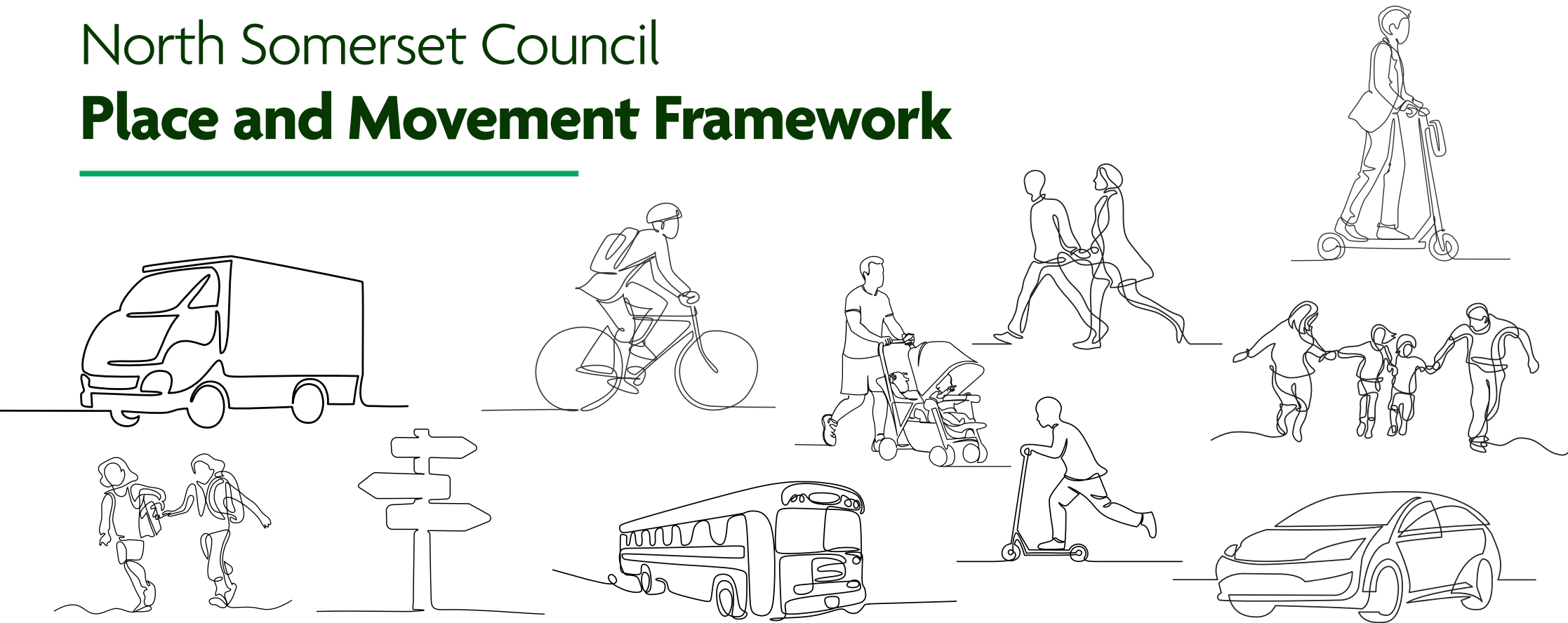


# North Somerset Council **Place and Movement Framework**



## Equalities impact assessment

North Somerset Council (NSC) welcomes its Equality Act 2010 responsibilities and is committed to meeting them. Our activities are consistent with the council's Corporate Plan vision of an Open, Fair and Green authority and our **Equalities Policy**.

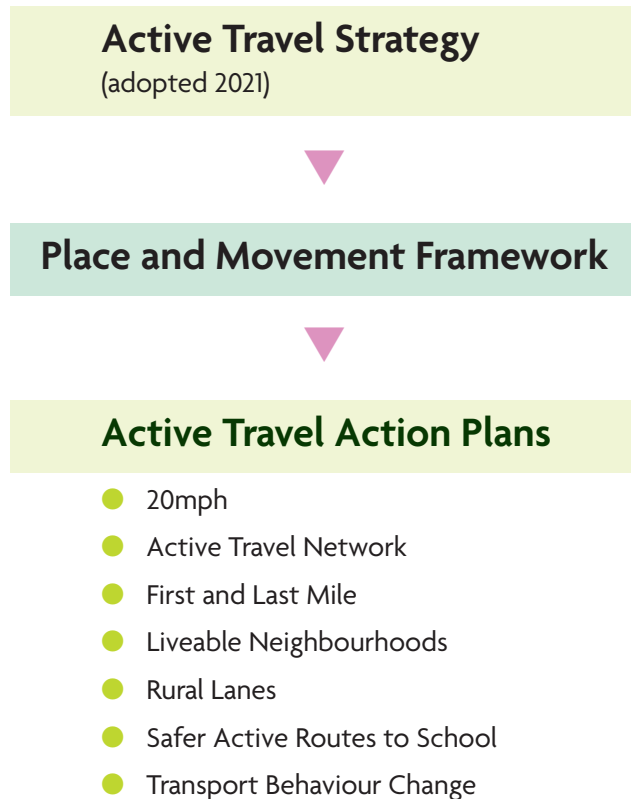
Our Place and Movement Framework and Active Travel Action Plans are consistent with central government Levelling Up priorities by building capability to deliver an inclusive active travel network. All the plans included are about bettering travel choice for all our local residents and include provisions, such as more level pedestrian crossings, tactile paving and removing barriers to travel, particularly for the elderly, disabled, those with mobility issues or people who are visually impaired.

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## Policy and wider context

**Figure 1:** The North Somerset Council active travel policy framework.



## What will the Framework do?

This Place and Movement Framework will set the guiding principles for our Place and Movement needs and provide a background for the development of a series of action plans (including the Active Travel Action Plans) to help us make our Active Travel Strategy commitments and interventions a reality. It will:

- **Set out the rationale for use and purpose** of our transport network;
- **Provide an audit process to evaluate road space availability, user needs and priority functions** to facilitate early-stage scheme feasibility and evaluation;
- **Provide design codes to shape new and improved active travel infrastructure** both for our existing transport network and for all new developments;
- **Enable the development of coherent; direct; safe; comfortable; and attractive routes** for active travel journeys for people of all ages and abilities;
- Give us the **strategy and tools to facilitate the necessary shift from private cars to active travel** and public transport;

- Enable us to **enhance the character of our Places and to improve Movement on our network**, especially for the most vulnerable users, on the most appropriate routes.

