

Y Pwyllgor Menter a Busnes

Bil Teithio Byw (Cymru)

**Ymatebion i'r Ymgynghoriad
2013**

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Enterprise and Business Committee

Active Travel (Wales) Bill

**Consultation Responses
2013**

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* Ar gael yn Gymraeg /Available in Welsh

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Kathryn Thomas
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Cardiff Bay
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26 March 2013

Dear Kathryn,

Written evidence to Enterprise & Business Committee on Active Travel (Wales) Bill

As requested, please find below a written submission to the Enterprise and Business Committee from Sustrans, ahead of our oral evidence session on Wednesday 20 March.

Sustrans believes that the Active Travel (Wales) Bill has the potential to be the most effective public health intervention in Wales since the introduction of the smoking ban. The evidence shows that the easiest way for most people to get more exercise is to build it into their daily routine, but even though most everyday journeys are short, many of us still choose to take the car – in fact 20% of our car journeys are less than 1 mile.

The key provisions in the Bill go some way towards delivering the culture change necessary and we have set out our response in answer to the questions suggested in the consultation letter.

Regards,

Lee

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1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

1.1 Six years ago Sustrans submitted a widely supported petition to the National Assembly calling for a legal duty on highways authorities to develop and maintain a network of routes for walking and cycling.

1.2 We did so because we identified a series of systemic blockages from developing a culture of active travel in Wales. We believe a duty to develop provision for walking and cycling is an important symbolic statement to Highways Authorities in Wales that their remit is not simply to provide roads for cars, but to provide for people to travel on foot or by bike too.

1.3 One of the initial barriers to making this a reality we identified was the availability of funding to maintain paths. When a Highways Authority creates a road there is funding available to maintain their asset. When a traffic free path is created there is no on-going maintenance funding available and authorities are in effect creating a maintenance liability for which they have no easy way of maintaining. As a result many of the small authorities refused to build anything on the basis that they couldn't afford to look after it. By redefining the traditional remit of Highway Authorities we wanted to remedy that problem.

1.4 A further barrier to increasing usage is the quality of the infrastructure that is provided, and the extent of the existing network. It is not uncommon for 'cycle routes' to start and stop randomly, and not connect people with the places they want to go. This is arguably a result of active travel not being taken seriously by Highway Authorities.

1.5 The current approach often results in road design standards applied to the development of walking and cycling routes. Furthermore local authority engineers will often apply different standards to schemes with different stated aims, for example, a 'road safety' scheme will be treated differently to a 'cycling scheme'. This is one of the reasons why users encounter sometimes bizarre design details which frequently bring investment into 'cycle schemes' into disrepute.

1.6 While this may seem like an opaque issue it goes to the heart of what we are trying to achieve: getting people who currently do not travel in physically active ways to do so. The lack of a 'user focus' to the design of routes means that infrastructure is often off putting to new or novice cyclists. Unless the detail of a route is sympathetic to a new user it will be unlikely to attract new people to use it. Attempts to remedy this through voluntary guidance have not resulted in a shift in professional practice and therefore best practice design standards underpinned by law is, in our view, the best way forward.

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as "existing routes maps" and "integrated network maps") (sections 3 to 5);**

2.1 Preparing and publishing maps will play an important role, helping Local Authorities across Wales understand the network that currently exists. Crucially, it will also draw attention to the gaps in the network that, if completed, could enable an increased number of local journeys to be made actively. If the integrated network map is fully consulted on and comprehensive, it will ensure that future funding for active travel is spent in a more strategic way and in-turn offer better value.

2.2 For new walking and cycling routes to achieve their full potential, it is essential that local authorities take into account the need to raise awareness of new routes. Our research has shown that lack of information is the greatest subjective barrier to increasing use of sustainable transport. Most people simply do not know the times of the buses from their nearest bus stop, nor do they know where the nearest safe cycle route is or where it connects to. This in-turn impacts their perceptions of the amount of time it takes to travel other than by car. For

example, people perceive door-to-door journey times by car relative to public transport to be around twice as quick as they really are. Similarly, door-to-door journeys within towns are often quickest by bicycle, but this is not the common perception.

2.3 The provision of maps, therefore, is an important step in tackling one of the barriers to behaviour change. Evidence from the Welsh Government funded Personalised Travel Planning (PTP) project in Cardiff and Penarth has shown that simply providing people with tailored information for their regular journeys can have a major impact on levels of active travel. The interim project report from north Cardiff shows an 8% fall in single-occupancy car journeys and a trebling of cycling levels from 1% to 3% of all journeys (an increase of 196%). And it is noteworthy that the most commonly requested item was a local map.

- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**

2.4 Until this coming financial year (2013/14) there has been no requirement on the Regional Transport Consortia to develop walking and cycling schemes. In anticipation of the Bill that has now changed, with the introduction of ring-fenced funding for active travel capital schemes.

2.5 The development of integrated network maps will help ensure that existing efforts to encourage greater levels of active travel are exercised more strategically. It is not uncommon for projects to be provided with grant funding within a single financial year, or for funding to be provided relatively late in the year as part of under-spend arrangements. This can lead to money being spent inefficiently and infrastructure designed around delivery constraints rather than best practice. Through ensuring that each local authority in Wales has a prioritised list of schemes that have been identified as having the potential to encourage more people to walk or cycle, this Bill has the potential to ensure existing transport investment is spent to greatest strategic effect.

2.6 Integrated network maps should play a crucial role in informing future local transport planning, highlighting key areas where improvements and additions to the active travel network could lead to an increase in regular journeys being made by an active method. The duty to have regard to the integrated network maps should also have the impact of mainstreaming walking and cycling with local authority transport departments.

2.7 The Bill requires authorities to take into account ‘the location, nature and condition’ of a route when determining the most appropriate. We believe the criteria should be widened to create routes that are “continuous, direct, safe and comfortable for walking and cycling”. If we want long term culture change then we need to make active travel options more attractive, pleasant and convenient than using a car for short journeys. As the landmark Making Cycling Irresistible study notes, *“The bicycling networks in.. [Amsterdam, Groningen, Copenhagen, Odense, Berlin and Muenster] include numerous off-street short-cut connections for cyclists between streets and traversing city blocks to enable them to take the most direct possible route from origin to destination. The result of such a wide range of facilities is a complete, integrated system of bicycling routes that permit cyclists to cover almost any trip either on completely separate paths and lanes or on lightly traveled traffic-calmed residential streets.”* (Pucher & Buehler, 2008 Making Cycling Irresistible: Lessons from The Netherlands, Denmark and Germany)

- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**

2.8 Continuous improvement will be vital in ensuring that an increasing number of people living in Wales are able to benefit from safe walking and cycling routes. However, the Bill’s provisions are not clear on what will be regarded as ‘continuous improvement’. While the intention may be to create new routes over time, simply removing barriers, general maintenance and resurfacing could all be considered to be improvements. While the Bill states the need for local authorities improve the *“range and quality of their routes”*, the Explanatory Notes in Annex One (paragraph 20) uses the phrase *“either by expanding the amount that is available or by upgrading existing provision.”*

2.9 Sustrans believes that a stronger reference to achieving the network compiled in the integrated network map will be crucial. Indeed, the accompany Explanatory Memorandum states that the second map *“is intended to be a visual representation of the local authorities’ plans for active travel over a 15 year period”*. This aim should be reflected on the face of the Bill, and further clarity is needed in the accompanying documents.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

2.10 It is arguable that highway authorities already must ‘have regard to the desirability of enhancing the provisions made for walking and cycling’ via the WelTag appraisal tool – yet still too many new roads are built without facilities for pedestrians or cyclists.

2.11 Sustrans has long called for a re-appraisal of the WelTag system, which is biased towards road transport, and we raised this in our response to the White Paper on the Bill. Assuming the WelTag appraisal is not altered, it is therefore not clear what practical difference the provision in the Bill will make.

2.12 The Minister’s oral evidence to the committee implied that the duty in the Bill would over-ride WelTAG but we would welcome clarity on this point.

2.13 The Explanatory Memorandum states that *“At present, active travel is now always given serious consideration as a mode of transport”*. However, WelTAG current disadvantages schemes that promote physical activity. For example, although improved health and well-being can be included as a benefit, the range of health benefits that can be included is small. There is no way of valuing the health benefits of walking, for example, and all of the benefits are related to ill-health that you would associate with old age, rather than chronic illness, such as type II diabetes, that is increasingly associated with physical inactivity in children and young adults. Conversely any scheme that reduces levels of physical activity by, for example, encouraging people to drive short distances, or creating an environment that discourages walking and cycling, does not have this counted as a cost. Similarly, there is still no guidance from transport departments on how to appraise smarter choices initiatives and capture the benefits within WelTAG. As a consequence, smarter choices or active travel options tend to be dismissed at an early stage of the appraisal process.

2.14 As part of the guidance, Sustrans supports the inclusion of the World Health Organisation’s (WHO) Health and Equality Impact Assessment (HEAT)¹ tool, which will provide robust calculations of the health impact of walking and cycling schemes. This tool is not currently part of the WelTag process.

2.15 Every opportunity to advance walking and cycling infrastructure should be seized and local authorities implementing new road developments should seek to identify how their development could link new communities/facilities into existing parts of the active travel network.

2.16 An example of where this has been successfully achieved is the traffic-free route that has been developed as part of the Church Village by-pass in Rhondda Cynon Taff. The path is away from the road and provides an attractive alternative route which recorded 86,000 trips in its first year. Paths away from the carriageway attract more users than those placed directly next to the road, therefore when constructing new road schemes consideration should be given to providing attractive routes away from traffic.

2.17 Demonstrating demand for walking and cycling infrastructure is not always either obvious or easy, especially where the opportunities for walking and cycling simply do not exist at present and so are not part of any local person’s routine journey. For example, until Pont y Werin was constructed to link Penarth with Cardiff Bay, levels of cycling between the two areas were very low, however, since the creation of a **direct, safe and comfortable route** usage figures have consistently been between 35,000 – 45,000 trips per month.

¹ tinyurl.com/3k8syj2

2.18 The predict and provide approach to managing traffic growth, still used by many transport planners, involves predicting future transport demand in order to provide the network for it, often by building more roads. This approach is frequently inappropriately applied to the provision of walking and cycling infrastructure: the model, using input data from a setting where active travel has been suppressed, predicts little or no walking and cycling in the future. Provision should be designed in these circumstances to encourage use.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

3.1 Sustrans provided an official response to the consultation on the White Paper and also led a Conference in the Pierhead in June 2012 that brought together over 100 delegates from across Wales to discuss and challenge the key themes outlined in the White Paper.

3.2 Sustrans official response focussed on:

- The need for best practice design standards
- The provision of softer measures programmes e.g. adult cycle training
- The need for meaningful end-user engagement (strong consultation)
- Consistent monitoring and evaluation
- Funding to be allocated proportional to target levels
- A consistency across all policies that reflects the importance of walking and cycling

3.3 The Active Travel (Wales) Bill as introduced fails to take into account the majority of these issues, instead those that are mentioned are likely to be addressed in guidance accompanying the Bill.

3.4 The Explanatory Memorandum accompanying the Bill states that *"The lack of clear standards can discourage modal shift because potential active travellers can lack confidence in the quality of the route."* Sustrans welcomes the expert panel that the Welsh Government has set up to look at design standards. However, it is vital that the standards are mandatory and not advisory guidance – there is already a plethora of good quality advisory guidance that is largely ignored.

3.5 Consultation is referenced in the Bill, but we are awaiting the publication of guidance to see what level of engagement with potential users will be recommended. In Sustrans view, the levels of consultation required in sections 3 and 4 of the Bill (producing the map of existing provisions and the integrated network map) will differ. Our conference threw up the importance of consulting with young people in particular.

3.6 The common themes raised from the conference were:

- End user consultation
- The importance of 20mph limits
- The need for support on Compulsory Purchase Orders
- The importance of a collaborative approach between different sectors (health, education, leisure services, regeneration, tourism etc)
- The need for a softer measures programme
- Need to improve skills in local authority transport departments
- Measuring success
- Identifying the difference between rural and urban areas

3.7 Again, the provisions of the Bill make minimal reference to these points. The Explanatory Memorandum makes references to a *"broader programme of work to deliver a step change in active travel within Wales."* However, there are no provisions within the Bill to ensure that this broader programme of work sits alongside new infrastructure provisions and as the Minister has made clear there is no additional funding.

3.8 The Regulatory Impact Assessment (RIA) that accompanies the Bill seeks to address the issues caused by Wales being a varied nation comprising both urban and very rural areas by providing a population threshold of 2,000, below which local authorities will not have a duty to provide mapping. Many journeys in and between rural communities could easily be converted to active travel, and Sustrans view is that the population threshold is a crude and inappropriate measure of dealing with the issue of applying the concept and aims of the Bill across Wales.

3.9 The Bill has the potential to be one of the most effective public health interventions in Wales, reducing the significant burden on our health services of diseases linked to physical inactivity and obesity. To achieve this, the Bill will need to spread wider than transport departments, working with both health and education. However, there are no provisions in the Bill for making this happen.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

4.1 It is not entirely clear what the aim of the Bill is. The White Paper set out an ambitious long-term vision, the Bill is principally concerned with the production of maps and the provision of infrastructure and does not address the wider elements that are needed to achieve that vision.

4.2 The White Paper for the Bill states that *“more is required than just providing a suitable route or showing people a map”*. Similarly section 3 of the Explanatory Memorandum entitled *“Purpose & intended effect of the legislation”* states that *“The provisions we would like to see in the Bill are aimed at both infrastructure improvements and enabling people to change their behaviour through promoting and normalising active travel.”*

4.3 However, the provisions contained within the Bill fall short of achieving the stated ambitions. In our submission to the consultation on the White Paper, Sustrans called for the Bill to follow the ‘Four E’s’ approach set out by the Department of Food and Rural Affairs in their document *“A framework for pro-environmental behaviours”*. This document states that *“There is not one but a multiplicity of ways of promoting greener lifestyles, confirming the need for packages of mutually supporting measures.”* We felt that the proposals set out within the White Paper failed to meet this approach and the Bill does not make any advances.

4.4 Evidence shows that providing new routes is simply not enough to deliver the culture change desired by the aims of the Bill. Evaluation of the Sustainable Travel Towns project in England showed that combining new infrastructure alongside softer measures has the greatest impact in increasing levels of walking and cycling. The report states *“where promotional measures were accompanied by improvements in the quality of the ‘offer’ (e.g. better bus services, or new cycle infrastructure), this yielded comparatively greater success. This was evident in Darlington in relation to cycling, and in Peterborough in relation to bus travel”* (The effects of Smarter Choice Programmes in the Sustainable Travel Towns, Sloman et al; 2010).

4.5 The provisions contained in the Bill, however, make no reference to softer measures/smarter choices programmes being offered alongside the new infrastructure, and the most appropriate method of achieving the aims of the Bill will be to combine new infrastructure with smarter choices programmes.

Targets

4.6 Both the British Medical Association (BMA) (*Healthy Transport, Healthy Lives*) and the National Institute of Clinical Excellence (NICE) (*Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation*) argue for the introduction of targets for increasing levels of active travel, and for these targets to be proportional to increases in funding.

4.7 Adopting a target-driven duty would ensure the overarching strategy developed and implemented by local authorities would focus on encouraging more people to travel in active ways. Targets based on increasing journeys – for example – to work or to school would help inform the basis for the integrated network map and ensure the future funding was directed in an effort to meet these targets.

Monitoring

4.8 The Bill also makes no provision for monitoring and analysing the interventions made in delivering the integrated network map. The Netherlands, Germany and Denmark are often revered as models of best practice in promoting a sustainable walking and cycling culture. This has only been achieved through implementing a total reformation of their transport, urban and land-use planning (Pucher & Buehler, 2008).

4.9 Recent Sustrans infrastructure projects delivered in Wales – the Valleys Cycle Network and the Connect2 programme supported by the Big Lottery Fund – included a requirement for local authorities to monitor the impact and use of the routes, through automatic counters and route user intercept surveys. The majority of routes delivered through Regional Transport Plans or the Safe Routes programme do not include scheme specific monitoring and as a result many local authorities in Wales have a lack of baseline data on walking and cycling.

4.10 The Bill creates an opportunity for the Welsh Government to collect baseline data across Wales and effectively monitor the impact of the work undertaken as a result of the Bill. However, the current provisions do not ensure this.

Compulsory Purchase Order powers

4.11 The Bill and accompanying documents make no reference to Compulsory Purchase Order (CPO) powers, which are available for highways provision. However, their application for dedicated active travel infrastructure is unclear and local authorities would be better served with additional support on land-use. Without effective support to ensure that land is made available, key sections of route which could make everyday journeys viable could take years to be delivered, or not be delivered at all.

4.12 In order to apply for a CPO, local authorities must show that no alternative routes are suitable. In practice there are often alternative routes usually along busy roads, however, they would not succeed in encouraging more people to walk or cycle. As these are not factors taken into consideration by Inspectors, a CPO application risks being denied. As this can be a lengthy and costly process this often discourages local authorities from applying for a CPO and routes therefore do not get developed or follow the path of least resistance as it makes a route 'deliverable', but sadly rarely desirable.

4.13 We are unclear on whether additional powers are needed or whether this can be addressed by Active Travel guidance to Inspectors. The process for implementing Compulsory Purchase Orders for walking and cycling routes should only require local authorities to define a single option through feasibility studies and, provided there is a reasoned approach for arriving at a preferred option, this should be able to be determined favourably via a Compulsory Purchase Order process without undue risk.

4.14 The nature of network design should be considered alongside route design by the expert panel that has been set up by the WG to devise design standards. We would like to see their recommendations enshrined in the delivery guidance given to local authorities, and clear guidance about the use of CPO powers.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

5.1 The main barriers to delivering the key provisions outlined in the Bill will be availability of funding, the skill-set and capacity in local authority transport departments, including the willingness to move away from traditional highways engineering, and the use of WelTag to identify the costs and benefits of different transport projects.

5.2 As mentioned in our answer to Question 4, local authority transport departments are largely staffed by experienced highways engineers with limited knowledge of best practice designs and desirability for encouraging people to use active travel for everyday journeys. This presents a potential issue in particular in the production of the integrated network maps and analysing which are likely to be the most suitable and desired

routes for active travel. As this is an additional duty on local authorities, there are also likely to be capacity issues.

5.3 In our answer to Question 2, and in our submission to the consultation on the White Paper, we have set out our concerns with the current WelTag transport appraisal system, which has a significant bias to road schemes. This could prevent a barrier to analysing the desirability of active travel routes when creating and improving new highways (as identified in the key provisions).

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

6.1 The Welsh Government is currently clear in that it will not expect local authorities to spend any additional funds in the delivery of the Active Travel (Wales) Bill.

6.2 As written, the limited scope of the Bill will result in few financial implications for local authorities and Welsh Government. The most notable will be how the maps are funded and in particular the potential knock-on effect on money available for delivering the desired continuous improvements. It's not clear from the Bill and accompanying documents whether the map production will take place from existing funding streams or out of council budgets.

6.3 There could also be financial implications if local authorities feel that they do not currently have the capacity or skill set within their staff to produce the maps. However, the RIA does provide some cost guidance on tendering out this process and we do not consider the costs to be prohibitive when considering the total size of transport budgets.

6.4 It is important to frame the costs within the context of the benefits that investment in active travel will bring. As well as producing long term economic benefits through reduced health costs, lower welfare costs and increased productivity², active travel interventions also bring short term economic relief through reduced congestion and improved journey times.

6.5 The in-depth evaluation report on the English programme of Sustainable Travel Centres for the DfT concluded that **on conservative assumptions**, the benefit-cost ratio of the outcome achieved in the three towns, allowing only for congestion effects, is in the order of 4.5. They added "Including environmental, consumer-benefit and health effects on the basis of recent Department for Transport modelling could broadly double the congestion-only figure".

6.6 The World Health Organisation has developed a broader measure for capturing the economic benefits of investment in cycling named HEAT. By taking into account health benefits including better air quality and increased physical activity the tool shows that cycling schemes can typically bring a £9 return for every £1 invested. Indeed, using the HEAT tool to measure the impact of a project we managed to encourage the use of sustainable transport at 8 hospital sites across Wales, including at the UHW and Velindre, showed that for every £1 invested, a saving of £33.46 was made.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

7.1 Sustrans has concerns about the balance between the detail on the face of the Bill and the accompanying guidance. In particular we have concerns that the strength of the guidance will determine the overall

² There are over 80,000 JSA claimants in Wales. With 40% identifying transport as a barrier to employment, some 32,000 individuals could benefit from improved transport. We estimate that this amounts to over £100m of JSA payments and a loss of tax income of over £37m

effectiveness of the Bill, yet the guidance has not yet been published and it isn't clear how the guidance will be scrutinised. We are also concerned that guidance can be altered significantly at the whim of a future Minister.

7.2 The Bill suggests that local authorities will have to refer to yet unpublished guidance on directions when determining:

- What is a suitable active travel route?
- How to prepare, consult on and publish the existing route map
- How to prepare, consult on and publish the integrated network map
- What will qualify as 'continuous improvement'
- How disabled walkers and cyclists should be considered
- How to take into account rural communities and their proximity to densely-populated localities

7.3 We have raised some of these issues earlier in our submission to the Committee. For example, when considering 'what is a suitable active travel route' the Ministers are likely to issue guidance on best practice design standards. These will not be mandatory standards, but even if the guidance is strong it could be altered in future with no scrutiny. We know that poor provisions can make cycling more off-putting than no provisions, yet in determining 'what is an active travel route' future Ministers could decide to support poor provisions or lower standards.

7.4 Sustrans believes that more of this detail should be brought on the face of the Bill a) to ensure proper scrutiny now; and b) to ensure that in future the Bill cannot be drastically watered down at the whim of a new Minister.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

Timescales

8.1 The Bill makes provision for local authorities to spend three years delivering the first map indicating the existing active travel provision in their area. This time period seems overly generous and we would recommend a period of one year maximum to produce this map. A comparison can be drawn with the Scottish Core Paths Plan (2005), which gave local authorities 9 months to map their existing paths, a more onerous task considering it includes all rights of way. Swansea City Council took 3 months to produce their cycle map.

8.2 Again, three years to produce the second map seems too long. Sustrans would like to see significant engagement with end-users in bringing this map together. With that in mind, we would suggest a time period of no more than two years would be suitable.

Pre-amble

8.3 The pre-amble to the Bill reflects more on the limited nature of the provisions contained in the Bill than the aims and ambitions set out in both the White Paper and the Explanatory Memorandum to the Bill (as set out in section 3.17). We would prefer to see reference in the pre-amble to the broader aims of the Bill and not simply to the mapping process.

8.4 In short, the Bill creates a duty to provide maps rather than a duty to promote active travel. Maps are a means to an end, we are concerned that the Bill as currently drafted is in danger of portraying them as an end in itself.

Status of routes

8.5 The Bill also presents issues relating to the status of Rights of Way, where official clarification could be helpful. It is unclear whether an existing Right of Way identified in the integrated network map as a future active travel route would therefore lose its status as a Right of Way – as is the case with routes designated under

the Cycle Tracks Act 1984; or indeed if the reverse is true – would all new active travel routes automatically become a Right of Way?

8.6 Across Wales many routes exist that are neither classified as highways, nor Rights of Way. There are Permissive Rights of Way, whereby the land is leased from a landowner. If these routes are then included on the map, would this then convey a particular legal status on the route? Potentially, this could result in the need for renegotiations with landowners. We would welcome further clarity in the accompanying documents to the Bill.

8.7 There are also questions over maintenance of active travel routes that are not owned by the local authority. Will all routes identified and subsequently delivered as part of the integrated network map become the responsibility of local authorities to maintain? This would then lead to ongoing financial implications for local authorities. If so, will maintenance be included in guidance on continuous improvement? This could lead to a situation where local authorities could meet the terms of the Bill without delivering new routes.

Shared Use

8.8 The empirical evidence shows incidents of conflict on shared use paths are extremely low, and our recent report, *Access for All*, draws out the benefits of routes which allow families – including older people and those with disabilities – to undertake activities together.

8.9 Indeed, our report quotes Sybil Williams, the Director of the Cardiff charity Pedal Power, who fully supports shared use paths. She said “Segregation is not the way forward – people are isolated enough, and as has been demonstrated there is a social element when getting out, and segregation would not encourage this. It is, however, important that all users are educated to respect each other.”

8.10 All users of shared use paths have responsibilities for the safety of others they are sharing space with. Sustrans, British Cycling and the national cycling charity CTC have come together to endorse a code of conduct for all users of shared use paths to be safe and responsible. We would like the committee to consider endorsing something similar to accompany the Active Travel Bill.

