



Y Gyfarwyddiaeth Drafnidiaeth

Transport Directorate

Walking and Cycling Strategy for Wales

Draft Consultation Document



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INTRODUCTION - THE PURPOSE OF THIS DOCUMENT

1. The Welsh Assembly Government wishes to develop a strategy and action plans which will encourage provision and increased use of travel facilities, support sustainable development, reduce adverse impact of motorised traffic and encourage healthy life styles. To help us, we are consulting now to establish the views and preferences of the people of Wales about trips without private car or public transport. We wish to:-
 - Integrate walking, cycling and horse-riding with other policy areas such as planning, sustainable development, health promotion and social inclusion.
 - build on current good practices in Wales, UK and continental Europe.
 - identify resources required to implement practical solutions.
 - prioritise the allocation of resources that will make the most difference for the greatest number of people.
 - encourage walking, cycling and horse riding, contributing to modal shift and reducing reliance on the car.
 - ensuring walking and cycling are means of accessing public transport.
1. Walking and cycling are for both utility and leisure. Although horse riding is primarily for leisure there are important interactions with walking and cycling. It is in this context that, horse riding is included in the document. This strategy will make an important contribution to the principles and objectives of the Welsh Assembly Government, as expressed in *Plan for Wales 2001 and the Transport Framework*.

The Welsh Assembly Government will take all the responses to the Questions posed into account in drawing up a strategy designed to ensure that cycling and walking are supported for all.

SUMMARY

Objectives and Targets

2. The starting point is the establishment of objectives and targets for the programme. While promoting the interests of walkers, cyclists and horse-riders is important, an integrated transport policy demands that we contribute to wider policy objectives.

This chapter also asks for your views on the need for specific targets in Wales, and for ways in which the objectives can help support other policy areas.

Analysis

1.4 The benefits of walking, cycling and horse-riding are described using themes that link with the Welsh Assembly's policies. The list is not exhaustive.

This document seeks your views, with examples, on the analysis of the problems. Suggestions and ideas for further research work to understand the issues will be welcome.

Key Issues

1.5 The strategy will only be comprehensive if all the key issues are addressed. We are aware that different users have different perceptions e.g. of safety and security. The aim is to present objective and evidence based views of the differing perceptions and aspirations. The document explores shared issues, possible causes of conflicts and ways of resolving them.

It seeks your views on the identification of these key issues. Suggestions for obtaining further evidence will be especially welcome.

Agenda for Action

1.6 There are varying views of the best balance to be achieved between specific solutions to the perceived issues and a less prescriptive, more objective approach. Again there is a range of views on the required speed of actions. The chapter is divided into 'Quick Wins' and 'Next Steps' reflecting judgement about feasibility and likely costs.

The document seeks your views on issues of practicality and timing, priorities and funding.

Funding and Resources

1.7 There are pressures for capital and revenue resources to be increased to meet the aspirations of encouraging walking, cycling and horse-riding in Wales. However, resources are limited and need to be targeted at those actions which benefit most people as part of their daily lives. Expenditure can be met from a wide variety of programmes and agencies. Given the demands on public sector monies, **resources and actions have to be prioritised.**

1.8 This document seeks your views on where investment, both financial and human resources, will most benefit the people of Wales. The role of volunteers and community initiatives will be important in taking action forward.

Sending Your Comments [to be completed later]

2. POLICY OBJECTIVES AND ACTION

2.1 National Policy: Plan for Wales 2001

1. The Welsh Assembly Government has formally adopted 3 main principles, endorsed by the Partnership Government in Wales:
 - **sustainable development** (over-arching theme), aiming to promote development that meets the needs of the present without compromising the ability of future generations to meet their own needs;
 - **tackling social disadvantage**, aiming for the development of a safer and more inclusive society where everyone has the chance to fulfil their potential; and
 - **promoting equal opportunities** to promote a culture in which diversity is valued and equality of opportunity is a reality.

1. Two of the five key action areas are particularly relevant:

- Better quality of life;
- Promoting better health and well being.

1. The overall transport target set in *Plan for Wales 2001* is to:

"Develop an integrated, effective and accessible transport system that supports a growing economy"

The aim is to integrate transport services by implementing our Transport Framework for Wales, by measures including:

- reducing the pressure on the environment by improving accessible public transport and offering alternatives to travelling by car,
- Enabling about a quarter of commuting to work to take place by means other than by car compared to about a fifth in the late 1990s.

Transport Framework

2.2 The Transport Framework sets out how the Welsh Assembly Government aims to lead and support delivery of the transport infrastructure and services that we need in Wales. It identifies the following objectives:

- Increasing the amount of walking and cycling for necessary journeys, whether for the whole of short journeys or as part of a longer journey involving other means of transport. This is part of *"modal shift"*, which goes wider than this to encompass any shift from private car, eg to bus and train.
- Public authorities to fulfill general statutory obligations, including compliance with Disability Discrimination Act.
- Improving safety, health and environmental conditions particularly on our roads and paths.
- Building accessibility for disabled people in all new investment is a condition of public money being spent.

2.3 Links with other Welsh Assembly Government Policy Areas

Planning

1. 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.

The Assembly consulted on the **Planning Policy Wales** from February to June 2001 and has issued the policy in final form in Spring 2002.

This document 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 main ways in which land use policies will influence the achievement of a more sustainable transport system are:

- Reducing the need to travel by private car by locating new development where there is good access by public transport, good walking, cycling and horse-riding infrastructure and by clustering related uses. This includes the designation of local service centres in rural areas.
- Ensuring that new developments include appropriate traffic management and provision for walking, cycling and public transport.
- Providing guidance on traffic management and parking. This indicates the setting of maximum parking standards and suggests an overall and integrated system of car parking and traffic management facilities and integration with other forms of transport.
- Using available powers to reduce the need to use trunk roads and other through routes for short, local journeys.
- Requiring transport impact assessments
- The Assembly will also be publishing revised Technical Advice Notes (TANs) 18 Transport and 12 Design.
- Identifying primary road networks and resisting developments that compromise this role.

The Welsh Assembly Government is also consulting on 'Planning: Delivering for Wales', referred to in 2.4.1.

Sustainable Community Strategy

1. The **Communities First** programme aims to improve the quality of life of people living in the most deprived communities. To date, ninety-one communities across Wales have been identified for inclusion in the programme, which includes promotion of safety in the local environment, particularly on roads, and encourages walking and cycling. It also includes improving health as a core feature.

The **Community Scheme** programme can fund pedestrian, horse riding or cycling work on the Trunk Road Network, making the Network a better neighbour to the communities it affects.

Children and Young People

2. The Assembly 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**. 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. The full range of activities at the local level will include the physical and community environment, which directly affects the health and well being of children and young people. The need of children to get about and explore their locality has been neglected as provision for vehicles has increased. Many children are now overweight, and many make most of their journeys by car. Research has shown that the number of children who make their own way to school has declined dramatically and that other journeys made independently on foot or bicycle e.g. to the shops, to see a friend or play outside, have also diminished. Considerable attention is now being given to the school journey with Safe Routes to Schools and Walking Bus schemes. Introducing children to walking as a mode of travel and a leisure pursuit would be cost effective and have huge lifestyle implications. Children also need other outdoor activity; for example to explore their neighbourhood, local countryside and green spaces. Most children have a bicycle but lack opportunities to ride it. There is a similar point about children having few areas where they can ride ponies and horses safely.