The North Somerset **Active Travel Strategy** (adopted 2021) committed to a number of ‘interventions’, stating that **‘We will’** (as a Council and alongside our partners) deliver on enhancing North Somerset as a cleaner, healthier and more active place to be. The full ‘Summary of Interventions’ can be found at Section 7 of the Active Travel Strategy, but the following interventions meant that **we need a framework through which to apply a consistent approach to our streets, roads and lanes to cater better for both Place and Movement**. ‘We will:

- Expand the number of 20mph zones covering built up areas and expand 40mph limits on minor rural roads to make our roads and streets safer for everyone;
- Reallocate road space to active modes to improve safe walking/wheeling and cycling provision;
- As part of our Liveable Neighbourhoods Action Plan, use a package of measures to prioritise walking/wheeling and cycling, reduce vehicle dominance and improve public open space in our towns and villages;

- Develop an infrastructure network of high capacity, high quality cycle provision along main road corridors as well as a plan for strategic cycling infrastructure to address missing links, pinch-points and safer cycling within neighbourhoods;
- Use existing best practice infrastructure design standards to create cleaner, attractive and inviting places for people of all ages and abilities. This will allow people to be able to enjoy the improved air quality from the reduction in motor vehicles in town and village areas and along our strategic cycle routes between places;
- Design and build infrastructure to give priority to people walking/wheeling and cycling over motor vehicles and segregate paths away from traffic wherever possible. This will transform our transport network from spaces where people are 'able' to walk, wheel and cycle to environments in which they are 'invited' to walk, wheel and cycle;
- Further develop our programme of Safer Active Routes to Schools and access restrictions to support children's safe walking, wheeling and cycling to schools across the district;
- Improve further our collaborative way of working with internal and external stakeholders and funders to secure important active travel improvement schemes and measures across North Somerset;
- Use audit processes to prioritise important, quick-win and value-for-money infrastructure improvements to our existing active travel network;
- Audit more routes to prioritise further rounds of improvements. Audits will also be used for new-build schemes and to inform improvement and maintenance of existing highway to ensure opportunities are not missed;
- Integrate active travel improvements with public transport access points to provide improved options for local accessibility between active travel and public transport, as the 'first and last mile' of journeys to services, jobs and training;
- Work with developers to ensure the high-quality walking/wheeling and cycling infrastructure provided on-site does not stop at the site boundary, but integrates into the wider walking/wheeling and cycling network. This will enable seamless onward active travel for the necessary journeys between our town and village neighbourhoods.

This Place and Movement Framework will underpin the development of a series of action plans to help us make our Active Travel Strategy commitments and interventions a reality.

## Policy context

Adopted in July 2021, the **North Somerset Active Travel Strategy** sets the policy background to accelerate North Somerset Council's efforts to 'make walking and cycling the natural choice for a cleaner, healthier and more active North Somerset'.

The strategy aims to achieve a number of benefits locally including:

- safe and frequent active travel to improve public health;
- reduce carbon emissions and improve air quality;
- support the local economy;
- help grow more 'liveable neighbourhoods' with our communities.

The Strategy's key target is to increase walking and cycling trips by 300% by 2030.

On adopting the Strategy, North Somerset Council's Executive Committee set out that a **series of action plans would be developed and adopted** to help us make our Active Travel Strategy commitments and interventions a reality.

## Wider context

There are a number of reasons why this Place and Movement Framework is needed.

- **Helping North Somerset to be an Open, Green and Fair Council and area:** The Place and Movement Framework and supporting Action Plans are needed to help us deliver the vision of the NSC Corporate Plan 2020-24 of being Open, Green and Fair. The framework will help to provide a transparent and consistent approach to highways and transport scheme design and implementation to make a greener and healthier North Somerset for all.
- **Improving the attractiveness of our important local places:** A historic lack of focus on the importance of 'Place' functions from traditional and existing road network classifications has led to our transport network prioritising private motor vehicles instead of movement for all people, goods and services. For example, village centres that have no footways but ample highway space for passing vehicles and cars parked on the highway.
- **To help reduce the dominance of car traffic:** we have seen the spread of the peak hour both in terms of time spreading (for example the peak or 'rush' hour growing from 8-9am to 7-9am as drivers try to avoid congestion) and spatial spreading (vehicle drivers choosing alternative, inappropriate routes as 'rat runs', such as local accesses past schools). The Place and Movement Framework is needed to repurpose what different roads and streets are appropriate for, such as Local Access roads not being appropriate for through-traffic, prioritising pedestrian movement and improving crossing facilities in Urban Hubs; while acknowledging the need to prioritise movement on Distributor roads or recognising the need for bus priority measures along public transport corridors.
- **To help provide safer spaces for lower or no-cost travel:** As we face the rising cost of living, it is important we retrofit our transport network to provide safer spaces for people to feel comfortable and safe to walk, wheel and cycle for the everyday shorter journeys (and as the first and last parts of longer journeys by public transport); instead of relying on the much more expensive to run private motor vehicles.
- **To improve air quality and help tackle the Climate Emergency:** it is highly likely that we are not on track to deliver North Somerset's contribution to the legally binding national target of carbon neutrality by 2050. With our communities we must therefore take substantial steps to accelerate our efforts to reduce the carbon impacts of our transport needs, to clean up the air in our towns and villages and on our streets. This framework will help us designate some areas as 'Liveable Neighbourhoods'. Only access to local properties and businesses would be facilitated by private vehicle, making these streets more pleasant places for everyone – where people can comfortably walk, cycle, play, dwell, sit and relax in their local areas and neighbourhoods without significant through-traffic.
- **To meet the developing national guidance and standards:** we need to repurpose and retrofit our network in line with national guidance to the standards we'd expect from a new development designed to facilitate safe and attractive active travel. Recent guidance from central government means that we must step up our efforts to evolve our network from car-focused into a cleaner, cheaper and more space-efficient transport network with a greater focus and priority

towards public transport and active travel users. This includes how we design our streets, the standards for active travel infrastructure (which is to be inspected by the new statutory body Active Travel England), on traffic management, and bus priority and infrastructure (including raising parking charges to make bus fares more competitive). It's also likely that all Local Transport Plans will need to include Quantifiable Carbon Reductions – showing how infrastructure improvements will contribute to reducing our carbon emissions; or we risk our funding being withheld by central government.

- **To enhance our public health:** The COVID-19 pandemic and the ongoing NHS capacity struggles have drastically highlighted the importance of good underlying physical health. Active travel is such an important facilitator for improving

and maintaining physical and mental health. The pandemic also showed us the suppressed demand for safer streets, as when traffic was reduced to approximately 20% of pre-pandemic levels, many more people felt safe to walk, wheel and cycle.

