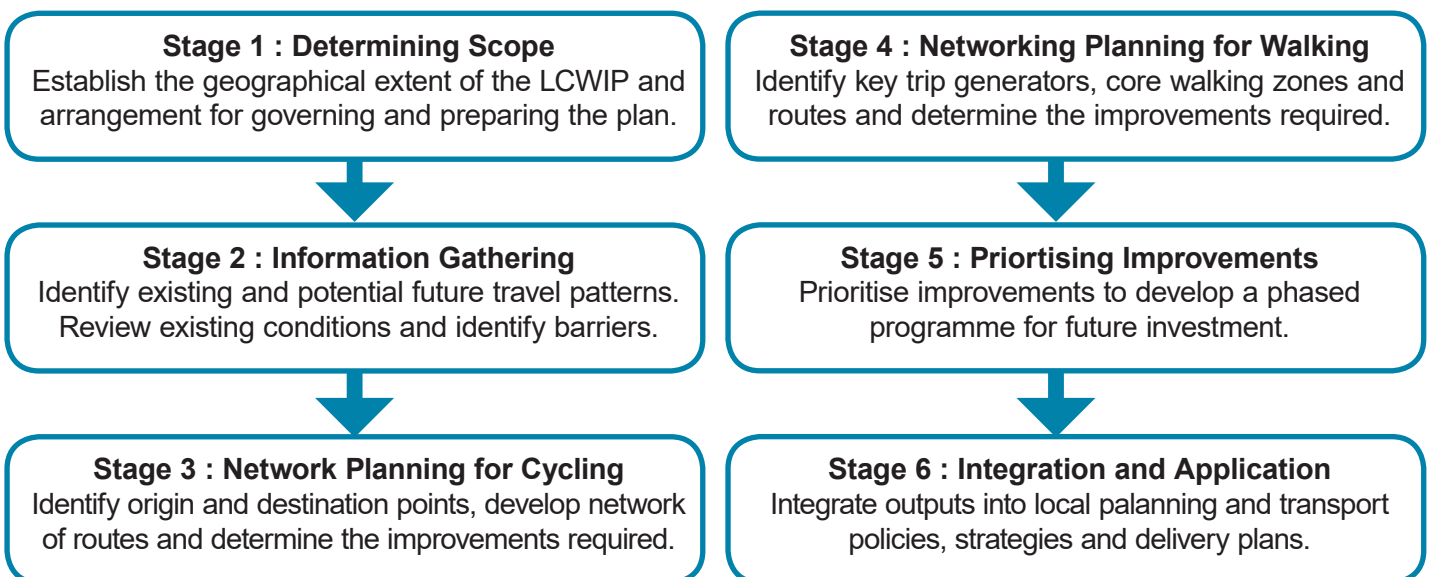
2.1.3. By taking a strategic approach to improving conditions for cycling and walking, LCWIPs will assist the authority to:

- Identify cycling and walking infrastructure improvements for future investment in the short, medium and long term;
- Ensure that consideration is given to cycling and walking within both local planning and transport policies and strategies; and
- Provide the evidence base to make the case for future funding for walking and cycling infrastructure.

LCWIP Process

2.2.1. The Cumbria LCWIP programme is developed in line with the Department for Transport (DfT) Cycling and Walking Investment Strategy and their supporting LCWIP Technical Guidance for Local Authorities (2017). The Technical Guidance sets out the LCWIP process as taking 6 stages as outlined below.