Environment

2.3.4 The UK Government and the Welsh Assembly Government published the UK's **Climate Change Programme** in November 2000. The programme sets out how the UK plans to meet its Kyoto target to cut greenhouse emissions by 12.5% below 1990 levels by 2008-2012, and move towards its domestic goal to cut carbon dioxide emissions by 20% below 1990 levels by 2010 together with progress made so far. The Assembly published **Climate Change Wales – Learning to Live Differently** in July 2001. This identifies how the Assembly is contributing to overall UK targets for the energy business/industry, waste disposal, transport, housing, land-use, forestry and increasing the use of public transport through Local Transport Plans and in conjunction with the statutory Road Traffic Reduction obligations.

2.3.5 Welsh Assembly Government is responsible for the implementation of the Countryside and Rights of Way

Act 2000 in Wales. The Act will introduce 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. The intention

is that the new access right should come into force in late 2004 early 2005. This provides a significant

opportunity to maximise access and to reap important economic, health and other benefits for Wales. The Act also 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. The Welsh Assembly Government will be consulting on statutory guidance for these new plans in the Summer of 2002, and local highway authorities will have five years from the issuing of the guidance (and the commencement of the section of the Act) to develop the plan. The Rights of Way Improvement Plans will need to embrace the Welsh Assembly Government's strategy on walking and cycling. The Adfywio scheme, mentioned below, is one new measure providing financial support for projects linking tourism with leisure in the countryside.

The Air Quality Strategy for England, Scotland, Wales and Northern Ireland

2.3.6 **Working Together for Clean Air** was published in January 2000. The strategy sets objectives for reducing

levels of the eight main air pollutants to protect health, vegetation and ecosystems. Road transport is one of the major sources of air pollution, especially in urban areas. A significant reduction in emission of some key pollutants is forecast up to 2010 as a result of tighter European vehicle emissions and fuel standards.

Transport Framework includes measures to complement these improvements, for example in urban areas, which have been designated Air Quality Management Areas by Local Authorities.

Road Safety

2.3.7 Current targets for reducing death and injury in Great Britain by 2010 are:

- A 40% reduction in the number of people killed or seriously injured in road accidents.
- A 50% reduction in the number of children killed or seriously injured.
- A 10% reduction in the slight casualty rate compared with the average for 1994-1998.

The "*Safe Roads, Safe Communities*" Consultation Document issued in September 2001 asked how we can improve road safety in Wales and meet the targets. Responses to the consultation are now being analysed. The completed strategy will be published in Summer 2002. These deals comprehensively with Safety for Pedestrians and Cyclists and Safety for Horse Riders.

Economy

2.3.8 The Tourism Strategy *Achieving Our Potential* outlines plans to increase the contribution to the Gross

Domestic Product in Wales by tourism from 7% to 8% by 2010. The Wales Tourist Board expects an increase

of between 2.5% and 3% per annum in the number of domestic (UK based) visitors to Wales and an increase of between 3.2% and 4% per annum in overseas visitors. The Wales Tourist Board has embarked on a programme of producing walking, and horse riding and cycle tourism strategies for Wales. The cycle tourism strategy 'Moving up a Gear' was launched in 2000. The Board and its partners are now progressing its implementation. The walking and horse riding tourism strategies are nearing completion and will be launched later in 2002. These can make an important contribution to reduce visitor reliance on car travel during visits to Wales.

The Rural Development Plan for Wales 2000-2006 was published in October 2000. It sets out a strategy for rural development in Wales. The Agricultural and Rural Development Committee published a report in June 2001 on its review on **Diversifying the Rural Economy**. The report makes recommendations on 9 main areas of policy including community economic development and proactive land-use planning. ADFWYIO CEFN GWLAD – RURAL RECOVERY FOR TOURISM GRANT SCHEME was launched in April 2002.

Health

2.3.9 The Welsh Assembly Government is committed to improving the health of people in Wales and to reducing the inequalities in health that exist between communities. Health is an issue that cuts across policy areas and, as such, is highly relevant to this strategy. '*Promoting Health and Well Being*', the Welsh Assembly Government's national health promotion strategy, addresses the need to encourage healthier lifestyles.

However, it emphasises that action to improve lifestyles needs to take place alongside action to address the

wider social and economic factors that also affect people's health.

Physical activity is fundamental for a healthy lifestyle and helps to reduce the risk of developing diseases such as coronary heart disease, cancer, diabetes and obesity. It can also help reduce the risk after these diseases have been diagnosed. Therefore, this strategy can make an important contribution to improving people's health.

The '*Better Health Better Wales*' strategic framework, published in 1998, was a landmark as it emphasised the importance of the social, economic and environmental factors that affect people's health. At the time of publication of this document, a follow up to 'Better Health Better Wales' is being prepared. The follow up will also focus on improving health and reducing inequalities in health by way of developments and action strategies such as this.

The '*Inequalities in Health Fund*' is supporting a large number of projects in deprived communities throughout Wales. The Fund, which is focusing on action to reduce levels of coronary heart disease in Wales, includes several projects that promote walking and other forms of exercise. Projects offer opportunities to link with other local developments as part of co-ordinated actions.

This fits well with the role of local authorities in promoting well being, within which health is an integrated part.

Question Box A

- **Do Walking, Cycling and Horseriding contribute to other areas of policy development?**
- **What other policy areas could benefit from a strategic approach to walking, cycling and horse-riding?**

2.4 Policies in Action

Planning

1. Local authorities and the National Park Authorities have a major role to play. They have responsibility for planning and control of the use of land through the Unitary Development Plan and the development control systems. To support the future development of walking, cycling and horse riding, local planning policy must assess the extent to which land use can minimise the need to travel and increase accessibility by means other than the private car. By locating housing and employment/shopping/leisure facilities closer together, this will reduce the average trip length. The Planning Policy Wales and accompanying Technical Advice Note clearly set down these principles. There is also an important role for Supplementary Planning Guidance to require developers to provide for public transport, walking and cycling access to local services and facilities, including public transport. Transport Impact Assessments and travel plans can accompany larger planning applications to provide information on the likely proportion of the expected journeys which will be made by more sustainable travel modes. As part of granting planning permission, authorities can require developers to provide related improvements. These can include new routes, safe crossings, new bus stops, accessible public transport, cycling parking, showering and changing facilities. It is important that strengths and opportunities provided by the current planning system are retained with any new legislation and regulations emanating from the Welsh Assembly Government consultation paper 'Planning : Delivering for Wales'.

Local Transport Plans

2. All local authorities produced Local Transport Plans (LTP's) in 2000 to identify integrated transport strategy at the local level and produce implementation plans. The LTP are 5 year plans and became statutory in August 2001 when the Transport Act 2000 came into effect. Amongst other things they cover interaction between different modes of travel to help "make it easier to get around locally". Such plans should take into account the needs of people with all impairments including sensory by ensuring such facilities are fully accessible.

