

Llywodraeth Cynulliad Cymru  
Welsh Assembly Government



# Walking and Cycling Strategy for Wales

December 2003

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# **Walking and Cycling Strategy for Wales**

December 2003

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The Strategy and Summary are also at [www.wales.gov.uk](http://www.wales.gov.uk)

# Foreword

by **Andrew Davies AM**

**Minister for Economic Development and Transport**



Walking and cycling offer healthy, accessible, convenient, and environmentally friendly ways of making local journeys. Almost all of us are pedestrians, at least for part of our journeys and part of our day. Many of us are cyclists, but in spite of the inherent and obvious advantages of walking and cycling, most of us use the car in preference. This strategy aims to maximise the opportunities afforded by walking and cycling and to point out the disadvantages of using private cars, particularly for short journeys. Around 8% of car journeys in Wales are less than 1 mile, 26% are under 2 miles and 58% are under 5 miles. For these distances walking and cycling can offer viable and attractive alternatives. The vision of the Welsh Assembly Government is to increase their role in how we travel in Wales.

How we choose to travel is important for our health, our environment and the economy. Walking and cycling can bring about tremendous health benefits to individuals through increasing the amount of physical activity we undertake. Walking to the bus stop helps us use other environmentally friendly forms of transport. Altogether they will help to improve local air quality and reduce emissions that have a global impact. They form a vital part of tourism encouraging visitors to Wales. In terms of Welsh society, opening up walking and cycling facilities for everyone is an important element in creating equal opportunities, for example to meet the needs of disabled people and deprived communities.

Delivering the strategy will mean that the Welsh Assembly Government and its partners in local authorities, other parts of the public sector, the voluntary and private sector will have to work together in partnership to make change happen. The commitment already exists in large measure to bring about changes in all our travel patterns and behaviour.

The ultimate challenge is for each and every one of us to question our car dependent lifestyle and ask 'do I need to use the car for this journey'. This strategy is to help you answer 'No' and to take up walking and cycling instead.

A handwritten signature in blue ink that reads "Andrew Davies". The signature is written in a cursive, flowing style.

**Andrew Davies AM**

Minister for Economic Development and Transport



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# 1 A Vision for Walking and Cycling

## 1.1 How We Travel

**1.1.1** Walking is an everyday experience for most people – an important stage in human development is when a child walks for the first time. It is our most common way of getting around, from first thing in the morning until last thing at night.

**1.1.2** In Wales, an estimated 26% of all purposeful trips are made wholly by walking<sup>1</sup>. Many other trips rely on significant time spent walking as we catch buses or walk from our cars to the shops, our workplaces or to leisure facilities. About 11% of people walk to work in Wales<sup>2</sup> and it is estimated that 45% of 5-16 year olds walk to school<sup>1a</sup>.

**1.1.3** When the numbers of people walking for recreation are considered on top of these figures, it is clear that walking is important to travel in Wales. However, the statistics for Wales show that in the last 10 years, the average total number of walking trips per person has fallen by around 20%<sup>3</sup>.



**1.1.4** Cycling is less widespread than walking, but cycle ownership in Wales has grown over the last 10 years. An estimated 38% of households in Wales now own a cycle and about 1% of people cycle to work<sup>2a</sup>. In Great Britain around 1% of trips to school are by bicycle. Despite the rise in cycle ownership, the average mileage per cycle has fallen and the number of trips by bicycle in Great Britain has fallen by around 37% since the mid 1980's. Approximately 23% of all bicycle journeys are under 1 mile, 59% are under 2 miles and 90% are under 5 miles.<sup>1b</sup>

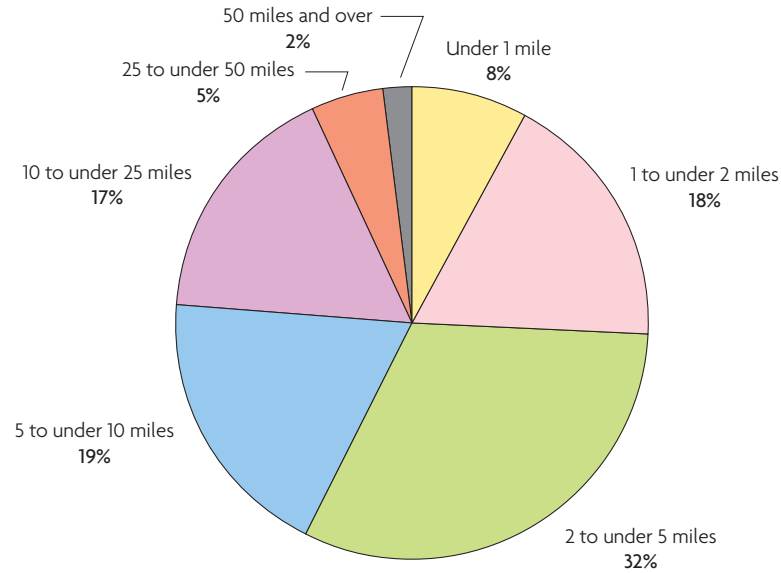
**1.1.5** In Wales, the statistics for car trips show that about 8% of car journeys are under 1 mile, 26% are under two miles and 58% are under 5 miles.<sup>1c</sup>

<sup>1</sup> <sup>1a</sup> <sup>1b</sup> <sup>1c</sup> National Travel Survey 1999-2001, Department for Transport

<sup>2</sup> <sup>2a</sup> 'Welsh Transport Statistics 2002', National Assembly for Wales

<sup>3</sup> National Travel Survey 1989-1991 and 1999-2001, Department for Transport

### 1.1.6 Car trips per person per year by distance, Wales, 1999/2001



Source: National Travel Survey, Department for Transport

**1.1.7** Given the current role of walking in Wales, and the high level of cycle ownership, the potential to transfer a further proportion of these shorter trips from car to walking and cycling is significant. And with around 26% of households in Wales not having a car, promoting and providing for walking and cycling will bring benefits to those who currently have fewer travel choices.

**1.1.8** The vision of the Welsh Assembly Government is to halt the decline in walking and cycling and then to increase their role in how we travel in Wales.

**1.1.9** Since there are strong links between using these modes to get to work or to go shopping and using them for leisure, the promotion of leisure walking and cycling is an important part of realising this vision. This is especially important in rural areas where tourism based on these modes is vital to the local economy.

## 1.2 Our Health and Our Children

**1.2.1** The Welsh Assembly Government is committed to improving the health of the people of Wales. Walking and cycling can bring about tremendous health benefits to individuals, as well as wider community benefits from reduced vehicle emissions. More walking and cycling means less car use.

**1.2.2** It is a core aim of the Assembly Government that all young people in Wales should be given every chance to fulfil their potential - to have a safe community that supports physical and emotional well-being, and to have access to play, leisure and sporting facilities. Providing for walking and cycling is important in realising this aim.

**1.2.3** The need of children to get out and explore their locality has been neglected as provision for motorised transport has increased. This is a vicious circle: more children experience their environment from a car, and this makes it

more dangerous for those walking or cycling. It is disenfranchising young people if the only means by which they can safely travel is by car.

**1.2.4** There are implications for child health – with fitness declining more and more children experiencing problems with obesity, it is imperative that we open up opportunities for more active lifestyles through increased walking and cycling.



**1.2.5** The Assembly Government's vision is that in increasing levels of walking and cycling, we improve the health of the population of Wales and we change the way in which children experience their environment, giving them safe space to play, explore and meet each other. Our children are the future of Wales. Changing their attitudes to how they move around their environment must be at the heart of our efforts to bring about a more sustainable society.

### **1.3 Action Through Partnerships**









**1.3.1** The plans and ideas set out in this strategy document are identified as 'Action Points' in each section. The strategy can only be successful if these Action Points are taken up and acted on by the identified organisations. Some can be moved forward successfully by the Assembly Government alone. However, some of the plans require partnerships, with the Assembly acting as a facilitator, but with local authorities, town and community councils, voluntary sector, charities and businesses being the key deliverers. The Action Points are summarised at the end of this section. The summary identifies which bodies are best placed to deliver the various Action Points.

**1.3.2** Two time periods are given for addressing the Action Points. The first is 2003 – 2005 and the second 2006 – 2010. The division of the total period in 2005 coincides with the planned revision to Local Transport Plan guidance.

**1.3.3** Each Action Point in the summary is also given a priority rating: 1, 2 or 3, with priority rating 1 indicating the highest priority.

**1.3.4** The voluntary sector plays an indispensable role in promoting walking and cycling, at grass roots level. It is vital that voluntary organisations such as "Living Streets" (the Pedestrians Association), Ramblers' Association, Sustrans Cymru and CTC Cymru are supported wherever possible in their work and that they in turn support promoters and providers of facilities, whether in the public or private sector.