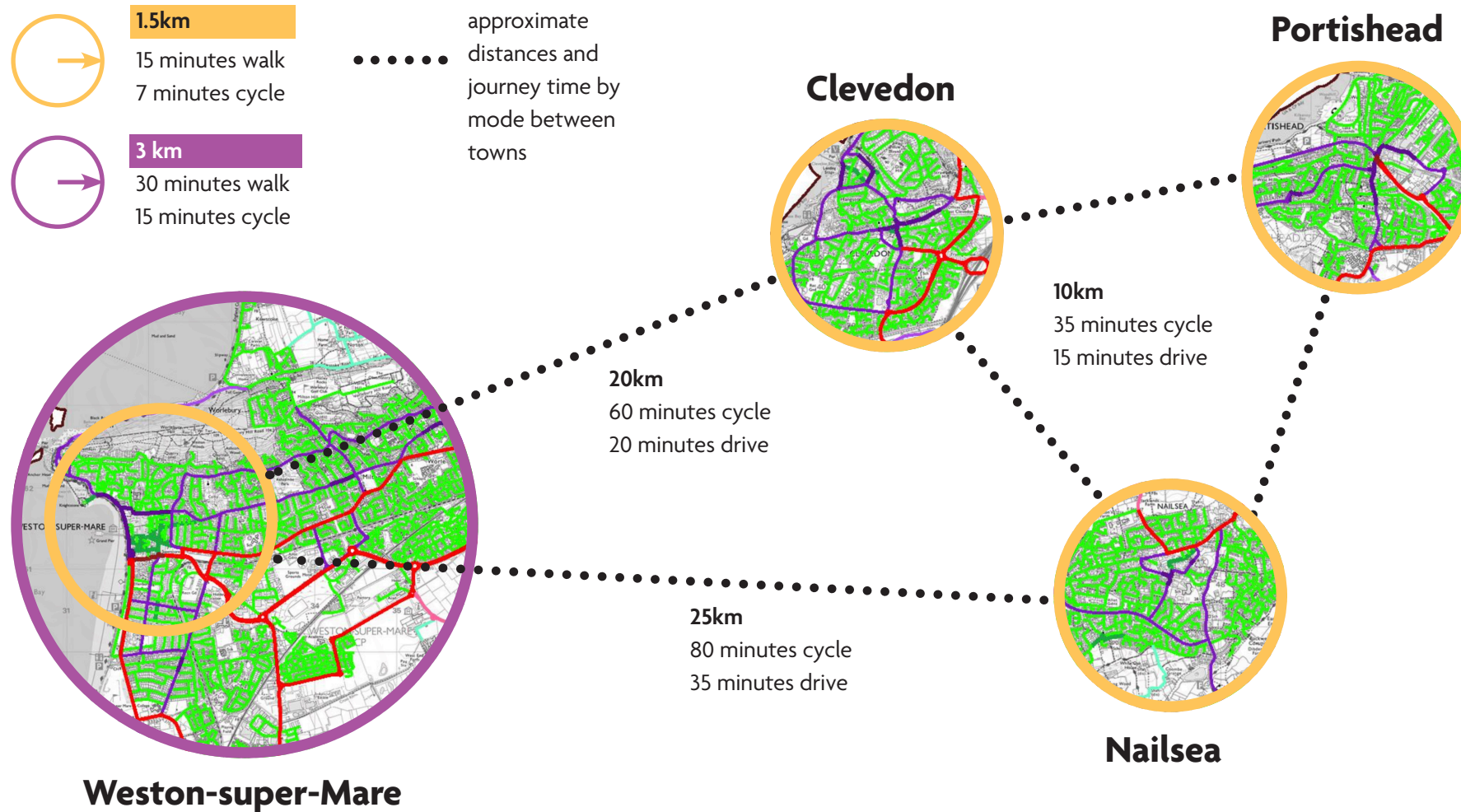
This Place and Movement Framework will help us to deliver the Council's key priorities and transport policies. It will facilitate safer and more efficient movement for users of our transport network, on the most appropriate routes. We recognise that some of the more complex trips may still need to be made by private vehicles, but that so many current trips (particularly the shorter trips) could be made by other lower-carbon and more space-efficient transport choices.

The history of our transport network means that active travel has been the most side-lined form of transport and needs the biggest improvements to allow those short journeys (and the first and last mile of the longer journeys) to be switched to active choices.

North Somerset's key towns are perfectly sized for active travel, with the town centres being no more than a 30 minute walk or 15 minute cycle from the edge of town for most parts of these towns, or even less by e-bike.

Our aspiration is to enable coherent; direct; safe; comfortable; and attractive routes for active travel across the whole district.

Figure 2: Most of North Somerset's four main town centres are within a 15-minute or 20-minute cycle from anywhere else within the town



## Outcomes

Success of this framework will see the following outcomes:

- A consistent approach is applied to the role of transport planning in placemaking and movement across North Somerset, whether on new or existing transport spaces;
- Our local Places are more accessible, safer and attractive for everyday living, including shopping, leisure, business and relaxing;
- A transport network that is attractive and safe for the Movement of people, goods and services across all transport choices;
- Walking/wheeling and cycling becomes an attractive and viable transport choice for most local journeys within Urban and Urban Hub areas (see Table 1 below detailing the LTN 1/20 standards);
- Using this transparent framework, transport improvement schemes will be developed that will repurpose our streets for all users in line with the above.

**Table 1:** Local Transport Note 1/20 – Cycle Infrastructure Design: Appropriate protection from motor traffic on highways (Figure 4.1, page 33 – see full LTN 1/20 document in the Appendices)

- Provision suitable for most people
- Provision not suitable for all people and will exclude some potential users and/or have safety concerns
- Provision suitable for few people and will exclude most potential users and/or have safety concerns

Speed Limit <sup>1</sup>	Motor Traffic Flow (pcu/24 hour) <sup>2</sup>	Protected space for cycling			Cycle Lane (mandatory/ advisory)	Mixed Traffic
		Fully Kerbed Cycle Track	Stepped Cycle Track	Light Segregation		
20mph <sup>3</sup>	0-2,000	■	■	■	■	■
	2,000-4,000	■	■	■	■	■
	4,000-6,000+	■	■	■	■	■
30mph	0-2,000	■	■	■	■	■
	2,000-4,000	■	■	■	■	■
	4,000-6,000+	■	■	■	■	■
40mph	Any	■	■	■	■	■
50+mph	Any	■	■	■	■	■

1 If the 85th percentile speed is more than 10% above the speed limit the next highest speed limit should be applied  
 2 The recommended provision assumes that the peak hour motor traffic flow is not more than 10% of the 24 hour flow  
 3 In rural areas achieving speeds of 20mph may be difficult, and so shared routes with speeds of up to 30mph will be generally acceptable with motor vehicle flows up to 1,000 pcu per day



## How we'll use the Place and Movement Framework

The Framework will:

- Underpin **all** transport improvement and maintenance scheme development;
- Ensure appropriate improvements are taken on the different highways, places and spaces;
- Help identify pinch-points for improvements;
- Provide a clear and consistent classification for Place and Movement to be made publicly available. You can view the draft Place and Movement Network Classifications map [here](#).
- Provide a defined, transparent and consistent framework that helps set out the purpose of the North Somerset transport network for both Place and Movement.
- Provide a basis for best practice transport planning and network management in accordance with local policies and national standards – i.e., better provision for active travel and public transport wherever possible;
- Help guide stakeholders on appropriate interventions that could be pursued on every single road, street, lane in North Somerset.

## Who will use the Place and Movement Framework?

**Table 2:** Stakeholders that will use the Place and Movement Framework

Stakeholder	Role/use of Place and Movement Framework
Town and Parish Councils	Review the place and movement classifications of their local network and identify locations where network improvements are required in respect of local needs
Residents, businesses and other stakeholders	Journey planning/route-finding and identification of purposes of local roads, as well as locations where network improvements are required. Identify respect of local needs and raise these with their town or parish council.
Utilities companies	Use the network classifications to help plan construction or works management plans
Developers	Understand the impact of new development on existing networks, in particular active travel users, and ensure appropriate mitigations are identified and delivered. Use the Framework to design new development sites to provide best practice active travel networks and facilities from the outset.
Council officers	The first check and central thread for officers across the Council when responding to or planning any changes that directly impact the highway and transport network, or support the prioritisation of maintenance work

## Introducing the street classifications

Every single road, street, and lane in North Somerset will have both a **Place** and a **Movement** category, giving it one overall **classification**.