A review of Local Transport Plans showed that the majority of authorities have already developed a cycling strategy. Many have also adopted walking strategies, none have developed Horse Riding strategies. LTP's need to reflect the land use policies set out in Unitary Development Plans. Although not required in LTP's, the review also found that some included separate analysis of the Public Rights of Way (PROW) in their area. The new Rights of Way Improvement Plans (to be prepared under the Countryside and Rights of Way Act 2000) should be integrated with LTP's and link with plans for public transport. Currently Audit Commission Performance Indicators show that nearly half the Public Rights of Way in Wales are neither signposted nor easy to use.

Travel Plans

3. The Welsh Assembly Government is funding travel plan co-ordinators to work with local authorities over the next 3 years to support the preparation of school and work based 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.

Current Good Practice: 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.

Both walking and cycling can be promoted locally using schools and work based Travel Plans. School Travel Plans are important as children who walk and cycle are more likely to do so as adults. These should be adopted by all schools and be linked to the curriculum.

Health

4. The realisation that transport choices can affect health is leading to joint working between health agencies and local authorities with the development of Local Health Alliances and the Welsh network of Healthy schools. As highlighted earlier, local authorities have a role in promoting well being. Improving people's health, and action to consider the impacts on health of proposals and developments, is a key feature of this role. The Welsh Assembly Government established the Healthy and Active Lifestyles Task Force in 2000, chaired by the Sports Council for Wales, with an overall objective to establish clear plans to ensure co-ordination of initiatives which will promote active lifestyles and increase physical activity. The draft report from the Task Force highlights the current low levels of physical activity in Wales and reviews the scientific evidence for a wide range of benefits associated with moderate intensity physical activity. **Walking the Way to Health**, an initiative supported by CCW and the British Heart Foundation, is one important practical example of how walking can be linked to health promotion within local communities.

Sustainable Community Development

5. Local Authorities have prepared Local Agenda 21 Strategies in partnership with other organisations and the public, focusing on means to improve Quality of Life in sustainable ways. Local authorities now have a duty to prepare a Community Strategy for promoting the economic, environmental and social well-being of their areas, reflecting the needs of ethnic minorities, and contributing to sustainable development. These are intended to bring together all those who contribute to the future of the area, to agree on key priorities and pursue them in partnership. There are a number of other local policy documents which have implications for walking and cycling. Some will be incorporated into the Community Strategy (for example Local Agenda 21). Others will need to be reviewed to ensure walking and cycling are supported (for example, Best Value, Air Quality Management Plans, Crime and Disorder Audits, Local Health Action Plans, Countryside Strategies, Areas of Outstanding Natural Beauty and National Park Management Plans.)

Question Box B

- **Should we make greater use of Local Transport Plans and Public Rights of Way Improvement Plans to promote walking, cycling and horse-riding? If so, how?**
- **Should Local Authorities have specific targets for producing School and Work based Travel Plans to promote walking and cycling?**
- **How can local transport plans be utilised to encourage and support people to improve their health by walking, cycling or horse riding?**
- **How can we use Best Value to greater effect to set targets and monitor progress on these three modes of travel?**

3 ANALYSIS

Key Facts: Benchmarks and Existing Targets

1. There is significant scope for increasing non motorised travel, walking, cycling and horse-riding. The standard figures quoted for Great Britain:
 - Walking is the second most used mode after the car.
 - 27% of purposeful journeys are wholly on foot. This excludes non purposeful and off road walking.
 - A further 4% are made by bus which usually includes one walked stage.
 - Approximately 50% of households have a bicycle.
 - 2% of purposeful journeys are by bike, this excludes cycle rides not on roads.
 - 29% of households do not own a car.
1. **The UK National Cycling Strategy was published in 1996, with a target to quadruple cycle use by 2012.** The National Cycle Network is ahead of its target of 10,000 miles by 2005. In Wales, we have 800 miles of new cycle routes of which 64% are on roads. There are no UK national targets for walking and car travel.
2. We also aim for responsible choices to reduce dependence on our cars for both functional and leisure journeys. If we can persuade a greater proportion of those travelling to work and school to travel by means other than by car e.g. walking and cycling, then it will lead to improvements in our environment and our health, curtailing emissions and reduce the pressure to build more roads. Currently 17% of journeys under 1 mile and 39% of journeys under 5 miles are being made by car. Yet these distances are generally recognised as practical

for walking and cycling.

Question Box C

- **Should other walking and cycling targets be set for sustainable travel?**
- **What criteria should be used to measure our progress?**

Sustainability

1. Walking, cycling and horse-riding are the most sustainable modes of transport. Almost everyone walks, and many more people can cycle than currently do so. Encouraging these modes, and replacing other journeys by walking or cycle trips, will contribute to sustainable transport, as well as improving health. Improving walking opportunities will not only benefit current users but may attract others to leave their cars at home. Improving cycling conditions opens up a wider area to those without cars or adequate public transport, enabling access to better education, jobs and services. 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. It can also engender bad habits without adequate training.

Health

2. The public health recommendation for adults is to take at least thirty minutes of moderate intensity physical activity (like brisk walking) on five or more days of the week (Active Transport, HEA). For children the recommendation is at least 60 minutes of moderate intensity activity on most days. Walking, cycling and horse-riding can contribute to achieving this target, both as fitness motivated activities and as a part of more "active living". They can improve cardiovascular health, assist in the prevention of hypertension and stroke and help reduce obesity and depression. Regular cyclists have the fitness of non-cyclists 10 years younger (BMA, 1992). Regular walking and horse-riding maintain bone density and stability, especially in older people. All three forms of travel are good for mental health and a feeling of independence and well being. However, the benefits can be undermined by traffic or road conditions: asthma from pollution, traffic accident injuries, and pavement falls. (BMA, 1997).

Social Inclusion

3. Lack of access to transport contributes to social exclusion and isolation, in both rural and urban areas. The issue is wider than access to a particular mode of transport and leads in particular to social exclusion by people with mobility problems. Particularly in rural areas, a lack of local services (such as post offices, banks, schools, sports facilities and healthcare) generates longer motorised journeys. Decisions about the opening, closure or relocation of such services has an effect on social inclusion objectives, as well as working against traffic reduction. Lack of fully accessible transport also reduces employment opportunities.

A heavy level of traffic outside homes isolates people, particularly the old or disabled who feel unable to go out and children whose parents keep them in due to fear of road danger. Replacing car journeys, with walking and cycling, especially in residential areas will help reduce traffic and make the streets more welcoming. Encouraging walking, cycling and horse-riding can have an immediate effect on isolation, especially for some people with disabilities and groups from ethnic minorities and refugees. **'Walking in Towns and Cities'** (House of Commons Select Committee on Environment Transport and Regional Affairs Report HC167-1, June 2001) highlights the need for meeting the needs of people in deprived areas. It identifies benefits and needs.

- Creating good accessible walking routes.
- Improving management of streets and other public spaces, and in particular focus on reducing the fear of crime.
- Ensuring planning policies direct facilities to where they are accessible on foot.