20 MPH

8.11 Local authorities have the power to implement 20mph limits and zones in their local communities but the complications they face in exercising this power often discourage them from doing so. To support them in implementing this duty, greater guidance is needed.

8.12 Importantly, local authorities should be encouraged to implement area-wide 20mph limits as opposed to just isolated streets. This will ensure that through-traffic is displaced to arterial roads (designed to handle it) and not simply shifted from one residential street to another, to the detriment of other walkers, cyclists and residents.

8.13 Whilst we recognise the WG do not have powers to impose area wide 20mph, local authorities can, and would like to see explicit reference to 20mph as one of the suite of solutions councils can apply in developing an effective network.

Commissioner

8.14 Having a person independent of the Minister having oversight of the aims and objectives of the Bill, and being able to provide analysis on how the Welsh Government is doing in delivering this welcome new key aspect of transport policy, would pay an important role scrutinising the effectiveness of the Bill.

8.15 Sustrans appreciates that the creation of a new Active Travel Commissioner would perhaps be a step too far, but feel that the role could be assumed by the current Climate Change Commissioner as part of his overall responsibilities.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 1a - Sustrans - Supplementary Evidence

Sustrans – Supplementary evidence to the Enterprise and Business Committee on the Active Travel (Wales) Bill

The below to be considered as a response to Question 8:

Active Travel Routes

We have concern over the viability of a single definition for an “active travel route” – this would be an even more serious issue if there were minimum mandatory standards for the routes, as we advocate.

Much of the provision that currently exists falls below best practice standards. This would mean, in practice, that the existing route map could contain a very low number of routes.

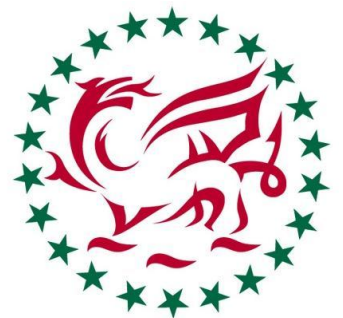
Alternatively, and in particular if the standards are only issued as guidance, Welsh Ministers could sign off the existing route maps as agreed “active travel routes”. Therefore, in theory there would be no need for them to be improved as part of the Integrated Travel Map, because they would already have been signed off as an appropriate route.

Sustrans believes these sections in the Bill (which fall within sections 2, 3 and 4) need to be revised and clarified. One solution would be for the existing route map to be published including those that meet standards (an “active travel route”) and those that are routes but fall below standard (a new category of “provisional active travel route”). Come the publication of the Integrated Network Map, these provisional routes would have to be highlighted alongside other gaps in the network.



**NAfW ENTERPRISE &
BUSINESS COMMITTEE –
Evidence on the Active
Travel (Wales) Bill**

March 2013



WLGA • CLILC

INTRODUCTION

1. The Welsh Local Government Association (WLGA) represents the 22 local authorities in Wales, the three national park authorities and the three fire and rescue authorities.
2. It seeks to provide representation to local authorities within an emerging policy framework that satisfies the key priorities of our members and delivers a broad range of services that add value to Welsh Local Government and the communities they serve.
3. The WLGA welcomes this opportunity to contribute to the Enterprise and Business Committee's call for evidence on the general principles of the Active Travel (Wales) Bill. Comments are offered against the eight questions posed by the Committee.

Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

4. There is considerable scope within existing legislation for local authorities to undertake works that promote active travel. To date, local authorities and Regional Transport Consortia have played a pivotal role in putting in place the existing network of cycling and walking routes which has resulted in more people travelling by non-motorised transport.
5. However, there is growing recognition in local authorities of the need for more action to address increasing risks faced by our communities – be that in relation to climate change, rising levels of obesity, reducing employment opportunities or various forms of poverty and inequality.
6. This legislation, if properly resourced, could support a strategic and targeted approach to the development of networks to facilitate and encourage walking and cycling, thereby contributing to wider efforts to mitigate the above risks. A key question in this respect is whether promoting active travel represents better value for money than other possible measures. Provided this assessment has been made, and with the crucial caveat about an adequate level of resourcing, the WLGA believes there is a need for the Bill. Without legislation to require action, the chances of additional funding being prioritised in this area over the coming years are slim.

What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**
7. It is our understanding that the details of what is to be mapped and the design of the maps will be contained in guidance. Comprehensive guidance will be the key to the production of good quality mapping which will enable users of the maps to interpret the information easily across the different local authority areas.
 8. WLGA understand that the Welsh Government will make funding available to local authorities to enable them to prepare and publish the maps. The costs associated with the production of maps will in many cases involve the costs of carrying an audit of existing routes against published design guidance to ascertain whether the routes are suitable for active travel use. For example, for the preparation of the Cardiff cycling map the audit cost £10,000 and production of a map £5,000 with printing costs additional.
- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**
9. The integrated network plan will form part of the suite of plans that local authorities have regard to in the discharge of their transport planning duties. It will be important that decisions about highways, rail, bus services and active travel are looked at comprehensively and that networks develop in a complementary way. Equally, it will be important that local transport planning influences, and is influenced by, wider development plans for the geographic area.
- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**
10. A note of caution is advised with regards to the implementation of this requirement to continually improve. The publishing of an integrated network map could raise expectations of users when the reality is that the continuous improvement may be slow, subject to the availability of funding. Failure to deliver within a reasonable timescale, will no doubt, be perceived by users as a failure of local government.
 11. Also local government is concerned about the push for additional routes to create an integrated network when there are inadequate resources for the maintenance of existing routes. The maintenance of existing and future routes will not be maintenance free and the responsibility of this will fall to local authorities.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

12. Local government welcomes this proposal and would agree that this could assist with the delivery of the network. However, it also recognises that the incorporation of walking and cycling routes is not always possible as part of a new road scheme so the requirement to 'consider' is therefore appropriate.

Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

13. Much of the detail which will concern local authorities will be within the delivery and the design guidance so without sight of this guidance it is difficult to answer this question.

To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

14. The provisions of the Bill should increase the uniformity of active travel routes across Wales which will be of benefit to the users. However, without substantial additional resources made available to local authorities continuous improvement to the network will be slow and patchy.

15. The submission of the integrated map on a 3 yearly cycle is considered too frequent given the lead time in the delivery of schemes which may involve the identification of funding, negotiation with landowners, procurement and delivery.

What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

16. The main barrier to the implementation of the key provisions is the cost. For the provisions relating to mapping many local authorities do not have the necessary in-house skills so would have to engage specialist mapping consultants which would be an additional cost. As stated earlier in the evidence, local authorities understand that funding will be available from Welsh Government for the production of the initial maps.

17. Delivery of new parts of the network will be subject to available funding. RTCs have been directed to make funding available for active travel but this is not sufficient to instigate the behaviour change that the Bill is purporting to bring about.

What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

18. The financial implications of the Bill on local authorities should not to be underestimated and are being introduced at a time that local authority budgets are under pressure. The new duties require an existing route map and an integrated route map to be produced, for these maps to be available in hard and electronic copies and to keep the integrated route map updated and submitted to the Minister every 3 years.
19. The more significant financial implications relate to the duty of continuous improvement. There may be opportunities in some areas to access European funding but as stated earlier without significant 'new' money available progress towards an integrated network will be slow.
20. Another significant financial implication is the ongoing maintenance. There is already a backlog in relation to the maintenance of the existing highway (estimated at some £170m-200m) which in some cases may be part of the integrated network. If resources for maintenance of existing routes are inadequate, the proposal in the Bill to develop additional routes is of concern to local authorities.

To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

21. Much of the detail which will concern local authorities will be within the delivery and the design guidance. For that reason, WLGA's view is that the correct balance has not been achieved. WLGA also notes that the Bill states that the existing route map and the integrated route map are to be submitted to the Minister for approval. It is assumed that the criteria against which the Minister would assess the maps will be published at a later date in guidance. It is difficult to comment on the Bill when a significant level of detail is currently unavailable. It will be important that local government continues to have the opportunity to input to the development of delivery and design guidance.

Are there any other comments you wish to make on the Bill that have not been covered in your

22. The above comments reflect the harsh financial realities facing local authorities in terms of their ability to maintain existing assets, let alone take on new responsibilities without additional and adequate levels of funding. They are not intended to be in any way negative in relation to the overall support of the Bill and its intentions which local authorities support. Once the Bill is enacted local authorities will respond as positively as they can to achieve the provisions of the Bill but without an appropriate level of additional funding it will not be possible to realise the benefits that many will be expecting.

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SWWITCH Response to NAFW Enterprise & Business Committee Call for Evidence into the general principles of the Active Travel (Wales) Bill. – March 2013

Background

The South West Wales Integrated Transport Consortium (SWWITCH) comprises the four Local Councils in South West Wales working together to plan, develop and deliver improved transport and access to:

- Support the local and regional economy
- Enhance social inclusion and
- Protect and improve the environment

SWWITCH was set up in 1998 and has evolved over the years since to meet changing demands. It is organised as formal Joint Committee and operates by a legal agreement.

Introduction

SWWITCH welcomes the opportunity to respond to the Committee's consultation into the Active Travel Bill and the change in emphasis it represents. The Bill creates an opportunity to influence the health and attitudes of current and future generations and is supportive of national and regional transport objectives.

SWWITCH recognises the importance of walking and cycling as a means of sustainable, affordable access to a wide range of facilities and services, as well as for leisure purposes. As a result a SWWITCH Walking and Cycling Strategy was adopted in 2002 and SWWITCH has since developed proposals for measures to encourage more walking and cycling.

The SWWITCH Regional Transport Plan has a component strategy for Walking and Cycling and also included in the RTP programme pool is a range of walking and cycling capital projects. SWWITCH has also used RTP funding to implement increased cycle and pedestrian monitoring so that outputs and outcomes can be monitored over time. This funding is also supplemented by other grant funding such as Safe Routes in the Community, Sustainable Travel Centre funding, Road Safety Grant and internal Council funding, focused on creating and improving facilities for pedestrians and cyclists and also for training and encouragement to address psychological barriers to more active travel.

SWWITCH, as part of the Compact agreed following the Simpson report, has also agreed to investigate Walking and Cycling as a consortium "Quick Win" project. This has involved the establishment of a sub group with appropriate Officers from each Council, alongside Welsh Government and Sustrans representatives.

SWWITCH was also a member of the Physical Activity Ministerial Advisory Group which seeks to improve the health of the nation through facilitating and encouraging more active travel, until the recent dissolution of this Group.

SWWITCH is also part of the Active Travel Bill reference Group and the Group set up to look at standards and guidelines to provide a framework for future compliance.

SWWITCH Response

Question 1 - Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

SWWITCH is wholly supportive of the aims of the Bill, as set out in the consultation document. Encouraging more walking and cycling can improve health, increase social inclusion, access to jobs and training and help reduce poverty, congestion and air quality issues. The Bill will empower Highway/Planning Authorities to consider the need for active travel interventions in the planning process supporting sustainable land use transportation planning

SWWITCH believes that there is a need to create the step change required to reduce barriers to walking and cycling at the same time as promoting, encouraging and training people to be more active as part of their everyday lives.

The Bill will help to address a situation that has arisen after decades of centralisation and planning decisions based on access to personal motor cars. The planning system must also play a part in enabling and enforcing more sustainable travel and in particular where other public sector organisations are involved in new developments and where there should be a clear requirement to work with consortia on travel plans to reduce car borne access.

SWWITCH recognizes that the Bill is not a quick term fix and that it will take time to create the right environment and facilities to make walking and cycling a viable and attractive choice. Most importantly, SWWITCH believes that the emphasis on encouraging more active travel must be long term and consistent beyond political administrations.

Question 2. What are your views on the key provisions in the Bill, namely –

- ***the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);***

SWWITCH is of the view that the Bill should place a duty on Councils to work together through the transport consortia to develop the mapping and improve the network over time. This would be most appropriately done through the Regional Transport Plan process as it allows priorities to develop and be aligned with regional funding bids.

In turn, SWWITCH considers it is important to have clear strategic direction of walking & cycling, and supports the concept of establishing of a national strategic group, whose remit would be to coordinate and develop Active Travel.

- ***the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);***

SWWITCH supports moves forward to embrace a more sustainable and integrated transport system for the future, and therefore supports the suggestion that the Bill places a duty on Councils to work together through the transport consortia to develop the mapping and improve the network over time, subject to available finance.

SWWITCH welcomes confirmation that the mapping should not be intended to create blight or prevent development, and this will need to form an important part of engagement to ensure that expectations are not raised unrealistically.

- ***the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);***

The SWWITCH RTP which was adopted in 2009 already includes implicit and explicit reference throughout to the contribution walking and cycling can make to improving access. It also references the growing concerns about health and obesity (and the way in which more active travel can help to address a less physically active society) and addressing barriers to walking and cycling.

Funding to achieve the aspirations is clearly important. SWWITCH believes that a separate funding stream should be established, to be managed by the consortia and dedicated to moving the provision for walking and cycling from the “current” map to the “aspirations” map. The promotion of behavioural change and thus revenue funding to support the capital investment intended is also critical.

SWWITCH would also seek clarity around the terminology of “continuous improvement” and what impact a requirement would have on any monitoring and evaluation scheme.

- ***the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)***

SWWITCH supports the concept for the potential for enhancing walking and cycling provision in the development of new road schemes, but is assuming in the context of the Bill that any W&C infrastructure relates to shared use (W&C) provision and does not include facilities deemed suitable for single mode use only (e.g. existing footpaths, footway or dedicated cycle lanes) nor Shared Streets where traffic has been calmed and/or volumes reduced to a level suitable for safe cycling with no dedicated cycle lanes.

In developing strategic thinking on the needs of pedestrians and cyclists, SWWITCH stresses the need for robust and clear baseline and ongoing monitoring data, which can be used to help inform the need for new infrastructure, and monitor the implementation of projects.

A further consideration is the need for common approaches to design standards and guidance to ensure a consistent approach. SWWITCH recognises that some work on

design guidance has already been undertaken in Wales, such as the “Cardiff Cycle Design Guide”. In principle, SWWITCH recognizes that this appears a good starting point to harmonise design. However, this will need to be considered in more detail as the Active Travel approach develops, in particular a review of design guidance affecting more rural areas.

Question 3. Have the provisions of the Bill taken account of any response you made to the Welsh Government’s consultation on its White Paper? Please explain your answer.

The SWWITCH response to the consultation sought guidance on the terminology used, which could mean something different to different people. It is pleasing to note that detailed guidance and directions will be issued to support the delivery of the Bill and that a national design guidance document is being prepared to inform Local Authorities.

SWWITCH was concerned that the requirements of the Bill would be difficult to achieve at a time of constrained public sector finances. Additional funding for the mapping related work is not being made available to Local Authorities, although a breakdown of likely costings has been produced which is useful for revenue planning.

Question 4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

SWWITCH welcomed the requirement to identify existing and aspirational Active Travel routes and has already undertaken some regional mapping work on walking and cycling routes through the Collaboration Group. A visual representation of Local Authority plans for Active Travel, which is accessible to the general public, provides transparency and certainly improves the efficiency of walking and cycling service delivery in the region. A prioritisation process is being developed and the mapping will help to identify appropriate schemes for inclusion in programmes of work.

SWWITCH Councils are already actively working to include appropriate facilities in new road developments as they arise and it is encouraging that such practice will be a requirement nationally.

Question 5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

As noted earlier, SWWITCH hopes that the proposals in the bill will create the step change required to reduce barriers to walking and cycling. However, running in parallel, there needs to be a clear national policy which tackles issues relating to a reduction in car use.

The difficulty will be in changing the hearts and minds (and thus habits) of the population, legislation alone will not fully achieve that aim.

Question 6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The three year mapping update cycle may present a challenge to Local Authorities during such difficult financial times. The Impact Assessment quantifies likely costs in great detail and these costs will clearly be countered by the value of benefits accruing from Active Travel. However, there are some concerns about the assumptions made in the assessments and a degree of optimism about likely timescales. Overall revenue and resource implications may present a problem for most Local Authorities where budgets are under severe pressure.

The Explanatory Memorandum refers briefly to the need for maintenance costs to be factored into the assessment of any particular Active Travel measure. It is acknowledged that the scale of these costs will be dependent on the nature of the provision made. A more expensive measure however, whilst lasting longer, will eventually require a more expensive standard of maintenance and repair.

Question 7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

SWWITCH have difficulty commenting on this. The guidance is referenced in the future tense, so is not available for us to comment on whether it provides a correct balance with the Bill.

ACTIVE TRAVEL BILL – Enterprise and Business Committee Evidence

Evidence from TAITH

TAITH is the passenger transport consortium for North Wales. It is a formally constituted Joint Committee of the six North Wales County Councils.

To date, local authorities supported financially by TAITH and the other RTC's across Wales, have played a pivotal role in putting in place a significant network of new cycling and walking routes together with their maintenance and promotion. We are therefore broadly supportive of the focus by Welsh Government to improve cycling and walking provision and the proposals in the White Paper.

TAITH has invested heavily in walking and cycling in recent year and has taken positive steps towards the development of an integrated network of routes in many parts of North Wales. We therefore support the intent behind the Bill especially as Active Travel offers an opportunity to reduce local congestion on many routes where it offers an alternative to car based accessibility. Active Travel is only one component of an integrated transport system. It offers real benefits for local journeys, but for longer distance commuting or accessibility there will always be a need for other transport interventions. In promoting Active Travel, we should be aware that other strategic transport projects will also be required.

During the consultation process a number of issues were highlighted by TAITH and where relevant we have included them in the note below. Many of these issues we raised are similar to the questions posed by the Committee in its call for evidence and hopefully the responses cover the issues raised.

Consistency of approach: The Bill encourages local authorities to work with neighbouring authorities to ensure that routes do not stop at authority boundaries, but are part of a wider, interconnected route. TAITH has been promoting this approach over the past year or so and the TAITH Board has received presentations on proposals to develop linked networks across North Wales. We support the further development of this approach but recognise the difficulties and the possible costs associated with this work given the length of many of these routes in our area. It is possible that due to the rurality of much of North Wales, the Bill could promote the development of pockets of Active Travel infrastructure without connecting routes between them.

Practical limitations: There may be good reason why routes do not join up. Land ownership issues can be (and are) a major barrier to joining up routes. This Bill does not set out how this could be overcome. Indeed the publishing of a map explicitly showing the long term intentions to join routes up could be considered to be playing into the hands of local landowners and artificially inflating land prices. Local authorities are bound by legislation to pay the market price in land acquisition deals, this may not (and often does not) satisfy landowners. In some

instances, the only option may be Compulsory Purchase Orders. However, this is a costly and time consuming option.

The topography of a local area can severely limit the opportunities to provide routes which are suitable for everyday journeys as advocated in the White Paper and will significantly increase the costs of provision due to more complex engineering solutions.

The focus on local access journeys to employment and services is positive and emphasises the positive impact that Active Travel can have. Much of the TAITH area however, is very rural in nature and there is a need to consider how longer inter-urban schemes could be delivered, which may not fall within the definition of Active Travel.

Raising Expectations: We have concern regarding the mapping and publishing of route enhancements when additional funding is not being made available for delivery. This approach potentially raises the expectations of users and failure to deliver within a reasonable timescale will be perceived by users as a failure by local government. We accept the approach suggested by the Bill but have continued concerns regarding raised expectations for routes which may be expensive to construct or which cannot be delivered without extensive land purchase.

Also with regards to funding, we are concerned about the push for additional routes without adequately resources for the maintenance of existing routes. These routes are not maintenance free and responsibility for this will lie with local government. The Bill proposes a duty on local government to develop a prioritised list of schemes to deliver the network. This would help uniformity across local authorities and restrict conflict with stakeholders on differing prioritisation of similar type schemes. We believe there is scope to develop prioritised schemes on a regional basis to ensure that routes are delivered across boundaries to ensure access to key sites and locations.

Cost implications: The duties proposed in this Bill could place a considerable burden on local authorities. Specialist mapping professionals and graphic designers may have to be procured and this would be at a cost to the local authority.

The delivery of the enhanced network is not funded but the Bill proposes a statutory link between the proposed maps and the Regional Transport Plans (RTPs), creating a culture of investment over many decades. There is no mention of the priority that this investment will have against other demands on the RTP budget and as highlighted above the issue of maintenance is given inadequate consideration in the White Paper. The only reference to maintenance is a statement that the routes will be adopted by the local authorities under the Highways Act 1980 so Welsh Government is not proposing a new duty. This may indeed be correct but the Act will amount to an additional financial responsibility on local government. Active Travel is only one component of an integrated transport network, and whilst it provides access for local journeys, the RTP needs

to ensure that the whole integrated network is developed to aid and promote economic growth.

Some preliminary discussions have taken place in the region about the mapping implications of the Bill. Gwynedd Council host a regional map of routes along the trunk road network in the region and it has been suggested that adding routes on County roads to this map would be a better solution than for each Local Authority to develop their own map and system. The costs and practicalities of this approach need to be assessed, but it seems a reasonable approach to advocate.

New Road Schemes: We welcome this proposal and agree that this could assist with the delivery of the network. However, it also recognises that the incorporation of walking and cycling routes is not always possible as part of these new road schemes and therefore provision for a departure from this duty is recommended.

Revisions of rights of way definitions: Local authorities should be given the powers (in consultation with the Local Access Forums) to vary the definitions based on the suitability of paths. The suitability should be based on minimum standards with regards to width, construction type, usage etc. The statement in the Bill that any changes to public rights of way legislation would not include retrospective requirements to amend footpath furniture including signage or surfacing should be supported. This statement should include the width of the path as well.

New design guidance is welcomed to ensure a consistent approach across local authority areas. The new design guidance should cover not only detailed design issues such as widths, gradients and barrier widths but should address issues over process and principles. For example, the level of community consultation that local authorities should be undertaking and the status of the different road users at highway junctions.

In summary:-

We support the intention behind the Bill and believe that Active Travel is an important part of the transport mix especially for local access. There are tangible health benefits that could be delivered through the implementation of the Act. Active Travel is however only one intervention that delivers local access and transport and should not be seen as the only potential solution.

We have some concerns regarding aspects of the additional work that will be created for local authorities and their partners, but if there is recognition that delivery will be incremental based on the availability of budget then the approach is reasonable.

There is a need to ensure that unreasonable expectations of an extensive network are not created if additional resource is not available. Many individual schemes could be complex and expensive to deliver and the Act should allow some flexibility for such schemes, to avoid delivery bodies being faced with providing very expensive short lengths of routes.

Detailed guidance and sharing of best practice among delivery bodies should be encouraged as an outcome of the legislation. This is best achieved through the incremental development of guidance by the Welsh Ministers rather than extensive and potentially complex detail in the Bill.

Iwan Prys Jones

March 2013

Sewta Response to the NAFW Enterprise & Business Committee Call for Evidence on the Active Travel Bill

Consultation questions

- 1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.**
 - 1.1 Yes. Not only would such a Bill provide a statutory basis upon which local authorities can take forward the active travel agenda, it also confirms the status of active travel on a par with other transport modes covered by previous legislation.
 - 1.2 In addition, the Bill would provide statutory backing to local authorities when considering transport hierarchy requirements as set out in Planning Policy Wales (2010), and adopted by some in developing their Local Development Plans.
 - 1.3 Furthermore, the Bill will raise the profile of active travel, provide evidence of the Welsh Government's aspirations for active travel in terms of encouraging greater use of active travel modes, ensure that information on the presence of routes is available and will also ensure a more consistent approach to the identification, mapping and promotion of active travel routes across Wales.

- 2. What are your views on the key provisions in the Bill, namely –**
 - **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**
 - 2.1.1 As suggested in our response to the White Paper, we support the principal aim of producing a map identifying existing active travel routes and related facilities. However, there remain areas of concern which we would like to see addressed.
 - 2.1.2 Section 3(2) defines what should be included within the “existing routes map”. However, the definition in Section 2(4) of what a local authority should consider when determining what is an appropriate route in terms of active travel, should include additional detail to give greater weight to the requirements.
 - 2.1.3 For example, paragraph 161 on p.43 of the Explanatory Memorandum states:

“The Active Travel (Wales) Bill is intended to support modal shift for shorter journeys; less than 3 miles by foot and 10 miles by bicycle.”

It may therefore be appropriate to include a reference in Section 2 relating to the aim of the Bill with regard to encouraging active travel for shorter journeys. The detailed definition of what constitutes “shorter journeys” would then be included within the accompanying notes or future guidance.