The three **Place** categories are:

- Rural
- Urban
- Urban hub

The three **Movement** categories are:

- Primary route
- Neighbourhood distributor
- Local access

The full map of NSC road network classified for Place and Movement can be viewed [here](#).

## Place and Movement Matrix

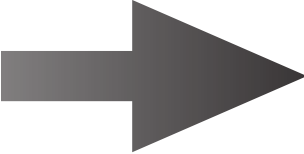

Combining the two independent functions of both Place and Movement provides us with a simple matrix consisting of nine diverse classifications that can be applied to every section of highway in North Somerset, whether it's a dual carriageway or single-track lane in either a densely populated area or a rural setting. The resulting classification matrix is presented below with examples locations provided for each classification.

It is expected that the simplicity of this classification structure provides for long-term durability since in most circumstances it is unlikely for significant change to occur. However, there will be a need to review and update our network assignment on a regular (annual) basis with particular attention to recent development. It is envisaged that, for the most part, required changes will have been identified at early stages in development planning especially in consideration of major development such as Local Plan committed development, urban intensification and large scale 'windfall' or 'unallocated' applications.

More detailed information in relation to available road space, user needs and priorities will be collated for our network as part of the Road Space Audit (RSpA). This information will be held as an internal

NSC database for technical reference and will include details of highway boundary with cross sections detailing current usage/allocation of space. A checklist detailing the current provision of walking/wheeling facilities, public transport, cycle routes and identifying requirements to accommodate the needs of freight or farm machineries, winter maintenance, and other uses/users, will be completed for each section of audited highway. Changes to the existing highway infrastructure will be recorded following the delivery of any scheme, with relevant RSpAs being updated and network classification being updated where appropriate.

**Table 3:** Place and Movement Matrix showing the nine classifications

		Place 		
		Rural	Urban	Urban hub
Movement 	More people orientated	<b>Primary distributor</b> For example: A38 Redhill	For example: B3440 New Bristol Rd, Worle	For example: B3133 High St, Yatton
	More vehicle orientated	<b>Neighbourhood distributor</b> For example: Wrington Road	For example: Queens Rd, Nailsea	For example: Hill Rd, Clevedon
		<b>Local access</b> For example: Claverham Drove	For example: Stowey Rd, Yatton	For example: High Street, Nailsea

## Place categories

### Urban Hub

An Urban Hub is often the heart of a community and acts as a focal point for community cohesion. It is not necessarily defined by population size or the housing density of the community it serves. It is often the destination of a journey, and we can expect people to meet and linger in these popular places.

In larger urban settlements the Urban Hub will often include significant building frontages onto our public spaces, with provision of services, employment, education, health care, retail, and residential properties often with mixed use buildings (residential and commercial) and may also include areas of public realm. In smaller settlements it may consist of a local school, community centre or place of worship serving as a meeting place and activity hub for residents. An Urban Hub should be accessible, safe, and inclusive with streetlighting and walking/wheeling facilities likely to be of a high standard. Spaces in Urban Hubs should cater for people to walk in groups and linger in the area. Public seating may be provided especially where waiting is likely, or just for people to enjoy these often central town and village community spaces. Speed limits are typically 30mph or less

and there may be restrictions on vehicle access most typically in larger hubs or public realm. Strong consideration should be given to high presence of vulnerable users with the introduction of 20mph limits strongly considered wherever appropriate.

**Guiding principles:**

- Reduce the speed and overall dominance of motor vehicles and shift priority towards people walking, wheeling, cycling, scooting and all other forms of active travel.
- Enhance Urban Hubs with improved walking/ wheeling and cycling networks, develop mobility hubs and improve cycle parking and storage facilities.
- Facilitate regeneration, improve place qualities, and enhance the attractiveness and vitality of community spaces as our most important places.

**Urban**

An Urban route predominantly falls inside settlement boundaries but may also include larger rural communities or linear residential developments that are located outside of formalised settlement boundaries. Urban areas predominantly have streetlighting, frequent junctions and/or roadside frontage with direct access.

Speed limits are typically 30mph or less, with most exceptions being fully segregated carriageways with limited frontage access (most typically roads forming part of the network of Primary Routes). There is a good provision of street lighting, footpaths and public transport infrastructure along key routes.

**Guiding principles:**

- Create safer opportunities for walking/wheeling and cycling, ensuring appropriate space and priority is allocated on the highway to encourage more active and sustainable travel.
- Reduce the dominance of vehicles in residential areas, particularly through-traffic, while maintaining vehicle access to homes and businesses.
- Improve first and last mile connectivity to local services and public transport if not directly served by public transport already.

**Rural**

A Rural route falls outside settlement boundaries. Housing and other development are either low density or absent, with infrequent junctions and minimal direct frontages onto the highway. Streetlighting is restricted to areas of higher movement or where hazards require illumination. National speed limits apply to much of the

Rural network with lower limits of 50mph or 40mph applied where safety concerns require. Provision of footpaths is often low and crossing facilities infrequent, reflecting low demand. Public transport infrastructure is generally infrequent (stops and services) and located according to demand. There is an environmental requirement to minimise impact on local environment and wildlife, to protect our rural areas.

**Guiding principles:**

- Improve transport choice in Rural areas and enhance community links.
- Protect the character of Rural communities and improve quality of life for local residents particularly in respect of new development pressures.
- Develop a network of Rural Lanes suitable for more vulnerable users (including people cycling, walking and riding horses) to facilitate cross community connectivity and access to the countryside for recreational use.

## Movement categories

### Primary Route

A Primary Route is the most appropriate route for longer distance trips and facilitates key access to major trip attractors. In combination, they create a Primary Distribution Network (PDN) that provides connectivity of towns and service villages to cities, employment centres and the national Strategic Road Network. Few locations in North Somerset are more than two miles from a Primary Route, with more densely populated areas being within one mile. In most cases, people driving a regional journey should therefore be able to make all but the start and finish of their journey using the PDN. Due to the strategic nature of the PDN, it mainly hosts through trips, moving people, goods and services over longer distances and as such often serves as a key public transport corridor. Routes are appropriate for higher levels of HGV traffic with few restrictions to access, and motorised vehicle flows are typically over 10,000 vehicles per day.

Importantly, the PDN often serves as the official diversion route for the national Strategic Road Network in times of planned closures for maintenance or in the case of disruption due to road traffic incidents. At such times the network can come under considerable strain and heavy congestion is typical.

#### Guiding principles:

- We want to maintain the attractiveness of Primary Routes to the movement of motorised vehicles so that vehicles don't unnecessarily route onto Neighbourhood Distributors or Local Access roads, which can often be more attractive to active travel and recreational users due to the lower vehicle volumes and speed of traffic.
- We need to better cater for active travel movements particularly in the Urban Hubs and Urban spaces. This may require targeted traffic calming in the more space-restricted Urban Hubs and Urban areas.
- High volumes of traffic can be unattractive for cycling even with segregation due to the types of vehicles using these routes. We will look to identify and develop attractive alternative routes for cyclists on lower traffic roads (often incorporated on quieter Rural Local Access roads) or off-carriageway provision wherever possible.