The Government's Response to the Environment, Transport and Regional Affairs Committee's Report on Walking in Towns and Cities was published in November 2001 by DTLR.

The Government welcomed the detailed consideration which the Committee had given to this important subject, and was glad to note the Committee's general support of its publication *Encouraging walking: advice to local authorities*. The Government agreed with the Committee that action is needed to increase walking in our urban areas, and it is taking action to that end. This

includes setting local targets in Local Transport Plans but not a national target.

DTLR is proposing to promote walking through the forthcoming National Walking Strategy. This will form an important element of UK Government's transport, including public transport and planning policies, as part of its wider objectives of sustainable development, urban renaissance, quality of life and social inclusion.

Current Good Practice: Home Zones – A home zone is a street or group of streets designed primarily to meet the interests of pedestrians and cyclists rather than motorists, opening up the street for residents and providing for social use. Legally, neither pedestrians nor vehicles have priority, but the road may be reconfigured to make it more favourable to pedestrians. For example, traffic calming features and benches or play areas may be introduced. These require careful siting to avoid clutter.

Home zones are streets where you can enjoy taking time to stop and chat with your neighbours. Streets where cars are allowed, but the car driver is a guest. They are common and popular in many European cities.

Home zones can be introduced in existing streets which are redesigned or in new housing developments. It is important that street furniture is well designed and located. Fourteen pilot projects are underway in the UK.

One of these is in Magor, Monmouthshire. It is set in a rural area in a village of around 5,000 population. It covers 60 dwellings and 20 small retail premises in a conservation area. Construction began in June 2001.

Economic

1. In towns and cities such as Cardiff and Wrexham, York, Edinburgh, and Leicester, where traffic has been restricted in the centre, footfall has increased and shops in the area report higher turnover. These cities have also seen cycling increase. There are many European cities with traffic-restricted centres where the economy is buoyant; for example Munich, Vienna, Bruges, Gronigen and Delft. Traffic restriction schemes must also recognise the need for some disabled people to use a car and to be able to park close to the premises they wish to visit.
2. The impact of foot and mouth disease has demonstrated the importance of rural tourism, and of walking, cycling and horse-riding. In Wales, tourism based on walking is estimated to sustain 5000 jobs, 3000 in rural areas, generating £132 million per year (Midmore, 2000). Cycle tourism is estimated to have added £18.25 million in 1998 and is rising (WTB, 2000). There are 233 million day visits per year in Wales, with associated spending of around £2.2 billion. After eating out and visiting friends, walking is the most popular activity of people on day trips. Walking tourism is currently calculated as worth £550m to Welsh economy. For visits to the countryside, walking was the main activity for 34% of all visits (UKDVS, 1998). Over 50% of these visits were made by car. This shows the economic importance of recreation related activity and the number of journeys it can generate. Walking is a key part of urban tourism. Getting people out of cars and coaches to enjoy the urban environment is a crucial element.

Question Box D

- **This Analysis identify Sustainability, Health, Social Inclusion and Economic benefits. Are there other important benefits that we have missed?**
- **What further research is necessary to improve our understanding of the extent of walking and cycling and horse riding in Wales, the potential benefits and gaps in support for these activities.**

4 KEY ISSUES

4.1 Shared Benefits and Needs

There are a considerable number of benefits and needs that walking, cycling and horse-riding have in common. This provides the

basis for developing a shared strategy.

- Widely available - to all ages and social groups.
- They provide a number of health benefits.
- Part of "liveable communities" and "vibrant cities".
- Benefit from safer streets, speed reduction, road space reallocation.
- People with disabilities can benefit from better walking and cycling provision.
- Walking and cycling can play a part in widening the catchment area of public transport.
- Contribute to sustainable tourism – "tourism without traffic".
- Horse riders can benefit from sensitive provision for walking and cycling.
- Can replace short car journeys.
- Important elements of journeys to school.
- Offer more travel choice, in particular to non drivers.
- Require safe, direct, attractive routes with minimum delays.
- Take up less road space than motorised vehicles.
- Everyone is adversely affected by poor highway design, road priority, traffic signals, and speeding vehicles.
- All are compatible with environmental enhancement e.g. greenways, green corridors, nature conservation/ landscape enhancement, urban regeneration.
- All are a key part of a more sustainable approach.

4.2 Making it easier to walk

4.2.1 A Walking Steering Group was formed by the then DETR in 1998 with full participation from the Welsh Office. This resulted in the publication of **Encouraging Walking** which was issued as guidance to local authorities in England and has been commended to Welsh authorities. The Disabled Persons Transport Advisory Committee (DPTAC) supports DTLR advice in 'Encouraging Walking' on the need for access for all. DPTAC believes that the walking environment can be made easier to use, more pleasant and safer.

4.2.2 DPTAC aims to encourage local authorities to prepare Local Walking Strategies that improve the pedestrian environment, allocate funds and meet the needs of all disabled people. These measures are incorporated in local transport planning and help local people discuss walking with the local authority. These can be reinforced by access audits carried out independently by a consultant from the National Register of Access Consultants.

4.2.3 People with reduced mobility are particularly affected by a poor walking environment. Wheelchair users need continuous level pavements and smooth direct crossings. The sight impaired are badly affected by clutter on pavements, whether temporary (utility excavations, traders A-boards etc) or permanent (posts, bollards etc). Many elderly people have difficulty getting about on foot; they need level well-maintained surfaces with places to rest and crossings with enough time to cross. They require dropped kerbs, passing places, suitably designed gates. An improved walking environment benefits all these people, and anyone else who experiences temporary mobility impairment - such as carrying shopping or luggage, being pregnant, overweight or escorting small children.

4.2.4 Many authorities in England have adopted the York model hierarchy in their Local Transport Plans. For example putting first

disabled people,

then pedestrians,

cyclists,

horse riders

public transport,

before other forms of motorised transport. The Department of Transport, Local Government and the Regions on full Local Transport Plan includes advice to adopt this hierarchy. In Wales, local authorities are encouraged to be flexible, finding specific solutions for specific circumstances

4.2.5 The Joint Committee on Mobility of Blind and Partially Sighted People sent Memoranda to the Environment, Transport and Regional Affairs Select Committee on Walking in Towns and Cities. The Joint Committee drew attention to the need for,

- safe and well lit accessible pedestrian environment.
- Dealing with obstacles and obstructions, improving maintenance, better sited and user friendly road crossings, dealing with parked cars on pavements and at bus stops.
- Importance of site planning, design and siting of street furniture.
- Enforcement of laws and regulations.
- Removing barriers to pedestrian environment, including reallocation of road space.

4.2.6 The Countryside and Rights of Way Act 2000 places a duty on local highway authorities to have regard to the needs of those with mobility problems in making improvements to rights of way in their area, and also requires local authorities to consider the needs of the disabled in erecting sites, gates and other structures on rights of way. While preparing Right of Way Improvement Plans local highway authorities will specifically need to address how they are going to cater for those with mobility problems.

Question Box E

What other measures are necessary or helpful to enable disabled people to walk in towns and cities, and the countryside?