Figure 3-1 - LCWIP Six Stage Process



3 LCWIP Stage 1: Determining Scope

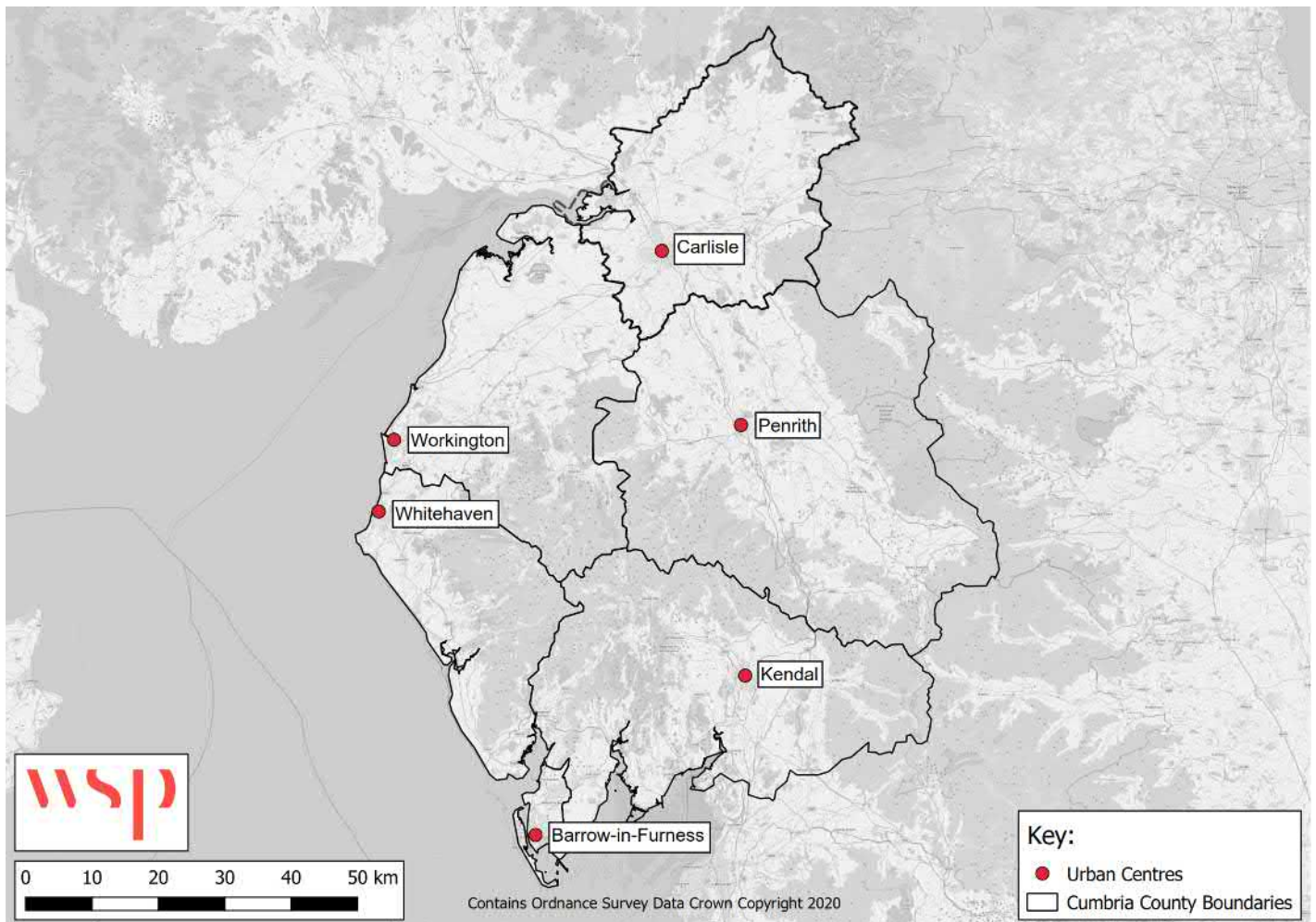
3.1 Establishing Geographical Extent of the LCWIP

3.1.1. An objective of Cumbria Cycling Strategy is to create high quality cycle and walking facilities in urban areas throughout Cumbria. Initially, the authority intends to prepare LCWIPs for six of Cumbria's district urban centres, which are:

- Barrow-in-Furness;
- Carlisle;
- Kendal;
- Penrith;
- Whitehaven; and
- Workington.