### Neighbourhood Distributor

A Neighbourhood Distributor mainly facilitates movement within and between neighbourhoods. It often serves to connect residential areas to local services (for example employment, education, retail and healthcare) and feeds into the Primary Distribution network (PDN). It has a dual function in providing connectivity between Local Access roads and the PDN, and facilitating inter-community movement, resulting in a mix of short and long trips with a predominant through movement in many locations. They are particularly suitable for bus services and segregated cycling routes due to the close proximity and ease-of-access from residential areas, and penetration into local centres.

Neighbourhood Distributors are generally suitable for HGV access to allow local distribution and deliveries but do not naturally form a network of routes suitable for longer distance transport for heavy goods. Motorised vehicle flows are typically 4-6,000 vehicles/day, often with significant through movement. In Urban areas, most residential properties and businesses are within a few hundred meters of a Neighbourhood Distributors or the PDN. In Rural areas the role of a Neighbourhood Distributors can be more focused on distribution of through traffic with movement between Rural neighbourhoods often required over longer distances and connectivity facilitated between Primary

Routes. Few locations are further than a mile from a Neighbourhood Distributors, if not closer to the PDN, and as such they predominantly serve as part of the first and last mile for most trips even in Rural locations.

**Guiding principles:**

- Neighbourhood Distributors need to facilitate movement as a link between Local Access and the Primary Routes. They support neighbourhood connectivity and cohesion both within and between Urban areas.
- Provides direct links with high levels of penetration to Urban Hubs and is attractive for active travel. Every Neighbourhood Distributor will be considered for road space repurposing to enable safe and attractive on-carriageway cycling.
- Facilitates multi-modal movements, in particular local bus services, and should be attractive for medium length trips.
- We don't want to discourage the movement function on these important links, but we will look to reduce vehicle speeds at conflict pinch-points. To avoid reducing volume and speed we will look to segregate facilities for cycling and enhance or improve walking/wheeling infrastructure where necessary.

**Local Access**

A Local Access road predominantly serves access to land or property and facilitates movement that has an origin or destination directly on the road itself, within just a few hundred meters, or near proximity within the surrounding neighbourhood. Through movement is generally low and limited to local generated trips accessing the wider network but can be higher in Rural locations where a network of minor roads can sometimes be created to serve sparsely populated Rural communities. In Urban areas, these roads are often short residential loop roads or cul-de-sacs whereas in Rural areas they may provide access to hamlets and isolated dwellings spread over larger areas of low population.

Local Access roads generally provide access to either Neighbourhood Distributors or Primary Routes within a few hundred meters in Urban settings and predominantly within one mile in Rural areas. Motor vehicle flows are typically less than 2,000 vehicles a day, often just a few hundred, and as such these roads are often attractive for people cycling. In most locations, where speeds are low (20mph), cycling in mixed traffic (i.e. with no segregated cycling provision) will be suitable for users of all abilities. However, as speeds increase (particularly in Rural locations) or on busier sections, segregation may be required to maintain safety, attractiveness and suitability for all users.

**Guiding principles:**

- Local Access roads are for access to properties and services and not for through movements.
- In urban areas, these are often the last few hundred metres of someone's journey and thus it may be acceptable to start/end your journey in a 20mph limit.
- The vast majority of our Local Access roads are safe for on-carriageway cycling with no cycling infrastructure required (below 20mph and below 2,500 vehicles per day)
- All new Local Access roads (in urban locations) are designed and built as 20mph to enable cycling for all abilities in mixed traffic with no segregated cycling infrastructure required.

# The nine classification types

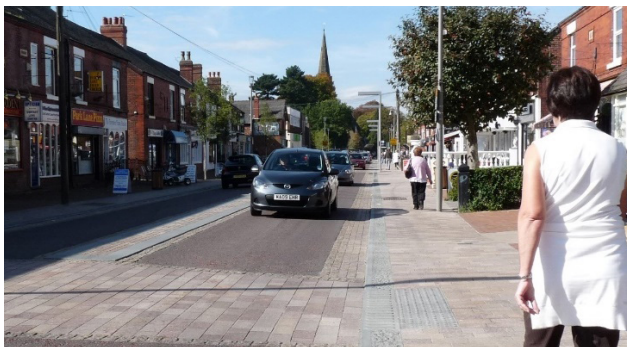
## Urban Hub – Primary Route



High Street, Yatton



West Town Road, Backwell



Park Lane, Poynton (good example)

Where a Primary Route passes through an Urban Hub, competing needs for space are likely to be high and



High Street, Stonehouse (good example)

provision for vulnerable users, in particular people walking, wheeling and cycling, should be prioritised. A

high standard of street lighting and wider footpaths are essential as people walking can be expected to often walk in groups and linger in the area.

Public transport provision is likely to be high, aligned to both high levels of trip attractors and proximity to higher residential density areas, and should reflect the strategic nature of the route.

Lower speed limits and provision of high-quality footpaths and crossing facilities should be expected, with motorised vehicles being required to share the available highway space with more vulnerable users. With space at a premium in these locations, there is often a strong need for parking and loading controls to ensure maximum space is made available to accommodate movement and provide opportunities for placemaking.

Due to the expected high volume of traffic and competing place needs for allocation of available highway space, a design speed of 20 mph would be highly desirable to allow people cycling to stay on the carriageway (see LTN 1/20 diagram at Table 1). Low vehicle speeds can help provide a safe and attractive environment for people walking and other non-motorised users even when traffic volumes are high.

## Urban – Primary Route



New Bristol Road, Weston



Stock Way North, Nailsea



Leeds (good example)

Where a Primary Route passes through an Urban area, competing needs for space can be high. Pinch-points are often present along the route in the form of junctions (including roundabouts),



Leeds (good example)

provision of right turn lanes and crossing refuges on the carriageway. Bus stops, streetlighting, utilities housings (particularly Telecoms) and street furniture (including bus shelters and signage) often require

space on the pavements. Whilst competition for space is generally lower than for Urban Hubs, routes are considerably longer in distance and often provide direct access to town centres and employment areas. As such, they can be highly attractive to active travel users and are often key corridors for public transport. The look and feel of a route is often variable over its length, in some locations there may be significant frontage access with minimal parking restrictions whilst in others there may be limited frontage access and tightly controlled parking. Such variations along a route can present difficulties when trying to create dedicated cycle lanes and as a result routes can suffer from non-continuous provisions.

While there may be a desire to reduce vehicle speeds to improve safety and attractiveness for on-carriageway cycling, 20mph limits are often undesirable over longer routes. Vehicle speeds of 30mph will therefore be most common with lower limits only being appropriate where space is limited and greater potential for conflicts occur. Failure to maintain the attractiveness of these routes risks displacement of traffic on to less appropriate roads.