- 2.1.4 Similarly, Section 2(5) specifies what is meant by “related facilities”. Section 2(5)(a) states that this definition includes “toilets or washing facilities” but does not specify whether this refers to publicly available toilet and washing facilities only, or whether it includes facilities such of this type that are available for use in workplaces, supermarkets, restaurants or other such establishments. This point was also raised in our response to the White Paper.
- 2.1.5 Furthermore, Section 2(5)(b) states that “related facilities” includes “other similar facilities” with no further information given in the Explanatory Memorandum, and no indication that further explanation will be provided in future guidance. To avoid ambiguity a comprehensive list of what are considered to be related facilities should be included in future guidance as a minimum.
- 2.1.6 Sections 3(3)(a) and 4(3)(a) state that a local authority must have regard to guidance given by the Welsh Ministers as to the consultation and other steps to be taken in preparing the maps. However, there is no indication in the explanatory memorandum of the level of consultation that is likely to be required, or the potential costs of undertaking such consultation.
- 2.1.7 Where consultation is referred to in the context of the existing routes map in Section 3(3)(a), it is assumed that consultation at this stage is likely to be between local authority departments with little involvement with external stakeholders. Although this is likely to have no direct costs to the local authority, there will be opportunity costs related to compiling information on existing routes.
- 2.1.8 Consultation is again referenced in Section 4(3)(a). Although Section 4(3) indicates that guidance will be produced by the Welsh Ministers to assist local authorities, should the consultation process require local authorities to undertake wider stakeholder engagement (as alluded to in Paragraphs 53 and 55 of the White Paper) there is likely to be an associated cost which hasn't been represented in the calculation of the costs and benefits in Section 8 of the Explanatory Memorandum.
- 2.1.9 In addition, for the avoidance of doubt, further information regarding consultation should be provided in the guidance at least. Such information would need to include a list of consultees who should be consulted by local authorities during the development of their integrated network maps, the duration and type of consultation to be undertaken, how to deal with consultee responses, and the frequency of consultations.
- 2.1.10 Section 4(4) indicates that a local authority must submit its integrated network map:

“...before the end of the period of 3 years beginning with the day on which this section comes into force”.

2.1.11 Whilst this timescale is consistent with that set out for the existing route maps in Section 3(4), there is no further indication of when this map should be produced other than paragraph 93 of the Explanatory Memorandum which states that:

“The NPV calculation assumes that the integrated network maps are produced in years 2, 5, 8, 11 and 14.”

2.1.12 Clarification should be provided, either in the Explanatory Memorandum or the guidance associated with the Bill, with regard to the relative timescales associated with the production of both the existing routes map and the integrated network map.

- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**

2.2.1 We are supportive of this provision. However, there will need to be careful consideration of the interface with regional transport plans to ensure that all proposals are able to be evaluated for prioritisation of funding, including those serving primarily local needs.

2.2.2 Given that local authorities are developing local transport plans on a regional basis, all references to local transport plans are understood to refer to regional transport plans.

- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**

2.3 Section 7(1) states that continuous improvements must be made “in the range and quality of the active travel routes and related facilities”. This suggests that improvements will be required to both, and the provision should therefore be amended to ensure that the wording is consistent with the intent contained within Paragraph 20 in Annex 1 (p.47) of the Explanatory Memorandum which states that improvements should be made “either by expanding the amount that is available or upgrading existing provision”. The term “continuous improvements” in this context is imprecise, and may result in difficulties and inconsistency in interpretation. Further clarity of what constitutes continuous improvements should be provided.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

2.4.1 Whilst we are supportive of the provision in Section 8, we would suggest that rather than merely having regard to the desirability of enhancing the provision made, this provision should be strengthened so that there is a presumption in favour of enhancing provision for walkers and cyclists when creating new roads and improving existing ones.

2.4.2 This would ensure that provision for walking and cycling is seen as an integral part of new schemes, including those taken forward through the planning and development control process, and that there would have to be a strong

justification for not including such provision, as opposed to a scenario where walking and cycling elements are often sacrificed during the early stages of highway schemes development.

3 Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

3.1 Several issues which were raised by Sewta during the consultation on the White Paper appear to have been incorporated within the provisions of the Bill and the accompanying Explanatory Memorandum.

3.2 Issues that have been fully incorporated include:

- Retaining the emphasis on the promotion of modal shift;
- Provision of a clear hierarchy between the Bill and local transport plans;
- The proposal for the maps to be applicable over a 15-year period;
- The requirement to provide design details for all of the potential enhancements appears to have been removed;
- Paragraph 161 of the Explanatory Memorandum sets out how the Welsh Government intend to monitor the outcomes of the Bill;
- The Bill outlines the general provisions, with future guidance to provide the necessary details. This is consistent with the approach that was recommended by Sewta in the response to the White Paper;
- The wider potential benefits associated with the Bill have been referenced within the Explanatory Memorandum;
- Section 9 of the Bill suggests that additional guidance will be provided to assist local authorities in considering the impact of the Bill on walkers, cyclists or disabled persons using mobility scooters, wheelchairs or other mobility aids.

3.3 Issues that have been partially taken account within the Bill include:

- Clarification has been provided regarding the level of continuous improvement required by local authorities although no indication has been given of what the consequences of failing to deliver continuous improvements would be;
- The Explanatory Memorandum confirms that the delivery of continuous improvements will have to be funded within the constraints of existing budget availability, as well as the funding sources available from the Welsh Government. However as stated above, reference should be made to other funding sources which local authorities could utilise such as agreements under Section 106 of the Town and Country Planning Act 1990, and the Community Infrastructure Levy;
- The need for specific ring-fenced funding to enable delivery of the continuous improvements has been acknowledged within paragraph 96 of the Explanatory Memorandum, however as detailed above a reference to this should be included within the Bill itself;
- The costs of the legislation have been partially identified within the Explanatory Memorandum, although confirmation of whether additional funding will be provided to allow local authorities to carry out the provisions contained within the Bill is still required. There may also be additional costs related to consultation which have not been considered at this stage;
- Some further clarification has been provided with regard to related facilities, however as noted above additional details would be beneficial.

- 3.4 Issues that have not been taken account of within the Bill:
- Although paragraph 25 of the Explanatory Memorandum refers to new design guidance to support the Bill, the Bill itself includes no requirement for the Assembly to prepare and publish such guidance. This should be rectified and a suitable form of words included within the Bill.

4 To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

- 4.1 The key provisions in the Bill will ensure that local authorities focus efforts on identifying and delivering a network of active travel routes and related facilities. This should help to facilitate better use of limited resources, and to target infrastructure improvements that will encourage more people to walk and cycle for shorter, non-recreational, journeys.

5 What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

- 5.1 The availability of appropriate resources to deliver the requirements of the Bill is the single most significant potential barrier, both for the development of the plans and the delivery of the identified routes and related facilities.
- 5.2 In particular this relates to the availability and uncertainty of funding over the short-term due to the current economic climate, but also the availability of staff resources within local authorities.
- 5.3 Another potential barrier is the issue of third party land which will continue to present problems for local authorities. Local authorities are currently experiencing significant issues in relation to developing schemes on land which is in third party ownership (e.g. Network Rail). There seems to be no provision for this within the Bill or the Explanatory Memorandum, and as a minimum the Memorandum, or future guidance, should refer to mechanisms for overcoming the barrier represented by landownership issues on delivery of the integrated network.
- 5.4 A lack of additional funding to maintain any routes created as a result of the requirement of the Bill may present another barrier to the implementation of the key provisions, Where local authorities consider that they are unable to maintain additional infrastructure within existing budgets, it is possible that this will discourage them from delivering new routes identified as part of the integrated network map exercise.
- 5.5 It is also possible that resistance by local stakeholders and consultees may become a barrier. This could occur during any consultation that may be undertaken, during the development of the integrated network plans or during the delivery of routes identified within those plans.

6 What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

- 6.1 The inclusion of the wider financial benefits which may be accrued through the introduction of the Bill is welcomed, as is the inclusion of the wider costs associated with the legislation, although the costs only seem to reflect those for road traffic accidents, and not accidents which only include cyclists and pedestrians.
- 6.2 The largest concern centres around the overall cost of the legislation to local authorities in terms of the funding required, both for the mapping and delivery elements, as well as the maintenance funding which will be required for all new assets created as a result of the Bill's provisions.
- 6.3 There needs to be a provision made in the Bill, related to funding being made available by the Welsh Government to enable local authorities to meet the requirements of the legislation. Indeed Paragraph 59 of the Explanatory Memorandum states that:
- “All of the direct costs associated with the legislation are expected to fall on the local authorities in Wales.”**
- 6.4 As stated in our response to the White Paper, the legislation will lead to increased costs for local authorities in terms of increased staff resources and / or the need to employ external consultants. Local authorities should therefore be provided with sufficient funding from the Welsh Government to enable them to discharge the new duties set out in the Bill.
- 6.5 Paragraph 95 of the Explanatory Memorandum properly indicates that delivery of the continuous improvements will have to be within the constraints of budget availability. As indicated in Paragraph 96, Regional Transport Consortia's will be expected to allocate a proportion of their funding specifically to develop integrated networks.
- 6.6 An additional Section should be included within the Bill, perhaps worded along similar lines to Section 6 of the Transport (Wales) Act 2006, which confirms a financial commitment from the Welsh Government. However, it should also be noted that as additional funding will not be provided there will be an opportunity cost with regard to those other transport schemes within the Sewta programme which can now not be delivered.
- 6.9 Whilst funding provided by the Welsh Government is likely to remain the principal funding stream through which improvements will be made to the integrated networks within each local authority, the Explanatory Memorandum should also include a reference to the potential of local authorities to utilise other funding sources e.g. Section 106, perhaps in a revision of Paragraph 95.
- 6.10 The final comment on the financial implications of the Bill relates to the figures used in Section 8 of the Explanatory Memorandum which assess the costs and benefits of the Bill. A figure of approximately £20,000 has been estimated as sufficient for each local authority to produce their integrated network maps, although no explanation of how this figure has been derived has been included. Further details of what basis this figure has been arrived at should be included. Costs are likely to vary significantly between authorities, given the wide variations in their population sizes and concentration / dispersal.

7 To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

- 7.1 The level of detail provided in the Bill provides sufficient information to enable local authorities to determine their requirements. However, as detailed in the responses above, additional information could be provided, either within the Bill itself or in additional guidance, which would strengthen the Bill and reduce the chance of misinterpretation.
- 7.2 Paragraphs 2.1.2 to 2.1.4 above refer to the potential inclusion of additional detail within the Bill, with supplementary information to be provided in guidance, with regard to the definition of active travel routes.
- 7.3 Paragraphs 2.1.5 and 2.1.6 refer to the need for additional information to define what is meant by “related facilities”.

8 Are there any other comments you wish to make on the Bill that have not been covered in your response?

- 8.1 As part of the development of the Bill, the Welsh Government may wish to consider the formation of a national group similar to the Public Transport Users Committee for Wales under Section 5.8 of the Transport (Wales) Act 2006, that would include representatives from a wide range of stakeholders to provide an independent body to consider all major issues related to walking and cycling e.g. shared space, tactile paving. At a local level this could be dealt with by the existing Local Access Forums, or an expanded version of these groups.
- 8.2 Paragraph 87 states that the expectation is that much of the information needed to produce the integrated network maps will be available to local authorities. However, it is likely that the availability of some information, particularly data on the number and location of current journeys, will be inconsistent across local authorities. As a result, there may be additional costs to collect and co-ordinate this data, including public consultation and stakeholder engagement, to enable all local authorities to undertake the mapping exercise.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 6 - National Obesity Forum Wales

Dear Katherine,

The National Obesity Forum Wales strongly supports the Active Travel Bill. We also feel that we should set defined targets, if the Bill is to be successfully implemented.

Since the cause of obesity is multifactorial, undoubtedly the solution to it would have to address all these factors.

- Physical inactivity is probably the single most important cause for obesity in general and in Wales in particular.
- Lifestyle modification is the way forward to tackle the spread of this epidemic.
- That does not mean simply modifying your calorie intake only, it surely means that you should increase one's calorie expenditure by being more active and engaged in regular exercises.
- This must start from childhood and be pursued throughout life.
- Encouraging people to walk and or cycle would have to be a part of people's daily lifestyle.
- It is absolutely crucial for local authorities to be actively engaged in ensuring that active travel is feasible, safe and practical.

We support legislation to ensure that the necessary steps are taken, implemented and enforced.

Kind regards

Nadim

Nadim Haboubi MD FRCP
Chair of the Wales National Obesity Forum
Consultant Physician in Adult Medicine and Gastroenterology
Nevill Hall Hospital
Abergavenny
Gwent

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 7 - Jack Hanbury

I am concerned that this should be a matter for legislation. I am not clear there is any need for new legislation.

The access mapping and routes improvement side is already covered by local authorities under the rowips and local access fora, and the lack of core funding to these existing programmes has been the key reason for their lack of impact. Adding an extra layer of legislative burden will not help this.

The road scheme side is already covered by updates and amendments to technical advice notes and planning guidance; there is no need for extra legislation.

Further, the consultation document itself seems to accept there is some confusion at whom this proposed legislation is aimed. It seems the objective is to get more people to walk and cycle to work. But there are a number of other reasons why this is difficult, not least 1) the terrain and weather 2) poor public transport 3) poor general infrastructure 4) the generally long work-home commute. Of course we can learn from the dutch; but it is also much easier in the Netherlands, where everything is built up, there is a large town every ten miles, the railnetwork is excellent, and the geographical limitations are minimal. And the users of improved pedestrian and cycle routes do so for a number of reasons, not just to get to work. It is unreasonable to think of legislation designed for one aspect only of infrastructure utilisation; this will lead to distorted thinking and bad laws.

I suggest you drop this proposal for a new bill, and instead think generally about how to help non-private car transport in its widest sense.

Jack hanbury

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 8 - Guide Dogs Cymru

**National Assembly for Wales – Business and Enterprise
Scrutiny Committee**

Written Submission on Active Travel (Wales) Bill

Response from Guide Dogs Cymru supported by The Royal National Institute of Blind People, Wales (RNIB Cymru), Sense Cymru, Sight Cymru, Vision in Wales and Cardiff Vales and Valleys. References in this paper to blind and partially sighted people include people who are deafblind and have dual sensory loss.

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Consultation Questions

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport?
Please explain your answer.

Response

Guide Dogs Cymru agrees that there is a need for better routes and facilities for pedestrians and cyclists: In our response we will explain how important it is for the pedestrian environment to support blind and partially sighted people, and how this Bill could therefore contribute to their safe independent mobility.

We see this as an essential consideration as one unintended consequence could be to make that harder, and we do not believe that this is the intention of the Welsh Government. We suggest that there is much in the Bill to support cycling and to make life easier for cyclists, but we would ask the Committee to bear in mind the challenges faced by many vulnerable pedestrians, not just those with sight loss, who cannot cycle, and will never have that choice

In Wales there are over 116,000 people with significant sight loss, of whom 20,000 are registered, (which means that they are known to Social Services and have received a needs assessment). A major element of their rehabilitation when sight loss is diagnosed will be on learning to deal with the external environment, cope with traffic, cyclists, public transport and getting around their community without sighted assistance. It is significant, therefore, that when we asked our survey group in Wales to identify the single issue which would bring about meaningful improvement in their lives they said greater public awareness and understanding. (ref. *Functionality and the Needs of Blind and Partially-Sighted Adults in the UK 2006*)ⁱ

The key to successful independent mobility for blind and partially sighted people is confidence: Going out alone with a guide dog or a long cane demands a level of experience and resourcefulness which has to be developed, learned and practiced. Accidents, trips and falls, as well as the fear of being knocked over or hit by a cyclist erodes self-belief and resilience. The less predictable the

environment, the more likely it is that blind and partially sighted people will avoid it, forcing them to find help they didn't previously need or to abandon the route completely.

This will also be the case for the many people with significant sight loss related to age who may not be registered and will therefore have received no mobility training. The number of people in this category is not known as for many older people sight loss is regarded as an unavoidable consequence of growing older, so they see no need to contact Social Services and get by in the best way they can. Many in this group will stop driving and use public transport for all but the shortest journeys. In support of this consideration, we cite the success of free bus travel for older people in Wales, and suggest that more of them would opt to use the bus rather than cycle, often because age related health conditions make walking and bus travel the only option.

For blind, deafblind and partially sighted people, the walking environment is fundamental to independent mobility, both for complete local journeys and for accessing and interchange with public transport services.

We would refer the Committee to the Welsh Government's Framework for Independent Living, which identifies public transport and the built environment as key areas for action.

To return to the specifics of how the Bill could support blind and partially sighted people, one illustrative example is the use of tactile warning surfaces to tell blind and partially sighted pedestrians that they are entering a shared walking and cycling route. We would therefore wish to see a mandatory requirement for tactile warning of this nature possibly enshrined in the guidance mentioned in point 9 of the Bill. We already have examples of where these are used successfully and in conjunction with signage for cyclists, tabled crossings and the conventional blister warning on the dropped kerb.

We are well known for our concerns about shared walking and cycling routes and so, in our response to the Committee, we have adopted a pragmatic approach. However, this does not take away from the danger and intimidation to blind and partially sighted people of sharing any route, but particularly those within a busy urban setting.

Even assuming the presence of tactile and colour contrasted warning and consistent blister paving on crossing points, a busy urban route where space is shared between pedestrians and cyclists is difficult for everyone: To quote from the Explanatory Memorandum:

“Research indicates that for many people the biggest barrier to walking and cycling is concern for their safety. These concerns relate mainly to the existing infrastructure, the speed and proximity of traffic, and concerns for personal safety.”

As we have said, certain design and engineering measures can mitigate against collisions and near misses between pedestrians and cyclists. However, we know that most accidents, and certainly most near misses, are likely to be unreported. People prefer to go home when they have had a shock. If this affects their confidence they are unlikely to use the path again. Even the fear of being hit can result in avoiding these routes. In this way the most vulnerable pedestrians simply disappear from any auditing exercises.

In order to redress this gap in evidence Guide Dogs commissioned a report by the social research company TNS-Social (now TNS-BMRB), examining the impact of shared use pedestrian/cycle paths on the safety, mobility and independence of blind and partially sighted people in the UK. Telephone interviews took place between 21 July and 1 November 2009. In total 500 interviews were achieved with blind and partially sighted respondents from around the UK and on average the telephone interviews lasted around 15 minutes.(ii)

The majority of respondents (86 percent) had concerns about using shared use pedestrian/cycle paths. Most respondents were able to provide specific explanations as to how their experiences of, or their feelings towards, shared use pedestrian/cycle paths have affected their independence and mobility. One of the factors mentioned is that they felt less confident and less safe, in regards to shared use pedestrian/cycle paths and that they caused wariness, anxiety or stress. 28 percent of respondents said they would go out of their way to avoid using shared use pedestrian/cycle paths.

65 percent of all respondents had had a collision or a near miss with a cyclist at some point. 88 percent of these accidents and near misses had not been reported: nearly 9 out of 10.

The vast majority of respondents in Wales (83 percent) had had an accident or a near miss involving a cyclist on a pavement or path, compared to 67 percent in England, 47 percent of respondents in Northern Ireland and 43 percent of respondents in Scotland.

“It makes you feel very uncertain about walking and don't feel safe all the time because I'm worried bikes will ride into me.”

Blind respondent, England, with experience of shared use paths.

“I feel less confident at times and also it affects your confidence when a cycle whizzes past and you feel the speed of the bicycle quite near you sometimes.”

Blind guide dog owner, Wales, with experience of shared use paths.

“I think it dents your confidence. It makes for a most unpleasant experience. They are very, very frustrating and it is exhausting work.”

Blind long cane user, Wales, with experience of shared use paths.

Annex 1 to this paper contains generalised feedback and verbatim comments from blind and partially sighted people, called together to discuss the implications of the Active Travel Bill on their freedom and safety.

In conclusion, we wish to make it clear that we support the intention of the Bill, as long as the detail and guidance for local authorities includes safeguards for vulnerable pedestrians and a recognition that careful consideration needs to be given to the environment where shared routes are proposed. We hope that it goes without saying that engagement with blind and partially sighted people is essential and a requirement within the Equality Duties in Wales.

2. What are your views on the key provisions in the Bill?
Namely:

- The requirement on local authorities to prepare and publish maps identifying current and potential future

routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

- The requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);
- The requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);
- The requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

Response to points 2.1 and 2.2.

We understand that mapping routes can encourage walking and cycling, and we agree that there is a need for more easily available reliable information. We would however point out that blind and partially sighted people walk to their destinations because they have no other choice. They do this without maps and often without any assistance, except the use of a long cane or a guide dog, using routes they have been taught by friends and family or by Social Services Rehabilitation Officers.

This reliance on “mind maps” is augmented by landmarks, which can be as obvious as junctions or as subtle as changes in the surface under foot. For a map to be of any value, therefore, it would have to indicate this kind of detail making it completely different from a conventional print map.

We are not clear how a local authority would, therefore, map routes which are “safe and appropriate” for blind and partially sighted pedestrians who would also want to know about obstacles on the route which are a significant risk to their safety.

These might include seats, signs, and trees, as well as the potential for junctions or intersecting paths, which can lead them in different directions. Currently, there is no system for mapping routes in a way, which is accessible to blind and partially sighted people, (except for one off tactile plans which are bespoke and

expensive). It would therefore seem that either local authorities would have to disregard them and their access requirements in designing the maps, or develop some other measure to ensure that their needs are taken into account.

We note from the Explanatory Memorandum that all these costs fall to the local authorities, and we are concerned that the need to take a different approach to mapping routes to ensure that blind and partially sighted people understand and are involved in what is happening in their communities will lead to their specific needs being overlooked. We recommend that the “Guidance” which will be “provided by the Welsh Government to facilitate the mapping exercises” will stipulate the requirement for engagement with blind and partially sighted people and that the costs of that process be regarded of equal importance to the publication of print maps.

Response to points 2.3 and 2.4

- The requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7)
- The requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

Response

To answer the questions on the requirement to continuously improve routes and considering the needs of pedestrians and cyclists when creating new roads, we wish to draw attention to the specific duties around engagement and Equality Impact Assessment (EIA) in Wales. The Equality and Human Rights Commission (EHRC) guidance for public authorities on EIA states that:

The requirement to assess impact means that listed bodies must consider relevant evidence in order to understand the likely or actual effect of policies and practices on protected groups.

This includes:

- Ensuring the policy or practice does not unlawfully discriminate
- Identifying any adverse impacts on protected groups
- Considering how the policy or practice could better advance equality of opportunity
- Considering whether the policy will affect relations between different groups.

Having considered this, listed bodies must have ‘due regard’ (i.e. give appropriate weight) to the results of such assessments. This requires listed bodies to consider taking action to address any issues identified, such as addressing negative impacts, where possible.

With regard to ensuring that the policy or practice “does not discriminate”, we refer first to our concerns regarding access to the proposed maps. It would be extremely challenging for an authority to produce an accessible map (in a range of formats including tactile and large print), which would be of any practical use to blind and partially sighted people. The authority would therefore have to find an alternative method, which, we suggest, would have to take the form of rigorous engagement.

The EHRC guidance in this respect is clear:

Engagement when assessing impact

The specific duties require listed bodies to meet the engagement provisions as part of assessing the impact on protected groups. This will help listed bodies to understand better the impact of their proposals on different groups.

Engaging with blind and partially sighted people typically takes the form of face-to-face meetings, assuming, that is, the existence of a representative local group with whom the relevant local authority offices could meet. We have extensive experience of where engagement fails because there is no such group, or, much like Access Groups, there is no support from the local authority for meeting venues or transport.

Cardiff Council Access Focus Group is an excellent model of good practice where the authority funds an Access Officer and covers the cost of meetings and transport. The group (which represents people with a range of impairments and life situations) facilitates engagement on various Council proposals including the city's cycling strategy. Maps are not appropriate, as the blind and partially sighted members, and some of those with learning difficulties, or those who are dyslexic, could not read them. Instead site visits are arranged where new developments affect the public realm. Sadly, this example is not replicated across Wales, and is certainly not seen within the Transport Consortia.

It is therefore not clear to us as to how, in line with the engagement duties, local authorities will go about identifying "adverse impact", in creating new or improving existing walking and cycling routes. Our strong recommendation would be that further thought needs to be given to how local authorities will meet the engagement duties when the mechanisms for engaging are so poor regarding disabled people and those who are blind and partially sighted.

We do not feel that the Explanatory Memorandum helps in this regard:

Section 9. Guidance about Disabled Walkers and Cyclists.