**1.3.5** Our communities are the most important partners for successful promotion of walking and cycling and they must be included in our plans through consultation. Clear links between Local Access Forums and Local Transport Plans will give communities voice and help promote facilities for walking and cycling.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Increase levels of walking and cycling both through promotion and provision of facilities	1			Local Authorities Welsh Assembly Government Pedestrian and Cycling Groups
Reflect the higher priority for walking and cycling in cross-cutting policies, guidance and funding	1			Welsh Assembly Government
Make walking and cycling both safer and more pleasant for all age groups	1			Local Authorities Welsh Assembly Government
Change public attitudes towards walking and cycling in our society	1			Local Authorities Welsh Assembly Government Pedestrian and Cycling Groups

## 1.4 Horseriding

**1.4.1** The consultation process for this strategy included horseriding in its considerations. The results of the consultation exercise, together with the fact that horseriding does not play a significant role in nation-wide integrated transport, has persuaded the Welsh Assembly Government to concentrate in this strategy on walking and cycling only. However, horse riders must be accommodated where appropriate when facilities are provided for walkers and cyclists. In view of this, equestrian users of roads are fully considered in the Assembly's Road Safety Strategy for Wales and in the relevant sections of this strategy.












## 1.5 Policy Context






**1.5.1** The Assembly Government has issued a number of policy documents that set the context for transport, and the role of transport, in Wales. This Walking and Cycling Strategy will provide greater focus on walking and cycling, but within the context of these overarching strategic documents:









- **Transport Framework for Wales**, which aims to reduce the pressure on the environment, improve accessible public transport and offering alternatives to travelling by car, and enable about a quarter of commuting to work journeys to take place by means other than by car;
- **Road Safety Strategy for Wales**, which aims to reduce real and perceived danger on Welsh roads in order to promote safe and sustainable access for all members of society;
- **Well Being in Wales**, which is the Welsh Assembly Government strategy to achieve improvements in personal and public health across Wales, setting out proposals for action to reduce health inequalities across all policy areas.
- **Achieving our Potential**, the Wales Tourist Board outlines plans to increase the contribution from tourism to Gross Domestic Product in Wales.

## Action Point Summary








1.6 The Action Points contained in the Strategy are summarised below:












Section Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
<b>A Vision for Walking and Cycling</b>				
Increase levels of walking and cycling both through promotion and provision of facilities	1			Local Authorities Welsh Assembly Government Pedestrian and Cycling Groups
Reflect the higher priority for walking and cycling in cross-cutting policies, guidance and funding	1			Welsh Assembly Government
Make walking and cycling both safer and more pleasant for all age groups	1			Local Authorities Welsh Assembly Government
Change public attitudes towards walking and cycling in our society	1			Local Authorities Welsh Assembly Government Pedestrian and Cycling Groups
<b>Seeing the Bigger Picture</b>				
Expand the scope of Exercise Referral Schemes to prescribe walking and cycling	1			Welsh Assembly Government Health Authorities
Improve the promotion of walking and cycling through projects supported by the Inequalities in Health Fund	2			Welsh Assembly Government
Deliver walking and cycling schemes through Communities First	2			Local Authorities Welsh Assembly Government Community Groups










Section Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Encourage cyclists to use lights and wear reflective clothing after dark	1			Cycling Groups Local Authorities Welsh Assembly Government
Educate cyclists to the benefits and limitations of helmets, with special emphasis on children and young people	1			Cycling Groups Local Authorities Welsh Assembly Government
Encourage cyclists to fit and use bells on their bicycles	1			Welsh Assembly Government
Adopt cycle parking standards and include them within Unitary Development Plans – for commercial premises these standards should include cycle parking for both employees and visitors to the premises	1			Local Authorities
Ensure that travel plan production and implementation is tied to all major development as part of agreement for planning consent under section 106 of the Town and Country Planning Act 1990, with travel plans to include the provision of cycle parking in every case and shower and changing facilities in larger premises as appropriate.	1			Local Authorities



Section Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Ensure Unitary Development Plans, the proposed Local Development Plans, and Community Plans include policies for the protection and enhancement of green spaces to incorporate walking, cycling and horse riding routes and provision for the less abled.	2			Local Authorities
Ensure Unitary Development Plans, the proposed Local Development Plans and Community Plans include policies for the safeguarding of disused railway lines in both rural and urban areas as routes for walkers, cyclists, the less able and where appropriate for horse riders	2			Local Authorities
Work with the Wales Tourist Board in promoting walking and cycling tourism	2			Walking and Cycling Groups Welsh Assembly Government Local Authorities Forestry Commission
Increase participation in cycle sports without adverse effects on the environment	2			Sports Council for Wales Welsh Cycling Union Cycling Groups
Increase participation in walking based sports	2			Sports Council for Wales Walking Groups



Section Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
<b>Delivering on the Ground</b>				
Have regard to the use of, and adherence to, the Department for Transport Inclusive Mobility document as good practice	1			Welsh Assembly Government Local Authorities Disability Groups
Take note of research by DfT into understanding and avoiding conflict in shared space. Issue additional guidance in Wales as necessary.	1			Welsh Assembly Government DPTAC Sustrans
Develop a User Code of Conduct for Shared Routes in conjunction with walking, cycling and equestrian organisations	1			Welsh Assembly Government Pedestrian and Cycle Groups Equestrian Groups Disability Groups
Commence work to gather Welsh Assembly Government Approved Design Guidance for both Urban and Rural application in Wales	1			Welsh Assembly Government Design Commission for Wales
Set up a Walking and Cycling website which will allow on-line access to design guidance, best practice and other information to assist practitioners	1			Welsh Assembly Government Local Authorities
Adopt the principles of Non-Modernised User Audit for all new road schemes in Wales	1			Welsh Assembly Government Local Authorities Disability Groups Pedestrian and Cycle Groups
Work in partnership with others to develop Quiet Lanes pilot projects and promote the wider implementation of Quiet Lanes.	1			Welsh Assembly Government Local Authorities Walking and Cycling Groups Equestrian Groups

Section Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Develop and follow a programme for street audits in major towns and cities	1			Local Authorities
Discuss with Public Transport operators ways of providing for cycles on trains, buses and long-distance coaches	2			Welsh Assembly Government Strategic Rail Authority Public Transport Operators Cycling Groups
Continue rolling programme of Safe Routes to stations	1			Welsh Assembly Government Local Authorities Public Transport Operators
Improve the provision and quality of existing parking facilities for cycles	2			Local Authorities
<b>Making Change Happen</b>				
Develop a high-profile national publicity campaign to promote walking and cycling based on health and environmental benefits	1			Welsh Assembly Government Walking and Cycling Groups Health Authorities
Implement pilots of personalised travel planning projects in Wales	1			Welsh Assembly Government Local Authorities
Champion 'In Town Without My Car Day'.	1			Welsh Assembly Government
Champion Bike Week and contribute to the development of Welsh language publicity	1			Welsh Assembly Government

Section Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Seek partners to provide an annual seminar series to share information with transport providers on the needs of walkers and cyclists and to develop ideas for design and implementation, promoting the benefits of walking and cycling	1			Welsh Assembly Government
Develop Wales wide material to assist in the production of school and employer travel plans	1			Welsh Assembly Government Local Authorities TravelWise
Consider setting up Walking and Cycling Advisory Group	1			Welsh Assembly Government
Develop a Safe Routes to Work scheme as part of business travel plans	2			Welsh Assembly Government TravelWise Local Authorities
<b>Setting the Goals</b>				
Triple the number of cycle trips by 2010 (on a 2000 base)	1			Local Authorities Welsh Assembly Government
Set appropriate targets for walking with reference to the Department for Transport walking strategy	3			Welsh Assembly Government Local Authorities
Develop guidance for monitoring cycling and walking trips	1			Local Authorities Welsh Assembly Government Walking and Cycling Groups

Section Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Use performance indicators for the provision of walking and cycling infrastructure as part of the Wales Programme for Improvement	2			Local Authorities
Implement a Regional Benchmarking initiative across Wales, in partnership with CTC	2			Welsh Assembly Government Local Authorities

## 2 Seeing the Bigger Picture

### 2.1 Health

**2.1.1** Physical activity is fundamental for a healthy lifestyle and helps to reduce the risk of developing diseases such as coronary heart disease, cancer, hypertension, stroke, diabetes and obesity. It can also help reduce risk after these diseases have been diagnosed. Physical activity is also good for mental health and for a feeling of independence and well-being.

**2.1.2** The public health recommendation for adults is to take at least 30 minutes of moderate intensity physical activity (like brisk walking) on five or more days of the week<sup>4</sup>. For children the recommendation is at least 60 minutes of moderate intensity activity on most days. Over 70% of the Welsh population do not take enough exercise to benefit their health<sup>5</sup>.

**2.1.3** Walking and cycling can contribute to achieving this target, both as fitness motivated activities and as a part of more "active living". Regular cyclists have the fitness of non-cyclists 10 years younger<sup>6</sup> and research has shown that people who regularly cycle to work can reduce their risk of mortality associated with physical activity by 40%<sup>7</sup>.



**2.1.4** In heavy traffic, levels of pollutants affecting people in cars can be higher than the levels affecting pedestrians and cyclists. Car users regularly experience up to 3 times more pollution than pedestrians<sup>8</sup>. This has implications for levels of asthma and other respiratory diseases if more people can be persuaded to change from using the car to walking and cycling.