4.3 Conflicts between cycling and walking, and solutions

4.3.1 There is widespread concern that cycling and walking do not easily mix. Most pedestrians do not want to share space with cyclists, citing fear of collision with cyclists. Many new cyclists are unhappy about cycling on the road. This issue has been made worse by the illegal use of walking space by some cyclists. Accident data fails to show the true risk as collisions are known to be under-reported, and published statistics do not separate collisions on the carriageway from those in other shared space. **It should be considered that shared space needs to be managed, either by segregating users on a route or by providing separate routes.**

DPTAC in particular has stressed that if this is not achieved, disabled people may simply stop using such routes. Many observers commented on the need for a Code of Conduct to encourage mature behaviour amongst all users and look forward to draft DTLR guidance on 'Cycling in Vehicle Restricted Areas'.

4.3.2 Shared space is usually created to provide for cyclists where traffic managements schemes, road safety schemes or pedestrianisation have interrupted the direct route. Cyclists generally travel directly from A to B; whereas people on foot may be less intent on travel and may be walking at different speeds for pleasure or just enjoying being outside. Hence there are different ways of using "shared" space and conflicts are possible. Conflicts can also arise from poor design of measures that only consider one mode e.g. pavement widening. DTLR's revised guidance will cover all different types of "shared space" - pedestrianisation,

pavement conversion; reallocated roadspace; new links bridges, routes, etc. It is vital that shared space is appropriately segregated and managed with full reference to Joint Committee on Mobility of Blind and Partically sighted people Statement on Shared Use.

It is important that shared space provides, where appropriate, for horseriders e.g. during construction of new off road links, bridges and routes.

4.3.3 The National Cycling Strategy 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". Once better on-road conditions for cyclists are in place, the need for sharing space will be reduced. As a contribution to the sharing of road space, measures to assist cyclists should be included in the design of bus priority scheme.

4.3.4 The National Cycling Forum has agreed a 'hierarchy of solutions' approach to the problems of shared use. There is no single, correct solution to providing for cyclists. There is potential to alter many features of the infrastructure, its function and the way in which it is used. The Cycle Audit and Cycle Review procedures seek to ensure that the most appropriate approach is selected and that, once established, the design details are satisfactory. There are a number of ways to improve cycling conditions. With regard to physical measures (backed by education and enforcement as appropriate), these should be considered and, where feasible, implemented in the following order. The ways of improving conditions should also apply to horse riders.

Provision of high quality infrastructure for all users is the essential first step.

The following hierarchy has been adopted from that of the National Cycle Forum.

Traffic Reduction

- Can traffic volumes be reduced sufficiently to achieve the desired improvements in attractiveness and safety for cyclists? 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 encounter, particularly large roundabouts and accident locations, be treated by specific junction treatment or other traffic management solutions such as contra-flow cycle lanes?

Redistribution of the carriageway

- Can the carriageway be redistributed to give more space to cyclists?
- Can the carriageway be efficiently maintained for cyclists?
- Provide for cycling in bus lanes.*

Off-Road provisions

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

4.3.5 Rights of Way network

Wales has an estimated 20,000 miles of rights of way, but not all of this is well maintained or fully accessible (due to obstacles). The introduction of rights of way improvement plans by all local highway authorities should assist in the prioritisation of rights of way for improvement work, including projects to secure better linkages with communities and the local transport system.

4.4 Horse riding: Interaction with other users

4.4.1 The strategy also seeks to take account of the needs of horse riders in terms of better and safer facilities. It recognises some potential for conflicts and opportunities for solutions in the interaction between horse riders, walkers and cyclists, particularly on the rural road and public rights of way networks.

4.4.2 The experience of Sustrans in developing the National Cycle Network shows the scope for motor traffic free routes that support environmentally sustainable forms of transport. There are traffic free sections for use by walkers, by cyclists, by wheelchair users and by horse-riders. All these users may benefit from locations where entirely new routes have been created and where existing footpaths and bridleways have been incorporated as part of the National Cycle Network after extensive consultations with the Ramblers Association and British Horse Society. One good example in Wales is the Taff Trail. DPTAC has expressed concerns that some disabled people no longer use the paths. In addition there are high quality designs for shared Cycle Track/Footpath with separate Bridlepath, shared cycle track/footpath and bridlepath. All of these need to be well maintained.

Question Box F

- **Is there a need for better design guidance for the provision of facilities for walking, cycling and horse-riding to meet the varying needs in town and country?**
- **Should these facilities be segregated?**
- **How do we encourage reporting of collisions involving pedestrians and cyclists?**
- **Is the Hierarchy of Measures a realistic set of solutions?**
- **How should the measures be implemented and enforced?**
- **If so, how should we monitor usage?**
- **How can we help ensure the potential of Wales' extensive rights of way network is maximised**

4.5 Targets and Monitoring

1. Targets to increase non-motorised travel focus attention and are useful to monitor progress. Targets have been set for passenger train travel and cycling, and there is an Assembly target to reduce use of private car for travel to work. There is a need to consider whether further targets would be useful in Wales.
2. A major deterrent to setting targets is the inadequacy of national data and the cost of collecting data at a local level. The National Travel Survey provides data on personal travel in the UK, and for most modes in Wales, including walking. However data from the NTS for cycling in Wales is not reliable and hence not published. The sample size of the National Travel Survey is being augmented in Wales in 2002.
3. Other UK data sources are not very helpful. The Census only collects data once every 10 years, and only for the journey to work, which does not include travel by those not in work, at school, retired etc. Likewise the Labour Force Survey only collects data on the journey to work. The UK Day Visits Survey is biennial and provides some useful figures, but is not frequent enough for regular monitoring purposes.
4. Under Best Value Legislation local authorities are obliged to set performance indicators which could be designed to monitor walking and cycling. There is considerable scope for using benchmarking techniques and Best Value indicators for improving performance and results. Best value targets for walking, cycling and horse riding may be a way forward.
5. If targets are adopted they need to be realistic and based on current levels of activity and progress towards the targets must be easy to measure.
6. There is a UK national target to increase cycling. Levels of cycling are currently at a very low level and may not be easy to increase. It is generally perceived that traffic free cycle routes are needed to counter this attitude; however such cycling is not conventionally included in official statistics hence may not be easy to use in setting targets. The Assembly is encouraging Local Authorities to install automatic counters in new community off road routes, but these can only cover a part of the network.

Question Box G

- **How should we use Best Value and Benchmarking to improve performances and outcomes?**
- **Should we have targets for increasing levels of walking and horse riding in Wales?**

4.6 Land Use Planning

1. Land use allocations and policies within Unitary Development Plans determine where new developments, such as school, shops, houses and leisure facilities will be located. The creation of zones of different land uses can create a need to travel long distances and can be undesirable from a sustainable transport point of view. Promoting mixed uses and concentrating new development within existing centres means that people are able to live close to a range of facilities and are better able to walk and cycle. There may be opportunities to open up new, more direct walking routes through new developments.
2. Disused railway lines can provide ideal routes for cyclists, walkers and horse riders. Unitary Development Plans should allocate and safeguard routes along disused railway lines to enable development which could jeopardise their continuity to be resisted. Local Authority and Welsh Assembly policies should encourage their use as cycling, walking and horse riding routes.
3. Supplementary planning guidance provides a speedy and effective way in which to introduce policies on more detailed issues, such as cycle parking standards for new development and design standards for new cycleways or paths. All material must follow 'See it Right' Guidelines from RNIB and be available in alternative formats. For example, DTLR has produced Traffic Advisory Leaflet 5/02 a key elements of cycle parking provision. Local planning authorities should assess all planning applications from a non-motorised perspective and should negotiate the improvement of walking, cycling and horse-riding conditions at every available opportunity. The guidance should include reference to horse use in future.