Section 9 allows the Welsh Ministers to issue guidance to authorities on how the provisions of the Bill should apply to disabled active travellers. This is to ensure that the specific needs of walkers and cyclists who use mobility aids and / or adapted bicycles are properly considered and accommodated in the delivery of these schemes.

We are bound to point out that a guide dog and a long cane are mobility aids, so will the Welsh Ministers be issuing guidance to ensure that the specific needs of those who use them are "properly considered and accommodated"?

Linked to this point, we come secondly to the impact on infrastructure where new routes are being created or improved. It is hard to see how these could fail to impact negatively on the safe independent mobility of blind and partially sighted people if they are not appropriately segregated and delineated.

Safe and convenient routes should be provided for cyclists on the carriageway. Where this is not possible off-carriageway routes for cyclists should be separate, or clearly segregated from, pedestrian routes.

We recognise that most cyclists will be considerate of pedestrians. However even a considerate cyclist may find it difficult to avoid a blind or partially sighted pedestrian who steps in front of them because they did not see or hear their approach, or were disorientated by their approach and moved the wrong way. Just one near miss can affect the confidence of a blind or partially sighted person. Where pedestrians and cyclists share a route there should be a central delineator (a raised (with sloped sides) white line) and corduroy paving to denote each side, laid in a ladder-like pattern for the pedestrian and tram-like for the cyclists. See Department for Transport 'Guidance on the use of tactile paving surfaces' this can be downloaded at : https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/3622/tactile-pavement.pdf

Segregated routes were designed to enable blind and partially sighted pedestrians to use shared routes safely and independently. Using just a painted white line as a delineator is not effective for partially sighted pedestrians as it is not textured enough to feel underfoot or with a cane and for blind pedestrians it does not exist.

The introduction of new cycling routes on footways and pavements could mean that no safe walking route remains, and that even on pavements that were previously safe from traffic the risk of being hit by a cyclist becomes yet another factor to take into account.

- 3 Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

Response

We are disappointed at how little account has been taken of our response to the consultation. We have referred in our answer to question one to the potential to enhance the environment for all

vulnerable pedestrians. There does however seem to be very little in the Bill to suggest that this will be the case. Regarding the maps, we are slightly encouraged to read the following in the Explanatory Memorandum:

“Each local authority will be required to make the map publically available and to promote the map ‘as appropriate’. There is some flexibility in how local authorities choose to publicise their map, however, it is assumed that a web version and a number of hard copies will be made available. The maps will also need to be produced in accessible formats. It is assumed that each local authority will print 1 map for every 10 members of the population of the relevant towns for distribution through schools, leisure centres, libraries and council offices etc.”

There is however no recognition here of the costs of meeting with blind and partially sighted people to facilitate engagement, and so it is likely that all available funding will be put into creating and distributing print maps.

We are also disappointed that there is no evidence that the feedback from the focus groups of blind and partially sighted people (attached here as annex 1), has been taken into account.

4 To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

Response

We have already made it clear that we believe this Bill to be biased towards cyclists rather than pedestrians. This is interesting as it would seem to contradict the Welsh Government’s commitment to caring for the more vulnerable members of society. As the population ages, and people live longer, we are more likely to need good quality walking routes. Generally, people are more mobile for longer on foot than on a bicycle, cycling can be prohibited by the natural consequences of age, such as diminishing sight and arthritis.

- 5 What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

Response

We have mentioned what we believe to be the major barrier in our answer to question 4.

- 6 What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

Response

Guide dogs are trained to stop at kerbs or at the tactile blister surface commonly found on dropped kerbs. These are strong navigational aids to the dog and the blind or partially sighted person and form the basis of how we maintain orientation and safety. On a pavement, a dog will take a central position, as this is the most likely clear route. It will avoid lighting columns and other solid obstructions allowing clearance for its owner by estimating how much space it needs to pass by safely. A dog cannot analyse the danger of a moving object or person in the same way: Cyclists are therefore a very real danger as a guide dog cannot judge what path they will take.

For a long cane user, the mobility technique involves sweeping the space ahead keeping the tip of the cane on or very close to the ground. In contrast to a guide dog owner, a cane user will often seek the building line for orientation. The cane will always be well out in front describing an arc more than shoulder wide to protect its user from brushes with obstacles with each side to side motion. Cane users detect tactile surfaces only when they are prominent and consistent and if they were not installed on a shared route both cane users and guide dog owners would have no warning of the presence of cyclists.

We acknowledge that the development of more traffic free routes is essential to encourage more walking and cycling, but those routes need to be as safe as possible. Pavements are often the only refuge for blind and partially sighted people in busy urban environments, and if cycling on them becomes the norm there will be major implications

for how we train guide dogs and the mobility training we offer to blind and partially sighted people. These might include new techniques, new technology, where and if it can help, and high visibility clothing, and we do not know if it is possible to train a guide dog that pavements are not necessarily safe and that cyclists are as likely to collide with them and their owner as a vehicle on the road.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that, which will be contained in guidance given by the Welsh Ministers?

In its present form, we would say that there is not enough detail on the face of the bill to protect vulnerable pedestrians. We note that Welsh Ministers can give guidance to local authorities, but this is ambiguous and falls a long way short of a demonstrable commitment to the Social Model of Disability or even a commitment to ensure that the interests and concerns of people with protected characteristics are taken into account.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

Response

We have no further comments to make.

Annex 1

On 25 July 2012, Guide Dogs Cymru joined with RNIB Cymru, Cardiff Vales and Valleys, (CVV), formerly Cardiff Institute for the Blind, and Sense Cymru to discuss the Active Travel Bill. Blind and partially sighted representatives from CVV's local groups around Cardiff, Rhondda Cynon Taff, The Vale of Glamorgan, Neath, Port Talbot and Swansea came together to discuss the implications of the Bill and to share their experiences of negotiating space with cyclists. These individuals represent over 3000 other blind and partially sighted people who use long canes or guide dogs to get out and about, and they are elected by their groups to convey their views. The groups are made up of people from a wide age range, and include people with dual sensory loss, those who have children, and those who live alone.

Guide Dogs Cymru has collated the following comments as evidence of the strength of feeling and real experience demonstrated within the group, and given by the participants as a true record of the concerns of the groups they represent. Where general discussion prevented direct quotations being noted, a summary of the key points is given.

“What is the point of having a map of walking cycling routes when it is inaccessible to us? All a map would do in that case is tell us where we cannot go, as we would avoid shared routes!”

“My daughter was knocked over by a cyclist in Queens Street, Cardiff. She was taken to hospital with broken bones and she can see, what hope is there for me?”

There was no support for any kind of shared route. Nobody could suggest any ways of developing shared routes that are safe as everyone without exception feels intimidated by cyclists.

“When you walk you want to enjoy your surroundings not be constantly on edge in case a cyclist is coming, you can't hear them, they frighten me.”

It was generally felt that a lot is being done to make the roads safer for cyclists but not for pedestrians. Everyone was worried about any move to open up existing footpaths to cyclists.

“In Queens Street, Cardiff, yesterday I was walking with my cousin and my cane suddenly got snatched out of my hand, I didn't know what was happening, my cousin told me the ball tip on my cane got caught in a cyclists wheels, he didn't even stop to ask if I was ok, I was very shaken”.

Everyone agreed that cycling is a life style choice where having sight loss isn't, and although they understood the need to get more people walking and cycling, they do not agree that developing more shared routes is the answer. The group wanted cyclists on the road, or on separate paths to pedestrians.

Nobody would feel able to pursue a cyclist who was going too fast or was rude or behaving dangerously. So the group wondered how they would ever be able to challenge inappropriate behaviour.

“I don’t walk alone on paths where there are cyclists like the Taff Trail any more. It’s just too frightening”.

The group discussed changes to infrastructure, and there was general debate about the dangers of allowing cycling on footways and pavements. Participants felt strongly that cyclists should use the road wherever possible, and that where this was too dangerous, separate paths alongside the road should be developed so that cyclists and pedestrians could travel safely.

“The truth is that we are powerless. There are so many obstacles we have to deal with when we are out, it takes such a big effort sometimes just to go shopping on your own, and cyclists are just one more problem. We don’t want to stop them, they’ve got a right to cycle like we’ve got a right to be out, but why doesn’t anyone understand that we need to feel safe!”

References:

- i. ¹ Functionality and the Needs of Blind and Partially-Sighted Adults in the UK, Guide Dogs, 2006
- ii TNS-BMRB report JN:197367 March 201

The impact of shared surface streets and shared use pedestrian/cycle paths on the mobility and independence of blind and partially sighted people

Making walking and cycling normal: key findings from the understanding walking and cycling research project

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Evidence prepared for the Welsh Government's Active Travel Bill

Introduction

The first part of this submission summarises evidence from a large research project that examined the ways that people undertake everyday travel in urban areas and, especially, the barriers to active travel such as walking and cycling. The second half responds to specific questions posed in the consultation document associated with the Active Travel Bill. Although the research was carried out in four urban areas in England the findings are equally relevant to Welsh towns and cities.

PART 1: THE UNDERSTANDING WALKING AND CYCLING RESEARCH PROJECT

Background to the research

It is widely recognized that there is a need to increase levels of active and sustainable travel in British urban areas. The Understanding Walking and Cycling (UWAC) project, a collaboration between the universities of Lancaster, Leeds and Oxford Brookes funded by the Economic and Physical Sciences Research Council (EPSRC) 2008-11, has examined the factors influencing everyday travel decisions and proposes a series of policy measures to increase levels of walking and cycling for short trips in urban areas. This short paper summarises the research methods used, and outlines key results and policy proposals. The research focus is on understanding how individuals and households make everyday travel decisions, particularly the factors that prevent the use of more active and sustainable forms of transport (such as walking or cycling) even when individuals may be otherwise well-disposed towards sustainable travel.

A wide range of both quantitative and qualitative data was collected in four English towns (Leeds, Leicester, Worcester, and Lancaster). These were chosen to reflect a range of social characteristics, urban environments and existing interventions to promote active travel. Two separate questionnaire schedules were prepared, one focusing on walking and one on cycling. Questions were designed to collect data on the experience of and attitudes towards either walking or cycling and schedules were sent to a sample of households in all four study areas stratified using location and the index of multiple deprivation to produce a cross-section of the population. There was no attempt to specifically target walkers or cyclists. 15000 postal questionnaires were distributed evenly across the four areas with a response rate of almost 10% giving 1,417 usable returns (798 walking and 619 cycling). The sample of respondents was broadly representative of the total population. Spatial analysis of the four case study towns consisted of detailed land-use mapping and identification of the network of all routes that could be used for walking and cycling (which can differ significantly from the road network). Multiple Centrality Analysis (MCA) was then used to assess connectivity within the city. Network buffers of 800 metres for walking and 2500 metres for cycling (roughly the average acceptable distance travelled over 10 minutes to access everyday activities) were developed and used to calculate local and global measures of connectivity as well as prevalence of everyday services within walking and cycling distance of the home. These indices could then be correlated with self-reported data on levels of walking and cycling provided

by the questionnaire survey to assess the extent to which land use and connectivity influence levels of walking and cycling.

80 semi-structured interviews were undertaken with people selected (mainly) from their questionnaire responses to be broadly representative of the population structure and travelling characteristics of the population of each of the four towns. 40 interviews were undertaken in households and probed attitudes to walking and cycling and the reasons why people chose particular modes of travel, and 40 interviews were conducted as either walking or cycling 'go-alongs'. Respondents were accompanied on a 'usual' journey and the interview focused on the motivations for travelling on foot or by bike, on route selection and on the experience of the journey. Half of the mobile interviews were on foot and half were undertaken whilst cycling, and a small number of the cycle journeys were also recorded visually with a head cam. Household ethnographies were undertaken with 20 households (5 in each town). In each urban area one location was selected – designed to reflect particular characteristics – and all respondents were recruited from that location. This allowed the researchers to immerse themselves in the local community and begin to understand the ways in which people moved around. The purpose of the ethnography was to observe and understand the nature of everyday journeys within a community and this was done using a combination of research tools including interviews, go-alongs, mobility inventories, observations, mapping exercises and community participation. The precise nature of the ethnographic research varied across the four districts in recognition of the need to engage different communities in particular ways. Analysis of a large quantity of text was undertaken through careful reading and coding, together with a technique known as Q Methodology which was used to help identify key themes.

Key research findings

Key findings of the research are that whilst attitudes to walking and cycling as expressed in the questionnaire and interviews are mostly positive or neutral, many people who would like to engage in more active travel fail to do so due to a combination of factors. These can be summarised as:

- Concerns about the physical environment, especially with regard to safety when cycling or walking. From our analysis of the influence of the physical environment on walking and cycling it is clear that traffic is a major deterrent for all but the most committed cyclists. Potential cyclists, recreational (off-road) cyclists and occasional cyclists are discouraged from using their bicycles for everyday urban journeys because of their fear of cars and heavy goods vehicles. For pedestrians, the major factor relates to footfall. Empty streets are perceived to be more dangerous and, again, although committed walkers are not deterred many potential or recreational walkers restrict their journeys on foot because of their perception of risk. For both walking and cycling the availability of local facilities and the structure of the built environment, although not insignificant, were not major factors determining levels of walking and cycling.
- The difficulty of fitting walking and cycling into complex household routines (especially with young children). Our research shows that, under the conditions which currently prevail across urban Britain, household and family commitments are significant factors in restricting the extent to which people use walking and cycling for everyday travel, even when their own values and attitudes incline them towards more sustainable forms of transport. For most people there is no single factor that restricts the use of more sustainable travel modes, rather it is a combination of circumstances including the logistics of organising and moving with (sometimes tired) children, pressures of time and other commitments, the ready availability of the paraphernalia needed for walking and cycling and parental concerns about safety. Unless such factors are explicitly recognised and tackled strategies to increase levels of walking and cycling for everyday trips are likely to have limited success.

- The perception that walking and cycling are in some ways abnormal things to do. Most people prefer not to stand out as different, but tend to adopt norms of behaviour that fit in and reflect the majority experience. In Britain, travelling by car is the default position for most people. Our research makes clear that the extent to which a household finds it difficult to incorporate walking and/or cycling journeys into its everyday routines reflects the degree to which car use has become normal, and habitual. We suggest that as walking and cycling are made more normal, more households will develop more strategies and systems to more easily accommodate walking and cycling into their ordinary, everyday movements. Ethnographic observation of households in which walking and cycling, and not driving, were usual modes of transport demonstrates this to be the case.

The key message that comes from this research is that at present in Britain using the car for short trips in urban areas is convenient, habitual and normal. It is what people expect to do, what most people expect others to do, and what many other people who have yet to benefit from car ownership aspire to do. Alternatives to the car – especially cycling and walking – are perceived to take too much effort, need planning and equipment that causes hassle, and may be risky and uncomfortable. They also run the risk of being perceived by others as eccentric or odd. These are all powerful reasons for not walking and cycling and for using the car for most short trips in urban areas.

Policy recommendations

Solutions to this conundrum are obvious but difficult to implement because they require integrated policy and extend well beyond the usual remit of transport policy and planning. It is argued that to achieve any significant increase in levels of walking and cycling it is necessary to reverse the balance of power between different transport modes. In short, it is necessary to make travel by car for short trips in urban areas more difficult and, most crucial, make it feel abnormal and exceptional. In contrast, policies have to be put in place that make walking and cycling easy, safe, comfortable, and accepted as the normal and obvious way of moving around urban areas for most people. We identify several specific areas where policy change is needed.

First, it is essential that the urban environment is made safe for cyclists and pedestrians. This requires the provision of fully segregated cycle routes on all arterial and other busy roads in urban areas. It is clear from the research that most non-cyclists and recreational cyclists will only consider cycling regularly if they are segregated from traffic and that pedestrians are hostile to pavement cyclists.

Second, pedestrian routes must be made as welcoming as possible to increase footfall. This could include widening pavements, removing street furniture that obstructs pavements and ensuring that pavements are well lit, well maintained and kept free of leaves and ice.

Third, there need to be effective restrictions on traffic speeds, parking and access on all residential roads and other routes without segregated cycle and pedestrian paths so that both cyclists and pedestrians feel that they have a safe and convenient environment in which to travel. This could include 20mph speed limits and resident-only access by car in some areas.

Fourth, the system of legal liability on roads used by the public should be changed to protect the most vulnerable road users (cyclists and pedestrians). One approach would be to adopt 'strict liability' so that pedestrians or cyclists injured in an accident involving a motor vehicle do not have to prove fault in seeking compensation. Forms of 'strict liability' are adopted in much of continental Europe and while not changing criminal responsibility they place a civil responsibility on drivers to obtain insurance that will pay

vulnerable victims independently of fault. This may act as an incentive for car drivers to behave in a way that protects the most vulnerable road users.

Fifth, there need to be changes in the spatial structure and organisation of the built environment, enforced through planning legislation, to make accessing common services and facilities on foot or by bike easy. This would require the development of more neighbourhood shopping centres within walking or cycling distance of most people, restrictions on out-of-town developments, provision of secure bicycle parking facilities and the provision of cycle storage in most homes.

Sixth, there need to be wider societal and economic changes to give people the flexibility to travel more sustainably. Policies (that already exist in many countries) could include the greater use of flexi hours so that walking and cycling could be more easily fitted into a household routine, more family-friendly welfare policies so that in families with small children one parent could afford to reduce working hours and thus be less constrained by time commitments, and more equitable educational provision so that most children attended a school close to home.

Seventh, it is necessary to change the image of cycling and walking. To a great extent this should be consequential on the above changes: as more people walk and cycle then more people will accept it as normal. However, campaigns to promote walking and cycling as normal and something accessible to all and not dominated by super-fit or unusually committed specialists should also be adopted.

Clearly it is not possible to implement immediately all the solutions outlined above, but some can be put in place relatively easily and at minimal cost (for instance changes to legal liability and improved traffic management). While there are costs attached to the provision of segregated cycle routes these are small compared to the cost of new road schemes. Most crucially, we believe that there needs to be a coordinated and integrated approach to the delivery of active and sustainable travel in Britain with a real commitment from a wide range of governmental, charity and private-sector organisations. While improvements to infrastructure alone would be welcome, they are unlikely on their own to make a large difference to levels of active travel. A much more significant package of measures is necessary to create an urban environment where a significant proportion of the population feel confident cycling and believe that walking or cycling are the obvious and sensible choices for everyday travel. Only in this way will Britain achieve the levels of active travel currently seen in some other north-west European countries.

For further information see:

Pooley, C., Tight, M., Jones, T., Horton, D., Scheldeman, G., Jopson, A., Mullen, C., Chisholm, A., Strano, E. and Constantine, S. (2011) *Understanding walking and cycling: summary of key findings and recommendations* (Lancaster: Lancaster University). Available at:
http://www.lec.lancs.ac.uk/research/society_and_environment/walking_and_cycling.php

Other publications arising from the research include:

Pooley, C., Horton, D. Scheldeman, G., Harrison, R. (2010) 'Shaping the city for walking and cycling: a case study of Lancaster (UK)' *Built Environment* 36 (4) 448-61
Pooley, C., Horton, D. Scheldeman, G. Tight, M, Harwatt, H. Jopson, A. Jones, T., Chisholm, A. (2011) 'Household decision-making for everyday travel: a case study of walking and cycling in Lancaster (UK)' *Journal of Transport Geography* 19, 1601-7
Jones, T., Pooley, C., Scheldeman, G., Horton, D., Tight, M., Mullen, C., Jopson, A, and Whiteing, A. (2012) 'Moving around the city: discourses on walking and cycling in English urban areas'. *Environment and Planning A* 44, 1407-24

Pooley, C., Horton, D., Scheldeman, G., Mullen, C., Jones, T., Tight, M., Jopson, A. and Chisholm, A. (2013) 'Policies for promoting walking and cycling in England: a view from the street' *Transport Policy* 27, 66-72

Pooley, C. with Jones, T., Tight, M. Horton, D., Scheldeman, G., Mullen, C., Jopson, A. and Strano, E. (2013 in press) *Promoting walking and cycling: new perspectives on sustainable travel* (Bristol: The Policy Press).

The full research team was:

Principal Investigator: Colin Pooley (Lancaster University)

Co-investigators: Miles Tight (Birmingham University); Tim Jones (Oxford Brookes University)

Core researchers: Dave Horton and Griet Scheldeman (Lancaster); Alison Chisholm and Emanuele Strano (Oxford Brookes); Ann Jopson, Caroline Mullen, Helen Harwatt (Leeds).

Project administrator: Sheila Constantine

Additional research was provided by: Tony Whiteing, Helen Muir, Matthew Page and Emma Bill.

PART 2: RESPONSES TO SPECIFIC QUESTIONS

1. *Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.*

Yes, there is definitely a need for a Bill to promote more active and sustainable travel in Wales. As outlined in the above research summary British urban areas are currently configured to prioritise motorised transport and to marginalise walking and cycling. This means that many people have concerns about safety, convenience and normality when walking and cycling and are thus deterred from undertaking more active travel even if they would wish to. This situation will not change unless motorised traffic is restricted in urban areas and infrastructure for walking and cycling is improved. A Bill will not solve all the problems on its own but it is an important first step, providing a clear marker that the Welsh Government is taking this issue seriously. In this it is ahead of the rest of the UK and can set an important precedent to encourage and enable more active travel.

2. *What are your views on the key provisions in the Bill, namely –*

- *the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);*

Information about pedestrian and cycle routes is an important first step, and I strongly support the requirement that local authorities prepare and publish maps of walking and cycling routes. The provision of a fully integrated infrastructure, linked to public transport for longer journeys, is also essential. However, it is important that at the same time such routes are increased and improved (see below) so that over time maps may become less important because it can be assumed that almost all short journeys can be safely and conveniently undertaken on foot or by bike.

- *the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);*

One of the reasons why cycling and, especially, walking have been historically neglected is because they have been perceived as largely leisure activities and thus have not been seriously considered in transport

planning. There have been some recent changes in this regard with respect to cycling but walking remains largely ignored. It is thus essential that both walking and cycling should be viewed as important modes of everyday travel and should be fully integrated into the transport planning process. The clause requiring local authorities to actively plan for integrated active travel is thus essential.

- *the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);*

Current provision for pedestrians and cyclists is inadequate, as demonstrated by the research summarised above. It is not sufficient only to map existing routes but also it is imperative that all local authorities should be required to improve routes. This means both providing new routes and improving the maintenance and size of existing routes. How this is done will vary from location to location, and the needs of rural areas are clearly very different from those of urban areas, but it is essential that the improvement of facilities for walking and cycling is given legal backing.

- *the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)*

It follows from the above argument that all new road schemes must include within them proper provision for both pedestrians and cyclists. It is obviously easier to provide such facilities in new road schemes than it is to back-fit them (especially in urban areas), and any road improvements must be seen to set a high standard for the provision of walking and cycling routes. Legal backing for this is essential.

3. *Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.*

So far as it is possible in this legislation the key evidence that I provided for the Welsh Government's consultation has been taken into account. However, while the Active Travel Bill provides a legislative framework for the promotion and development of walking and cycling it does not do anything to directly constrain the use of motor vehicles, especially for short trips in urban areas. I argue that unless there are also constraints on car use then schemes to increase walking and cycling may have limited success.

4. *To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?*

The provisions to map, improve and provide new walking and cycling routes are appropriate ways to achieve the stated aims of the Bill. However, I would add two caveats. First, I believe that it is important that there is also a mechanism to ensure that such improvements are of a sufficiently high standard, including wherever possible fully segregated pedestrian and cycle routes, rather than the low-quality additions that already exist in many British towns. Second, there is no provision in the Bill to place any restrictions on car use. Without such measures the extent to which active travel is increased may be limited. These may need to be the subject of additional legislation or action.

5. *What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?*

I identify three key barriers to implementation of the Bill. First, financial constraints that may limit the level of investment in new infrastructure (see below); second objections from those who see any attempt to promote active travel as an attack on motorists; and, third, the potential for inertia within a culture and society which sees motorised traffic as the norm. The Bill clearly outlines financial implications but also

makes it clear that improvements must take place within existing financial frameworks. Additional, or redirected, targeted funds would make it more likely that the Bill achieve its aims. The Bill clearly sets out the benefits of active travel, but does not (and probably cannot) do more to counter issues of car dominance and inertia. It is important that the Bill has both national and local champions to ensure that its provisions are fully carried out.