3.1.2. A map of the six main towns and the area covered by each LCWIP is shown in Figure 4-1.

Figure 4-1 – Cumbria LCWIPs

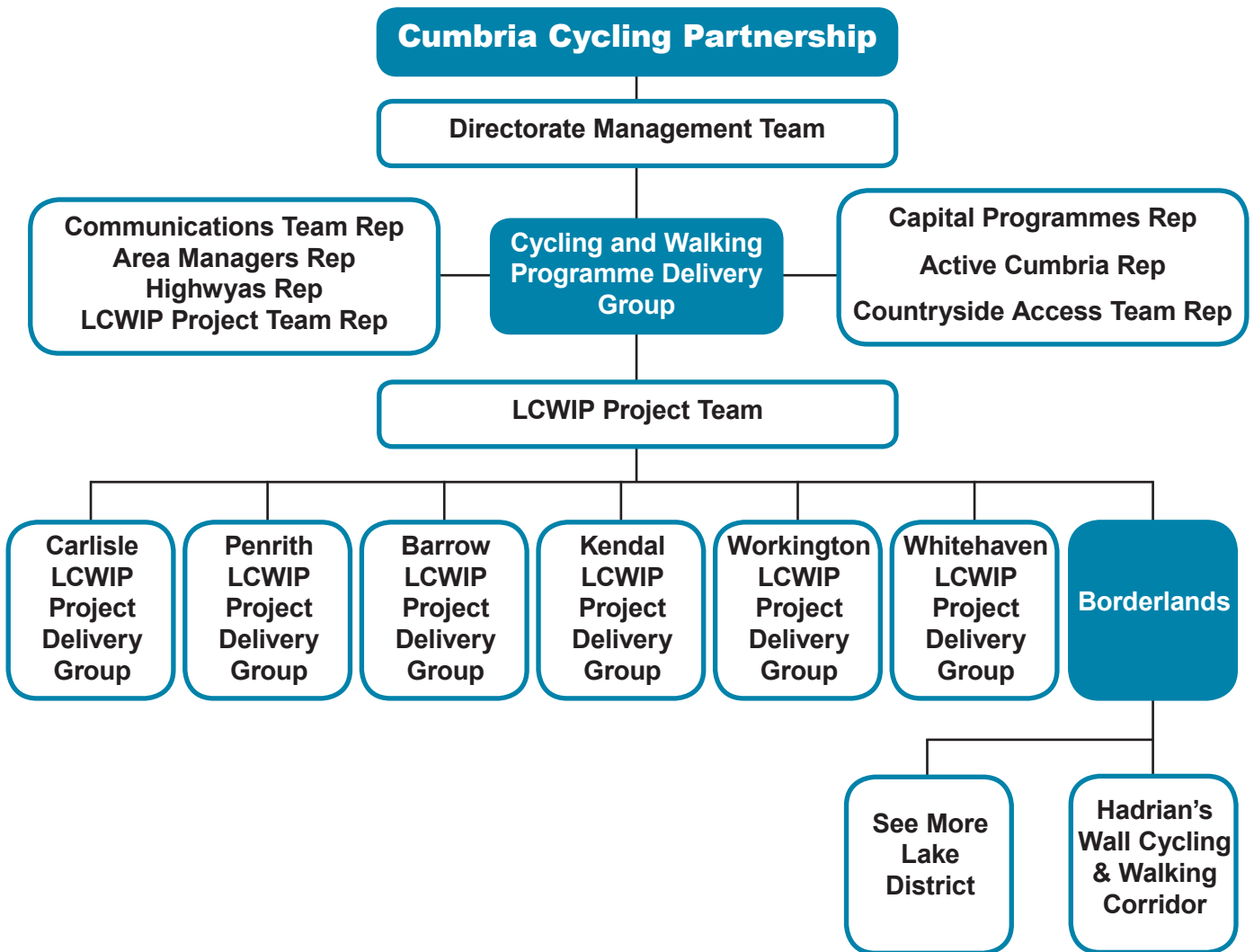


3.1.3. The LCWIP approach can also be applied to other towns and smaller settlements in the county, and it is assumed that these will follow the same methodologies and governance arrangements.

3.2 Governance and Delivery Arrangements

- 3.2.1. 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 during the first Phase of the Cumbria LCWIP programme between 2020 and 2021.
- 3.2.2. The LCWIP Project Team report to the Cycling & Walking Programme Delivery Group (PDG). Individual PDGs have been set up for each LCWIP study area. The Cycling and Walking Programme Delivery Group maintains an overview of the project and provides 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.
- 3.2.3. Internal members of the PDG include representatives from the following:
- Capital Programmes;
 - Active Cumbria;
 - Countryside Access Team;
 - Area Managers;
 - Highways; and
 - Communications Team.
- 3.2.4. External members can include local Members, employers, local interest groups and community representatives.
- 3.2.5. For each LCWIP it is proposed that the Project Delivery Group meetings will be called at the following milestones:
- Stage 1 – Project inception to agree geographical scope of LCWIP, identify relevant stakeholders and agree the stakeholder engagement process, and contribute to Stage 2 information;
 - Stage 2 – Approval of Stage 2 Information Gathering;
 - Stages 3 & 4 – Approval of draft network plans for engagement;
 - Stages 3 & 4 – Approval of final network plans and priorities for initial development;
 - Stage 5 – Approval of prioritised list of cycling and walking interventions; and
 - Stage 6 – Approval of LCWIP document and agree next steps.
- 3.2.6. The Cycling and Walking Programme Delivery Group report to the Directorate Management Team of the Economy and Infrastructure Directorate.
- 3.2.7. The governance structure for the LCWIPs is presented in the organogram overleaf.





3.3 Engagement

3.3.1. Effective engagement with stakeholders is integral throughout the development 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.

3.3.2. Key consultees include:

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

3.3.3. A variety of stakeholder engagement activities will be undertaken for each LCWIP developed as part of this programme including a series of workshops and site visits to help inform network development and identification of scheme priorities.

3.3.4. All appropriate consultations in line with strategy development will take place to ensure the network meets the needs of current and future users. Once complete the LCWIP will be formally adopted by the authority.

3.4 Timescales

- 3.4.1. The Cumbria LCWIP programme broadly covers the period 2021– 2032 to align with individual district Local Plan periods. Local Plans are prepared by a local authority in consultation with its community, setting out a vision and a framework for the future development of an area.
- 3.4.2. During the lifetime of the LCWIP programme, it is intended that the routes identified in the proposed walking and cycling networks will be taken forward for design and implementation, subject to deliverability and available funding.
- 3.4.3. Schemes identified in the LCWIPs will be categorised as follows:
 - Short term improvements which can be delivered within 3 years, these can be implemented quickly or are under development;
 - Medium term improvements which can be delivered within 5 years, where there is a clear intention to act but delivery is dependent on further funding availability or other issues; and
 - Long term improvements which are more aspirational improvements or those awaiting a defined solution, to be complete within 10 years.