4.7 Publicity and Promotion

4.7.1 Publicity and promotion in the form of leaflets, maps and guides have a crucial role to play in the encouragement of walking and cycling. Such materials can also have an important educational role, to prevent conflict between pedestrians, cyclists, horse-riders, some of whom may be disabled. Advertisements, campaigns and events also help to raise awareness about walking and cycling developments, and should seek to complement national campaigns such as *Doing your Bit*, *Breathe Easy Week*, *Bike to Work Day*, *Walk to School Week* and *Walk In to Work Out*.

The British Horse Society is attempting to build up publicity and promotion by encouraging the production of leaflets and guides, for example in co-operation with Monmouthshire County Council.

Local authorities in England and in Northern Europe are using posters and leaflets to market the health and life style advantages of walking and cycling. Often with limited low cost budgets they are prepared and delivered by marketing professionals. Examples included York and Bremen, both participating in the EU Target Programme.

All material must follow 'See it Right' guidelines from Royal National Institute for the Blind and be available in alternative formats.

The Ramblers Association in Wales are promoting "Lonc a Chlone" and Rail Rambles (Guided Walks from Railway Stations in mid Wales and the Marches) as a best practice examples. Countryside Council for Wales have 'Walking Your Way to Health'.

Current Good Practice: Marketing the Celtic Trail – The 220 mile Celtic Trail runs across Wales from Chepstow Castle to Fishguard Harbour and has safe cycle links to more than 300 visitor attractions. The trail, which is part of the National Cycle Network, connects with 34 railway stations, and a marketing strategy has identified areas with good rail links as key promotional targets for domestic tourists. A range of promotional initiatives being implemented by the Celtic Trail Marketing Executives includes:

- Joint marketing with Wales Tourist Board, Tourism South and West Wales and other partners e.g. Ordnance Survey– for example, cyclists are offered reduced entry at some attractions on the route.
- High quality maps and route information – for example, a family cycling brochure.
- A free telephone information line and a Celtic Trail web site.

- Advertising in appropriate holiday guides and participation in cycling and holiday exhibitions.

- Launch events and media work – including invitations to journalists to try the trail.

Beacons Bike 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 manager Leo Markham says *"Families go cycling together and some people take their bikes up from Cardiff and then cycle back."* Project partners include county councils, train and bus operators and the National Park Authority.

4.8 Crime prevention

People, especially women, often cite fear of crime as the reason why they do not walk or cycle, especially after dark. Where there are other people in the area, rather than just cars, this can be reassuring. According to DETR May 1999 Personal Security \Issues in Pedestrian Journeys, encouraging walking and cycling often leads to safer streets. The design of streetscapes and well-lit new development contributes to feeling of security, by making sure streets are overlooked and that there is enough space for safe walking and cycling.

This is recognised in the UK Government's response to 'Walking in Towns and Cities'.

4.9 Design and Maintenance

The Pedestrians Association has introduced 'Living Streets' campaign to improve the conditions for pedestrians. The importance of attractive and well maintained buildings and streets has been overlooked in the development of a car based society. People on foot are moving relatively slowly, or stopping, and will be more aware of the environment around them.

The South East Wales Transport Forum Regional Cycling Strategy contains a model Best Practice Note that could be developed for the wider issue of maintenance of footways, pedestrian areas and public rights of way. Maintenance is a major issue for the general public and special interest groups alike.

Problems such as poor street cleansing, graffiti, and vehicles parked on pavements and in bus and cycle lanes are very apparent. The pleasure of walking is enhanced when buildings have interesting frontages and there are other things to look at. There are particularly good opportunities through urban renewal and new developments to improve matters. These features are included in I. C.E. publications – "Returning Roads to Residents" and "Designing Streets for People". It is especially important to ensure sensitive design in rural areas, particularly within statutory designated and protected areas.

High quality maintenance of off highway routes is essential to achieve modal shift for Walking and Cycling. Measures are essential to ensure regular sweeping, repairs to surfaces and drainage, removal of obstructions, overhanging vegetation and adjoining verge cutting. There is a range of support to assist this work including the use of volunteers and community service offenders.

Question Box H

- **How can publicity and promotion be made more effective?**
- **How do we tackle issues of crime prevention and enforcement?**
- **How do we improve and implement better design?**
- **What are the ways of increasing the levels of maintenance of facilities?**

5. AGENDA FOR ACTION

Quick Wins

5.1 The main purpose of this document is to invite views on drawing together the needs of walkers, cyclists, horse-riders and relate them to the current policy agenda in Wales. Some who contribute to the development of this paper are keen to advocate the following "quick wins" or demonstration projects. It is about outcomes showing that small amounts of focused investment or change in attitude can make a real difference.

Marketing: Personalised Travel Planning

5.1.1 First employed in Western Australia and Northern Europe, 'Individual Marketing' or 'Mobility Management' aims to provide individuals with education and informed travel choice.

Current Good Practice – TRAVELSMART

Sustrans is developing a major new programme to change the way we travel. The 'TravelSmart' initiative will test an innovative technique for increasing walking, cycling and use of public transport.

Two pilot projects have been established in Gloucester and Somerset to explore the potential of Individualised Marketing (IndiMark), an approach pioneered by Socialdata of Germany, for promoting alternative travel modes other than private car.

Individualised Marketing is a dialogue-based marketing technique that is proven to achieve significant changes in individual travel behaviour. It identifies people who are willing or able to reduce their private car use, and then provides them with personalised travel information and incentives to encourage them to switch to public transport, walking or cycling or to other alternatives to driving a car.

Gloucester

In Gloucester, Sustrans and Socialdata are working with Gloucester City Council and Gloucestershire County Council on a TravelSmart pilot project covering 500 people in the suburb of Quedgeley. The project team is working closely with local public transport operators, the parish council and other partners with a view to starting the first travel surveys in Autumn 2001. The net effect of Individualised Marketing in the Gloucester pilot project was a 9% reduction in car trips. Around half of these car trips were substituted by walking, a quarter by cycling and the remaining quarter by public transport. Further work is being planned to confirm the behaviour changes are sustained over time (as they have been in previous projects) and to extend Travelsmart to a wider population in Gloucester and other areas.

Frome

A similar pilot project is taking place in the market town of Frome, Somerset, where Sustrans is working with the county's Rural Transport Partnership on a range of new transport and information initiatives. Sustrans was recently awarded £36,000 (50% funding) by the Environmental Action Fund of the Department of Environment, Food and Rural Affairs (DEFRA) for the TravelSmart pilot project, which also includes the development of new travel information resources for the town. Matched funding for this project is being provided by the New Opportunities Fund, Sustrans, and in-kind contributions from the private sector. There is a 6% reported reduction in car trips.