6. *What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.*

The Explanatory Memorandum provides a fair assessment of the financial implications of the Bill. The actual cost obviously depends on the rate and nature of investment in improved and new infrastructure but I would emphasise two key points. First, the costs of providing new and improved cycle and pedestrian infrastructure will be substantially less than investments in new road schemes and, second, that as the Memorandum demonstrates the potential costs of not acting are high. It is worth emphasising that the provisions of the Bill, and actions to increase walking and cycling, should not be seen as anti-car. Motorised transport will continue to be important in Wales – especially in rural areas – but the Bill does provide a platform from which a culture of more responsible car use is developed. As such the provisions of the Bill should not in any way impact negatively on the Welsh economy, and could provide a boost to the economy as reduced car use makes Welsh communities increasingly attractive places to live, work and invest.

7. *To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?*

This seems appropriate and in keeping with the aims of the Bill.

8. *Are there any other comments you wish to make on the Bill that have not been covered in your response?*

I have no other comments.

Colin G Pooley
March 18th 2013

Ramblers Cymru Evidence on the general principles of the Active Travel (Wales) Bill

- Ramblers Cymru is the representative body of The Ramblers' Association in Wales.
- The Ramblers works to help everyone realise the pleasures and benefits of walking, and to enhance and protect the places where people walk. We are committed to encouraging and supporting walking, 'the nearest activity to perfect exercise' (Morris and Hardman 1997¹), as a health-promoting physical activity.
- As Britain's walking charity, the Ramblers is at the heart of walking, with around 6,000 members in Wales, 115,000 nationwide, about 18,000 volunteers, and a network of around 500 local Groups, over 40 of these in Wales. Through these Groups we offer over 38,000 led walks which attract half a million participants each year, covering all types of terrain and levels of ability.
- Although perhaps best known for our work to protect and enhance the walking environment, especially rights of way and other access for walkers in the countryside, we are also active in towns and cities, and work extensively to promote walking and to encourage and support people to walk more. Ramblers' volunteer-driven led walks programme offers over 500 walks a week, including an increasing number of shorter and easier walks and walks suitable for families with children.
- We also deliver projects that specifically target insufficiently active people, those from socially excluded communities and those that suffer from health inequalities.
- We welcome the opportunity to present evidence to the Enterprise and Business Committee tasked with scrutinising the Welsh Government's Active Travel (Wales) Bill.

¹ 'Walking to health' in *Sports Medicine* 23 Jerry Morris and Adrienne Hardman 1997

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport?

It is widely recognised that an increase in active travel is of benefit to the health and wellbeing of a nation² but it would seem that at times these benefits are given insufficient weight to prioritise the facilities and other measures that will have greatest effect in achieving them.

A number of initiatives are in place at local, regional and national levels aimed at increasing walking and cycling. Guidance exists as to street design, active travel plans and safe routes are developed but there is, despite best efforts, a certain amount of disjointedness in the provision.

Further amongst this patchy development the walking environment is often ignored and assumptions made on the acceptability of shared facilities in restricted space which we would at times question.

We see this Bill, if accompanied by robust guidance, as having the potential to improve, consolidate and maximise the positive impact of existing and new measures by bringing active travel to the forefront of transport and planning decision making.

2. What are your views on the key provisions in the Bill, namely –

- The requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as ‘existing routes maps’ and ‘integrated network maps’) (sections 3 to 5)
- The requirement on local authorities to have regard to integrated network maps in the local planning process (section 6)
- The requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7)
- The requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8).

We recognise the value of the above and strongly support the decision to map walking and cycling routes separately. As the Bill addresses utility rather than leisure journeys it is important that both the existing route maps and integrated network maps take into account the way in which the network will be used in the future as well as current use when deciding what is appropriate for inclusion.

² Healthy Transport=Healthy Lives British Medical Association 2012

We feel that the Bill and guidance must be worded to ensure that the design of new routes takes into account the fact the developments planned under the Bill should release suppressed demand. Whilst current usage may suggest that shared facilities can properly be considered, given planned and desired growth this may soon prove not to be the case.

Active travel routes used by many cyclists will need to meet the demand for fast, direct and uninterrupted passage. Walking is undertaken in a different way from most commuter cycling and demands at times a different environment; paths on which children and adults can walk relatively uninterrupted. We do not walk in straight and regimented lines and a failure to recognise the differences results in facilities that serve neither group of active traveler. Very little of the network is or will be through spacious parks where shared paths can work; it will be in busy streets with junctions and obstacles. To create a network that results largely in cyclists being removed from the streets and onto the pavements will improve facilities for neither group.

In order for the maps to reflect an active travel network that can truly help achieve behaviour change then routes included need to be of a high standard. We would therefore suggest that where existing routes do not meet a sufficiently high standard this is somehow reflected. This is especially the case where facilities are shared. We welcome the requirement for continuous improvement but would suggest that when creating new routes and links the emphasis must be on delivering to a high standard in the first instance.

Integrated maps could play a positive step towards helping achieve the aims of the Bill. They should also take into account the need to link walking networks with public transport facilities.

We would suggest that there should be a presumption in favour of providing facilities for walking and cycling when creating and improving new roads rather than allowing Authorities to merely have regard. The onus is then on highway authorities to justify their rebuttal and strengthens the position of active travel measures.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper?

We welcome the fact that Welsh Government are having regard to the differing needs of walkers and cyclists by determining that walking and cycling routes be mapped separately.

We would hope that this recognition continues through all stages of implementation. Evidence shows that the state of the walking environment is of key importance; Colin Pooley³ indicates that concerns over comfort, ease of use and safety are key barriers to active travel for those not accustomed to both walking and cycling.

Walkers can be subject to the same concerns whilst walking on shared paths as cyclists are when faced with traffic. Fears, whether real or perceived, are reported as preventing active

³ Understanding Walking and Cycling Summary of key findings and recommendations Colin G Pooley Lancaster University 2011

travel and to accept this on the part of cyclists but to dismiss on the part of walkers is we would suggest counterproductive.

We recognise that current Rights of Way law and definitions are not straight forward but support the view that they need further consideration and therefore come outside the remit of this Bill.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

Mapping existing and planned networks should enable strategic and linked developments. Strong guidance will ensure that the routes are of a standard that can really support behaviour change. Routes will need to be direct and as pleasant and uninterrupted as possible.

Infrastructure is only one aspect of promoting active travel and then only if it is of sufficient standard. Education and information will be needed to both raise awareness of the facilities available and to break down other identified barriers. There is also a need to address matters such as traffic flow priorities and enforcement of existing traffic laws and to ensure that links with public transport are established.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

Mapping and developments will need to be of a high standard and without cross departmental buy in there is the danger that active travel will not be prioritised sufficiently for real progress to be made. Current provision is often designed out by engineers with different priorities. There is a lack of political will to increase the space available for active travel with the flow of motor traffic being given priority. Forcing walkers and cyclists together in ever decreasing amounts of space and not tackling car use, parking and public transport links will jeopardise the success of this Bill.

6. What are your views on the financial implications of this Bill?

Investment in active travel produces a good return on investment when the full range of benefits are considered and we would welcome a Bill which supports the type of investment that recognises this true value. We would stress the need to ensure that funds from a wide range of sources be made available to reflect the desired status of the mapped network.

Local Authorities are unable to meet their current statutory duties to maintain the rights of way network some of which will form part of the mapped network. We would not wish to see these scarce resources reallocated as doing so would further endanger the future of our economically, culturally and historically important network.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by Welsh Ministers?

As referred to above the ability of this Bill to affect real change will rely in the main on the strength of the guidance and the extent to which Authorities are required to implement rather than required to have regard. We already have existing routes that do little to promote active travel as they do not meet the needs of the user. We have routes full of inconsistencies and compromises; designed so as not to take space from nor impede the journey of motor vehicles. If the guidance does not address such things the Bill will struggle to have the impact it could.

Not having sight of guidance renders it difficult to comment on whether the correct balance has been achieved.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

As noted above we welcome the fact that mapping of walking and cycling routes be considered separately. Too often the effect that the walking environment has on peoples willingness to walk is overlooked in a way that the needs of cyclists is not and this is evidenced in the rhetoric surrounding the Bill and many of the consultation responses.

We feel it necessary to emphasis the importance of bearing in mind the walking experience and the reality that walking, especially when combined with public transport, is an activity that the majority of people can undertake and yet often don't.

Living Streets Response to the Enterprise and Business Committee Consultation on the Active Travel (Wales) Bill

Introduction

We are the national charity that stands up for pedestrians. With our supporters we work to create safe, attractive and enjoyable streets, where people want to walk. We work with communities, professionals and politicians to make sure every community can enjoy vibrant streets and public spaces.

We started life in 1929 as the Pedestrians Association and have been the national voice for pedestrians throughout our history. In the early years, our campaigning led to the introduction of the driving test, pedestrian crossings and 30 mph speed limits. Since then our ambition has grown. Today we influence decision makers nationally and locally, run successful projects to encourage people to walk and provide specialist consultancy services to help reduce congestion and carbon emissions, improve public health, and make sure every community can enjoy the benefits of walking.

Response to the consultation questions:

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer

1.1 The Active Travel Bill provides the opportunity to utilise a range of economic, legislative and policy based tools to encourage people to shift their travel mode from motorised transport to walking. In Wales walking comprises 22% of all trips against two thirds made in either a car or van¹ which means that there is a strong walking foundation to build on. Walking is the first part of any journey from the front door and the Active Travel Bill is needed to shift attention and funding towards non-motorised transport such as walking. Walking is the first step of any travel activity due to the high levels of participation and the ease by which it can be undertaken which can act as a link to more complex modes of active travel such as cycling. However, there are challenges. Following an increase from 37% for 1995/99 to 45% in 2007/08 in the number of respondents stating that they walk to school in Wales subsequent surveys have revealed a decrease to 36% in 2008-09 and to 28% in 2009/10. This is a pattern reflected in the National Travel Survey 2011 results for England and Wales which revealed that the average number of walking trips has decreased by 24% compared to 1995/7². The Active Travel Bill also provides an opportunity to support the integration of walking into longer journeys through travel to and from train stations and other transport hubs which will help increase the number of walking trips per person.

1.2 The Active Travel Bill provides the opportunity, through investment in walking, to cut down the volumes of motorised transport and reducing congestion in addition to increasing economic activity on local high streets and deliver significant health savings. For example, research has shown that people on foot tend to linger longer and spend more and shows that making town centres better for walking can boost trading by up to 40%³. The cost

¹ <http://wales.gov.uk/docs/statistics/2012/120320sb252012en.pdf>

² <https://www.gov.uk/government/publications/national-travel-survey-2011>

³ TfL <http://www.tfl.gov.uk/gettingaround/walking/2896.aspx>

implications of poor health related to low levels of exercise have been found to be substantial. Cardiovascular disease alone was estimated to cost the UK economy £29 billion in 2004 in care costs and lost productivity⁴, whilst the cost to the NHS of elevated body mass index (BMI) was estimated at £7 billion in 2001, with a predicted increase to £27 billion by 2015⁵. Mental health problems have been estimated to cost the UK economy £106 billion in 2009/2010 in care costs, lost productivity and reductions in quality of life⁶. Given these figures, increasing regular walking in the population through investments in walking environments could contribute to considerable cost savings. A recent *Lancet* study revealed that increased levels of walking and cycling has the potential to save the National Health Service over £17 billion pounds, over the course of 20 years, through reductions in the prevalence of type 2 diabetes, dementia, ischaemic heart disease, cerebrovascular disease, and cancer because of increased physical activity with further costs would be averted after 20 years⁷. The Active Travel Bill will allow for such significant financial savings to be achieved in Wales.

- 1.3 Walking can have a number of positive health outcomes. Walking reduces the risk of all-cause mortality by up to 20% and cardiovascular disease by up to 30%⁸ (meaning that regular walkers are likely to live longer than non-walkers). Walking reduces the risk of high blood pressure^{9,10,11}, stroke, and high cholesterol¹². Walking expends energy and therefore can help energy balance and body composition^{7,13} (potentially reducing obesity). Walking can also improve mental health and well-being, by having a positive impact on self-esteem, physical self-worth¹¹, stress, mood and mindset¹⁴. Studies have shown, for example, that in older women walking can reduce anxiety¹⁵ and depressive symptoms¹⁶. For this group, walking has been found to be as effective as other forms of physical activity in achieving reductions in anxiety and depression¹⁴, with several short sessions per week being more effective than one long session¹⁵, suggesting that walking around the local neighbourhood may provide an important source of physical activity. Children can also gain health benefits from walking. Regular walking of around 20 minutes per day can

⁴Luengo-Fernández, R., Leal, J., Gray, A., Petersen, S., Rayner, M. 2006. Cost of cardiovascular diseases in the United Kingdom. *Heart* 2006;92:1384–1389.

⁵McPherson, K., Marsh, T., Brown, M. 2007. Tackling Obesities: Future Choices - Modelling Future Trends in Obesity and the Impact on Health. 2nd Edition. Government Office for Science, London.

⁶Centre for Mental Health. 2010. The economic and social cost of mental health problems in 2009/10. The Centre for Mental Health, available at http://www.centreformentalhealth.org.uk/pdfs/Economic_and_social_costs_2010.pdf.

⁷The Lancet, Volume 379, Issue 9832, Pages 2198 - 2205, 9 June 2012 [http://www.thelancet.com/journals/lancet/article/PIIS0140-6736\(12\)60766-1/fulltext](http://www.thelancet.com/journals/lancet/article/PIIS0140-6736(12)60766-1/fulltext)

⁸Hamer, M., Chida, Y. 2008. Walking and primary prevention: a meta-analysis of prospective cohort studies. *British Journal of Sports Medicine* 42: 238-243.

⁹Kelley, G.A., Kelley, K.S., Tran, Z.V. 2001. Walking and resting blood pressure in adults: A meta-analysis. *Preventive Medicine* 33: 120-127.

¹⁰Murphy, M.H., Nevill, A.M., Murtagh, E.M., Holder, R.L. 2007. The effect of walking on fitness, fatness and resting blood pressure: A meta-analysis of randomised, controlled trials. *Preventive Medicine* 44: 377-385.

¹¹Lee, L-L., Watson, M.C., Mulvaney, C.A., Tsai, C-C., Lo, S-F. 2010. The effect of walking intervention on blood pressure control: a systematic review. *International Journal of Nursing Studies* 47:1545-1561.

¹²Legrand, F.D., Mille, C.R. 2009. The effects of 60 minutes of supervised weekly walking (in a single vs. 3-5 session format) on depressive symptoms among older women: Findings from a pilot randomized trial. *Mental Health and Physical Activity* 2: 71–75.

¹³McAuley, E., Blissmer, B., Katula, J., Duncan, T.E., Mihalko, S.L. 2000. Physical activity, self-esteem, and self efficacy relationships in older adults: A randomized controlled trial. *Annals of Behavioural Medicine* 22(2):131-139.

¹⁴Roe, J., Aspinall, P. 2011. The restorative benefits of walking in urban and rural settings in adults with good and poor mental health *Health & Place* 17 (2011) 103-113.

¹⁵Heesch, K.C., Burton, N.W., Brown, W.J. 2010. Concurrent and prospective associations between physical activity, walking and mental health in older women. *J Epidemiol Community Health* (2010). doi:10.1136/jech.2009.103077.

¹⁶Legrand, F.D., Mille, C.R. 2009. The effects of 60 minutes of supervised weekly walking (in a single vs. 3-5 session format) on depressive symptoms among older women: Findings from a pilot randomized trial. *Mental Health and Physical Activity* 2: 71–75.

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increase their physical¹⁷ and mental¹⁸ performance. Children who travel by walking use twice as many calories as those who travel by car¹⁹ and, over the course of a week, use about the same amount of calories as those used during PE lessons in school¹².

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

- 2.1 Living Streets welcomes the requirement on local authorities to identify and map current and potential future walking routes and align this data through the identification of enhancements to create an integrated network.
- 2.2 The reference to local authorities consulting local communities within the Active Travel Bill is welcome but we are surprised that the process of consultation is not considered in the sections of the Regulatory Impact Assessment regarding continuous improvement (pp26-27) and integrated network maps (pp24-26). Early engagement with communities will be vital to ensure the identification process is democratic, open and transparent. We would like to see the guidance accompanying the Active Travel Bill providing practical support regarding community engagement to assist local authorities in making decisions regarding investment in the public realm to encourage walking. One potential mechanism for undertaking this is Living Streets Community Street Audits - where small groups of local residents, traders, councillors and council officers, including vulnerable street users, are involved to assess a route on foot and identify problems and potential improvements. Improvement activity varies widely between projects according to the key needs identified by communities, and tend to fall into three main categories: community-led improvements such as litter picking, clean ups and planting; more in-depth improvements such as resurfacing or lighting improvements led by the local authority, and awareness-raising activities such as led walks, the design of maps and street parties.
- 2.3 The Regulatory Impact Assessment notes ‘*Local authorities will not be required to commit additional funding above what is already being spent on active travel as a consequence of this piece of legislation. However, they will be encouraged to invest in active travel*’ (para 95). We believe the Active Travel Bill and supporting guidance could act as a catalyst for innovative funding mechanisms to enhance active travel by recognising the economic benefits of increased numbers of people walking for local authorities and other public bodies through reduced congestion, improvements in health, road safety and economic regeneration.
- 2.4 Paragraph 48 of the Regulatory Impact Assessment refers to the enabling role of route identification whilst paragraphs 54-55 refer to the engaging role of the maps. Whilst both approaches may have an enabling and engaging effect on peoples’ travel modes we believe these actions are merely the starting points for enabling and engaging the public

¹⁷Mønness, E., Sjølie, A. N. 2009. An alternative design for small-scale school health experiments: does daily walking produce benefits in physical performance of school children? *Child: care, health and development*, 35(6): 858-867.

¹⁸ [http://www.jpeds.com/article/S0022-3476\(13\)00015-2/abstract](http://www.jpeds.com/article/S0022-3476(13)00015-2/abstract)

¹⁹Mackett, R.L., Lucas, L., Paskins, J., Turbin J. 2005. The therapeutic value of children’s everyday travel. *Transportation Research Part A* 39: 205-219.

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- and we make further recommendations regarding this point in relation to behaviour change in our response to question 4.
- 2.5 We are concerned by the statement contained within the Regulatory Impact Assessment regarding the intention of the Welsh Government to review the legislative provisions five years after the first set of maps have been produced. We believe this period is too long. Given local authorities are required to produce their existing route maps within three years of the commencement date it is possible such a review may not take place until 2022. Eight years after the Bill is likely to become enacted.
- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**
- 2.6 We welcome the proposed statutory link between the proposed integrated network maps and the development of policies forming the basis of local transport plans.
- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**
- 2.7 We welcome the proposal to continuously improve routes and facilities for pedestrians through the development of new road schemes. However, it is vital that sufficient emphasis is placed on the maintenance of both new and existing walking infrastructure. We know this is an issue for the public as our own market research, reveals that a third of Welsh adults (37%) would walk in their local area more if the streets were kept in better condition.
- 2.8 We believe it is vital that the Welsh Government support the Active Travel Bill with a package of financial support particularly around behaviour change programmes beyond the current £14.3 million per annum direct funding for active travel related projects (para 96 Regulatory Impact Assessment) as opposed to the statement contained within the Regulatory Impact Assessment that *'all of the direct costs associated with the legislation are expected to fall on the local authorities in Wales'* (para 59). Interventions to increase walking levels have significant returns and deliver value for money. For example, Living Streets' Fitter for Walking programme involved approximately 150 communities, across 12 local authority areas and 5 regions of England, selected based on low reported levels of physical activity and high levels of obesity. Working with the community group, the local authority and other local stakeholders, Living Streets helped identify barriers to walking in the area and potential improvements. The programme as a whole underwent a comprehensive independent evaluation in 2011²⁰ which revealed a benefit cost ratio for decreased mortality as a result of more people walking of up to 46:1. Furthermore, walking interventions can be delivered at relatively low cost. For example, Living Streets Walk once a Week (WoW) project delivered for the Department of Health in England cost £2.23 per child and achieved a 59% participation rate. Extra investment in outreach model which includes intensive support for participating schools costs an additional 86p/child and generates an 11% additional increase in walking. This equates to an average cost of £500 per school.

²⁰ Adams *et al*, 2011

http://www.livingstreets.org.uk/sites/default/files/content/library/Evaluations/FFW_Economic_Evaluation_Final_Feb_2012.pdf

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

2.9 Whilst enhancements, upgrades and new infrastructure to walking routes are welcome it is vital that revenue streams exist for their long term maintenance. Equally, walking routes which already exist need to be well maintained in order to deliver the Bill's aim of making walking the most natural and normal way of getting about. In order to facilitate this we would recommend that Statutory Guidance should support the bill (as suggested on page 13 of the Explanatory Memorandum) and within that a recommendation that local authorities should allocate funding to walking and cycling routes on a pro-rata basis against funding for roads based on the number of users. This would be a non binding target and would, therefore, allow for funding decisions to be made at the local level. However, it would send a clear message from Welsh Government to local authority leaders that walking and cycling routes are as important as routes for motor vehicles. This measure is likely to prove popular as our own market research, undertaken in March 2012, revealed that 79% of Welsh adults felt that their council should pay at least as much attention to keeping the pavements safely maintained as they do to the maintenance of the roads.

2.10 We welcome the statement regarding shared use contained within the Welsh Government's response to the Active Travel Bill White Paper '*Outcome of the Active Travel (Wales) Bill White Paper consultation*'. It states '*It is our intention that walking and cycling are considered separately, as pedestrians and cyclists have different needs. Shared space might be appropriate in some places, but not everywhere. Mapping and providing shared space routes only would not meet the aims of the Bill, as it would not lead to wide enough provision*' (page 3). This statement supports the clear user hierarchy, outlined in *Manual for Streets*, in which pedestrians are considered first in the design process followed by cyclists, public transport, specialist service vehicles and lastly other motor traffic. Pedestrians are the most vulnerable group of road users in the transport hierarchy and yet are the most numerous. At Living Streets, our supporters tell us that pavement cycling is a real problem for them – particularly those who are older or have mobility issues. Furthermore, it is important to note that the number of pedestrians heavily outnumber the number of cyclists. The 2011 Department for Transport National Travel Survey revealed that 22% of the average number of trips comprised walking against 2% for cycling. Therefore, Instead of reallocating space away from pedestrians towards cyclists we want to see the reallocation of road space away from motor vehicles towards cyclists and an improvement in infrastructure to support cycling.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

3.1 In our original consultation response to the White Paper consultation we proposed that local communities be encouraged to use such consultation processes to propose and challenge local authorities not only to deliver capital intensive enhancements to encourage walking but also low cost improvements which would encourage increased levels of walking. This "right to request" could include the introduction of a 20mph limit, introduction or retention of pedestrian crossings or removal of street clutter in their local community.