4 LCWIP Stage 2: Information Gathering

4.1 Introduction

- 4.1.1. The LCWIPs have been developed using a variety of key datasets to establish the existing and future travel patterns, as well as drawing on local policies and plans to inform the priorities for improvement.

4.2 Evidence Base

- 4.2.1. The information and datasets collated as part of the extensive evidence base for the LCWIPs are summarised in the table below.

Table 5-1 – LCWIP Evidence Base

Information / Dataset	Source	Description	Relevance / Application
Local policies and strategies	CCC	<ul style="list-style-type: none"> • Cumbria Transport Plan (2011-2026) • Cumbria Cycling Strategy (2017 – 2022) 	Support the improvement and expansion of the existing pedestrian and cycling networks. Informed the identification of priorities for improvement.
Planned transport improvements	CCC	Identification of planned walking and cycling schemes identified.	Understanding the future walking and cycling networks.
Trip origins	Office for National Statistics	2011 Census population centroids.	Establishing current trip patterns and the potential for increased walking and cycling journeys.
Trip destinations	Various	Key trip attractors such as: <ul style="list-style-type: none"> • Workplaces • Schools • Retail areas • Visitor attractions 	Establishing current trip patterns and the potential for increased walking and cycling journeys.

Information / Dataset	Source	Description	Relevance / Application
Development sites	CCC	<ul style="list-style-type: none"> Sites allocated between 2011 and 2020 Local Plan allocations 	Understanding potential future walking and cycling journeys.
Census 2011 Journey to Work data	Office for National Statistics	Commuting flows and mode of travel from the 2011 Census	Establishing current trip patterns and the potential for increased walking and cycling journeys.
Pedestrian & cyclist counts	CCC	Counts undertaken over a 7-day period in September / October 2016	Establishing current pedestrian and cyclist flows.
Propensity to Cycle Tool	DfT	Model forecast of potential uptake of cycling across England under different scenarios	Determining potential cycling flows and required infrastructure.
Road safety and collisions	DfT	Data about reported accidents involving pedestrian and cyclist casualties on public roads in Cumbria.	Identifying accident hot spots where safety improvements are required.
Index of Multiple Deprivation	DCLG	A composite measure of deprivation including income, employment, education, health, crime etc.	Understanding the potential for increased walking and cycling levels.
Household car ownership	Office for National Statistics	Average number of cars per household within a ward	Understanding the potential for increased walking and cycling levels.
Air Quality Management Areas	DEFRA	Areas where improvements to air quality are required	Potential role of active travel in addressing air quality issues. Informing the shortlisting of priority corridors.
Traffic flow and speed data	CCC	Traffic volumes and speeds recorded at count sites in Cumbria	Establishing required infrastructure.

4.3 The Policy Context

4.3.1. A summary of national and regional policy that aligns with the LCWIP is included in Table 5-2.

Table 5-2 – Policy Context

Information / Dataset	Source	Description
Cycling and Walking Investment Strategy	DfT (2017)	Sets out an ambition to make walking and cycling the natural choices for shorter journeys or as part of a longer journey.
National Planning Policy Framework	MHCLG (2019)	Places significant emphasis on sustainable development and highlights the importance of planning for healthy and safe communities where active travel modes are promoted.
Gear Change	DfT (2020)	Released in response to the impact of the Covid-19 pandemic in order to embed changes in people's travel behaviour permanently. The DfT detail four key themes that they will follow to create a step change in active travel uptake, ensuring that half of all journeys in towns and cities are cycled or walked by 2030.

Information / Dataset	Source	Description
Future of Mobility: Urban Strategy	DfT (2019)	Sets out principles to guide Government and local authorities in decision-making and has recognised active travel as a key area to help shape the future of urban mobility.
Clean Air Strategy	(DEFRA, 2019)	The strategy suggests encouraging an increase in cycling and walking for short journeys delivers a reduction in congestion and emissions in addition to the associated health benefits from a more active lifestyle.
The Inclusive Transport Strategy	DfT (2018)	Focuses on transport inclusivity, providing inclusive infrastructure, with vehicles, stations and streetscapes designed to allow for people with any form of disability to use.
Cumbria Transport Plan	CCC (2011-2026)	The Plan aims to secure and steer investment for the county so as to support the development of the local economy, reduce carbon emissions, and ensure a high quality environment for residents and visitors. The Plan highlights the importance of walking and cycling to these objectives and it commits to facilitating increased levels of walking and cycling in Cumbria.
Cumbria Cycling Strategy	CCC (2017-2022)	The Strategy, which was produced by the Cumbrian Cycling Partnership, identifies the vision for Cumbria and the Lake District ‘to be one of the best places to cycle in the UK with more people cycling more often in our spectacular landscapes’. It has four objectives: <ul style="list-style-type: none"> • Promoting cycling as part of healthy lifestyle; • Enabling cycling to support the Cumbrian economy; • Promoting Cumbria as an excellent place to cycle; and Improving the cycling infrastructure to enable more cycling.
Local policies and strategies	Various	The relevant local policies are outlined in the respective LCWIP Town Reports.