The Technique – TRAVELSMART

The TravelSmart marketing campaigns will offer 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, will be used to encourage participants to make the switch to alternative travel modes. Regular users will be offered rewards such as TravelSmart branded alarm clocks, pens and personal organisers.

Socialdata, which has its head office in Munich, Germany, has used individualised Marketing to promote public transport in projects covering around 1.3 million people across Europe and in Australia. The approach was extended to include walking and cycling as part of the highly successful behaviour change programme in Western Australia, also called ‘TravelSmart’. The recent large-scale application covering 35,000 people in South Perth achieved a 14% reduction in car trips and increases in walking of 35%, cycling (61%) and public transport use (17%).

5.1.2 Safety – (Safer Cities; Now know as In Town Without my Car! Day).

The UK Government has signed the Pledge to support local authorities taking part in European Car Free Day. Cardiff County Council participated in 2001. The Welsh Assembly Government will work with DTLR and local authorities to promote this event in 2002. This will be held on Sunday 22 September this year; in subsequent years it will fall on a working day.

Question Box I

- **How should we encourage local authorities and other organisations in Wales to sign up to In Town Without My Car! Day**
- **What other projects could help to promote walking, cycling and horse riding?**

Quiet Lanes

5.1.3 Wales is experiencing rapid growth of traffic in rural areas. As traffic levels grow it becomes less pleasant to walk, cycle and horse ride in the countryside. The traffic also affects the wildlife, verges and tranquillity of the rural lanes. A Welsh Quiet Lanes pilot scheme drawing upon experience in England and Jersey would demonstrate how to preserve the character of these country lanes and to make them more attractive for cyclists, horse-riders and walkers, whilst maintaining essential access by motor vehicles for local residents, emergency services and farmers. Quiet lanes are usually narrow, single track roads with very low vehicle flows (less than 500 vpd). They are mostly subject to the national speed limit, speeds tend to be constrained by poor forward visibility and the narrow carriageway. As far as possible the idea is to change hearts and minds rather than introduce a lower speed limit or use physical measures for enforcement.

Quiet Lanes were an initiative of the Countryside Agency in England. The Transport Act 2000 provides discretionary powers. Up to date information is available on the Countryside Agency website: www.quiet-roads.gov.uk.

They can be developed in parallel with some of the main roads in Wales, building upon existing infrastructure in rural areas for cycling, for leisure and tourism. For example in Mid-Wales there may be opportunities to involve Forest Enterprise, with forest roads linking parts of the road network providing quiet routes for cyclists, walkers and equestrians. Ceredigion is looking at signing quiet lanes for the new National Cycle Network Route.

Current Good Practice: Two pilot projects are being supported by the Countryside Agency in North Norfolk www.norfolk.gov.uk/councildepartments/p&t/quietlanes-home.htm and West Kent. Both are extensive, covering up to about 40 miles of roads and non-public highway links at locations where public roads are unsuitable, and are aimed at local residents rather than tourists. A similar highly successful scheme in Jersey is now promoted as part of their sustainable tourism policy and is attracting world-wide interest. A linked network of 96 miles of cycle routes includes 45 miles of green lanes with 15mph speed limits involving 10 out of the 12 parish councils on the island. The scheme has been developed as a locally accepted initiative. It provides a safe environment for walking and cycling. It is also seen a major tourist facility and provides sustainable links to tourist attractions. The scheme is still being extended and problems of gaps and main road links need to be addressed.

Question Box J

- **Do you think it is a good idea to pilot Quiet Lanes in Wales?**
- **Do you know of suitable areas for pilot schemes?**

5.1.4 Safe Routes to Stations in Great Britain: a series of projects led by Sustrans

Safe routes to stations – The aim is to develop safe and direct routes that link town centres, commercial, educational and residential areas with railway stations, helping to give cyclists and walkers 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 quote the example of the Netherlands where Safe Routes to Stations have received significant investment as cost effective ways of increasing patronage and encouraging modal shift. They propose a survey of all **main railway stations** in Wales to establish a rolling programme of station improvements. The survey will include an audit of access for disabled people. This comprehensive access audit must be carried out by a consultant from the National Register of Consultants and involve consultation with local disabled people and groups.

Sustrans plans to work with the Welsh Assembly Government, Railtrack, 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.

Question Box K – These quick wins - Travel Smart, Quiet Lanes, Safe Routes to Stations, and In Town Without My Car Day - have been identified as having maximum impact on travel choices at moderate cost

- **Do you have other suggestions which will have more impact on our daily travel choices?**
- **Should there be a Personalised Travel Marketing Scheme?**
- **How should Welsh Assembly Government and its partner organisations take forward these proposals?**
- **How should we rank them?**

5.2 Next Steps

5.2.1 The following set of possible actions have been developed as a result of the research and consultation.

5.2.2 Action by – Welsh Assembly Government.

- Set walking targets, including walking to public transport.
- Improve disabled access.

- Set specific cycling targets for Wales (in context of UK cycling targets).
 - Review Best Value guidance to include indicators relating to walking and cycling.
 - Provide Benchmarking material.
- Local walking, cycling and horse-riding strategies and Travel Plans to be an integral part of the land use planning process and be specifically referred to in the revised Planning Guidance.
 - Replace Traffic Impact Assessments with **Transport Assessments**, to include all modes of travel and access to new developments.
 - Prepare guidance on Transport Assessments.
 - Include model Section 106 agreements.
- Improve rights of way network, ensuring rights of way close to communities are well sign-posted and free of obstacles.

5.2.3 Action by:- Local Authorities

- Ensure that land use planning designations supporting reducing the need to travel, by locating new development in areas well served by everyday facilities and public transport links.
 - Encourage local services in new developments which are easily accessible by bike and on foot.
 - Ensure that planning conditions and obligations are used to facilitate walking, cycling and horse-riding - e.g. require new cycle routes, accessible pedestrian routes, Toucan crossings, cycle parking facilities, direct walking routes to bus stops.
- Safeguard routes with potential for walking, cycling and horse-riding, including linear routes and routes along disused rail lines.
 - Issue supplementary planning guidance and other specific advice on planning conditions to support local walking and cycling strategies.
 - Improve rights of way network, ensuring rights of way close to communities are well sign-posted and free of obstacles.

5.2.4 Strengthen **Local Transport Plans**: Welsh Assembly Government

- Review Guidance on Preparation of Local Transport Plans to build on this strategy when finalised
- Integrate Public Right of Way Improvement Plans with LTP's
- Walking and cycling audits of new highway schemes to have same status as road safety audits. Audits should consider horse-riding.

5. Ensure **co-ordination of other areas of policy** at National and local levels to ensure that walking and cycling contribute to success (e.g. education, health, tourism) Regional Transport Consortia: Welsh Assembly Government and Local Authorities.

Ensure walking, cycling and horse riding are formal parts of Regional and sub regional plans for Infrastructure, Tourism and Rural regeneration. There are already examples of work by South East Wales Transport Forum and potential for further work by the 5 Transport Consortia in Wales ie SWIFT, TIGER, SWITCH, TAITH and Mid Wales Partnerships.