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- 3.2 As we stated in our response to the White Paper consultation we believe there needs to be clear process for local authorities to identify and map walking routes and, therefore, guidance will be vital. Statutory Guidance or Secondary Regulation would add teeth to the Active Travel Bill requirements. However, it is important to note that supporting guidance for the Bill will need to go beyond only concerning the types of routes and facilities which should be mapped. It will need to include the key elements of enabling and engaging people to deliver behaviour change in modal choices. This is currently absent from the Active Travel Bill in its current form (see our responses to questions 4, 5 and 7 for further details).
- 3.3 We also believe that the Active Travel Bill has missed an opportunity to include a Duty on local authorities to appoint an elected member to champion walking in the local authority and oversee the implementation and monitoring of walking interventions across the local authority as recommend in our response to the White Paper consultation. Increasing the number of people walking relies on a number of local authority departments working together to deliver walking interventions and to improve the quality of the streets. These can range from departments as varied as transport, education, street cleansing, and regeneration amongst others.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

- 4.1 We believe the key provisions of the Bill must be expanded to recognise the broader policy changes required in order to deliver the aim of the Bill. For example, in order to achieve the Active Travel Bill's aim of enabling more people to walk and cycle support from the Welsh Government to local authorities to implement 20mph limits is vital through the accompanying guidance coupled with a long term vision to make 20mph the default speed limit across Wales. We believe reducing vehicle speeds on streets in Wales is the single biggest measure to transforming streets into safe, people-centred streets, rather than simply corridors for traffic. In fact, reducing the speed of traffic to 20 mph in urban areas has many health, economic, environmental, and social benefits.²¹ Furthermore this safer environment helps to reduce the likelihood of accidents as well as perceived danger thereby increasing the number of people making active travel choices. Moreover, evidence has shown that where 20 mph limits have been introduced there has been a decrease in the number of KSIs including amongst cyclists *and* pedestrians²².
- 4.2 The key provisions should make reference to the requirement for public bodies with responsibility for public health, economic regeneration and road safety such as Public Health Wales and the four police forces responsible for road safety to work in partnership with local authorities to support active travel through the inclusion of a 'duty to co-operate' for such organisations with the Bill.
- 4.3 The key provisions as they currently stand fail to address the most important requirement in order for the Bill *'to enable more people to walk and cycle and generally travel by non-motorised transport. We want to make walking and cycling the most natural and normal*

²¹ <http://go20.org/why-go-20/>

²² The introduction of 20 mph zones was associated with a 41.9% reduction in road casualties. Injuries to pedestrians were reduced by a little under a third. There was a smaller reduction in casualties among cyclists of 16.9%. Source: <http://www.bmj.com/content/339/bmj.b4469>

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way of making getting about.' (Regulatory Impact Assessment, paragraph 14). The Bill makes reference to enabling more people to walk through the duty to identify and map walking routes but makes no reference to measures to enable and engage beyond that. There is little reference to the Welsh Government's wider approach to changing attitudes towards walking in order to make it the most natural and normal way of getting about. We note that reference is made to the Active Travel Action Plan in section 10 '*post implementation review*'(p43) of the Regulatory Impact Assessment yet there is no detail as to the broader work programme such as potential behaviour change measures. We believe behaviour change should be clearly stated in the key provisions of the Active Travel Bill reinforced with supporting guidance in order to increase the number of people walking to school, work and for health. Therefore, the Active Travel Bill must go beyond merely the statement of intent highlighted in the Explanatory Memorandum that '*changing travel behaviour also includes promoting routes to the public*' (para 22) it must not just promote but also enable and support behaviour change in order to increase the number of people walking.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

- 5.1 Walking can be made the natural choice for short journeys through a dual approach. Firstly, through direct interventions based on promoting walking and secondly by creating safe, attractive, enjoyable streets which are conducive to walking. The Active Travel Bill supports the latter but not the former approach. The combination of these two activities can have multiple evidenced benefits which relate to desired Government policy impacts including public health, climate change, reducing congestion, community cohesion and local economic performance. We would like to see these cross cutting policy benefits strongly reflected in the Active Travel Bill and supporting guidance currently in development through political leadership to ensure co-ordination across different government departments.
- 5.2 Direct walking interventions and a cross cutting approach to policy delivery would help tackle the cultural barrier to walking described in the Explanatory Memorandum supporting the Active Travel Bill '*the lack of a walking and cycling culture, where walking and cycling is seen as the most natural and obvious way of making shorter journeys. The absence of this culture leads to a perception that walking and cycling is something abnormal, done by eccentrics and enthusiasts only. The provisions we would like to see in the Bill are aimed at both infrastructure improvements and enabling people to change their behaviour through promoting and normalising active travel*' (Para 17).
- 5.3 Furthermore, it is an important point to note that whilst walking and cycling are both forms of active travel they are very different travel modes and accordingly require different approaches which must be reflected in the developing guidance supporting the Active Travel Bill. *Manual for Streets* establishes a clear user hierarchy in which pedestrians are considered first in the design process followed by cyclists, public transport, specialist service vehicles and lastly other motor traffic.
- 5.4 Finally, we are concerned about the proposed 2,000 population threshold for the inclusion of settlements in the mapping requirements as described in paragraph 19 of the

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Explanatory Memorandum ‘.....smaller settlements....will be included in the mapping requirements in the Bill under the proposed population threshold (2,000 people)’ We believe this may act as a barrier to supporting walking in smaller settlements to the detriment of local communities. Population size should be but one of a number of factors which should be considered in the emerging supporting guidance such as the views of local communities.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

6.1 There are numerous benefits arising from the Active Travel Bill some of which are described in the Impact Assessment which accompanies the Bill. However, there is a lack of reference to studies which consider the economic benefits of improvements to the walking environment. In particular we believe the Regulatory Impact Assessment has omitted a number of research studies which is reflected in the statement ‘*Most of the economic evidence relates to cycling, with far less quantified information available on the benefits of walking or investment in walking related infrastructure. This absence of evidence in relation to walking should not be regarded as an absence of benefit from encouraging or enabling people to complete journeys on foot*’ (para 116).

6.2 A literature review of the economic benefits of walking by the University of the West of England and Cavill Associates²³ revealed that investment in high quality walking environments increases in economic value and economic activity in the local area. Previous research has revealed such increases reflected by the sale price of residential property^{24,25} and the rental price of retail premises^{25,26,27}. The impacts on economic activity of walking investments have been examined using property sale and rental prices as an indicator. A number of studies have used the Pedestrian Environment Review System (PERS) developed by Transport Research Laboratory^{26,27,28} to examine the economic impact of enhancement of the public realm. This system has been used in combination with the sale price of flats, the rental price of Retail Zone A property (i.e. the most valuable retail premises), a stated preference analysis with willingness to pay for improvements to the public realm and an analysis of stakeholders from the retail sector. These studies revealed:

- The sale price of flats in London were significantly greater in areas with higher quality pedestrian environments²⁴ (all other factors being considered);
- Twelve public realm improvement schemes in London were associated with an above average growth in the sale price of nearby flats of between 0.9% and 28% per annum (average of 7%)²⁴;

²³ <http://www.livingstreets.org.uk/sites/default/files/content/library/Reports/Making%20the%20Case%20full%20report.pdf>

²⁴ MVA. 2008. Valuing Urban Realm: Seeing Issues Clearly. Report for Design for London. Available from [http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-\(1\).aspx](http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-(1).aspx).

²⁵ Accent. 2006. Valuing Urban Realm: Business Cases for Public Spaces. Technical Report to Transport for London. Available from [http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-\(1\).aspx](http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-(1).aspx).

²⁶ MVA. 2008. Valuing Urban Realm: Seeing Issues Clearly. Report for Design for London. Available from [http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-\(1\).aspx](http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-(1).aspx).

²⁷ Accent. 2006. Valuing Urban Realm: Business Cases for Public Spaces. Technical Report to Transport for London. Available from [http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-\(1\).aspx](http://urbandesign.tfl.gov.uk/Valuing-Urban-Realm/Project-History-(1).aspx).

²⁸ CABE Space. 2007. Paved with Gold: The real value of good street design. CABE Space, London.

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- Public realm improvement schemes that had an emphasis on pedestrian priority were associated with a 12% growth in the sale price of flats, those with an emphasis on decluttering or materials and fixtures a growth of 7% and 3% respectively²⁴.

6.3 We were also disappointed to see an absence of walking examples in the section entitled '*evidence on the impact of interventions to promote active travel*' (p32). A number of our walking interventions have been independently evaluated and verified. For example, these include:

- Walk to School project for Department of Health: Working with 736 schools and over 118,000 children to increase walking levels in school in England. 61,567 children and 6,515 parents took part in surveys which revealed a 25 % increase in numbers of children walking to school (during the project lifetime) and a 35% decrease in car use. Before the WoW intervention, schools had a 43% walking proportion, and following the WoW interventions schools reached a peak of 59% walking in 2011, levelling at 54% in 2012 (the final year). Furthermore, a recent walk to school outreach pilot project in Hertfordshire saw walking increase from 46% to 53% and driving decreasing from 36% to 19%;
- Step Out in London: a project funded by London Councils which promoted walking in locations where there had been recent physical improvements to the pedestrian environment. Through a series of promotional activities the project sought to publicise the value of walking to the local community and increase the number of people walking locally. As part of the SOL project people were encouraged to make 'pledges' to walk more and follow up surveys show that between a fifth to two fifths said they walked more, and up to 82% said they walked more as part of project activities including pledges, so the pledge can be seen as part of a combination of measures successfully increasing levels of walking;
- Fitter for Walking: the project was part of the Active Travel Consortium funded by the Big Lottery in five areas across England, and ran from 2008-2012. The project helped 150 communities across the UK to reclaim their streets for walking, and was greatly supported with over £450,000 worth of street improvements from partnering local authorities. An independent evaluation showed that as a result of the project, 86% of the projects resulted in more pedestrians walking in the area, and 78% of the individuals reported an increase in their day to day walking levels. 64% of those still reported an increase in walking six months later.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

7.1 Living Streets believes that guidance and support for local authorities will be crucial during the process of identifying and mapping walking routes in order to ensure that best practice is shared and local authority officers and members can share experiences.

7.2 However, we are concerned that behaviour change interventions are absent from the Bill (as highlighted in our responses to questions 4 and 5) and are only briefly highlighted in a reference to the Active Travel Action Plan in section 10 '*post implementation review*' (p43) of the Regulatory Impact Assessment yet there is an absence of detail of walking interventions to deliver behaviour change. We believe behaviour change should be clearly stated in the key provisions of the Active Travel Bill reinforced with supporting guidance in order to increase the number of people walking to school, work and for health.

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8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

- 8.1 We believe there are significant opportunities to increase the number of children walking to school and adults walking to work in Wales through our recommend amendments to the Active Travel Bill and accompanying guidance and by the Welsh Government supporting effective walking interventions such as those highlighted below.
- 8.2 Living Streets have operated the national Walk to School (WtS) campaign since 1995 and aims to encourage all parents and young people to make walking to school part of their daily routine, emphasising the benefits to physical and mental health and wellbeing, the social aspects and the potential to address congestion, improve air quality and reduce carbon emissions. Over 1.9m children and nearly 6,800 schools nationally take part in Living Streets Walk to School activities each year making it the UK's largest walk to school scheme.
- 8.3 Living Streets also operates the Walking Works programme which has engaged with adults in employment to encourage more walking to, from and at work. Funded by BIG Lottery's Health and Wellbeing Fund as part of the Travel Actively consortium, the campaign has raised awareness of the benefits of walking more to over 28,000 individuals so far, through walking pledges, regular digital campaigns and the annual Walk to Work Week challenge. Walking Works includes a programme of more in-depth support for workplaces, including helping establish 'walking champions', running bespoke walking challenges and activities and helping workplaces to integrate walking activity with their workplace travel plan. Walk to Work Week is the aspect of the Walk to Work programme with the widest participation and the most significant evaluation data. Evaluation data reveals that since participating in Walk to Work Week, 57% of respondents felt that their overall level of walking had increased. Furthermore, all respondents were asked how they felt after taking part in the project. The top three responses were 'I feel fitter' (45%), 'I feel more healthy' (41%) and 'I am more active' (39%). Individuals achieving 30 minutes or more physical activity on five or more days per week increased from 29% at registration to 50% at follow up.

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Response to the Business & Enterprise Committee consultation on Active Travel (Wales) Bill from CTC Cymru

CTC Cymru is part of CTC, the national cycling charity, with over 2,000 members across Wales. CTC has 70,000 members and supporters, provides a range of information and legal services to cyclists, organises cycling events, and represents the interests of cyclists and cycling on issues of public policy.

Consultation questions

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

CTC Cymru sees the Bill's provisions as a necessary development of transport provision for cycling and walking in Wales. The reason this duty is needed is that, although reference is made in highway authorities' Local Transport Plans and those of Regional Transport Consortia to cycling and walking provision, this has not resulted in sufficient support for consistent cycle and walking route planning infrastructure within transport plans. The objectives of the Welsh Walking and Cycling Action Plan, for networks of planned routes to be designed to accommodate [a substantial increase in levels of] cycling and walking, have not been adequately incorporated in such plans.

The proposals in the Bill are likely to be extremely helpful, particularly the requirements placed upon local authorities to identify, map and plan routes and improvements, together with the requirement on the Welsh Government to include such routes in relation to the national highway network.

Routes that are planned must be subject to strict criteria for clarity, directness, convenience, comfort and safety, with regard to land use strategies and the need to link with existing and future public transport interchanges.

Improving the existing national networks to make them fit for cycling is also extremely important – in many cases busy roads act as a major barrier for cyclists and pedestrians, yet local authorities seldom have the resources available to overcome these barriers. A stronger duty is therefore required both on local authorities and the Welsh Government itself to overcome the severance caused by all major roads and junctions – the key barriers to cycling (and walking) in both urban and rural areas.

2. What are your views on the key provisions in the Bill, namely –

the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

CTC Cymru regards the mapping requirement as a dynamic planning tool for cycling, (and walking) route development, with this process recognising existing routes that can be incorporated into a developed route network and the need for application of consistent criteria for route design and use.

the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

CTC Cymru believes this requirement as essential for the integration of cycling and walking in the local transport planning process. This will require demonstrable evaluation / appraisal of cycling and walking modes with regard to transport objectives and assessments. These will then be subject to public accountability and the consideration and delivery of transport funding. Potentially, it will also produce evidence of land use requirements of such route networks within strategic / local development plans that can be taken into account in the planning system.

the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

CTC Cymru supports this requirement and recognises the requirement is subject to ongoing guidance from the Welsh Government, which, subject to the timetables proposed in the Explanatory Memorandum, will monitor and take into account progress at each highway authority level as well as evidence of increasing cycling and walking as a result of route developments and associated support. We would like to see reference to Local

Transport Plans (and local cycling strategies where these are adopted) in terms of changes in transport modal share in favour of cycling and walking, at authority level and at defined population centre levels.

- the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

CTC Cymru regards this statement – “consider the potential for enhancing walking and cycling provision in the development of new road schemes” - as an extremely weak statement. New road schemes should *always* include provision for enhanced walking and cycling; a duty to “consider the potential” is hardly an arduous duty to discharge. As the Explanatory Memorandum itself points out, retrofitting of cycling infrastructure in road improvements will be more expensive and more difficult.

Improving the existing national networks to make them fit for cycling is also extremely important – in many cases busy roads act as a major barrier for cyclists and pedestrians, yet local authorities seldom have the resources available to overcome these barriers. The weakness of this statement suggests that the Welsh Government is telling the local authorities of Wales to: “do as we say, not as we do.”

A stronger duty is therefore required both on local authorities and the Welsh Government itself to overcome the severance caused by all major roads and junctions – the key barriers to cycling (and walking) in both urban and rural areas.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government’s consultation on its White Paper? Please explain your answer.

Rights of Way

In our White Paper response, we considered the mapping requirement in relation to rights of way, including Cycle Tracks, and the potential role of Local Access Forums to assist in identifying paths for priority maintenance and improvements.

We agree that the Bill has and should have the active travel

objective in relation to population centres. Having said that – and this has been a theme of amenity organisations responding to the consultation – there is an opportunity to align rights of way with mapping of cycling and walking routes, recognising that these will provide some elements of route networks to be mapped as integrated networks, even within urban areas.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

Having regard to the potential for highway authorities to contract out the mapping of integrated route networks, and for experience at local authority level not to be shared, CTC Cymru believes that the duty is best enforced through two mechanisms:

- The establishment of a national support team with the expertise to assist local authorities in the drawing up of their plans, their associated maps and the implementation of proposed schemes. Such a support team could also publish analysis on the progress of local authorities, thereby placing pressure on under-performing local authorities.
- The provision of dedicated funding to support its objectives, and its withdrawal if local authorities fail to achieve progress, or measures to co-ordinate and reinforce progress by action at Regional Consortia level.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

CTC Cymru believes that, apart from the issues we identify under (7.), of implementing design guidance, there is a danger that the route requirements will be interpreted as “an extension of the ‘National Cycle Network’ into urban and suburban areas.” They are not, and over-emphasis on separation of routes from the highway network will have a detriment on the need for clarity, directness, convenience, comfort and safety.

The majority of streets can be made suitable for cycling and should have the potential, with reduction of traffic speed and volume, to be included in cycle route networks. But, highway authorities have shown that they have an incomplete awareness of Manual for

Streets guidance. Nor do they have, except in specific instances, sufficient experience and understanding of the treatment of 'streetscape' - the public realm – incorporating cycling- and walking-friendly infrastructure in urban development.

One approach would be to turn the guidance on design for cycling into a wider, all encompassing manual for increasing cycle use, similar to the recently reproduced Danish Collection of Cycle Concepts, which explains the role of good infrastructure alongside the need to promote and support. (<http://www.cycling-embassy.dk/2012/05/10/cycle-concepts2012/>).

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The Explanatory Memorandum concentrates initially on the costs to local authorities of mapping current walking and cycling provision for a number of population thresholds. This mapping process is just starting point for many highway authorities, though it recognises the existing planning work conducted in, for example, Cardiff and Swansea. Noting that this has developed out of traffic and casualty data, transport and demographic modeling, and stakeholder consultations, it is apparent that the development of integrated network maps, and ensuing and continuous improvements, will be substantial.

Rightly, the economic benefits of cycling and, to a lesser degree walking, are assessed. To what extent will these be recognised in funding commitments for improvements in cycling and walking routes? CTC Cymru is strongly of the opinion that a robust funding method needs to be developed and used to support these improvements, related to Local Transport Plan appraisal arrangements. As an example from the Cycling England demonstration towns, and the Transport for London plans, we believe that dedicated funding of cycling should be of the order of £10 per head per year, and can be justified by the economic benefits of such investment. But it will need reallocation of Government funding of transport schemes to provide for this.

As representatives of cyclists, CTC Cymru expects to be consulted at all stages of the development of the plans. CTC Cymru would benefit from these proposals if the end result was an improvement in the network of cycle-friendly routes, encouraging a wider range of people to cycle more.

There will be costs in the form of volunteer and staff time involved in contributing the mapping at a local authority level. These efforts will not be worthwhile if the exercise remains a desk-based exercise which fails to result in improvements on the ground.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

The correct balance has been achieved in relation to the duties placed by the Bill on highway authorities and the type of routes and facilities that are required to be mapped: this level of detail is best explained at the level of guidance rather than regulation. However, such guidance should itself be subject to consultation with the highway authorities and stakeholders including user groups, and to scrutiny by the relevant Assembly Committee.

Having said that design should be by guidance rather than regulation, CTC Cymru believes that many of the problems with poor quality design do not stem from inadequate guidance, rather it is the failure of the providers of infrastructure to follow that guidance. Poor quality design of cycling facilities includes:

- inadequate, substandard widths and junction treatments;
- low quality surfacing, either unsealed or a highly irregular surface;
- inadequate winter and summer maintenance, leading to unusable routes that quickly become inaccessible due to overgrown vegetation.

Any design guidance needs to explain not just the problems in the first of these; it must also ensure that surface quality and maintenance are enhanced in the provision, or upgrade, of new routes. Furthermore, any design guidance must take into account whether dedicated infrastructure is the appropriate intervention. While busy roads with high traffic levels require dedicated facilities

for cycling, the vast majority of streets can be made fit for cycling through speed and traffic volume reduction, such as 20 mph or point closures. The importance of overall traffic reduction (through road pricing, parking restrictions combined with provision of alternatives) should also be part of guidance on providing for walking and cycling. Nevertheless, a stronger, central piece of guidance attached to this measure – to which formal recognition is granted and a recommendation to ignore alternatives - will help.

Annexe 18. Are there any other comments you wish to make on the Bill that have not been covered in your response?

CTC Cymru has concerns about the combining of the needs of pedestrians and cyclists within a single approach to design of routes. We fully appreciate that in many places well designed routes can be shared by cyclists and pedestrians, however, in general, provision for cyclists is very different from that required by pedestrians. While high speed and heavily trafficked roads require dedicated off-road infrastructure, the vast majority of streets and roads that connect people with their destinations can be improved simply by reducing traffic volumes and speeds.

Introducing 20 mph limits, which now make up over 90% of the road network of cities like Portsmouth, Oxford and Newcastle, can enable most cyclists to use the road network, while also improving conditions for pedestrians. When combined with measures to deter motor traffic, cycling and walking trips can be made the obvious choice without the need for dedicated infrastructure.

However, we also strongly support the view taken in the Bill that promotion of cycling is not solely a result of improved infrastructure. A higher quality, safer-feeling environment is critical to increasing levels of cycling, however, increasing cycle use can also be achieved in the shorter term by employing behaviour change measures. A combination of both of these approaches is likely to have the greatest lasting effect on increasing cycling levels.

Finally, we believe that even if the actions specified need mainly to be pursued by local authorities there does need still to be a national statement of policy, setting an overall framework and ambition for cycle use, such as the Walking and Cycling Action

Plan. This is particularly important for any longer term planning statements, which set the standard for provision of cycle parking and routes in and through new developments.

*Ken Barker
For CTC Cymru
22nd March 2013*



Purpose – to provide evidence for the National Assembly for Wales Enterprise and Business Committee on the general principles of the *Active Travel (Wales) Bill*.

1. Disability Wales is the national association of disabled people’s organisations in Wales. Disability Wales strives to achieve rights, equality and independence for all disabled people, regardless of physical, sensory or neurological impairment, learning difficulty or mental health condition. We recognise that many disabled people have different identities and can face multiple discrimination.

Q1) Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

2. Disability Wales welcomes the Bill as it promotes healthier lifestyles for all. However the Bill must recognise that private car use is absolutely essential for many disabled people to enable them to live independently in the community.
3. Yes there is a need for the Bill; a possible benefit would be that disabled people can choose to be more physically active. But this would only happen if all foot / cycle paths were fully accessible and safety measures were in place to ensure disabled people felt confident and comfortable using the cycle / footpaths.

Q2) What are your views on the key provisions in the Bill, namely –

the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

4. Maps are a good idea. However, any map that is published by Local Authorities has to be made available in accessible formats for example, large print or tactile versions etc. It is worth noting that there is not a need to

'reinvent the wheel'; making use of maps already in existence could assist in allaying Local Authority fear of publishing costs. Such maps include: Google maps; Street View in particular and other maps are already available such as Ordnance Survey (OS) maps. Local Authorities could modify these existing Map formats accordingly. Google maps or Ordnance Survey maps however do not provide accessible information other than, perhaps, OS path gradient. Creation of foot path / cycle path accessibility maps is something that could be developed, possibly in conjunction with Accessible Wales.

5. Active engagement with disabled people's groups and organizations at the very beginning of the mapping and proposed enhancements is of paramount importance. Local disabled people are best placed to give advice on access issues and barrier removal of paths in their local area.
6. Accessible advertisement of routes affording access to disabled people should be a priority. It is worth noting that one of the three main access barriers disabled people face is communication barriers. Advertising online should not be the only method of promotion, as not all disabled people have access to the internet, and not all internet sites are accessible for disabled people. Offline promotion should also be carried out.

the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

7. Integrated accessible transport is the key to providing real possible alternatives to private car travel for disabled people who can use public transport. Integrated network maps showing transitional ease of access between transport modes e.g. cycle routes and train stations would greatly benefit disabled people when planning their journeys. Footpath and cycle paths should be planned to ensure that they pass local amenities such as GPs, shops and recreational facilities to facilitate ease of access to the local community.

the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

8. Route improvements are vital to sustainability of shared foot / cycle paths. Access improvements and maintenance of shared cycle and footpaths should

be carried out at regular intervals to ensure that disabled people's access is not hindered by wear and tear and footfall damage. Periodic monitoring would be useful. As set out in the Local Government (Wales) Measure 2009 which requires Local Authorities to secure continuous improvement in the exercise of their functions. These improvements will be in terms of strategic effectiveness; service quality; service availability; fairness; sustainability; efficiency and innovation. One of these functions is shared cycle and footpaths.

9. The varying quality of the shared cycle and footpaths from the outset may put many disabled people off walking or cycling. A disabled person may start to cycle / walk on a path but then the terrain becomes less smooth or the gradient too steep which prevents disabled people from continuing their journey due to health and safety concerns.
10. Local Authorities should adopt a unified approach and standard disability access requirements for different types of path and facilities throughout Wales, thus ensuring minimum standards are adhered to, although good practice standards would be preferred.
11. There are safety concerns over proposed shared foot and cycle path space. Also in rural areas cycle paths could be open to horse riders; safety has to be in the forefront of any proposed changes.

the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

12. The safety of all pedestrians is of paramount importance. Active engagement with disabled people and older people is a must to ensure their views are taken into account. Local Authorities should liaise with local access groups / disability groups to identify and address any barriers to disabled people using shared cycle paths and footpaths in their local areas.
13. When creating new roads The Highways Authority should have a duty to take into account access requirements of disabled pedestrians. For example; when separating pavements for walkers and cyclists the Highways Authority must ensure that there is a clear distinction between cycle and pedestrian lane markings.

14. Disabled people with mobility and or sensory impairments could find sharing footpaths with cyclists difficult or dangerous.
15. Eye contact is critical to establish who has right of way when a cyclist and pedestrian meet on paths. However establishing eye contact may not be possible for all e.g. people with visual impairments or conditions such as Autism. The speeds of which some cyclists travel on the cycle / footpath is of particular concern.
16. Speeding cyclists can injure mobility or intellectually impaired pedestrians because they cannot move out of the way quickly enough. Deaf and hearing impaired individuals would also be in danger as they cannot hear cyclists approaching from behind them; this could result in them being unable to move out of the way quickly enough leading to collisions and potentially very serious injuries.
17. If the paths are divided into two, one side for cyclists and the other for pedestrians, people with visual impairments may not be able to distinguish between the different paths. Visually impaired individuals need to be able to distinguish between the two designated sides for safety reasons; otherwise they could walk on the cyclists' side and injure themselves and their guide dogs if applicable. Because of this there needs to be clear colour contrasted and tactile delineator on adjacent routes.