**2.1.5** The following Welsh Assembly Government health documents and initiatives set the context for the contribution of increased walking and cycling to improved health:

- *Well Being in Wales*, the Assembly Government's national health promotion strategy, addresses the need to encourage healthier lifestyles and aims to take action to build exercise into people's daily lives and promote safer roads and better community access to transport;

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<sup>4</sup> Active Transport, HEA

<sup>5</sup> Healthy and Active Lifestyles Action Plan, Consultation Document, Welsh Assembly Government, October 2002



<sup>6</sup> British Medical Association, 1992

<sup>7</sup> All-Cause Mortality associated with physical activity during leisure time, work, sports and cycling to work, Anderson et al

<sup>8</sup> Environmental Transport Association, 1997

- *The 'Inequalities in Health Fund'* supports projects in deprived communities throughout Wales. The primary focus of the Fund is in reducing levels of coronary heart disease and it is currently supporting several projects that promote walking and other forms of exercise;
- *Local Health Alliances* and the *Welsh Network of Healthy Schools* have evolved to reflect the links between transport choices and health, resulting in joint working between health agencies and local authorities;
- *Healthy & Active Lifestyles: A Framework for Action* aims to increase levels of physical activity in Wales through action at the local level, particularly by Local Authorities and Local Health Boards through their Health, Social Care and Well-Being Strategies. It is designed to increase public awareness of the health benefits of exercise, increase opportunities for physical activity and reduce the barriers that hinder active living;
- *Better Health Better Wales*, which aims for sustainable health through collaborative working. The areas with poorest health are predominantly those areas of social deprivation and lower car ownership; and
- *Exercise Referral Schemes*, also known as exercise on prescription, are proactive, community-based interventions to encourage greater exercise participation, grounded in the principle that primary health care teams can facilitate health behaviour change. An example is the 'Exercise by Invitation' scheme in Gwynedd.



Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Expand the scope of Exercise Referral Schemes to prescribe walking and cycling	1			Welsh Assembly Government Health Authorities
Improve the promotion of walking and cycling through projects supported by the Inequalities in Health Fund	2			Welsh Assembly Government

## 2.2 Children and Young People

**2.2.1** The number of children who make their own way to school has declined dramatically over recent years. Other journeys made independently on foot or bicycle e.g. to the shops, to see a friend or play outside, have also diminished.

**2.2.2** This has gone hand in hand with increases in the proportions of children and young people making trips to school and other destinations as passengers in cars. In Wales:

- Over 40% of all pedestrian casualties between 1994 and 1998 were children; and
- Almost 50% of all cyclist casualties between 1994 and 1998 were children.

**2.2.3** Although Britain has the best overall road safety record in Europe, we have one of the worst child pedestrian safety records.

**2.2.4** It is worth noting that in the UK, the largest group travelling by cycle are young people under 20 years old. Considerable attention is now being given to the school journey in Wales, especially through the Assembly Government's funding of Safe Routes to Schools schemes. The Assembly will build up on this by developing targets for cycling to school and working to include the benefits of walking and cycling in the curriculum.

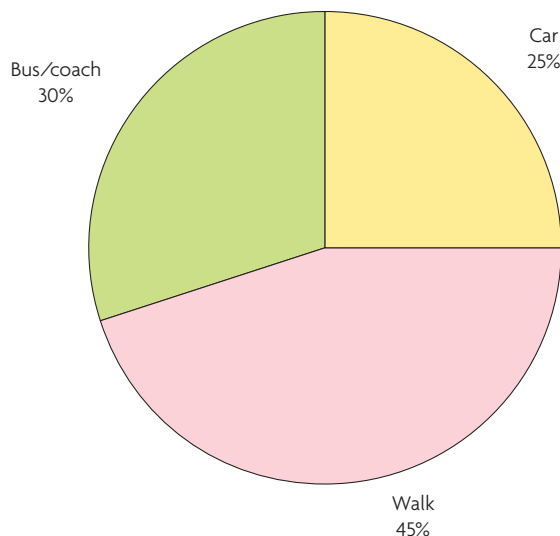


**2.2.5** The Assembly Government has set out its policy for improving the planning and delivery of services for children and young people in the consultation document *Children and Young People: A Framework for Partnership*.

**2.2.6** Underpinning the policy is the adoption of a new strategic, integrated approach, which enables all services to contribute effectively to a common objective, and to reflect and focus on the various needs of children and young people.

**2.2.7** The Road Safety Strategy for Wales also contains a commitment to audit all transport policies and schemes for their impact on children.

**2.2.8** Trips to school by mode, Wales, 1999/2001




Source: National Travel Survey, Department for Transport

## 2.3 Sustainable Communities

**2.3.1** Sustainability is at the heart of the Assembly Government's plans for Wales. Sustainability is acting now for the future, so that we address the needs of the present, such as social exclusion or inequalities, without compromising the ability of future generations to meet their own needs. This must begin at a community level.

**2.3.2** The **Communities First** programme aims to improve the quality of life of people living in the most deprived communities. It empowers communities to develop their own plans and partnerships to pursue sustainable development and tackle social disadvantage at a local level. This includes new funding that can be directed to walking and cycling schemes.

**2.3.3** The Assembly Government's **Rural Trunk Road Initiative** programme can fund pedestrian, horse riding or cycling work close to the Assembly's Trunk Road Network, making these roads better neighbours to the communities they affect.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Deliver walking and cycling schemes through Communities First	2			Local Authorities Welsh Assembly Government Community Groups

## 2.4 Road Safety

**2.4.1** The *Road Safety Strategy for Wales* aims to reduce real and perceived danger for all road and footway users in Wales in order to promote safe and sustainable access. The Road Safety Strategy has extremely important links with this Walking and Cycling Strategy and the two must be viewed in the light of each other to form a comprehensive picture of action for pedestrians and cyclists.

**2.4.2** Key initiatives in the Road Safety Strategy relating to walking and cycling are:

- Promotion of pedestrian and cycle training (especially for the young);
- Increasing number of 20mph zones;
- Promoting and designating Home Zones and Quiet Lanes;
- Highlighting the needs of older and mobility impaired pedestrians.

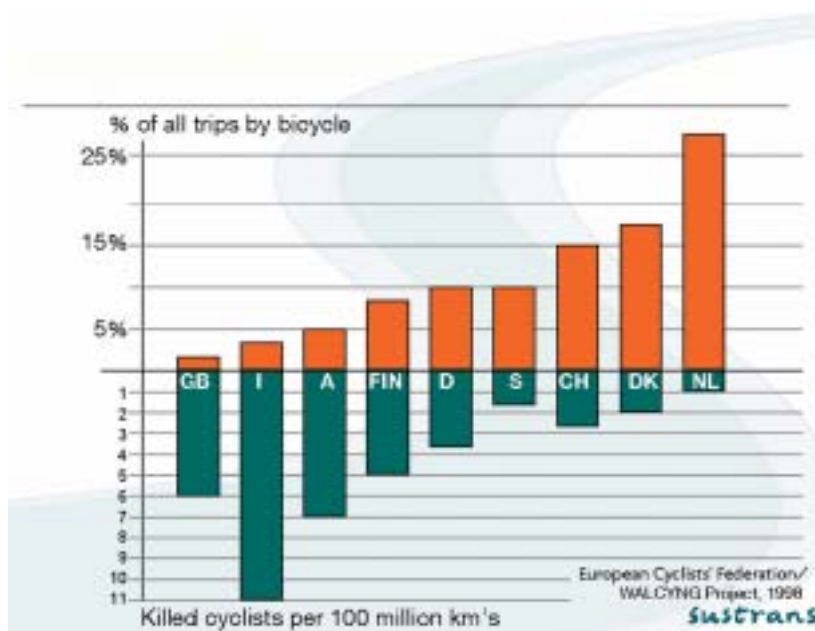


**2.4.3** Reducing road danger is one of the keys to the promotion of walking and cycling in Wales. Between 1994 and 1998, an average of 434 pedestrians and 107 cyclists were killed or seriously injured in Wales each year. This represents over a quarter of all Killed or Seriously Injured road casualties, even though walking and cycling only account for about 4% of personal travel each year.



**2.4.4** Will more cyclists and pedestrians increase these numbers of casualties? Evidence from countries with developed pro-cycling and pro-walking policies suggests that increases in walking and cycling can go hand in hand with improved safety.

**2.4.5** Comparison of Cycle Risk in Different Countries



Source: Sustrans

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Encourage cyclists to use lights and wear reflective clothing after dark	1			Cycling Groups Local Authorities Welsh Assembly Government
Educate cyclists to the benefits and limitations of helmets, with special emphasis on children and young people	1			Cycling Groups Local Authorities Welsh Assembly Government
Encourage cyclists to fit and use bells on their bicycles	1			Welsh Assembly Government

**2.5 Environment**

**2.5.1** Increasing the levels of walking and cycling in urban areas can help to improve local air quality, as well as reducing emissions that have a global impact.

**2.5.2** *Climate Change Wales – Learning to Live Differently* identifies how the Assembly Government is contributing to overall UK targets to cut greenhouse

emissions and the targets to cut carbon dioxide emissions. It is generally recognised that about one quarter of CO<sub>2</sub> emissions come from road transport.

**2.5.3** The Assembly Government aims to improve air quality through Air Quality Management Strategies (AQMS). These should be closely linked to actions to promote walking and cycling. Targets to increase these modes in Local Transport Plans should be linked to AQMS targets on air quality. For example, realising the Assembly's vision of more short trips being made by walking and cycling instead of using the car will offer valuable reductions in cold start emissions.

**2.5.4** Fewer motorists travelling through residential areas and on small rural roads will improve amenities.

## 2.6 Planning & Development

**2.6.1** When published, the *Wales Spatial Plan* will set a clear context for the development necessary for Wales to fulfil its ambitions for economic success, social inclusion and a quality environment. There is also an important role for the Design Commission.