## Rural – Primary Route



A38 – Dundry



A370 – Brockley



A370 – Puxton Park (good example)

Where a Primary Route passes through a Rural area, we often see our highest motor vehicle speeds and flows with through-traffic dominating, most frequently as part of a longer journey. Carriageways



A371 – Locking (good example)

are generally wide (with limited pinch-points) and well-marked, with lines and reflective studs often present. However, while carriageway widths are generally good, the adopted highway boundary can

often be insufficient to accommodate adequate provision for public transport infrastructure.

Streetlighting provision is generally low and where present is often limited to select locations where road safety is of concern. Hatch-marked central areas are common on more strategic routes allowing the facilitation of right turn lanes and refuges.

Public transport infrastructure provision is low, most notably located along key corridors and where there is potential demand from nearby attractors. Bus stop infrastructure is often of a basic standard with space often being a typical constraint and crossing facilities are often non-existent. Footpath provision is generally absent or of a low standard and cycle facilities are rare, reflecting low historic demand. This lack of infrastructure, when combined with the high volume and speed of traffic, make these routes largely unattractive for most active travel users. Off-road parallel provision for cycle routes is desirable, with any on-road cycle lanes needing to be well segregated from high speed and high flows of motor vehicles.

## Urban Hub – Neighbourhood Distributor



Hill Road, Clevedon (Nov 2021)



Hill Road Clevedon (August 2022)

Where a Neighbourhood Distributor passes through an Urban Hub, competing needs for space are likely to be high and provision for vulnerable users, in particular people walking, wheeling and cycling, should be prioritised. A high standard of street lighting and wider footpaths are essential as people walking/wheeling are expected to do so in



High Street, Worle



Petersfield (good example)

groups and linger in the area. The area immediately surrounding the highway will often have a local focused retail and leisure offering with placemaking features promoting a sense of community ownership.

While traffic flows can be considerable, vehicle speeds are often kept low due to roadside activities such as loading, vehicle parking manoeuvres and

pedestrian crossings. Whilst there is often a large proportion of through traffic, much of this is on a local scale with origins and/or trips ends within the neighbourhood. Public transport provision is likely to be high, although in some locations, services may be concentrated at nearby interchanges or adjacent transport corridors.

Speed limits of 20mph and provision of high-quality footways and crossing facilities should be expected with motor vehicles being required to share the available highway space with more vulnerable users. With space at a premium in these locations, there is often a strong need for parking and loading controls to ensure maximum space is made available to accommodate movement and provide opportunities for placemaking. In particular, the use of pocket parks and seating can enhance community value and help vitalise the area.

Due to the expected high volume of traffic and competing place needs for allocation of available highway space, a design speed of 20 mph would be highly desirable to allow people cycling to stay on the carriageway. Low vehicle speeds can help provide a safe and attractive environment for people walking/wheeling and other non-motorised users even when traffic volumes are high.

## Urban – Neighbourhood Distributor



Kenn Road, Clevedon



London (good example)

Where a Neighbourhood Distributor passes through an Urban area, competing needs for space can be high. Pinch-points are often present along the route in the form of junctions (including roundabouts),



Queens Road, Nailsea



Dawlish Warren (good example)

provision of right turn lanes and crossing refuges on the carriageway. Bus stops, streetlighting, utilities housings (particularly Telecoms) and street furniture (including bus shelters and signage) often require

space on the pavements. Frontage access can be high in some locations presenting the added issues of waste and recycling bins on footways and on-street parking demands.

While competition for space is generally lower than for Urban Hubs, routes often provide direct access to town centres, employment areas and schools. As such, they can be highly attractive to active travel users and are often served by local bus services. The look and feel of a route is often variable over its length, in some locations there may be significant frontage access with minimal parking restrictions whilst in others there may be limited frontage access and tightly controlled parking. Such variations along a route can present difficulties when trying to create dedicated cycle lanes and as a result routes can suffer from non-continuous provision.

There may be a desire to reduce vehicle speeds to improve safety and attractiveness for on-carriageway cycling, but 20mph limits may be undesirable over longer routes and will be most appropriate where space is limited and greater potential for conflicts occur.

## Rural – Neighbourhood Distributor



West Lane, Felton



Kenmooor Rd, Kenn



Example (Rural Settlement Gateway)



Netherlands (good example)

Where a Neighbourhood Distributor passes through a Rural area, we commonly see unrestricted or higher posted speed limits although actual vehicle speeds are often limited by forward visibility, narrow

carriageways, and pinch-points. Routes are often variable along their length in respect to carriageway width and forward visibility with minimal presence of streetlighting, and road markings often limited

to highlight hazards or areas where there are safety concerns. Motor vehicles dominate these places and spaces, most frequently being through trips as part of a longer journey.

Public transport infrastructure provision is generally low, most notably located where there is potential demand from nearby attractors. Footpath provision is generally absent and cycle facilities are rare, reflecting low historic demand. This lack of infrastructure, when combined with the high volume and speed of traffic, make these routes largely unattractive for people walking/wheeling. Routes can be attractive for more confident cyclists often providing links between Rural communities. Equestrians and people walking/wheeling often utilise short sections providing links between quieter roads and providing connectivity to Public Rights of Way (PROW) and Rural access.

## Urban Hub – Local Access



High Street, Nailsea



Waltham Forest (good example)

Where a Local Access passes through an Urban Hub, competing needs for space can be high. While traffic flows are often low and restricted to lower speeds (typically 20mph), on-street parking can often dominate the available highway space, especially



Meadow Street, Weston-super-Mare



Southville, Bristol (good example)

where there are lots of mixed-use buildings (i.e. shops and flats). Provision for vulnerable users, in particular people walking, wheeling and cycling, should be prioritised. A high standard of street lighting and wider footpaths are essential as people walking/

wheeling are expected to do so in groups and linger in the area. The area immediately surrounding the highway will often have a local focused retail and leisure offering with placemaking features promoting a sense of community ownership.

With space at a premium in these locations, there is often a strong need for parking and loading controls to ensure maximum space is made available to accommodate movement and provide opportunities for placemaking. As such, parking should be prioritised for Disabled and Delivery/Loading bays with only secondary consideration given to residential parking. Where through traffic is an issue, it should be discouraged by design, making the route less desirable. The removal of parking, often a key attractor itself, creation of a one-way system or implementation of Traffic Regulation Order (TRO) access restrictions can be highly effective in creating space for vulnerable users. The use of pocket parks and seating can enhance community value and help vitalise the area.

Due to the expected low volume of traffic and competing place needs for allocation of available highway space, a design speed of 20 mph would be highly desirable to allow people cycling to stay on the carriageway (see LTN 1/20 diagram in the Table 1).

## Urban – Local Access



Barberry Farm Road, Yatton



Waltham Forest (good example)

Within Urban areas, roads which serve the function of Local Access are the most common classification of road. They generally provide connectivity of the first and last part of most journeys and typically connect residential properties over a short distance



Whitesfield Rd, Nailsea



Kewstoke Rd, Kewstoke (good example)

to local facilities (especially education) and the wider highway network of both Neighbourhood Distributors and Primary Routes. There is a large variation of characteristics within the Local Access category, ranging from small cul-de-sacs to larger

residential estate feeder roads. However, they share a common factor in that demand for through access is either limited or non-essential, with the latter being more appropriately facilitated by nearby Neighbourhood Distributors or Primary Routes.