**Q3) Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper?
Please explain your answer.**

18. To some extent, however, the views and experiences of disabled people could be covered in greater detail. The safety of disabled pedestrians is a very real concern. The requirements of disabled cyclists who use tricycles and hand-cycles which have dimensions wider than a standard bike have to be considered when determining the widths of lanes on the shared cycle and footpaths.
19. Transport (Wales) Act 2006 – section 1 – requires Welsh Ministers to develop policies and encourage safe, integrated, sustainable, efficient and economic facilities and services for pedestrians and cyclists. Safe is the key word in this

paragraph. 'Disabled pedestrians and cyclists should be fully considered when shared cycle and footpaths are being deliberated at Local Authority level. Active engagement with these groups who are very often underrepresented is important.

20. There must be a reinforcement of the crucial importance of disability legislation such as the Equality Act 2010, Wales Specific Duties, UN Convention on the Rights of Persons with Disabilities etc in relation to accessibility of footpaths and cycle paths etc.

Q4) To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

21. One key provision that could be explored in more detail is the provision for disabled pedestrians, disabled and older cyclists. Provisions should seek to address access barriers to ensure active travel can be enjoyed by all who wish to take part.

Q5) What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

22. The cost of designing and implementing fully inclusive, accessible shared cycle and footpaths could be a barrier. However it is a statutory requirement to provide access to disabled people as a reasonable adjustment under the Equality Act 2010 regardless of budget availability. However the type of reasonable adjustments made could depend on finance available.
23. One barrier could be that Local Authorities have different priorities when it comes to funding for the upkeep of the shared cycle / footpaths.
24. There could be a concern as to upkeep of construction and path maintenance. Cycle and footpaths are maintained to varying standards; shared use could mean more regular upkeep becomes essential. Changes to right of way legislation that do not include requirements to amend footpath furniture, signage or surfacing could be counterproductive as these are the very cause of many access barriers for disabled pedestrians.
25. There is often a lack of knowledge of disability access specific measurements and many follow what guidance exists to the letter as the bare minimum

criteria as opposed to 'Good Practice' which is often more generous in measurements than the bare minimum guidance. This will become a bigger barrier due to increase in size of wheelchairs and motor scooters whereby the minimum guidance is not suitable for larger mobility aides.

26. New design guidance is necessary to ensure a uniform approach is taken throughout Wales and that access requirement criteria is met to the same standard throughout the networks. Guidance should mean that disjointed notions of accessibility that varies according to location will, in theory, be prevented. Adherence to additional disability related guidance such as Technical Advice Note 12: Design (TAN 12) is important.

27. For more detailed information see the Sensory Trust website:

http://www.sensorytrust.org.uk/information/factsheets/outdoor_ip.html

Q6) What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? *In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.*

28. The costs for Disability Wales' members could be serious risk of injury and even fatalities. Disabled people could be put in danger if shared cycle and footpaths are not adequately thought through. Although many disabled people do enjoy outdoor activities, some are deterred because of their fear of an impact with other path users. Access should be the key consideration at the design stage of footpath / cycle path design.

29. The financial impact of designing a shared path without considering disabled people's access from the outset could be damaging to Local Authority funds in the long term. Ensuring accessibility once the path has already been built may add extra costs to the project which could easily have been avoided if Local Authorities engaged with disabled people at the start. Active Travel (Wales) Bill guidance should help Local Authorities avoid expensive mistakes if the importance of engagement with vulnerable pedestrians and cyclists are given weight in the Bill.

30. Costs and funding allocations are very often determined by population thresholds – many disabled people do not feature within population thresholds due to inaccessibility of their environment; such as physical barriers

communication barriers and attitudinal barriers therefore their needs are in danger of being ignored.

Q7) To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

31. Information in the Bill itself is succinct. The explanatory memorandum is essential to understand the complexities, content and scope of the Bill.

Q8) Are there any other comments you wish to make on the Bill that have not been covered in your response?

32. Disabled people could be put in danger by ill thought out plans of sharing space on cycle paths and footpaths. The health and safety of disabled pedestrians should not be overlooked in favour of active travel.
33. It is not always possible for disabled people to access more active forms of travel. Therefore access requirements of those who cannot cycle or walk due to their impairment should not be forgotten or demonised as 'gas guzzlers'.
34. The purpose of the Bill – to enable more people to walk and cycle and generally travel by non motorised transport is fine, however perhaps the sentence could specifically mention those who cannot walk and cycle.
35. The statement 'the Welsh Government wants to make cycling and walking the most natural and normal way of getting about' concerns us. It sounds like disabled people who cannot walk or cycle are not normal or are unnatural – it is rather a sweeping statement; the connotations of the statement can be misinterpreted.
36. Another statement that could be misinterpreted is 'the Bill will reinforce the idea of active travel as a viable mode of transport and suitable alternative to motorised transport for shorter journeys.' As we mention above, this is not true for many disabled people who rely on a private cars even for short journeys.

37. We would like to draw attention to the fact that there is a need for further research into how existing cycle paths and footpaths are used and how pedestrians and cyclists currently interact with each other on the paths.

38. One member's comment illustrates concerns about the path width.

“while these paths can be a good thing, if they are not wide enough for the purpose for which they are being built, then I do not think they provide a safe route for either walkers or cyclists.”

39. Research should also be carried out into good practice e.g. case studies. These positive examples could then be used to inform further guidance.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 14 – John Palmer

Dear Mr Ramsay

Active Travel (Wales) Bill

I am writing to you to ask for your full support and influence to ensure there is a truly effective and worthwhile Active Travel (Wales) Bill enacted.

I have had over 20 years of working and campaigning with Sustrans and am a very keen walker and cyclist. As a 70 year old I am very lucky to enjoy the great advantages to fitness and health of regular walking and cycling and wish others to have similar benefits.

As published the Bill has particular deficiencies.

There is particular uncertainty over Compulsory Purchase Powers. I believe these to be essential as a last resort to ensure key sections of much needed safe well graded routes are made possible to avoid long and unsuitable and sometimes unsafe diversions. For instance there is a mile long section of the otherwise well graded and very popular Clydach Gorge route which has had to be diverted way from the old railway line on steep and narrow country lanes because of the refusal of the landowner to negotiate.

There appears to be no provision for softer measure programmes. In my experience travel planning is most important and effective as has been shown in Cardiff, and adult cycle training and working with schools are a must. I have worked with my local Ponthir Church in Wales School to prepare a Travel Plan which resulted in a series of road safety measures around Ponthir and provision of a larger school cycle shed which has encouraged many more pupils to cycle to school.

Finally it is essential for the Bill to introduce targets for local authorities to increase levels of active travel which might be proportional to increases in funding. These have already been suggested by the BMA and NICE.

Yours sincerely

John Palmer

TREF Y TRALLWNG CYNGOR WELSHPOOL TOWN COUNCIL

R A Robinson FRICS AILCM Town Clerk

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14th March 2013

Welsh Assembly
Cathays Park
Cardiff
CF10 1NQ

Dear Sir

Active Travel - Consultation

Good morning, I hope you are all well.

I confirm that my Council considered the above consultation at its Planning, Development and Environment Committee held on Wednesday 13th March 2013.

The Town Council has been in discussions with Powys County Council over cycle routes for many years with not a lot happening to date with regard to our own area of Welshpool.

The Council supports the general principles of the proposals to seek to provide cycle and walking routes to encourage people to use them and do so safely.

The Council stands to be convinced that the proposals will actually work as there are several factors which are a challenge, they are:

a) Finance - there never appears to be any money for such projects and what money there is finds its way to pay for staff to design schemes that never surface into a completed project.

b) If delivered at County level it will take an age to complete. Local Councils should be used wherever possible. I know this is the view of the North Wales Association of Councils and my Council supports that view.

c) The rural areas require radical thinking to stand any chance of providing such routes. Our roads are narrow and cycle routes on them would not work. This is where local knowledge is important.

The Town Council supports the North Wales Association of Councils view that suggests that perhaps two or three Town Councils, who have the ability to perform, are selected to complete a plan and receive funding from the Welsh Assembly direct to complete the approved schemes. This could be done on a Pilot basis and if it works well to roll this out as a preferred way forward.

This response to the consultation are meant to be helpful and not negative.

Welshpool would be willing to be considered if you felt you wanted a pilot scheme involving a local council

The Council at Welshpool is willing to aid anything which would achieve the objectives of the proposals being considered.

I confirm that the Town Council is prepared to give oral evidence if it were felt that would be of an advantage.

Thank you for the opportunity the take part in this consultation.

Yours faithfully



Robert Robinson FRICS ALICM
Secretary



NORTH WALES ASSOCIATION of Town and Larger Community Councils

Cllr Joan Butterfield Chair R A Robinson FRICS AILCM Secretary

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31st March 2013

Welsh Assembly
Cathays Park
Cardiff
CF10 1NQ

Dear Sir

Active Travel - Consultation

The North Wales Association represents 34 Town and Larger Community Councils from Welshpool and Newtown in the south to Flint, Bangor, Llandudno and Rhy in the north.

The Membership were informed of the consultation and this letter was posted on our web site as well as being discussed at a meeting of the Association.

The Association wishes to put forward the following:

The Association supports the general principles of the proposals to seek to provide cycle and walking routes to encourage people to use them and do so safely.

The Association is not convinced that the proposals will actually work as there are several factors which are a challenge, they are:

- a) Finance – where is this going to come from?
- b) If delivered at County level it will take an age to complete.
Local Councils should be used wherever possible.
- c) The rural areas require radical thinking to stand any chance of providing such routes.

The Association suggests that perhaps two or three Town Councils, who have the ability to perform, are selected to complete a plan and receive funding from the Welsh Assembly direct to complete the approved schemes. This could be done on a Pilot basis and if it works well to roll this out as a preferred way forward.

If there is to be any real progress made the duty to complete such schemes need to be put in a timeframe.

This response to the consultation are meant to be helpful and not negative.

The Association is willing to aid anything which would achieve the objectives of the proposals being considered.

I confirm that the Association is prepared to give oral evidence if it were felt that would be of an advantage.

Thank you for the opportunity the take part in this consultation.

Yours faithfully



Robert Robinson FRICS ALICM
Secretary

Fifth Floor, 2 Caspian Point, Caspian Way, Cardiff Bay, Cardiff, CF10 4DQ



15 March 2013

CONSULTATION ON ACTIVE TRAVEL (WALES) BILL

National Assembly for Wales Consultation Paper

British Medical Association Cymru/Wales

INTRODUCTION

BMA Cymru Wales is pleased to provide a response to the consultation by the National Assembly for Wales' Enterprise and Business Committee on the Active Travel (Wales) Bill.

The British Medical Association represents doctors from all branches of medicine all over the UK; and has a total membership of over 150,000 including more than 3,000 members overseas and over 19,000 medical student members.

The BMA is the largest voluntary professional association of doctors in the UK, which speaks for doctors at home and abroad. It is also an independent trade union.

BMA Cymru Wales represents some 7,000 members in Wales from every branch of the medical profession.

RESPONSE

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

BMA Cymru Wales fully reiterates its support for the intentions of this Bill. We believe that from a health perspective, there is very much a need for a Bill aimed at enabling more people to walk and cycle, and to generally travel by non-motorised transport. We believe there are huge benefits to be obtained to the health of the people of Wales by developing a sustainable transport environment where active travel and public forms of transport represent realistic, efficient and safe alternatives to travelling by car.

Currently there is significant year on year population growth in Wales' major cities (Cardiff – over 3,400 each year since 2001¹; Swansea – average annual growth of approximately 1,000 people, +0.45%, each year since 2001)². This means that to do nothing with regard to planning for future travel is not an option.

Within Cardiff alone the future need for jobs (40,000 new jobs) and homes (45,400 new dwellings) to support that population growth means that sustainable transportation solutions need to be supported.¹

The Cardiff Local Development Plan 2012 states:

“...Sustainable transportation solutions – Responding to the challenges associated with new development by setting out an approach aimed at minimising car travel, maximising access by

¹ Cardiff Local Development Plan 2006-2026 <http://www.cardiff.gov.uk/>

² Swansea Local Development Plan <http://www.swansea.gov.uk/>

Welsh Secretary: Dr Richard JP Lewis, CStJ MB ChB MRCGP Dip IMC RCS (Ed)
Chief Executive/Secretary: Tony Bourne

sustainable transportation and improving connectivity between Cardiff and the wider region. This can be achieved by making the best use of the current network, reducing demand where possible and widening travel choices. The aim is to secure a modal split of 50% car and 50% non-car modes..."

To make an effective, lasting and useful change, transport planners have to understand the cycling versus walking 'journey'. These are very different journeys which need to be assessed and met differently.

Cycling is generally used in two different modes: repeated or a succession of short journeys for delivery of goods or services over distances up to about four miles; and for regular but single journeys over more than half a mile but less than eight miles.

Walking tends to be restricted to distances of less than a mile. (20 minutes appears to be the critical time limit.)

Commuting can be undertaken in a mixture of modes of transport – for example a 15 minute cycle ride to a train station where a cycle might be placed in secure storage, followed by a train journey and another 15 minute walk to the destination.

Successful commuting by bicycle needs to be timely, safe, easy-to-use and applicable to all. Facilities for cycling also need to be more joined-up, for instance by avoiding breaks in cycle paths which force riders into congested traffic for sections of their route. Unless cycle commuting is a simple and straightforward process which can be maintained year round, it is not likely to be sustained as a travel choice.

Evidence

There is a significant and increasing worldwide body of evidence demonstrating the economic, social and health benefits associated with active travel; a workforce that cycles to work; and families who use active travel as one of their major forms of transport.

Health

A Californian study of 24 US cities compared cities with high, medium and low use of bicycles for routine transportation (as a marker of active transport). It showed that traffic fatality rates fell as active travel rose (high biking cities averaged 2.5 fatalities per year per 100,000 residents compared to almost 9 deaths per year per 100,000 residents for the low biking cities). The decrease in fatality in high biking cities occurred for all classes of road users, including people in cars, and not just for people on bikes and on foot. In other words, an increase in active travel was shown to benefit all road users by helping transform streets into safer places. By contrast, all classes of road users were at greater risk of fatality in the low biking cities.³

Personal benefits include those that follow from the social interaction mentioned below, but also from the well-being elements that regular gentle exercise creates – including improved mental alertness, decreased obesity⁴ (and illnesses associated with obesity) and improved cardiovascular and respiratory reserve.

An element that is often overlooked is the benefit of walking if it takes place in a green environment, in reducing blood pressure and improving antimicrobial resistance (by enhancing mood and white cell activity). It is not clear how these effects work, but they are comparable to the effectiveness of many therapeutic agents the NHS currently spends millions providing.⁵

³ Norman Garrick and Wes Marshall (2011) <http://www.planetizen.com/node/50020>

⁴ Russell P Lopez and H Patricia Hynes. Obesity, physical activity, and the urban environment: public health research needs. Environmental Health: A Global Access Science Source. Vol 5, p25, 2006.

⁵ Green spaces (2009) <http://news.bbc.co.uk/1/hi/health/8307024.stm>

Economic

A detailed 2012 review by the London School of Economics found that regular cyclists take on average 1.3 less sick-days per year, which saves the UK economy £128 million per year in reduced absenteeism. Over a 10-year period the net present value of such cost savings to the economy could rise to £1.6 billion. A 20 per cent rise in cyclists by 2015 could save a stretched NHS £52 million in costs.⁶

It costs less to build and maintain infrastructure that relies principally on mass transit for medium to long distances, with active transport for distances up to about 5 miles.

The reduced demand for hard surfaces also reduces drainage and heating/cooling costs in urban areas, as well as flood risks.

Increased active travel will reduce CO₂ emissions and improve air quality. The main source of emissions currently affecting air quality is road traffic, with nitrogen oxide being the main pollutant.¹

There is evidence that streets in which cycling and walking are prioritised lead to a positive impact on the health/economy of local businesses, as cyclists and pedestrians then spend more per capita locally.^{7,8}

People-friendly areas are pedestrian- and bicycle-friendly areas, which welcome and attract tourists and bring increased profit to a local economy.⁸

Social

Active transport helps build communities by ensuring there are observers in all areas. This reduces crime rates and increases social inclusion. For this reason Swansea Council has set up a Public Transport Enquiry Panel with the purpose of look at how public transport can help to improve levels of social inclusion across different communities and groups in Swansea.²

A 20% increase in current cycling levels by 2015 could save the UK economy £207 million in terms of reduced traffic congestion and £71 million in terms of lower pollution levels.⁶

Crime and Disorder

There appears to be a link between reduced crime and degrees of active travel. This may be linked to the social benefits given above, or it may be due to the greening effect of active travel. This was demonstrated in Chicago, where a study of 98 vegetated and un-vegetated apartment buildings showed that vegetated spaces cut crime by half, in addition to inspiring pride for surroundings that translated into less litter and less graffiti.⁹

Cardiff's LDP Vision as set out in the 10 year, 'What Matters' Strategy (2010-2020) is that:

"By 2020... Cardiff will be a world class European capital city with an exceptional quality of life and at the heart of a thriving city-region.

⁶ Grous A (2012) <http://www2.lse.ac.uk/newsAndMedia/news/archives/2011/08/cycling.aspx>

⁷ Clifton K (2012) <http://bikeportland.org/2012/07/06/study-shows-biking-customers-spend-more-74357>

⁸ Economides A (2012) <http://www.transportationissuesdaily.com/nine-reasons-to-create-a-bicycle-friendly-business-district/>

⁹ Dr. Susan Barton (2008) Human Benefits of Green Spaces
http://ag.udel.edu/udbg/sl/humanwellness/Human_Benefits.pdf

- *People in Cardiff are healthy;*
- *People in Cardiff have a clean, attractive and sustainable environment;*
- *People in Cardiff are safe and feel safe;*
- *Cardiff has a thriving and prosperous economy;*
- *People in Cardiff achieve their full potential;*
- *Cardiff is a great place to live, work and play; and*
- *Cardiff is a fair, just and inclusive society”*

From the evidence given, it can be seen that increasing active travel throughout Wales, and in its capital Cardiff, will significantly help achieve each of the above seven domains. However, to ensure they are met there has to be the ‘political will’ – with accountability, resolve and ‘teeth’. There has to be a social change – a move away from the culture of ‘car convenience’ and towards ‘normalising’ active travel. Potential active travellers need to feel that it is ‘just as easy to walk or take the bike, depending on the journey, as it is to take the car’. Currently this is not the case.

Within the UK, some 3 million people live in areas with 20 mph speed limits. The experience of this shows that not only do slower speeds save lives, but lowering the limit to 20 mph improves the way local streets function. The change has produced wide-ranging benefits – including less traffic; increased walking and cycling; greater independence for children, the elderly and infirm; better health; and calmer driving conditions for motorists.¹⁰

Until a balance of normalising active travel exists, the default for the population will be to take the car. This needs to be addressed and, for that reason and those outlined above, BMA Cymru Wales fully supports the aims of the proposed Bill.

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

BMA Cymru Wales fully supports the requirement on local authorities to prepare and publish maps identifying current routes for the use of pedestrians and cyclists and of related facilities. As well as providing useful information to provide people with the opportunity to make appropriate active travel choices, it will also provide a useful appraisal of what the current situation is and where it is lacking in provision for both cyclists and pedestrians. This in itself will help Welsh Government and local authorities to focus on what needs to be done to provide the level of improvement that is required.

The only concern we would have with this requirement is that we would have to wait three years for the first of these maps to be produced. We note that it has been estimated in the regulatory appraisal that such maps can be produced in a considerably shorter time period than three years. We therefore believe that the initial maps should be produced within a shorter time-frame than that which has been proposed.

The requirement on local authorities to prepare and publish maps identifying potential future routes for the use of pedestrians and cyclists and related facilities every three years is also welcomed and supported. Again, thought, we have concerns that we would have wait three years from the Bill coming into effect for the first such maps to be produced. We would like to see improvements coming into effect more quickly and suggest that the time-frame for the initial set of maps to be produced should be shortened.

We welcome the proposed requirement that the maps will need to be approved by Welsh Ministers but we believe more detail needs to be given of the expectation of Welsh Ministers on the level of improvement that will be required in each three-year period following the production of each set of maps.

¹⁰ <http://www.streetfilms.org/no-need-for-speed-20s-plenty-for-us/>

We also have concerns regarding how effective each map will be in delivering improvements in each local authority area unless the estimated costs of introducing the proposed future routes and related facilities outlined within each map are also required to be calculated at the same time. There should be a requirement for an estimate of the affordability of such proposed future routes to be considered to avoid the possibility that the maps merely constitute unrealistic and unaffordable wish lists. These maps will in effect become rolling lists of proposed improvements updated every three years, but unless there is some thought as to how much of what is proposed can realistically be delivered in each three-year period between the production of each set of maps, then there is a risk that we would not see a sufficient level of enhancement in the provision of active travel routes and related facilities compared to the current situation.

The remit of proposed guidance to be issued by Welsh Ministers should therefore be broadened to cover the need for the affordability and deliverability of proposed improvements in each three-year period to be assessed. We believe this will be required in order to ensure sufficient levels of improvement are proposed within the maps, in a manner which is both affordable and deliverable.

- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**

We support this requirement, but have some concerns that it may in itself be too vague to be useful. Requiring local authorities to merely have regard to the integrated network map when forming a local transport plan provides no guarantee whatsoever, that any of the proposed future routes for cyclists and pedestrians will actually be incorporated within it. This requirement should therefore be strengthened to make the provision of active travel routes and related facilities as outlined in a local authority's integrated network map a priority within its local transport plan, with this being matched by a suitable allocation of resources to ensure that measures to promote active travel are actually delivered.

- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**

BMA Cymru Wales fully supports the principle of this requirement. However, as the Bill is currently drafted, we are concerned that the wording is similarly too vague. We are concerned that it will not provide any guarantee as to the extent to which improvements will be delivered. We believe there needs to be a dramatic increase in the provision of improved facilities for pedestrians and cyclists and are concerned the wording of this requirement is not strong enough to ensure this will happen. Much will depend on what is laid out in an accompanying guidance from Welsh Ministers and it is difficult to fully judge the benefit of this without having some idea of what such guidance will require. We believe that this requirement should therefore be strengthened, including through the agreement of appropriate minima.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

This principle of this requirement is very much welcomed as it is something which is all too often overlooked at present. However, we also believe the requirement needs to be strengthened as merely requiring Welsh Ministers and local authorities to have regard to the desirability of enhancing the provision for walkers and cyclists will not necessarily ensure that such enhanced provision is actually delivered. We believe the Bill needs to include a significantly more robust requirement that would ensure improvements for pedestrians and cyclists are prioritised in built-up areas.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

The Bill as drafted supports the broad aims of what we have previously called for in response to the Welsh Government's consultation on its White Paper, but there are a number of specific proposals for which we have previously called that have not been incorporated. These include:

- The need for the provision of dedicated and appropriate funding for new and enhanced active travel routes and related facilities.
- A specific requirement that maps of proposed enhancements should give consideration to longer routes, where public transport may form part of a journey. For instance, we called for safe secure areas where cyclists can leave their bicycles, such as at stations, before then continuing on a journey by public transport.
- A requirement that no new road schemes should be built without exploring the incorporation of provision for cyclists and pedestrians, with good reason having to be given if such provision is not to be made.
- A duty to make all trunk, A and B roads in urban areas safe for cycling on the carriageway.
- Avoiding the provision of off-road routes intended to be shared by pedestrians and cyclists in urban areas, as this places cyclists, pedestrians and dogs in conflict.
- Avoiding addressing safety concerns by simply imposing a ban on cycling, or providing sections of legalised pavement cycling, instead of designing (or re-designing) a road to give priority to walking cycling and public transport from within the same proposed budget.
- Placing a duty on local authorities to devise a plan to prioritise walking, cycling and public transport on existing and new main roads.
- Placing a duty on local authorities to reverse the rise in motor vehicle traffic in their area, and increase the percentage of journeys undertaken by foot, cycle and public transport.
- Agreeing regulations/standards on effective measures to achieve improved active travel routes, which might include such things as:
 - 20 mph speed limits in all urban areas
 - road layouts which prioritise cycling and walking
 - home zones
 - standard crossings at all main road junctions with no intra-urban roundabouts
 - active traffic management to keep through-traffic away from residential neighbourhoods
- Requiring consultation with Public Health Wales (PHW) and local health boards (LHBs) with regards to new statutory plans for prioritising walking and cycling along existing transport corridors.
- Requiring local authority officers involved in transport planning, policy and design to be professionally qualified in integrated sustainable transport methods, and for local authorities to provide adequate on-going training in this regard.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

The key provisions certainly take the agenda forward in the right direction and this is to be welcomed. However, as we have already outlined, we believe the provisions in the Bill need to be strengthened in a number of areas and broadened in scope. We believe this is necessary in order to provide a more effective regulatory framework that will guarantee the delivery of the required step change in improvements that is needed to effectively promote and encourage active travel.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

The main barrier to the implementation of the key provisions in the Bill is the lack of sufficient accompanying detail as to how the desired improvements in the provision of active travel routes and related facilities will be financed. There needs to be a stronger and clearer commitment to making available appropriate and dedicated funding, or at least to ensure that a sufficient percentage of existing transport expenditure by Welsh Government and local authorities is used for the provision of improved or new active travel routes, and related facilities. This could for instance involve requirements for Welsh Government and local authorities to prioritise the promotion of active travel routes and related facilities within any allocation of resources for transportation improvements, or a requirement that a certain percentage of the overall funding spent on transportation improvements needs to be directed to providing new or enhanced facilities designed to further the aims of the Bill.