5 LCWIP Stage 3: Network Planning for Cycling

5.1 Introduction

- 5.1.1. A key output of the LCWIP process is the determination of the Cycling Network Map, which sets out a cohesive potential network for cycling. This network is then considered against the baseline evidence in order to identify preferred routes for further development.
- 5.1.2. The development of the Cycling Network follows the LCWIP Technical Guidance for Local Authorities document (DfT, 2017), and is founded on the principle of connecting people to places, ensuring that the proposed networks correspond to both the routes people currently take and those people are likely to want to take, both now and in the future. This method also helps to identify the long-term vision for the networks while ensuring investment is focused on the key routes and the needs of cycle users. The resulting outputs are networks that are evidence-based and facilitate strategic development.

5.2 Creating the Cycle Network Map

- 5.2.1. The network maps will be produced following the steps below as per the LCWIP Technical Guidance.

Figure 6-1 - Network Planning for Cycling



Step 1: Identify significant trip attractors

- The existing and future trip origins and destinations identified in Stage 2 that are in close proximity to each other are grouped into clusters, representing locations that will be a key focus for a large number of trips.

Step 2: Establish desire lines

- The potential number of trips between the clustered origins and destinations is considered, drawing on the evidence collated in Stage 2, and desire lines are identified where there is expected to be cycling demand.

Step 3: Map desire lines

- The desire lines are mapped to the existing cycling and highway network, following the routes that most closely matched the desire lines. As per the DfT Technical Guidance with regards to route selection, the first route to be considered should be the most direct option. The routes are classified using the hierarchy in the table overleaf.

Step 4: Stakeholder engagement

- Priority cycle network maps will be presented to key stakeholders for review and further input based on their local knowledge.

Table 6-1 – Cycle Route Hierarchy

Designation	Definition
Primary	<p>High quality route that will be an off-road or well defined and protected on road route.</p> <p>These will predominantly be along inter-urban corridors linking the County's main towns along existing key travel corridors but should be included in all new major developments – in particular strategic housing and employment sites.</p> <p>There would be minimal disruption to flow along this route, with priority for cyclists at the majority of junctions or high quality facilities at others.</p> <p>It will be the aspiration to, where possible, introduce this level of route where high levels of cycling are present, or likely in the future.</p>
Secondary	<p>Providing feeder routes to the Primary Routes and also along key routes between town centres, main residential areas and major employment locations.</p> <p>Cycling provision at all junctions along route, with priority given where possible.</p>

5.2.2. Through this process a network of cycling routes will be created for each town.

5.3 Identifying Priority Routes

Step 1: Creating a longlist of priority corridors

- A longlist of corridors for improvement is identified for each town / city in collaboration with key stakeholders.

Step 2: Shortlisting the priority corridors

- The Cumbria LCWIP prioritisation framework is applied to inform the shortlisting of corridors to prioritise for further development. The framework includes a range of criteria that either provide an indication of the propensity for walking and cycling or relate to the key policy areas. The criteria used and their definitions are provided in the table overleaf.

Step 3: Identifying the preferred route option

- The DfT's Route Selection Tool is used to assess the existing condition and potential for improvement of each identified route option in order to select a preferred route.



Table 6-2 – Strategic Prioritisation Framework criteria

	Criteria	Definition
Effectiveness	Catchment population	Population within the corridor or CWZ
	Propensity to Cycle	Forecast number of journeys to work using the corridor in the Government Target Near Market scenario (LSOA)
	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.
	Existing employment	Number of workplace zone centroids within the corridor or CWZ
	Attractor score	Attractors within the corridor or CWZ (excluding airports / train stations, hospitals, industrial estates, education establishments)
	Education	Number of schools / colleges / universities within the corridor or CWZ
	Transport interchanges	Proximity to a transport interchange (train stations, bus stations or park and ride sites)
	Development sites	Number of future housing / employment sites within the corridor or CWZ
	Leisure and Tourism	Access to green and blue space (Parks, Coasts, Visit Barrow sites)
Policy Fit	Alignment with ongoing workstreams	Does the corridor or CWZ align with other schemes or other planned transport improvement?
	Safety	Number of accidents involving pedestrians or cyclists in the previous 5 years within the corridor or CWZ
	Car ownership	Percentage of households with no car / van
	Health	Lowest Health Deprivation and Disability criteria in the IMD (i.e. most deprived LSOA) within the corridor or CWZ
	Air Quality	Does the route travel through an Air Quality Management Area? Does the CWZ have an Air Quality Management Area

* Corridors are defined here as the area (500m radius of a central line) between two locations within which there may be more than one potential route option.