Provision of streetlighting and standard width pavements is high. Crossings points are frequent and generally in the form of informal dropped kerbs, normally located at junctions and intersections with footways/cycle paths. With low traffic demands, private vehicles and light goods vehicles (LGVs) being the most common type of motor vehicles using these spaces, competition for space is typically low to moderate. Residential parking can often be the most consuming demand of road space, especially in more densely populated areas where driveway parking and garages are limited. Additionally, in locations near town/village centres, parking demands are often elevated by commuters and visitors looking to take advantage of the largely unrestricted and free parking.

With the generally low volumes of traffic and relatively low competing place needs, these roads can be highly attractive for active travel users and where design speeds are 20mph, allow people cycling to stay on the carriageway and feel comfortable doing so (see LTN 1/20 diagram in Table 1).

## Rural – Local Access



West End, Nailsea



Unknown, UK (good example)

A Rural route falls outside settlement boundaries. The housing is either low density or absent, with minimal direct frontages onto the highway. Access to farms, agricultural buildings and land is often served



Station Road, Flax Bourton (Festival Way)



Potential Improvements for Vulnerable Users

by gateways, verges are often soft and bounded by hedgerows, stone walling and drainage ditches. There is mostly no streetlighting, low provision of footpaths with low levels of walking/wheeling activity and

crossing demand. Public transport (bus stops and services) are infrequent if present at all.

A Local Access road generally has less than 2,000 vehicles a day, often just a few hundred and with limited through traffic. However, in Rural locations, trip origin and destinations can often require greater distances to connect to Neighbourhood Distributors or Primary Routes and lanes therefore often form a Rural network. In some instances, this network can be attractive to traffic not requiring access as they seek to find cross-country route alternatives to the more appropriate but busier or congested routes. Rural lanes can be attractive to people walking/ wheeling, equestrians (with frontage agricultural land often being used as paddocks) and people cycling. The Rural network of lanes can often form part of National Cycle Routes or local waymarked cycle routes and facilitates short links between Public Rights of Way. As such, these roads are enjoyed by different users for both access to land and property and recreational uses including access to the surrounding countryside.

Speed limits are typically unrestricted (National Speed Limits) although vehicle speeds are often considerably slower as motor vehicles are often faced

with narrow carriageways with limited passing places and reduced forward visibility. There is a strong desire to reduce inappropriate use of Rural Local Access roads and to improve safety and attractiveness of the network of Rural lanes for active travel users and equestrians. Interventions will be targeted to reduce vehicle speeds and inappropriate/undesirable through traffic movements in areas of high active travel demand, intersections with strategic off-road cycle routes, bridleways and PROWs. Consistency in branding and signage will help differentiate from other Rural routes and will be developed in line with the Rural Lanes Active Travel Action Plan and the Active Travel Strategy to expand 40mph limits on Rural roads.

Damage is often caused to the highway boundaries especially in narrower locations. There is a requirement to minimise impact on local environment and highway interventions should seek to both respect and improve the local character.

## Resulting Place and Movement network

Following the principles and definitions set out for the Place and Movement categories, our entire adopted highway network has been classified for both **place** and **movement** and is **publicly available to view here**. An example extract of this network map is shown in Figure 3 (detailing the Nailsea and Backwell area) where three base colours are used to identify **movement**;

- Green indicates Local Access
- Purple indicates Neighbourhood Distributors
- Red indicates Primary Routes.

**Place** is defined by the shade of each **Movement** category where the darkest shade represents Urban Hub and the lightest shade represents Rural.

**Figure 3:** Example extract of the Place and Movement Network Classifications map is shown below (detailing the Nailsea and Backwell area)

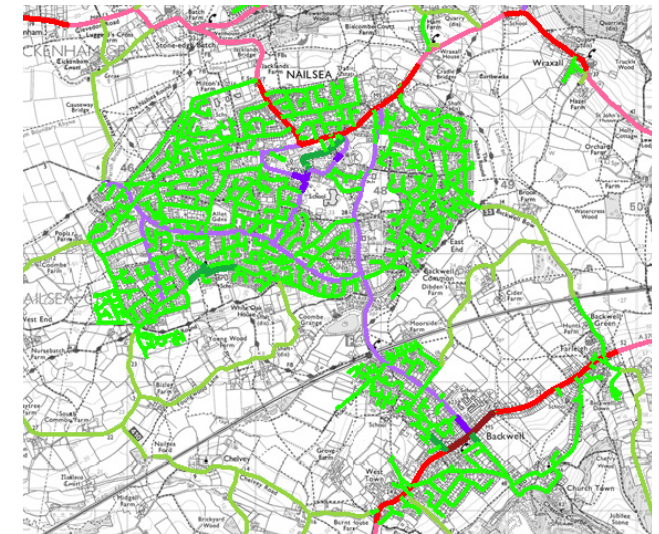




Figure 4 details the Primary Distribution Network and Neighbourhood Distributors only, for the entire North Somerset network, all roads not coloured are classified as Local Access.

**Figure 4:** The Place and Movement Network Classifications map for North Somerset, showing only the Primary Distribution Network (red) and Neighbourhood Distributors (purple)

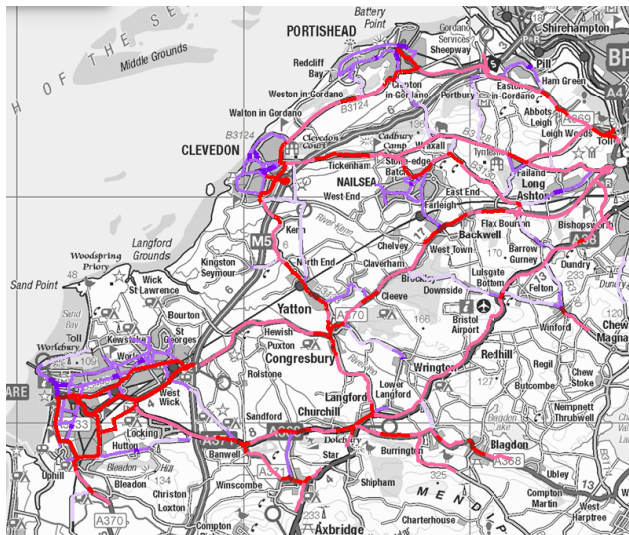


Table 4 below details the percentage of the highway network (by length) attributed to each of the Place and Movement network classifications. With 52% of our Highway Network being in the Urban Local Access classification, this highlights how much of our network could be made suitable for on-carriageway cycling with mixed traffic (for ALL users see Table 1 in the Outcomes section), subject to interventions such as introduction of 20mph zones, Low Traffic and Liveable Neighbourhoods.

**Table 4:** The percentage of the North Somerset highway network (by length) attributed to each of the Place and Movement network classifications

	Rural	Urban	Urban Hub	Total
Primary Route	8%	6%	0.3%	15%
Neighbourhood Distributor	4%	6%	0.7%	10%
Local Access	22%	52%	0.5%	75%
Total	34%	65%	1.5%	

Table 5 details the proximity of residential properties (%) to our Primary Route and Neighbourhood Distributor network and demonstrates how, despite the majority of our network being defined as 'Local Access', connectivity to the more movement-orientated PRN and Neighbourhood Distribution network is well-served.