- Review Better Health Better Wales to mention exercise starting with walking and cycling.
 - Utilise health impact assessment as a tool to protect and improve people's health by taking into account the health dimension of policies, programmes and developments.
- Extend Safe Routes programme to Further and Higher Education establishments.
 - National campaign on health benefits of regular exercise on foot, cycle or horseback.
 - Promote Tourism and reduce visitor reliance on car travel by offering attractive alternatives.
 - Produce strategies to realise the potential of walking, cycling and horseriding tourism in Wales.

5.2.6 Provide for **safer walking, cycling and horse riding** on the roads: Welsh Assembly Government, Local Authorities

- Consider the particular needs for cyclists, walkers and horse-riders in view of Road Safety Strategy.
- Review data on relative forms of road danger, for example from motorbikes and lorries.
- Consider needs of walkers, cyclists and horse-riders when road improvements are made.
- Review enforcement measures to prevent illegal parking on pavements in bus and cycle lanes.
- Ensure measures to assist cyclists as part of bus priority schemes.

5.2.7 Make it easier and safer to **walk, cycle and go horse riding in towns and villages**: Local Authorities, Welsh Assembly Government

- Adopt a road user hierarchy with disabled walkers at the top.
- Set lower speed limits in towns and residential areas.
- Integrate Public Right of Way Improvement Plans with LTP's
- Higher priority for planned and responsive maintenance of footways and paths and cycle routes and bridleways including PROWs.
- Reallocate road space to widen pavements and to enable cyclists to use the carriageway and bus lanes.
- Ensure activities of utility companies on footways do not adversely affect pedestrians.
- Provide secure cycle parking off the footway.
- Development of greenways and routes through public open space
- Extend Safe Routes to Schools to all schools in Wales.
- Implement scheme for roundabout redesign - slowing entry speed for vehicles to make cycling, walking and horse riding safer.
- Give explicit consideration to needs of disabled pedestrians.
- Conduct disability access audit of pedestrian environment.

5.2.8 Improve **rural vitality and access:** Welsh Assembly Government, CCW, UK Government, Local Authorities, Forestry Commission

- Set lower speed limits on rural roads - UK Government.
- Local authorities should implement forthcoming guidance and draw-up their Rights of Way Improvement Plans to improve the quality of walking and cycling routes and networks of bridleways.
- Local authorities to help implement Tourism Strategies for Wales (*Moving up a Gear*).
- Ensure completion of the National Cycle Network in Wales by 2005 with provision for walkers, cyclists, and horse-riders wherever possible.
- Implement cycle tourism strategy for Wales.
- Wales Tourist Board to develop a Walking and Horse Riding Hkjkdskjasrgjpio Tourism Marketing Strategy in partnership with local authorities, Forestry Commission and CCW, private sector and voluntary bodies.

5.2.9 Resolve the **areas of potential conflict** between cyclists and walkers and horse-riders:

- Greater protection for cyclists and horse-riders on the road from motorised vehicles.
- Development of joint design guidelines for walking, cycling and horse-riding.
- Review opportunities for suitable new links to avoid shared space.
- Greater use of "vehicle restricted streets" in place of total pedestrianisation.
- A campaign to encourage courtesy between cyclists and people on foot, and horse-riders.
- Ensure sensitive design in rural areas.

5.2.10 Improve the **Public Rights of Way (PROW) network.** There is a statutory requirement that all areas, urban or rural, have a definitive map of PROWs, and these maps will establish a clear legal status for walking and cycling/horse riding routes - Local Authorities.

- Fully and accurately maintain the definitive Map of Public Rights of Way
- Identify missing links in Public Rights of Way and Unclassified Road network.
- Properly maintain public rights of way especially those which are most used and close to communities.
- Improve monitoring and reporting of PROWs.
- Develop horse-riding networks.
- Development and promotion of National Horse Networks and long distance trails.
- Local authorities should implement and adequately resource their Rights of Way Improvement Plans.
- PROW Improvement Plans to be linked to Local Transport Plans
- BT Countryside for all-improving accessible routes.
- Encourage original usage i.e. purposeful utility trips..

5.2.11 Improve **interchange with public transport:** Welsh Assembly Government, Local Authorities, transport operators. So that walking and cycling provides good access to bus and train and contribute to the "seamless journey".

- Extend Quality Bus Partnerships to ensure integration of walking and cycling with bus travel.
- Programme for Safe Routes to all main bus stations.
- Buses and coaches to be required to provide carrying capacity for bicycles, subject to the Disability Discrimination Act requirements.
- Wales and Borders Franchise to ensure easy access to stations on foot and bicycle, and on-train provision for bicycles.
- Implement guidance on best practice at transport interchanges, e.g. distances walked, signage, shelter, information, security, cycle storage etc.

Question Box L

- How should we rank projects and arrange funding?
- How do we measure outcomes?
- How do you think community participation can be best promoted?
- Which bodies/agencies should be involved?
- What are the resource implications for the Assembly Government and local authorities? How do we indicate broad costs, scope of measures and identified outcomes

6 FUNDING AND RESOURCES

6.1 There is a wide range of organisations who invest monies and effort in projects that implement, support and maintain walking, cycling and horse-riding.

Organisation	Budgets
National Assembly	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
	LA Maintain and Renewal Grant

Local Authorities	Local Authority Budget
Private/Developers	Section 106 agreements and obligations
Train and Bus Operators	Work Based Travel Plans
European Commission	European Structural Funds
	Incl. 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
	Pedestrians Association
	Access Groups

6.2 Funding is generally given for the purpose of function rather than the activity itself. For example in Transport Grant there is clear guidance that it is available to support purposeful travel and modal shift.

The Assembly targets funds on cycling and walking through Safe Routes to Schools, Road Safety Grant and Trunk Road Programme. With the exception of Safe Routes to Schools and section 106 agreements which form part of Planning Permission it is not feasible to identify funds that are ring-fenced to promote walking, cycling and horse-riding, including the new Adfywio scheme.

Countryside Council for Wales (CCW) and other grant bodies have specific grants to local authorities and other bodies that can assist walking, cycling and horse riding.

Local authority representatives have commented that the use of Transport Grant to support walking and cycling schemes is more problematic with the move towards Regional Package bidding. Some advocate setting up specific grants which authorities can bid for competitively and which deliver funds to clearly auditable and focused improvements.

They propose that the Assembly should review its current funding programme in respect of delivering strategic routes of the National Cycle Network. Since Transport Grant focuses on modal change, it does not allow significant funding of strategic routes outside urban areas away from trunk roads. Small shifts in Transport Grant distribution could significantly improve Public Rights of Way and other off road access.

Question Box M

- **How can we help to ensure that funding for walking, cycling and horseriding is more joined up "to promote this Strategy"?**
- **Do you think there are additional sources of funding that can be found?**
- **If so, what are these sources?**
- **Should this strategy identify bodies to be responsible for funding particular elements of these proposals?**
- **How should the proposals identify the purpose and desired outcomes of funding to meet agreed needs?**