**2.6.2** *Planning Policy Wales* sets out the land use planning policies, which Local Authorities and National Parks will need to take into account in the preparation of Unitary Development Plans, particularly in relation to land use. The document states that new development should be located where there is good access for walkers and cyclists and that access to sites by walking and cycling should be improved. The Assembly wants to see the promotion of walking and cycling through the land use planning process.

**2.6.3** Detailed planning for pedestrians and cyclists within development plans is essential. For example, routes should be provided for pedestrians and cyclists within residential developments that are less tortuous than by road, e.g. through the provision of well lit and maintained 'short-cuts', rather than assuming that pedestrians must use footpaths (or that cyclists must use cyclepaths) provided on the edge of carriageways which have been designed for motor vehicles.





**2.6.4** Of equal importance is the provision of facilities for cyclists at their destinations, such as parking and provision of changing and shower facilities.



For commercial premises, secure spaces should be provided for employees along with accessible parking for visitors to the premises.

**2.6.5** It is essential that local authorities reflect consideration of the needs of walkers, cyclists and horse riders in all planning decisions and negotiations as well as in their Unitary Development Plans. In addition, they should take a strategic approach to the protection and enhancement of green spaces, and to safeguarding disused railway lines in both rural and urban areas as routes for walkers, cyclists, the less able and horse riders.

**2.6.6** New developments can provide a major opportunity for developing walking and cycling facilities. Transport assessment supplied by revised guidance (Technical Advice Note 18) can provide a key tool in assessing proposals.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Adopt cycle parking standards and include them within Unitary Development Plans – for commercial premises these standards should provide cycle parking for both employees and visitors to the premises	1			Welsh Assembly Government
Ensure that travel plan production and implementation is tied to all major development as part of agreement for planning consent under section 106 of the Town and Country Planning Act 1990, with travel plans to include the provision of cycle parking in every case and shower and changing facilities in larger premises as appropriate	1			Welsh Assembly Government
Ensure Unitary Development Plans, the proposed Local Development Plans and Community Plans include policies for the protection and enhancement of green spaces to incorporate walking, cycling and horse riding routes and provision for the less abled.	2			Local Authorities
Ensure Unitary Development Plans, the proposed Local Development Plans and Community plans include policies for the safeguarding of disused railway lines in both rural and urban areas as routes for walkers, cyclists, the less able and where appropriate for horse riders.	2			Local Authorities

## 2.7 Tourism

**2.7.1** In Wales, tourism based on walking is estimated to sustain 5000 jobs, 3000 in rural areas, directly generating £550 million per year<sup>9</sup>. The value of cycle tourism to Wales in 2000 has been re-estimated at £103 million. It is predicted to rise to £172 million by 2010. Partnership aimed at promoting cycling as tourist activity should be encouraged and rewarded.

**2.7.2** Walking is a key part of both rural and urban tourism. Getting people out of cars and coaches to enjoy their environment is a crucial element. The aim is to shift from use of the car by encouraging walking and cycling with related public transport improvements in rural and tourist areas. This is especially important in National Parks and Areas of Outstanding Natural Beauty. Excessive traffic can harm the environment and deter visitors.

**2.7.3** The Wales Tourist Board Strategy *Achieving Our Potential* outlines plans to increase the contribution to the Gross Domestic Product in Wales from tourism from 7% to 8% by 2010.





**2.7.4** The Wales Tourist Board has embarked on a programme of producing walking and cycle tourism strategies for Wales. The cycle tourism strategy *Moving up a Gear* was launched in 2000. It is supported by the Forestry Commission who have developed 5 mountain biking centres in Wales. The walking tourism strategy *Best Foot Forward* was launched in 2002. The Board and its partners are now progressing their implementation. These can make an important contribution to reducing visitor reliance on car travel during visits to Wales.

**2.7.5** The National Cycle Network and National Trails for walking, together with the extensive Rights of Way network play an important part in leisure trips. It is important that this infrastructure is continuous, maintained to a high level of quality and provided with links to the public transport network to facilitate access into rural areas for those who do not have, or choose to not use, a car.

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<sup>9</sup> Best Foot Forward, Wales Tourist Board, 2002

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Work with the Wales Tourist Board in promoting walking and cycling tourism	2			Walking and Cycling Groups Welsh Assembly Government Local Authorities Forestry Commission

**2.7.6** Use of off-road and traffic-free cycling facilities during holidays or short leisure breaks allows people to develop confidence to cycle elsewhere e.g. in urban areas for journeys to work, school and shopping.

## 2.8 Rights of Way

**2.8.1** Wales and England have a unique rights of way network that allows access for the public into the countryside. Wales has an estimated 21,000 miles of rights of way. These rights of way have an important role to play in promoting walking and cycling, in the opportunities they afford for leisure, for people travelling to work and other utility journeys. 17% of rights of way in Wales are bridleways and benefit all age groups.

**2.8.2** The Welsh Assembly Government is responsible for the implementation of the *Countryside and Rights of Way Act 2000* in Wales. The Act introduces a new statutory right of access on foot to open country and registered common land and will potentially apply to an area of over 300,000 hectares in Wales.

**2.8.3** The Act contains a wide range of provisions on rights of way, of which the introduction of Rights of Way Improvement Plans is one. These plans will set out how the local rights of way network in an area is to be managed and improved by the local highway authority and be integrated with Local Transport Plans and link with plans for public transport. This includes the identification of new links that will expand and improve the network coverage and improve accessibility on foot and by bicycle.

**2.8.4** The expansive nature of the Rights of Way network is a great benefit to Wales, but it also brings problems. Current Audit Commission Performance Indicators show that nearly half the Public Rights of Way in Wales are neither signposted nor easy to use<sup>10</sup>.

**2.8.5** The Welsh Assembly Government has published guidance for local authorities on preparing Rights of Way Improvement Plans, which addresses provision for disabled people, walkers and cyclists.

**2.8.6** Rural rights of way, whether footpaths, bridleways or other routes are at the heart of opportunities for rural tourism and so are essential for the economy of rural Wales.

<sup>10</sup> Audit Commission Performance Indicators 2000/2001

## 2.9 Sport





**2.9.1** Wales has some of the best walking, climbing and fell-running terrain in Britain. Introducing young people to more active lifestyles can encourage them to enjoy our natural environment and feed into these, as well as other, sports.

**2.9.2** Wales has some of the best cycling trails in the world, both for cyclocross and mountain biking. The International Mountain Biking Association's 2002 Development Report gave Wales' mountain biking facilities an A grade, equal with only Idaho, Colorado and California – the birthplace of mountain biking – this is the highest possible grade and the only one in the UK.



**2.9.3** The high quality of the environment in Wales makes for enjoyable road riding and this is reflected in the strong road cycling scene in Wales and the planned National Velodrome in Newport. Further facilities and promotion of cycling will help to strengthen Wales' representation at international level.

**2.9.4** Encouraging more active lifestyles, in which this strategy will play a key part, leads to higher levels of fitness in the population, which in turn can lead to greater participation in sporting activities. This benefits all sports.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Increase participation in cycle sports without adverse effects on the environment	2			Sports Council for Wales Welsh Cycling Union Cycling Groups
Increase participation in walking based sports	2			Sports Council for Wales Walking Groups



## 2.10 Links to the UK Government Strategy











**2.10.1** The *National Cycling Strategy* sets out the plans of the Department for Transport for cycling in Britain and was published in 1996.

**2.10.2** *Encouraging Walking: Advice to Local Authorities* was published by the Department for Transport in March 2000.

**2.10.3** The *National Walking Strategy* is due to be published by the Department for Transport in 2004 and will set out the Departments' vision for walking.



## Good Practice

-  Merthyr Tydfil Local Health Group - Walking the Way Forward - Video.
-  The **Walking the Way to Health Initiative ([www.whi.org.uk](http://www.whi.org.uk))**, is supported by Countryside Agency and the British Heart Foundation. The initiative aims to improve the health and fitness of more than a million people, especially those who do little exercise or who live in areas of poor health.
-  Sli na Slainte is Irish for Path to Health: this scheme of the Irish Heart Foundation is based on waymarked routes with Sli signs every kilometre so you can set your own walking targets- they also train local adults to lead walks on the Sli na Slainte routes;
-  Adfywio Cefn Gwlad scheme is one new measure providing financial support for projects linking tourism with leisure in the countryside.
-  Glyndwr's Way – National Trail
-  Coed-y-Brenin; Afan Argoed, Nant yr Arian, Gwydyr Forest park, Cwmcaran – Mountain Biking Centres
-  The Welsh International Cycling Festival is staged at Rhayader, Mid Wales, and includes a full range of on and off-road events plus evening entertainment. The event is suitable for youngsters and families. Rides include a 100km and 200km Audax.
-  Pembrokeshire Greenways Project: promoting sustainable recreational transport for all
-  Lonc a Chlonc/Walk and Talk – a walking for health initiative of ten years standing with a throughput of more than 3000 people per annum. It is organised by the Rambler's Association and supported by the CCW
-  Wrexham Cycle Parking guidelines: adopted by other Welsh authorities ([www.wrexham.gov.uk/english/planning\\_portal/lpg\\_notes/lpg15.htm](http://www.wrexham.gov.uk/english/planning_portal/lpg_notes/lpg15.htm))



## 3 Delivering on the Ground

### 3.1 Inclusive Mobility

**3.1.1** The Welsh Assembly Government is committed to equal opportunities. This means that the needs of disabled people must be considered alongside the needs of able-bodied people in the physical environment. There are over 8.5 million disabled people in Britain whose needs must be recognised. Wales has the highest per capita proportion of disabled people in Britain.