**Table 5:** The proximity of residential properties (%) to our Primary Route and Neighbourhood Distributor network

	Primary	Neighbourhood	Either
≤200m	28%	48%	64%
≤400m	48%	70%	86%
≤800m	73%	90%	98%
≤1mile	97%	98%	100%
≤2miles	100%	100%	100%

Nearly 100% of NSC households are located within 800m of either a Primary Route or Neighbourhood Distributor, and so have less than 800m of Local Access roads the first and last section of most journeys. Furthermore, 86% of households across North Somerset are within 400m and often closer for those living in Urban locations. This very close proximity to our distributor network ensures that any

impacts of reduced speed and/or permeability of our Local Access roads would result in minimal increases in journey times for motor vehicles, especially when in context of the total journey length.

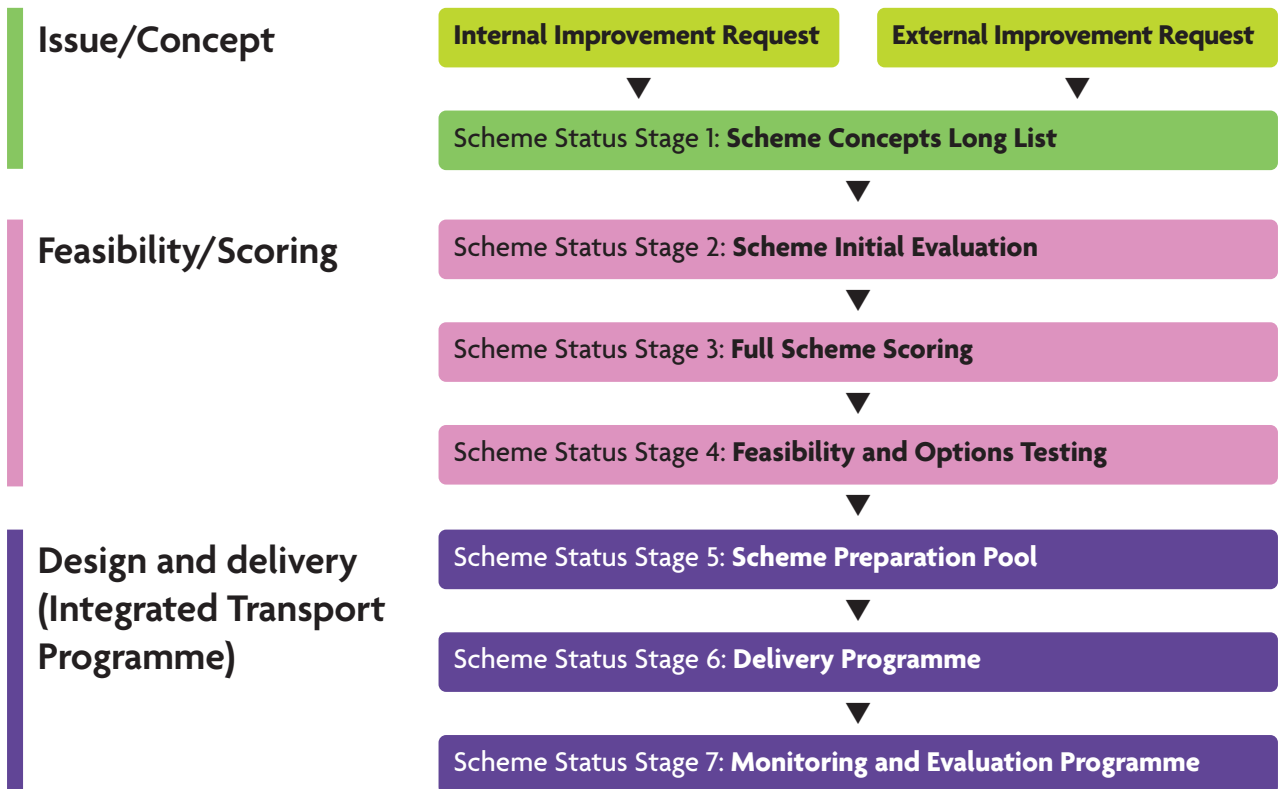
Furthermore, the introduction of 20mph limits and other traffic calming measures on Local Access roads in predominantly residential areas has the potential to positively change the attractiveness of active and sustainable travel choices and create a network that is safe and accessible to users of all abilities.

Overall, our network classification clearly shows that large improvements can be made for active travel and vulnerable users by making our network safer and more attractive whilst having only a minor impact on motor vehicle users.

## Scheme development process

### Integrated Transport – Scheme development process

Assuming the scheme proposal passes each stage



As per the Policy and wider Context section above, a suite of Active Travel Action Plans have been developed using this Place and Movement Framework. Individual schemes will be developed via these Action Plans in line with the guiding principles of the framework and the Design Code Toolkit (Technical Design Standards Document for internal use only at present). The schemes will follow a development process through three main stages, each containing consistent and standardised sub-stages:

1. **Issue/Concept:** we have been and will continue to collect transport network issues and improvement scheme concepts/request into one central database on our newly revamped 'Scheme Pipeline'. This includes the information gathering exercise for scheme requests as part of the Active Travel Action Plans consultation (January-February 2023).
2. **Feasibility/Scoring:** all scheme concepts will be scored and evaluated against the Council's adopted policies and priorities. The highest scoring scheme concepts will then undergo feasibility testing to see what improvements are possible and recommend the best solutions to take forward into the design stage. This will further inform our network planning for when funding and/or resource becomes available to progress the identification of issues into recommended improvements.

3. **Design and Delivery:** only the highest scoring schemes will gain entry to the 'Scheme Preparation Pool' (for designing schemes), 'Delivery Programme' and 'Monitoring and Evaluation Programme' (once schemes are delivered).

This process for transport improvement schemes will ensure that limited Council resources are prioritised to developing, designing, consulting on and delivering only the highest value schemes. It is envisaged that feedback will be provided to requestors of schemes that did not score sufficiently highly to make it through to the next stage of the 'Scheme Pipeline'. This will help show in a transparent way how issues and scheme requests can be improved to have a stronger strategic fit with Council policies and priorities and therefore a stronger case for progression through the 'Scheme Pipeline'.

## Appendices

Background documents:

- **North Somerset Active Travel Strategy 2020-30**
- **South West Rural Mobility Strategy March 2022**
- Recent or forthcoming government guidance:
- **Cycle Infrastructure Design: Local Transport Note 1/20** ('LTN 1/20')
- **Cycling & Walking Investment Strategy 2** (CWIS2)
- **Active Travel England (ATE)**
- **Traffic Management Act 2004 (2022 update):** Reallocating road space
- **West of England Bus Service Improvement Plan (BSIP)** and **national BSIP guidance**
- Emerging **Local Transport Plan (LTP) and Quantifiable Carbon Reductions (QCRs) guidance**
- **Emerging North Somerset Local Plan 2038** approach
- **Manual for Streets 2** & **Manual for Streets 3** (expected 2023).

This publication is available in large print, Braille or audio formats on request.

Help is also available for people who require council information in languages other than English.

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