* CWZs are defined as a 400m radius surrounding a central point.

5.4 Establishing Interventions

Step 1: Setting design standards

- Designs are specified following the most recent standards, notably Local Transport Note (LTN) 1/20 Cycle Infrastructure Design (Department for Transport, 2020).

Step 2: Existing condition

- Conduct route audits using the DfT's Route Selection Tool and Cycling Level of Service Tools as appropriate to identify gaps in the infrastructure and the necessary improvements to provide safe, accessible and coherent routes. .

Step 3: Establishing interventions

- Ambitious cycling infrastructure proposals are developed in collaboration with stakeholders to address issues identified in the audits and to provide high-quality routes in alignment the design standards.
- Indicative scheme cost estimates are produced for the proposals using typical cost rates for different infrastructure types.

6 LCWIP Stage 4: Network Planning for Walking

6.1 Introduction

- 6.1.1. Stage 4 of the LCWIP process involves the production of a Walking Network Plan and the identification of required improvements to achieve the aspirational standard of infrastructure.
- 6.1.2. The development of the walking network follows the LCWIP Technical Guidance for Local Authorities document (DfT, 2017) and is outlined in this chapter.

6.2 Creating the Walking Network Map

- 6.2.1. The walking network maps will be produced in accordance with the LCWIP Technical Guidance and included the steps outlined in Figure 7-1.

Figure 7-1 - Network Planning for Walking



Step 1: Identify significant trip attractors

- The existing and future trip origins and destinations identified in Stage 2 that are in close proximity to each other are grouped into clusters, representing locations that will be a key focus for a large number of trips.

Step 2: Establish desire lines

- Core walking zones are defined as areas with a number of trip origins and destinations located in close proximity to each other, and where relatively large numbers of walking movements are concentrated.

Step 3: Map desire lines

- Key walking routes connecting the core walking zones to the surrounding areas are identified. These routes should typically be less than 2.5km in length (approximately a 25-minute walking journey) because this is considered to be the maximum desirable walking distance from the CWZs¹.
- Each key walking route should be classified using the definitions provided in the Footway Maintenance Classification as detailed in Table 7-1.

Step 4: Stakeholder engagement

- The walking network maps will be presented to key stakeholders for review and further input based on their local knowledge.

¹Providing for Journeys on Foot, CIHT, 2000

Figure 7-1 - Network Planning for Walking

Category	Name	Description
1(a)	Prestige Walking Zones	Very busy areas of towns and cities, with high public space and street scene contribution.
1	Primary Walking Routes	Busy urban shopping and business areas, and main pedestrian routes
2	Secondary Walking Routes	Medium usage routes through local areas feeding into primary routes, local shopping centres, etc.
3	Link Footways	Linking local access footways through urban areas and busy rural footways.
4	Local Access Footways	Footways associated with low usage, short estate roads to the main roads and cul-de-sacs.

6.2.2. Through this process a network of walking routes will be created for each town.

6.3 Identifying Priority Routes

6.3.1. The process followed to identify priority walking routes is the same as that outlined in Section 6.3.

6.4 Establishing Interventions

Step 1: Design standards

- CCC's aspiration for the LCWIP routes is for transformational change and therefore the highest quality walking infrastructure is to be provided based on the latest design standards.

Step 2: Existing condition

- Conduct route audits on each of the priority routes using the DfT's Walking Route Audit Tool (WRAT) to assess the level and quality of walking infrastructure provision. The needs of all users, including disabled and vulnerable groups, should be considered when undertaking the audits. Through the audit, issues with the existing pedestrian infrastructure and barriers to its use are recorded.

Step 3: Establishing interventions

- Based on findings of the audit, improvements to the walking infrastructure are identified in collaboration with stakeholders.
- Indicative scheme cost estimates are produced for the proposals using typical cost rates for different infrastructure types.



7 LCWIP Stage 5: Prioritising Improvements

7.1 Introduction

7.1.1. Stage 5 of the LCWIP involves prioritisation of improvements in order to create a programme of cycling and walking interventions. The key steps involved in Stage 5 are summarised in Figure 8-1 below.