**3.1.2** Wheelchair users need level surfaces and direct, smooth crossings. Those with sight impairment are badly affected by clutter on pavements, whether temporary (e.g. trader's boards, cafeteria tables and chairs) or permanent (e.g. posts, bollards). Older people have similar needs together with places to rest and accessible toilet facilities. They also need crossings that give enough time to cross. Every effort should be made to help both pedestrians and cyclists feel safe and comfortable. The key to achieving the best use is getting the best balance by competing users. Local conditions and circumstances are fully taken into account.

**3.1.3** We all experience mobility impairment at some time (e.g. when pregnant, carrying children or heavy shopping) and an understandable, clutter-free, well-maintained environment therefore benefits us all.

**3.1.4** The Department for Transport issued its Guide to Inclusive Mobility Best Practice on Access to Pedestrian and Transport Infrastructure in November 2002<sup>11</sup>.

**3.1.5** Specific guidance on the use of tactile surfacing for disabled pedestrians has been produced by the DfT<sup>12</sup>.

**3.1.6** The Countryside and Rights of Way Act 2000 places a duty on local highway authorities to have regard to the needs of those with disabilities in making improvements to rights of way, in extending networks and in placing signs, gates and other structures.

**3.1.7** Those concerned with the provision in rural areas for people with disabilities should consult the guidelines produced by the Fieldfare Trust as part of the British Telecom 'Countryside for All' project<sup>13</sup>.

**3.1.8** The Disabled Persons Transport Advisory Committee (DPTAC) is a statutory body set up under the Transport Act 1985 to advise the Government on transport policy as it affects the mobility of disabled people. DPTAC aims to encourage local authorities to prepare Local Walking Strategies that improve the pedestrian environment and meet the needs of all disabled people<sup>14</sup>.

<sup>11</sup> Inclusive Mobility, A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure, Department for Transport, November 2002

[www.dft.gov.uk/stellent/groups/dft\\_mobility/documents/page/dft\\_mobility\\_503282.hcsp](http://www.dft.gov.uk/stellent/groups/dft_mobility/documents/page/dft_mobility_503282.hcsp)

<sup>12</sup> Guidance on the Use of Tactile Paving Surfaces, Department for Transport

[www.dft.gov.uk/stellent/groups/dft\\_mobility/documents/page/dft\\_mobility\\_503283-16.hcsp](http://www.dft.gov.uk/stellent/groups/dft_mobility/documents/page/dft_mobility_503283-16.hcsp)


<sup>13</sup> BT Countryside for All, A Good Practice Guide to Disabled People's Access in the Countryside, available from Fieldfare Trust [www.fieldfare.org.uk/btcf.htm](http://www.fieldfare.org.uk/btcf.htm)

<sup>14</sup> [www.dptac.gov.uk](http://www.dptac.gov.uk)

**3.1.9** The Joint Committee on Mobility of Blind and Partially Sighted People supports the adoption of a hierarchy for users of transport infrastructure. The Assembly Government proposes the following hierarchy to guide local authorities in the provision of infrastructure:

- Disabled people; then
- Pedestrians; then
- Cyclists; then
- Public transport; then
- Freight deliveries; and then
- Other motorised modes.

Equal weight should be given to the Joint Committee on Mobility of Blind and Partially Sighted People's Policy Statement on the principles of sharing space.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Have regard to the use of, and adherence to, the Department for Transport Inclusive Mobility document as good practice	1			Welsh Assembly Government Local Authorities Disability Groups

**3.1.10** This hierarchy should be reflected in the reallocation of road space and its subsequent design and management, as supported in Planning Policy Wales.

## 3.2 Learning to Share Space

**3.2.1** In most of our towns and cities and on many main roads, space to accommodate pedestrians and cyclists safely is limited. This is a feature of where we are today. This means that sharing space must be part of the way of allowing walking and cycling to develop. The strategy aims to accommodate the conflicting needs of users - walkers, cyclists, horse riders and drivers - by prioritisation, segregation of routes and lowering of speed limits.

**3.2.2** This must be seen in the context of The National Cycling Strategy, which states that: 'most cycling takes place on the road and this will continue to be the case. So it is essential that the road network is made suitable for cycling'.

**3.2.3** There is a need for cyclists and drivers to learn to share road space. This will generally mean allocating more road space to cyclists. This has already been done in many of our towns in the form of cycle lanes, toucan crossings and advanced stop lines at traffic signals. The Assembly Government will encourage this further. There is evidence from across Europe that this approach can encourage people to cycle<sup>15</sup>.

**3.2.4** Learning to share space will also generally require speed reduction for motorised traffic, so that in busy locations the differentials between cycle and motor vehicle speeds are reduced. The Assembly Government will pursue and encourage this through the plans for 20mph zones, Quiet Lanes and Home Zones included in the Road Safety Strategy for Wales. Sharing space means that both cyclists and other road users must be more considerate of each other.

**3.2.5** There is also a need for cyclists and pedestrians to learn to share space. There are already many shared-use paths in Wales. Many miles of shared-use paths make up parts of the National Cycle Network in Wales, enjoyed by walkers and cyclists alike. There are ways in which space can be defined by simple demarcation between walkers and cyclists. Where sufficient space exists, paths can be physically segregated i.e. using two separate paths. This is not easy to achieve where space and resources are limited. It can be frightening for walkers and cyclists alike when other users of paths behave in an inconsiderate way and especially so for those with disabilities, or older people.

**3.2.6** The Assembly Government wishes to promote a realistic approach to shared space and believes that shared-use paths must be managed in various ways, just as space is arranged on the highway and delineated by markings, islands, etc. Although, we cannot prescribe solutions to problems across the board, we can reiterate principle statements.





<sup>15</sup> Reallocation of Roadspace in Favour of Cyclists, UCL ([www.cts.ucl.ac.uk/tsu/tpab9910.htm](http://www.cts.ucl.ac.uk/tsu/tpab9910.htm))

**3.2.7** There is little research on the experiences of people who use shared-use paths, but research<sup>16</sup> has shown that most conflict between pedestrians and cyclists was perceived, not actual. Considerate behaviour is the most important factor in reducing conflict since perceived fear is a real issue for some people, especially older or disabled people.

**3.2.8** The Assembly Government recognises this as the greatest need for shared space and will develop a Code of Conduct for walkers, cyclists and equestrians for shared use paths, backed by a national publicity campaign. This will be part of the process of educating us so that we can share space together whether on foot or in the saddle. Cycle training should also involve training on conduct in shared space.

**3.2.9** Where cycling occurs illegally on pavements, this may be an indication of a problem with poor facilities for cyclists on the road network, especially where poor pedestrianisation schemes or wide dual carriageway roads with heavy traffic have caused severance for cyclists. It would be sensible for local authorities to recognise these problems at specific locations and propose schemes to provide safe facilities for cyclists.

**3.2.10** DfT is working on revised guidance for shared use. The Assembly Government will consider how it can be adapted for use in Wales. The aim will be to provide for all users of shared space and safeguard provision for people with disabilities in accordance with the Principles of Inclusive Mobility, whilst ensuring cost effective provision of good quality infrastructure.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Take note of research by DfT into understanding and avoiding conflict in shared space with a view to assisting the development of guidance and issue additional guidance in Wales.	1			Welsh Assembly Government DPTAC Sustrans
Develop a User Code of Conduct for Shared Routes in conjunction with walking, cycling and equestrian organisations	1			Welsh Assembly Government Pedestrian and Cycle Groups Equestrian Groups Disability Groups

<sup>16</sup> Countryside Agency Research 'How people interact on off-road routes' (CRN32) March 2001

## 3.3 Good Design

**3.3.1** Good design of facilities is one of the keys to use. No-one wants to walk or cycle along a path that is poorly designed, circuitous, poorly maintained and consequently unpleasant to use.

**3.3.2** It must also be recognised that poor design of pedestrianisation schemes can lead to inconvenience for cyclists. This is particularly true of large pedestrian areas in shopping centres where there is heavy pedestrian footfall and yet there is a need for cyclists to cross the space as part of a direct utility journey.

**3.3.3** There are many sources of information on design in the UK. The DfT, the Scottish Executive, Sustrans, the Institution of Highways and Transportation, along with others have all produced design guidance stretching back many years.

**3.3.4** There is, however, a need to consolidate this design guidance. There is a need to provide clear direction for both urban and rural paths and facilities. The Assembly Government wants to see all schemes in Wales based on sound principles from the relevant guidance to ensure that they are designed to a high standard. There are clear links to the principles of good urban design and the Urban Renaissance. To this end, the Assembly Government will compile an on-line library of approved guidance including best practice in urban design. Consideration will be given to making this available on a website .

**3.3.5** The Assembly Government has set out a hierarchy of questions (adapted from the National Cycle Forum) which should be asked when seeking to provide for pedestrians and cyclists:

### **Traffic Reduction**

- Can traffic volumes be reduced sufficiently to achieve the desired improvements in attractiveness and safety for cyclists and pedestrians?
- In particular, can heavy lorries be restricted or diverted?

### **Speed reduction**

- Can driver behaviour be modified to achieve the desired reduction in vehicle speeds?

### **Junction treatment and traffic management:**

- Can the problems that cyclists and pedestrians encounter, particularly large roundabouts and accident locations, be treated by specific junction treatment or other traffic management solutions such as contraflow cycle lanes?

### Redistribution of carriageway space

- Can the carriageway be redistributed to give more space to cyclists?
- Can space be reallocated to pedestrians?
- Can the carriageway be efficiently maintained for cyclists?

### Off-Road provisions

- Having considered and, where possible, implemented the above, what, if any off-carriageway facilities, such as cycle tracks and segregated pedestrian paths, are necessary?
- If off carriageway cycle routes are needed is it practicable to separate these from pedestrians?
- If shared paths are provided, these must be appropriately segregated and managed.

**3.3.6** When providing facilities for cyclists, the Assembly Government supports an approach that provides for segregated off-road provision, and on-road provision. An off-street segregated route does not obviate the need for on-street cycle facilities on nearby roads. This again ties in with the fact that most cycling should take place on the road.




**3.3.7** This should be borne in mind when using the above hierarchy to guide decision-making. Walking and cycling routes will often require a range of solutions that are linked together. For example, for large pedestrian areas it will be necessary to investigate introduction of vehicle-restricted areas. This could look at time zoning for cycle access in town centres to facilitate community and utility journeys.

**3.3.8** The Assembly Government is a co-signatory to the Design Manual for Roads and Bridges and is committed to applying principles of good design to its own schemes on the trunk road and motorway network. The Assembly supports the development of the standards for Non-Motorised User Audits and will look to adopt the principles that are published.



**3.3.9** At locations where bridleways and other rights of way are shared by horses, cyclists and pedestrians, then consideration must be given to path surfaces. The effects of hooves on soft surfaces can make them difficult for walkers and cyclists. If inappropriate hard surfaces are used, then these are less horse-friendly. According to the importance of a route and where space is available, consideration should be given to providing separate surfacing for horses and other users, or a surface suitable for both should be used.



Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Commence work to gather Welsh Assembly Government Approved Design Guidance for both Urban and Rural application in Wales	1			Welsh Assembly Government Design Commission for Wales
Set up a Walking and Cycling website which will allow on-line access to design guidance, best practice and other information to assist practitioners	1			Welsh Assembly Government Local Authorities
Adopt the principles of Non-Motorised User Audit for all new road schemes in Wales.	2			Welsh Assembly Government Local Authorities

### 3.4 Speed Reduction

**3.4.1** Speeding vehicles pose the greatest risk to the safety of pedestrians and cyclists. A pedestrian hit by a car travelling at 40mph has a 15% chance of surviving. If the car is travelling at 20mph, the chance of surviving is 95%.


**3.4.2** The initiatives contained in the Road Safety Strategy for Wales show the Assembly Government's determination to address excessive and inappropriate vehicle speed. One of the initiatives, that of progressing the implementation of Quiet Lanes<sup>17</sup>, is taken on in this strategy.



**3.4.3** Quiet Lanes are areas where highways are promoted as routes where pedestrians, cyclists and equestrian users have priority over motorised traffic. Signs and lower speed limits are joined with promotional efforts that underline their special nature.

**3.4.4** Quiet Lanes will have a very important role to play in the promotion of walking and cycling and horse riding, especially in tourist areas. The National Parks Authorities in Wales have already expressed interest in Quiet Lanes.

<sup>17</sup> [www.quiet-roads.gov.uk](http://www.quiet-roads.gov.uk)

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Work in partnership with others to develop Quiet Lanes pilot projects and promote the wider implementation of Quiet Lanes	1			Welsh Assembly Government Local Authorities Walking and Cycling Groups Equestrian Groups

### 3.5 Maintaining Quality

**3.5.1** Once well-designed facilities are provided for pedestrians and cyclists, they must be well-maintained. Resources are required for repairs to damage on path surfaces to pavement and kerbs, and for sweeping and cleansing.

**3.5.2** If these are not attended to then path and pavement surfaces become dangerous to everyone, especially disabled people, older people and young children.

**3.5.3** Maintenance of many routes is the responsibility of local authorities. The Welsh Assembly Government recognises that with increased provision of paths for pedestrians and cyclists and increased emphasis on walking and cycling and the quality of public space, resources will be required to maintain quality.



**3.5.4** The allocation of resources for use in maintenance is a significant concern for many local authorities. Maintenance of pedestrian and cycle facilities is an issue for consideration as part of the Standard Spending Assessment.

**3.5.5** In addition rural paths present their own distinct challenges in terms of maintaining quality infrastructure. Many paths are little used, but must be maintained to suitable quality. Informal assistance will be crucial to continued maintenance of such paths. Other paths cater for significant numbers of people and offer excellent opportunities for walking and cycling tourism. Rights of Way



Improvement Plans will help to focus efforts for immediate and continuous maintenance.

**3.5.6** Voluntary groups can be funded to assist in maintenance work and offer a motivated, efficient workforce in certain circumstances – the Assembly supports this approach.

## **3.6 Clearing Obstructions**

**3.6.1** Urban environments change over time. New street furniture is provided, new signs are erected, and new lighting columns, information boards, bollards and planters are positioned and repositioned. This has meant that in many urban environments, the changes over time have resulted in a clutter of street furniture, some of it obsolete. This clutter proves problematic for everyone, especially disabled people and older people.

**3.6.2** The Assembly Government wishes to see local authorities implement a programme of street audits to address the quality of the urban realm in our major towns and cities, to improve the quality of public space and to remove obstacles and provide clear, legible and safe routes for pedestrians and cyclists.

**3.6.3** The lack of information for pedestrians, cyclists and wheelchair users, especially visitors to our towns and cities, also creates an obstruction to efficient movement. As part of these street audits, there should be consideration to signing key destinations, with an indication of distance, e.g. routes to railway and bus stations, heritage sites, tourist information. This information is routinely provided for car drivers and is just as important for pedestrians and cyclists. This information imbalance must be addressed.

**3.6.4** However, this needs to be undertaken sympathetically so that clutter is not increased. The Bristol Legible City Initiative has the objective of removing signs, replacing them with fewer, better designed and co-ordinated signs, which are easily recognisable and used throughout the city.

**3.6.5** Pedestrians, especially the blind, the partially-sighted and people using wheelchairs, are put at risk when vehicles are parked on pavements and footways. Those with prams or pushchairs are also particularly affected. Where yellow-line restrictions apply, such parking is unlawful. It is also unlawful to leave a vehicle in a dangerous or obstructive position. The DfT has published guidance on measures for preventing or deterring pavement parking<sup>18</sup>.


**3.6.6** Similarly, illegal encroachment and parking can cause danger to cyclists (e.g. in cycle lanes, advanced stop lines and other space designated for cyclists) and local authorities should seek to enforce parking restrictions that protect space for cyclists.

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<sup>18</sup> Traffic Advisory Leaflet 04/93, Pavement Parking, [www.dft.gov.uk/stellent/groups/dft\\_roads/documents/page/dft\\_roads\\_504743](http://www.dft.gov.uk/stellent/groups/dft_roads/documents/page/dft_roads_504743)

**3.6.7** Footpaths, bridleways and other rights of way must be kept free from obstruction. Local authorities have a statutory obligation to do this. The extensive network means that removing obstructions is a challenge, but Rights of Way Improvement Plans and other legislation within the Countryside and Rights of Way Act will help to focus efforts in this area.

**3.6.8** As in the urban setting, waymarking of routes should be carried out, especially on significant routes, e.g. those that connect to National Trails or the National Cycle Network.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Develop and follow a programme for street audits in major towns and cities	1			Local Authorities

## 3.7 Cycle Parking

**3.7.1** The provision of cycle parking facilities in many towns and cities and at places of work has been an afterthought for many decision-makers in the past. However, without high quality, well-located facilities, cyclists will continue to face the fear of cycle theft and the effects of the weather on their parked bicycles – both of which can dissuade cycling to a particular location.

**3.7.2** A lack of facilities for cycle parking can also lead to cycles being locked to benches, posts or other street furniture in locations that cause a hazard to pedestrians.

**3.7.3** The Assembly Government would like local authorities, employers and service providers to provide quality cycle parking facilities including bicycle storage, and shower and changing facilities, as a matter of course.



**3.7.4** Where cycles are likely to be left for a significant time e.g. at public transport interchanges, at workplaces and in town/city centres, facilities such as covered bicycle stands or lockers should be provided in public places.

**3.7.5** Existing and future demand for parking should be met in order to remove barriers to new cyclists. A cycle parking stand already full of bikes is a deterrent. Cycle parking locations should be monitored regularly by providers and capacity increased to meet demand in every case.

**3.7.6** The DfT has published an advice note entitled Key Elements of Cycle Parking Provision, which should be used to guide practitioners planning such provision in Wales.<sup>19</sup>

## 3.8 Public Transport

**3.8.1** When people undertake trips by public transport, large numbers will not use a car to access the bus, coach or train station. This means that many of them will walk with some cycling. Safe routes must be provided to public transport interchanges for those walking or cycling and must be clearly signed, with indications of distances. Train operators should provide facilities for cyclists and walkers, at stations and on trains.