Figure 8-1 - Prioritising Improvements



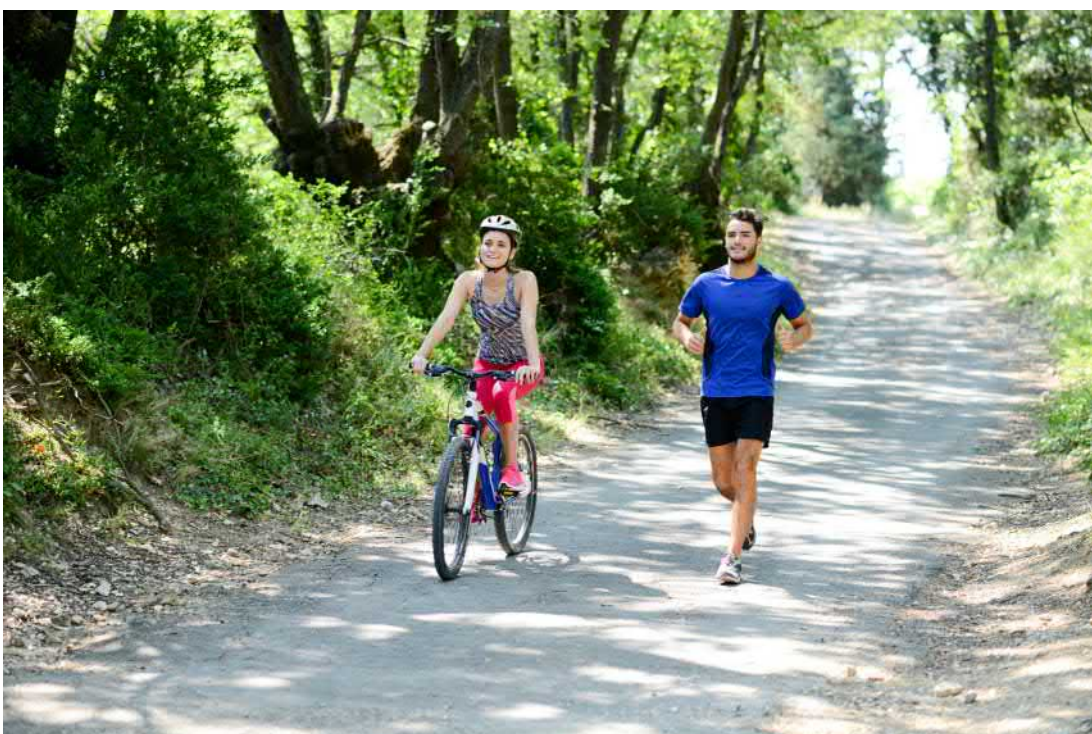
7.2 Prioritisation

7.2.1. A prioritisation framework has been produced to ensure consistency when prioritising walking and cycling infrastructure improvements in each of the LCWIPs. The prioritisation framework includes the following criteria:

- Effectiveness - relating to potential for increase in cycling and walking.
- Policy fit – linking to objectives of key policy objectives such as health and inclusion, and alignment with other ongoing transport improvements.
- Economic factors – to understand costs, value for money and likelihood of securing funding.
- Deliverability – Feasibility of the scheme and likely public & political support.

7.2.2. Ultimately, this process has helped consider which routes and schemes identified are most likely to have the greatest impact on increasing the number of walking and cycling trips, will represent the best value for money as future investment, and will direct support the objectives of the LCWIP and the county.