**3.8.2** Both urban and rural paths must be integrated with public transport interchanges. In rural areas this is a key factor in promoting non-car based walking and cycling tourism.



**3.8.3** Using a bicycle to get to a train station can greatly increase distances that can be covered. It is vital to provide facilities to park the cycle safely for a long period of time, or take it on the train. The same is true for bus and coach travel, but making this kind of journey by bike and bus is more difficult, but could be accomplished with a folding bike.

**3.8.4** The space available for bicycles on trains has decreased significantly over the years. There are opportunities afforded by catering for cycles on trains. The Assembly Government recognises the need to improve this situation but change will take time. Current rolling stock will be in service for some time and the current success of Train Operating Companies in attracting passengers to peak period trains means that cycle carriage is severely limited on most routes. However, some operators allow the carriage of folding cycles at any time and this type of bicycle offers opportunities for extending bike usage.



<sup>19</sup> [www.dft.gov.uk/stellent/dft\\_roads/documents/sectionhomepage/dft\\_roads\\_page.hcsp](http://www.dft.gov.uk/stellent/dft_roads/documents/sectionhomepage/dft_roads_page.hcsp)

**3.8.5** Plans for cycle carriage on trains in Wales have been announced as part of the new Wales and Borders rail franchise. Train operating companies should provide better and more widely available information on their cycle policy. The Strategic Rail Authority is currently developing its own cycling policy. The Assembly Government is currently investigating the potential for long-distance coach services in Wales and the options available for carrying bikes will be considered.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Discuss with Public Transport operators ways of providing for cycles on trains, buses and long-distance coaches	2			Welsh Assembly Government Strategic Rail Authority Public Transport Operators Cycling Groups
Continue rolling programme of Safe Routes to Stations	1			Welsh Assembly Government Local Authorities Public Transport Operators



## 3.9 Crime Prevention

**3.9.1** The fear of crime can dissuade some people from walking or cycling, especially after dark. This is particularly true for women. More people on the streets and increased activity will help to address this.

**3.9.2** To reduce levels of crime, facilities for pedestrians and cyclists should be well-lit and lighting should be maintained with rapid attention to faulty lighting. Closed Circuit Television (CCTV) can also be used to increase levels of surveillance.

**3.9.3** Addressing cycle theft and personal security must be a priority. The provision of improved parking facilities for cycles will go a long way to addressing cyclists concerns over theft. Enclosed storage lockers offer a very high degree of security and should be considered at sites where cycles will be left for extended periods, e.g. rail stations.

Cycle parking facilities should be provided in visible locations and where appropriate should be covered by CCTV to reduce the risk of cycles becoming a target for criminals.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Improve the provision and quality of existing parking facilities for cycles	2			Local Authorities

### 3.10 National Cycle Network and National Trails

**3.10.1** The National Cycle Network currently provides around 7,000 miles of cycling and walking routes throughout the UK. By 2005 this will be extended to 10,000 miles. There are around 950 miles of the Network in Wales. It has played an invaluable role in encouraging people to walk and cycle more.

**3.10.2** Sustrans expects over 100 million trips to be made using the Network this year. Currently almost half of those using it are walking. Most cyclists are new or inexperienced. The National Cycle Network is a key part of the necessary infrastructure for promoting walking and cycling in Wales.



**3.10.3** Local schemes should seek to provide high quality links to this network wherever possible and local authorities should seek to assist in the completion of the network itself.

### 3.10.4 National Cycle Network: Wales





**3.10.5** Wales currently has three National Trails for walking: Glyndwr's Way, Offa's Dyke Path and the Pembrokeshire Coastal Path. These trails play an important role in promoting walking for leisure and tourism. They each have dedicated Trail Officers and are fully waymarked and supported by co-ordinated marketing.

**3.10.6** National Trails: Wales



## Good Practice

- 🚲 Brecon Bus - Up to 24 bicycles can be carried by trailer on a Summer Sunday bus service between the centres of Cardiff and Swansea to the Brecon Beacons National Park. The specially designed trailer is attached to a regular low floor vehicle. Drivers receive extra training and operate as a crew of two so that one can load the bikes. The service, which has support from the European Regional Development Fund, provides access to the Taff Trail cycle route, and was widely publicised with a leaflet delivered to postcodes close to the bus route. Project partners include county councils, train and bus operators and the National Park Authority.



- 🚲 Snowdonia Sherpa Bus
- 🚲 Safe Routes To Stations
- 🚲 Rail Rambles
- 🚲 Abergavenny Station cycle storage
- 🚲 Following the successful completion of the A470 Making Better Use Study, the Assembly will be funding and implementing new alternative cycle routes on the adjacent Local Authority highway network to provide safer alternatives to this busy stretch of Trunk road between Pontypridd and Cardiff
- 🚲 Coryton Interchange internal paths




## 4 Making Change Happen

### 4.1 Changing Attitudes

**4.1.1** Increasing the number of journeys made by walking and cycling is about changing attitudes. With around 69% of all journeys being under 5 miles in length, and with 54% of these journeys being made by car, there are many journeys that could transfer.

**4.1.2** Recent work by the Automobile Association shows that over 90% of motorists are able to cycle. Almost 64% of these say that they do not cycle at all, and of these almost 85% say that they are unlikely to start again<sup>20</sup>. This is the type of attitudinal barrier that we must strive to overcome, if cycling is to become a serious mode for our day-to-day journeys.

**4.1.3** Publicity can change attitudes to travel. The European project INPHORMM looked in detail at this subject and the TAPESTRY project is taking on the work. The Welsh Assembly Government will begin to develop ideas for a national campaign throughout Wales, targeting people who could switch to walking or cycling for some journeys. Car dependent lifestyles are those where the question 'do I need to use the car for this journey?' is never asked. Our task is to make travellers ask themselves this question each time they travel.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Develop a high-profile national publicity campaign to promote walking and cycling based on health and environmental benefits	1			Welsh Assembly Government Walking and Cycling Groups Health Authorities

### 4.2 Personalised Travel Planning

**4.2.1** This is a dialogue-based marketing technique that has been shown to achieve significant changes in individual travel behaviour. It has been pioneered by Socialdata of Germany and developed by Sustrans, as a means of promoting alternative travel modes other than the private car. It identifies people who are willing or able to reduce their private car use, and then provides tailor-made travel information such as personalised bus timetables, journey plans and local cycling maps. A range of incentives, including 'taster' tickets for local bus services and discounts/vouchers for cycle shops are used to encourage participants to make the switch to alternative travel modes. Socialdata has used individualised


<sup>20</sup> Cycling motorists 10 years on, Automobile Association, December 2002  
[www.cordis.lu/transport/src/inphormmrep.htm](http://www.cordis.lu/transport/src/inphormmrep.htm)  
[www.eu-tapestry.org/](http://www.eu-tapestry.org/)  
[www.eta.co.uk](http://www.eta.co.uk)

Marketing to promote public transport, walking and cycling in projects covering around 1.3 million people across Europe and in Australia.

**4.2.2** In Quedgeley, near Gloucester in England car travel reduced by 9% across all households contacted. In Frome in Somerset, there was a 6% reduction in trips by car, with 80% of these trips now being made by walking.

**4.2.3** One application covered 35,000 people in South Perth, Australia and achieved a 14% reduction in car trips and increases in walking (+35%), cycling (+61%) and public transport use (+17%).

**4.2.4** The Assembly Government is bringing this technique to Wales through funding a series of pilot projects.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Implement pilot personalised travel planning projects	1			Welsh Assembly Government Local Authorities Pedestrian and Cycling Groups

### 4.3 Learning from Others

**4.3.1** In order to ensure that we are implementing the best kinds of facilities for pedestrians and cyclists, we need to effectively learn from each other and from those outside Wales.<sup>21</sup>

**4.3.2** The National TravelWise Association (NTWA) is a partnership of local authorities and other organisations working together to promote sustainable transport. It enables UK local authorities to learn from the experiences and knowledge of others and is an invaluable source of information about the progress being made in sustainable travel across the globe. In Wales there are 11 members, with the Assembly Government being one of them.

**4.3.3** The European BEST project (Benchmarking European Sustainable Transport) looks at how benchmarking can be used to improve service delivery.

**4.3.4** EPOMM (the European Platform on Mobility Management) is an European organisation that was set up by the European Union to improve co-operation and joint working across member states. Cambridgeshire County Council hosts EPOMM in the UK.

<sup>21</sup> [www.travelwise.org.uk](http://www.travelwise.org.uk)  
[www.besttransport.org](http://www.besttransport.org)  
[www.polis-online.org](http://www.polis-online.org)  
[www.vd.dk](http://www.vd.dk)  
[www.vtt.fi/virtual/prompt](http://www.vtt.fi/virtual/prompt)



**4.3.5** POLIS is an association of European cities and regions working together on transport and mobility issues, with Wales as a member region.

**4.3.6** European Union-wide projects such as ADONIS – Analysis and Development of New Insight into Substitution of short car trips by walking and cycling; and PROMPT – Promoting Pedestrian Traffic have produced reports that contain information on the successful promotion of walking and cycling from countries with proven track records in this regard.