7.2.3. The supporting documents for each LCWIP will report the outputs from the prioritisation exercise.

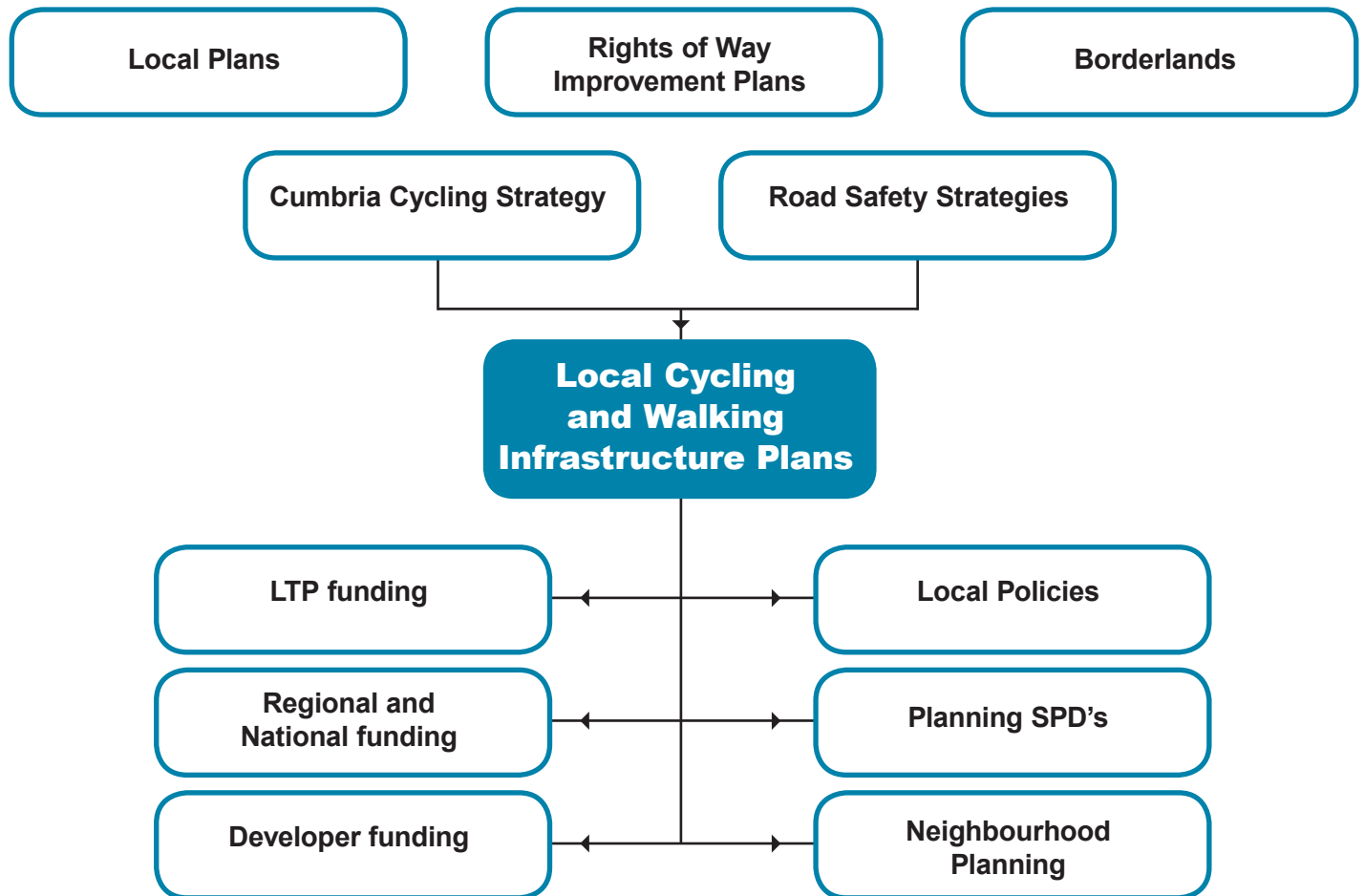


8 LCWIP Stage 6: Integration and Application

8.1 Integration of the LCWIPs

8.1.1. As outlined Section 5.3, local and regional policy provides a firm strategic framework for the development and intended application of the LCWIPs. This is outlined in Figure 9-1 below.

Figure 9-1 - Integration of the Cumbria LCWIPs in strategy and policy



8.2 Application of the LCWIPs

8.2.1. The LCWIP Project Delivery Group are responsible for embedding the LCWIP programme across all relevant service areas.

8.2.2. Some suggested applications of the LCWIP include:

- Preparation of funding bids of business cases for future investment;
- Preparation of walking and cycling strategies and action plans;
- Allocation of funding within local delivery plans;
- Preparation of Neighbourhood Plans;
- Cycle and walking 'proofing' of major schemes;
- Consideration of planning applications and other proposed land use changes; and
- Preparation of Travel Plans, Transport Assessment and Statements.

8.3 Action Plan

8.3.1. An action plan is to be developed by the Project Delivery Group about how to embed and integrate the LCWIP within each of the respective service areas. Updates on action plan measures will be reviewed at each LCWIP Project Delivery Group meeting.

8.3.2. Potential actions could include:

- Interaction of the LCWIPs with ongoing programmes across the service areas.
- Review of network plans against emerging funding opportunities. This should consider a variety of funding sources both at the local (e.g. LTP Block funding, Section 106, Section 278) and national level (e.g. Town Deal Fund, Active Travel Fund).
- Delivery of ongoing LCWIP schemes.
- Review of priorities and amendments to network plans.
- Maintain engagement with appropriate stakeholders.

8.4 Monitoring and Evaluation

8.4.1. Monitoring and evaluation will be integral as schemes emerging from the LCWIP are developed and delivered. A monitoring and evaluation plan will be developed for each route as it is progressed.

8.5 Reviewing and Updating the LCWIPS

8.5.1. It is anticipated that LCWIPs will be reviewed every 5 years to reflect progress made or updated to take into account any significant change.

9 Useful Information

9.1 Local Cycling and Walking Infrastructure Plans

Insert a link to webpages for which town LCWIP docs can be accessed

9.2 Further Reading

Cycling and Walking Investment Strategy, DfT, 2017

LCWIP Technical Guidance for Local Authorities, DfT, 2017

Cumbria Cycling Strategy (2017-2022), CCC, 2017

Gear Change: A Bold Vision for Walking and Cycling, DfT, 2020

9.3 Contacts

Provide contact details for Programme Delivery Group.



If you require this document in another format
(eg CD, audio cassette, Braille or large type) or in
another language, please telephone

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