## 4.4 In Town Without My Car! Day

**4.4.1** This Europe-wide event happens every year on 22 September. In 2003, the Assembly Government worked with the UK Government and Local Authorities to promote the event. The event is important to show the benefits of quieter, cleaner, safer streets in our cities and towns.<sup>22</sup>

**4.4.2** Local Authorities in Wales can choose whether to take part in the event. The Assembly Government will continue to champion this event in Wales, working with local authorities and local groups to develop plans. Participating in the event can mean restricting vehicle access to give more room for pedestrians and cyclists; providing additional public transport services; and organising entertainment or other events in streets closed to motorised traffic.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Champion 'In Town Without My Car Day' in Wales	1			Welsh Assembly Government



## 4.5 Bike Week

**4.5.1** Bike Week is an annual celebration of cycling with local events organised across the UK. In 2003, there were 1,220 events. The Bike2Work initiative lasts all week and encourages commuters to try cycling to work.<sup>23</sup>

**4.5.2** The Assembly Government contributed to the promotion of the 2003 event in Wales, with Welsh-language publicity material.

<sup>22</sup> [www.22september.org](http://www.22september.org)



<sup>23</sup> [www.bikeweek.org.uk](http://www.bikeweek.org.uk)

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Champion Bike Week in Wales and contribute to the development of Welsh language publicity	1			Welsh Assembly Government

## 4.6 Training Practitioners

**4.6.1** Putting energy into education is not only something that needs to be directed at the travelling public. Transport practitioners, both at Government level, in local authorities and in other relevant organisations need to hear about the benefits of walking and cycling, the desire of the Assembly Government to promote them and how to go about designing, implementing and maintaining measures to assist pedestrians and cyclists.

**4.6.2** The Assembly Government wants to ensure that everyone who is involved in any way in delivering transport infrastructure is aware of the need to provide safe, integrated and accessible facilities to walkers and cyclists.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Seek partners to provide an annual seminar series to share information with transport providers on the needs of walkers and cyclists and to develop ideas for design and implementation, promoting the benefits of walking and cycling	1			Welsh Assembly Government



## 4.7 Travel Plans

**4.7.1** The Assembly Government is funding travel plan co-ordinators to work with local authorities over a 3-year period to support the preparation of school and employer travel plans. It is important that local authorities, as major employers and travel generators themselves facilitate walking and cycling amongst staff and visitors, adopting their own travel plans which can promote these modes.

**4.7.2** Both walking and cycling can be promoted locally using school-based and work-based Travel Plans. These plans address travel to school by staff and pupils

and are important because they encourage children to think about their travel choices. Children who walk and cycle are more likely to do continue to walk and cycle as adults. School Travel Plans should be adopted by all schools and be linked to the curriculum.

**4.7.3** Research<sup>24</sup> suggests that the most common barrier to implementing School Travel Plans is parental attitudes and the development of School Travel Plans and Safe Routes to Schools should be achieved in consultation with parents.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Develop Wales wide material to assist in the production of School and employer Travel Plans	1			Welsh Assembly Government Local Authorities TravelWise
Consider setting up Walking and Cycling Advisory Group	1			Welsh Assembly Government

## 4.8 Safe Routes

**4.8.1** Safe Routes to Schools can be promoted as part of School Travel Plans. These projects encourage and enable children to walk and cycle to school through a combined package of practical and educational measures. The Assembly Government has allocated £3.3million to support 26 projects in Wales through Transport Grant for 2003/2004. The Assembly is committed to continuing support until 2010 at least, subject to satisfactory monitoring and evaluation of results.




<sup>24</sup> Bradshaw (1999)

**4.8.2** Safe Routes to Stations aim to develop safe and direct routes that link town centres, commercial, educational and residential areas with railway stations, helping to give cyclists and walkers a level of priority over motor traffic. It also includes making access easier for cyclists and disabled people, giving alternatives to long flights of steps and providing somewhere safe to lock a





bicycle. Sustrans plans to work with the Assembly Government, Network Rail, Train Operating Companies and local authorities to upgrade 15 stations in Wales over the next 3 years: and has already completed an initial study for the SWIFT Consortium.

**4.8.3** The Assembly Government will also consider the development of a Safe Routes to Work scheme as part of employers travel plans.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Develop a Safe Routes to Work scheme as part of business travel plans	2			Welsh Assembly Government Travel Wise

### Good Practice

-  Aberystwyth University - developed calorie maps for forest walking and biking trails on Forestry Commission land.
-  Safe and secure cycling parking facilities should be provided at the workplace, as should showering and changing areas. Pool bikes can enable staff to travel to nearby sites by cycle and reduce reliance on the car. Corporate bicycle mileage allowance schemes should be adopted; under current Inland Revenue provisions, tax free allowances of up to 20p per mile can be paid to staff who travel by bike for work purposes. Examples include Wrexham and Flintshire local authorities. Private sector employer examples include Boots, Nottingham site and Manchester Airport.



## 5 Setting the Goals

### 5.1 Targets




**5.1.1** There is significant scope for increasing walking and cycling.

**5.1.2** In 1999/2001 around 20% of journeys under 1 mile and 54% of journeys under 5 miles were being made by car. Yet these distances are generally recognised as practical for walking and cycling.

**5.1.3** The current Department for Transport target for cycle use is to triple cycle trips on a 2000 base by 2010. The Welsh Assembly Government is committed to this target and in this document adopts the target as the national target for Wales.

**5.1.4** The National Cycle Network (NCN) is ahead of its UK target of 10,000 miles by 2005. In Wales, we have around 950 miles of NCN routes with a target of an additional 410 miles of route to be added by 2005.

**5.1.5** There are no UK national targets for walking at present. The Assembly Government will consider the development of a target for walking trips in Wales, with reference to the UK Government's walking strategy.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Triple the number of cycle trips by 2010 (on a 2000 base)	1			Local Authorities Welsh Assembly Government
Set appropriate targets for walking with reference to the Department for Transport walking strategy	3			Welsh Assembly Government Local Authorities

### 5.2 Monitoring


**5.2.1** Monitoring needs to be undertaken to see whether we are meeting our targets. Our priority in Wales must be encouraging more walking and cycling.

**5.2.2** The Assembly Government will develop a strategy for monitoring increases in cycle trips in partnership with local authorities and voluntary groups. The information gathered from the implementation of that monitoring strategy will be collated in order to produce an annual report on how we are progressing towards the cycle use target.



**5.2.3** For walking, a strategy for measuring walking trips in Wales will be considered in conjunction with consideration of a walking target.


**5.2.4** For walking, it may be more meaningful to set targets not for numbers of trips, but for the quality of the pedestrian environment. This will be considered in the development of targets.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Develop guidance for monitoring cycling and walking trips	1			Local Authorities Welsh Assembly Government Walking and Cycling Groups

### 5.3 Wales Programme for Improvement

**5.3.1** The Wales Programme for Improvement has been developed by local government in Wales in association with the Audit Commission, in order to achieve the delivery of high quality services to the public which meet identified needs. Each authority in Wales (both local authorities and National Park authorities) will produce an Improvement Plan (formerly the Best Value Performance Plan) for its services and a Public Summary of how it is performing.


**5.3.2** The Assembly Government wishes to see local authorities adopting performance indicators that measure the provision and maintenance of facilities for pedestrians and cyclists and maintaining these facilities to a sufficient standard.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Use performance indicators for the provision of walking and cycling infrastructure as part of the Wales Programme for Improvement	2			Local Authorities



## 5.4 Benchmarking

**5.4.1** Benchmarking enables knowledge sharing, setting of targets and identification of best practice. The CTC (the national cyclists organisation) has been conducting a highly successful benchmarking project which has enabled local authorities from all over the UK to undertake benchmarking visits that allow them to compare, review and get the best out of each others examples of cycle schemes and promotion. Sharing examples of best practice from other nations in Europe will be an essential part of any scheme adopted.

Action Point	Priority Rating	Timescale for Action		Lead Partners
		2003-2005	2006-2010	
Implement a Regional Benchmarking initiative across Wales, in partnership with CTC.	2			Welsh Assembly Government Local Authorities

## 6. FUNDING BUDGET

**6.1** There is a wide range of organisations who invest monies and effort into projects that implement, promote and maintain schemes for walking and cycling. The table below shows the budgets that are employed or available for this from the various organisations.

Organisation	Budgets
Welsh Assembly Government	Transport Grant (including Safe Routes to Schools) Trunk Road Programme – Village initiative NCN trunk road crossings Road Safety Grant Environmental Development Fund LA Revenue Support Budget LA Capital Settlement Communities First Programme Local Regeneration Fund Inequalities in Health Fund
Local Authorities	Local Authority Budget
Private/Developers Train and Bus Operators	Section 106 agreements and obligations Work Based Travel Plans
European Commission	European Structural Funds (Including Objective One and Two)
Public Sector	Welsh Development Agency Wales Tourist Board Countryside Council for Wales National Parks Forest Enterprise/Forestry Commission Environment Agency
Lottery	Sports Lottery Heritage Lottery New Opportunities Fund/Enfys
Others	Landfill Tax Credits Coalfields Regeneration Trust Road Safety Council of Wales
Voluntary	Groundwork Trust Sustrans CTC Cymru Ramblers Association British Horse Society Living Streets Access Groups