We very much welcome the stated intention by Welsh Government to review funding streams from the Welsh Government Transport department to support the aims of the Bill, but believe this commitment needs to be elaborated upon in greater detail to provide the necessary level of confidence that this will be sufficient to ensure effective delivery of the Bill's stated aims. We also believe there should be a similar commitment derived from Welsh local authorities to also realign transport expenditure where necessary to promote improvements in the provision of active travel routes and related facilities.

We believe there needs to be a stronger requirement with regards to the extent that new and enhanced travel routes and related facilities are provided in each three-year period following the production of integrated network maps. Without a system by which appropriate targets are set and monitored, the intentions of this Bill may not be effectively realised.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The Explanatory Memorandum focuses primarily on the revenue costs of producing and updating maps but does not provide sufficient information as to the likely costs of implementing the improvements in infrastructure that will be required. We believe this is an area which requires more work to ensure that effective proposals to improve active travel routes and related facilities can be delivered to the desired level, and that any necessary shift in resources away from the provision of other transport expenditure can be effectively planned for by Welsh Government and local authorities.

We very much welcome the recognition within the Explanatory Memorandum that the greater promotion of active travel and provision of appropriate facilities could lead to cost savings to the NHS over a 20 year period of between £125 million and £517 million. We consider this to be a strong driver in support of the implementation of this Bill.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

In line with concerns we have already expressed, we believe that some desired commitments may need to be more explicit within the Bill itself and this may be best achieved by increasing the level of detailed provided on the face of the Bill.

The success of this Bill, as it is currently written, will be dependent on the extent of commitments and requirements provided by Welsh Ministers and/or placed upon local authorities in accompanying regulations and guidance. Without effective accompanying commitments, and without the provision of appropriately directed finance, this Bill could potentially fail to deliver against expectations.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

We would merely reiterate that we fully support the aims and intentions of this Bill, but we believe it needs to be strengthened in a number of areas as we have already outlined in this response. Without such changes, we are concerned it might regrettably represent a missed opportunity for Wales to lead the UK to a healthier future at lower cost.

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Enterprise and Business Committee
Active Travel (Wales) Bill
AT 18 - National Association of Head Teachers

Thank you for inviting us to submit a response to the consultation on the Active Travel (Wales) Bill. While we do not propose to make a formal presentation to your Committee, we are anxious to communicate NAHT's commitment to the aims of the Bill.

NAHT is an independent trade union and professional association representing more than 28,000 members in Wales, England and Northern Ireland. Members hold leadership positions in virtually every special school, 85 per cent of primary schools and more than 40 per cent of secondary schools, as well as many early years providers, independent schools, sixth form and FE colleges, outdoor education centres, pupil referral units, social services establishments and other educational settings.

The aim of the Bill is to make walking and cycling the normal mode of travel for people undertaking short, everyday journeys. It proposes to place a requirement on local authorities to improve, on a continuous basis, the information and facilities available to encourage greater participation in cycling and walking. This requirement would ensure that the needs of walkers and cyclists are considered at the outset of all transport planning processes and, equally importantly, that existing facilities are improved.

Many schools have already instigated a number of activities to encourage active travel by arranging special 'cycle to school' days for example where pupils and parents make the journey on bicycles (in some recent cases dressed in superhero costumes!) to raise the profile of cycling and to encourage parents to investigate safe cycling and walking routes to schools which avoid more dangerous thoroughfares; often these routes are not known to parents or pupils who routinely made the journey to school by car. Better promotion of safe cycling and walking routes would be immensely useful in this regard. Involving schools and pupils in consultations on future safe route maps is a welcome proposal.

Schools also remain concerned about the safety implications of severe traffic congestion during school opening and closing times.

Schools make substantial efforts to engender in pupils an understanding of the lifelong benefits of healthy lifestyles but in order to address our nation's most pressing health concerns, including obesity, this effort must extend far beyond the school gates.

For these reasons, NAHT members are keen to see that the aims of the Active Travel (Wales) Bill are fully realised.

Active Travel Bill (Wales)
Response of the three National Park Authorities of Wales
March 2013

Consultation questions

- 1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.**

The information provided in the Regulatory Impact Assessment would appear to confirm the need for a Bill in order to achieve a modal shift to cycling and walking for shorter journeys. It is arguable, however, that most of the objectives of the Bill could be achieved without the need to legislate. The case for legislation would be stronger if for example if there was a clear duty to implement the Integrated Network Maps, although it is accepted that this would have resource implications for the local authorities.

- 2. What are your views on the key provisions in the Bill, namely –**
- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);** The preparation of maps should entail a wide consultation with stakeholders and target communities in order to promote an awareness of existing provision and fully engage the public in future development. The provisions in the Bill for the publication of maps (section 5) are essential in order to achieve the aim of establishing a walking and cycling culture.
 - **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6)** This provision is necessary in order to embed the needs of active travel in the transport planning process and is to be welcomed.
 - **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8).** Again this requirement is welcomed as it has proved to be more expensive to retro fit cycle lanes following road improvements. It is appropriate to consider the needs of all non-motorised road traffic when planning road improvements.
- 3. Have the provisions of the Bill taken account of any response you made to the Welsh Governments consultation on its White Paper? Please explain your answer.** Generally the Bill has taken account of the representations of the three National Park Authorities. National Park Authorities expressed concerns with regard to the proposed changes to

the classification of public rights of way and it is noted that these have not been progressed.

- 4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?** We consider that the key provisions will result in active travel opportunities being incorporated into the planning process of new road improvements schemes. With regard to the objective of providing a fully integrated network and establishing a culture of walking and cycling, the Bill will only partially deliver this aim as implementation by local authorities is dependent on the availability of funding and securing resources through s.106 planning agreements or the Commuting Infrastructure Levy.
- 5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?** Resources, both staff and budgetary could be potential barriers to undertaking the principal duties of preparing maps, although the Regulatory Impact Assessment has costed the likely work entailed and it is considered to be achievable, especially in National Parks where there are few settlements with a population over the threshold of 2000.
- 6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.** With no duty to undertake the improvements needed to implement the Integrated Network Maps the financial implications of the Bill are limited. More far reaching financial implications could arise from incorporating the needs of active travel in the design of future road improvements schemes (section 8).
- 7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers.** It is considered that the Bill is concise in setting out the main principles of the legislation. The criteria for designated localities could be included in the Bill.
- 8. Are there any other comments you wish to make on the Bill that have not been covered in your response**

 - Drawing on their local knowledge and experience in the management of countryside access opportunities and Development Plan duties, there is a clear role for National Park Authorities to assist local authorities in the preparation of the two maps.
 - The promotion and development of active travel opportunities contained in the Bill complement a number of objectives in the Corporate Strategies and Plans of the National Park Authorities.
 - Consideration should be given to the inclusion of major centres of visitor accommodation as well as settlements in planning for active travel opportunities.

- While the Bill defines active travel as being non-recreational in purpose, there is concern that recreational routes have not been included in the definition. While it is acknowledged that active travel routes can be used for multiple purposes including health, exercise and leisure, these recreational issues will be overlooked in the map preparation and planning process. There is an opportunity here to encourage local authorities to closely integrate the development of active travel with their other duties in respect of tourism and leisure, economic development and public rights of way management.
- There is concern that the target walking distance of three miles appears to be rather high. The Institute of Highways and Transportation Guidelines for Providing Journeys on Foot (2000) suggests that a target distance for a range of facilities is between 300 metres and 600 metres and an acceptable distance for those same facilities is between 600 metres and 1000 metres. Clarification is sought on the source of evidence to support the three mile journey distance and consideration should be given to a shorter, more achievable walking distance that would encourage more pedestrian trips.

Response to The National Assembly for Wales' Enterprise and Business Committee's call for evidence on the general principles of the Active Travel (Wales) Bill

CONSULTATION QUESTIONS

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

No, the BHS considers there is a need for a Bill that enables more people to walk, cycle, horse ride and carriage drive and generally travel by non motorised transport. Walkers, cyclists, horse riders and carriage drivers are all vulnerable road users and are at the mercy of motorised transport when travelling on roads. Enabling more people to travel on foot, by bike or by horse will only be achieved by providing safe facilities to travel by those means. Best value will be achieved by providing facilities that can be used by all such users.

2. What are your views on the key provisions in the Bill, namely: –

- the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

The BHS believes that the requirement should be for local authorities to prepare and publish maps identifying current and potential future routes for the use of walkers, cyclists, horse riders and carriage drivers. If routes are identified solely for walkers and cyclists there will be a real danger that horse riders and carriage drivers will be excluded from these routes, many of which they will already use as a safe route away from motorised transport, and as a consequence be forced back onto the roads which are not perceived to be safe venues for walkers and cyclists.

- the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

Such a requirement would exacerbate the current position whereby equestrians are ignored in the local transport planning process and are thereby unable to access areas where they customarily ride. Some Regional Transport Plans in Wales are currently used by local authorities to exclude equestrians from safe off-road routes that are being provided for walkers and cyclists.

- the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

Such a requirement will inevitably result in investment in these routes being prioritised over investment in improving existing rights of way which do not make up these facilities

- the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

It is important that the requirement obligates highway authorities to consider the needs of equestrian users as well as pedestrians and cyclists when creating and improving new roads

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

No they have not. Despite the number of responses received from equestrians stating that the Bill should provide for them, they are still not included provided for in the bill. It is stated that the bill is for journeys of up to 45 minutes. A lot of riding horses are kept very close to urban areas and are therefore situated well within this journey time.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

They are not appropriate because they are too restrictive.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

Cost will be a barrier to provision and deliverability and the restrictive nature of the Bill will prevent best value of tax payers money being achieved.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

An unintended consequence, unless considerable extra funding is to be provided to local authorities to fulfil their duties under the bill, could be that other local authority funds that would have been spent on improving or developing other routes as set out in rights of way improvement plans will be reduced so that they can fulfil their obligations under this bill.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

The BHS does not consider that it has been achieved as the Bill does not provide for all non motorised users, and in particular equestrians. The Bill has not reflected the views of the Countryside Council for Wales that the opportunity should not be lost for these routes to have a recreational function as well as a transport function.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

The BHS is very concerned that an inevitable consequence of the Bill will be that the restrictions which will emanate from it will leave equestrians far worse situation than they are at present, with them being excluded from routes that they currently use and being displaced onto the road routes which are considered not to be conducive to enticing more people to walk and cycle. The BHS cannot fathom how it is reasonable that a route that is not considered to be conducive to walk or cycle on can be considered to be conducive to ride or carriage drive along.

Horses are a form of transport, whilst the majority are ridden recreationally some are still used as a form of transport or in the course of a person's employment. By far the greatest use of the bicycle is also recreational. Just as walking is an alternative to using a car, so going on horseback or in a horse-drawn vehicle is the alternative to using a horsebox or a car with a horse trailer in order to reach a destination with a horse. Both of the latter are undoubtedly transport, and the use of a horse on its feet is undoubtedly the green alternative to these means of transport.

The British Horse Society

1. The British Horse Society (BHS) represents the interests of the 3.4 million people in the UK who ride or who drive horse-drawn vehicles. With the membership of its Affiliated Riding Clubs and Bridleway Groups, the BHS is the largest and most influential equestrian charity in the UK. The BHS is committed to promoting the interests of all equestrians and the welfare of horses and ponies through education and training.

2. The equine industry is estimated to be worth £7 billion to the UK economy and to employ 220,000 – 270,000 people.

3. 90% of riders are female¹. 25% of riders are aged under 16 years and 48% are aged under 24 years.²

4. The Strategy for the Horse Industry in England and Wales, published in December 2005, was prepared by the British Horse Industry Confederation in partnership with the Department for Environment, Food and Rural Affairs, the

¹ The health benefits of horse riding in the UK – Research undertaken by the University of Brighton and Plumpton College

² The National Equestrian Survey 2011 (BETA)

Department for Culture, Media and Sport and the Welsh Assembly Government³.

5. The Strategy includes the following aim:

Aim 5 'Increase access to off-road riding and carriage driving', including the encouragement and improvement of urban and suburban riding and carriage driving.

The Paucity of the Equestrian Public Rights of Way Network

6. The length of the public right of way network in Wales currently amounts to 33211km, consisting of 26320km of footpaths, 4965km of bridleways, 431km of byways and 1495km of restricted byways. Horse riders therefore, currently have access to only 21% of public rights of way and horse-drawn vehicle drivers to only 6%. ***Many rights of way are now disconnected from each other because the roads that should connect them are no longer safe for equestrians to use because of the speed and volume of motorised traffic on them.*** This leaves many equestrians without a safe local route to use.

Road Safety

7. Over the years road design has provided safe refuges and paths for walkers and cyclists, but in the process has mainly forgotten the needs of equestrians and in some cases made things even worse for equestrians. In Rhondda Cynon Taf the erection of barriers forced horse riders off their customary safe route and forced them to ride on the road instead when this was deemed by the Council not to be appropriate for walkers and cyclists because of safety issues.

8. The NHS Hospital episode statistics for 2011 – 12 show that there were 4,142 'animal rider or occupant animal drawn vehicle injured in transport accident' (V80)

<http://www.hesonline.nhs.uk/Ease/servlet/ContentServer?siteID=1937&categoryID=211>

9. 504 road accidents involving horses have been recorded on The Society's www.horseaccidents.org.uk reporting website since it was launched in the autumn of 2010. Many accidents and near misses are still not being recorded yet so the total should be much higher

10. In 2011 and 2012 there were 400 incidents on roads reported to the website. These included:

- 10 rider fatalities
- 62 serious rider injuries
- 31 horse fatalities
- 19 serious horse injuries.
- Dated 3/4/13

³ <http://www.bhic.co.uk/downloads/full-strategy-report.pdf>

Response to the National Assembly for Wales' Enterprise and Business Committee's call for evidence on the general principles on the Active Travel (Wales) Bill.

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

NO, but there is a need for a Bill that recognises the vulnerability of ALL vulnerable road users and provides routes that enable more people to travel by non-motorised transport. The Bill should recognise and provide that these routes are available for recreational purposes as well as for travel purposes. Why is this Bill limited by identifying walkers and cyclists only? As it is also stated 'generally travel by non-motorised transport' then this must include equestrians. They fit the description.

It is said that equestrians are not included in this Bill because horses are not a form of transport but if you look up the definition of 'transport' in any dictionary, it is to convey; to carry from one place to another - which is exactly what a horse does either by carrying a rider on its back or one or more passengers behind it in a carriage.

2. What are your views on the key provisions in the Bill , namely :-

The requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as 'existing route maps' and 'integrated network maps') (sections 3 to 5.)

What does this requirement actually mean? These routes need to provide for all vulnerable road users. If local authorities are required to identify current and potential routes for the use of pedestrians and cyclists and then map them, does it mean that other users/potential users would be excluded? If that is the case, I cannot agree.

If one of the aims is to provide traffic free routes, would these then be ONLY for walkers and cyclists so that equestrians would have no such protection from the motorised traffic?

The requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6)

What would be the effect on Local Transport Plans if these integrated network routes identified only walking and cycling routes with no consideration given to other vulnerable road users such as equestrians? They already suffer under the

interpretation of the Regional Transport Plans in Wales, which some local authorities have used as a tool to exclude them from safe off-road routes that are being provided for walkers and cyclists. One example of this is on the new Church Village Bypass road in Rhondda Cynon Taf where walkers and cyclists have had safe off-road provision incorporated but equestrians are left to mix with the motorised traffic.

The requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7)

Improving routes and facilities for walkers and cyclists MUST NOT be at the expense of other existing users such as equestrians, either by putting up physical barriers that deliberately exclude them or by making legislative decisions that would exclude them from routes that they have had access to previously. If these proposals are restricted in this way, an opportunity is lost and best value is not being provided.

The requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

This requirement must also extend to considering the needs of equestrians when creating and improving new roads - (see answer to previous point)

The issues I have pointed out in my answer to provision 2 are very real issues that could have serious, if unintended, consequences for equestrians.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

NO, not so far. Despite a large representation from equestrians both at the meetings held and by letter or e.mail, they are still not included in this Bill. Neither has it taken into account CCW's representation that this Bill should provide for recreational use of these routes as well.

It is stated that this Bill is for short journeys of up to 45 minutes. It has already been pointed out that a lot of riding horses are kept very close to urban areas and these come well within the areas covered by the Bill so any legislation designed purely for walkers and cyclists is going to have a discriminatory knock on effect against these horse riders.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

They are far too restrictive and are therefore not appropriate. They also do not provide best value.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

Cost is bound to be a barrier and also the potential restrictive interpretation of the Bill. Such a restricted investment does not provide best value for the money spent.

6. What are your views on the financial implications of the Bill (this could be for your organisation or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment) which estimates the costs and benefits of implementation of the Bill.

Unless considerable extra funding is provided to the local authorities, it could mean that other necessary works are going to be reduced, including ongoing work on ROWIPS, so that this Bill can be implemented.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

I do not think it has because it does not provide for all non-motorised users particularly equestrians, and the interpretation of the guidance from Ministers could jeopardise the interests of these other potential vulnerable users.

8. Are there any other comments you wish to make on the Bill that have not been covered by your response?

I am very concerned that the restrictions which may well come out of this Bill, if it becomes law, will leave the equestrian far, far worse off than they are at present. They are probably the most vulnerable of all road users and they have already suffered by being excluded from the National Transport Policy and the Regional Transport Plans. In its present form this Bill could exacerbate the situation because it gives local authorities the opportunity to ignore the needs of equestrians simply because they are not included in the Bill.

There are no valid reasons why equestrians should not be included. They fit all the criteria that the aims of this Bill would require (except having places to leave the horse while you catch the bus or train - or go to the cinema - but I cannot believe that this is the primary intention of this Bill!)

(1) They ARE vulnerable road users . (The Welsh Government now accepts this point)

(2) They ARE a non-motorised form of transport but if they are denied safe access to local routes, they would have to consider travelling by lorry or trailer to find somewhere to ride. This would result in a reversal of the modal shift which is one of the stated aims.

(3) Riding has considerable health benefits - which is one of the things which this Bill is aiming to strive for. These benefits are psychological as well as physical.

(4) Many disabled people are given more mobility by riding a horse or even being transported in a carriage. They could lose this option if the Bill in its present form, excludes equestrians

(5) Providing designated footways or cycleways on verges or on the side of the road has the effect of pushing horse riders closer to or actually onto the road to mix with the motorised traffic.

(6) It is accepted that equestrians make a significant contribution to the rural economy BUT considering the number of riding horses kept on the perimeter of the built up areas of towns and cities, they are also making a significant contribution to the urban economy as well. Many saddlers and feed merchants are actually found in the towns themselves.

(7) I am very disappointed that, despite the strong representation made by equestrians in response to the initial consultation of the White Paper, it is still deemed unnecessary to extend this Bill to include equestrians. It is discrimination against one of the vulnerable groups for which this Bill should provide. We urgently request that you do not make the existing situation even worse because the consequences of excluding equestrians from this Bill will make what is already a bad situation even worse. Equestrians need safety provision as vulnerable road users not just on road but off-road as well.

(8) It is widely accepted that the empirical evidence shows that incidents on shared use paths are extremely low and these paths are bound to produce best value. Bridleways and restricted byways are true multi-user paths for non motorised use so why, is this Bill restricting its interest to walkers and cyclists only?

(9) Another point apparently being used as a reason for excluding equestrians from this Bill is maintenance. Any maintenance problems on paths are there, not as a result of its use by horses, but of the original construction of the path. Mud on paths is usually a result of drainage problems because drains and culverts are blocked. Many walkers complain of muddy footpaths and horses are not allowed there. In North Cardiff there are a number of horse routes providing off-road facilities for horse riders who have no other bridleways. They were well constructed over 20 years ago and are still in good condition despite being regularly used over the years by hundreds of horses. Despite being specified as horse routes they are also used regularly by walkers and cyclists.

(10) There are approximately 135000 horses kept in Wales, most of which are riding horses and these put over £400 million into the local economy (both rural and urban) each year. Many of these horses are kept on the urban fringe where their riders are already at risk from the motorised traffic and to deliberately exclude them from the Active Travel Bill is going to put them at

even greater risk. Although they are not going to want to 'park' their horses outside cinemas, railway or bus stations or the workplace they may well need to use these same routes and by restricting them to walkers and cyclists only, riders are being deprived of existing access.

(11) It must also be remembered that many riders are children on ponies. Only last year a ridden pony was killed by a lorry on the main road through Dinas Powys near Cardiff. Luckily the rider was thrown clear and uninjured but both she and her companions were traumatised by seeing the pony, which was trapped beneath the lorry, having to be put down on the road. The children and their adult supervisors were a group returning from a Pony Club Rally. They had no alternative but the road at that point to reach home.

All children attending Pony Club are given training and tested on Riding and Road Safety but they are still at risk from accidents such as this if they have to ride on the road.

I hope that the points I have raised may help you to reconsider the exclusion of equestrians from this Bill.

Jeanne Hyett

BHS Regional Access and Bridleways Officer - Wales.

April 4th 2013.

trians.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 20b – The British Horse Society – Chair of Welsh National
Committee

**Response to The National Assembly for Wales ' Enterprise and
Business Committee's call for evidence on the general principles of the
Active Travel (Wales) Bill**

Dear Madam

I am writing in response to the call for evidence on the general principles of the Active Travel (Wales) Bill in my capacity as Chair of The BHS Wales National Committee.

Firstly I write to fully endorse the comments put forward by Mark Weston, Director of Access for The British Horse Society, and the comments put forward by Jeanne Hyett, the Wales Regional Access and Bridleways Officer.

I understand that over a 1/3 of the responses received to the initial consultation were from horse riders and carriage drivers. I am extremely disappointed , therefore, that their comments have been ignored. The exclusion of horse riders and carriage drivers from this Bill is not only shortsighted, but is likely to lead to an increase in the amount of road accidents.

There seems to be a total lack of understanding of the amount of money brought into the economy of Wales by horse owners each year. This is evidenced by the fact that all Bills currently coming forward for consultation seem to ignore their existence completely. This fact, combined with the apparent omission of consultees comments in such Bills as this, leads me to believe that the fuller picture is not being taken into consideration by the Welsh Government.

I urge you to reconsider the exclusion of horse riders and carriage drivers from this Bill.

Thank you

Yours faithfully

Felicity Wills
Chair of The BHS Welsh National Committee

• the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

Such a requirement will inevitably result in investment in these routes being prioritised over investment in improving existing rights of way which do not make up these facilities

- the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

It is important that the requirement obligates highway authorities to consider the needs of equestrian users as well as pedestrians and cyclists when creating and improving new roads

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

No they have not. Despite the number of responses received from equestrians stating that the Bill should provide for them, they are still not included provided for in the bill. It is stated that the bill is for journeys of up to 45 minutes. A lot of riding horses are kept very close to urban areas and are therefore situated well within this journey time.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

They are appropriate not because they are too restrictive.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

Cost will be a barrier to provision and deliverability and the restrictive nature of the Bill will prevent best value of tax payers money being achieved.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

An unintended consequence, unless considerable extra funding is to be provided to local authorities to fulfil their duties under the bill, could be that other local authority funds that would have been spent on improving or developing other routes as set out in rights of way improvement plans will be reduced so that they can fulfil their obligations under this bill.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

The BHS does not consider that it has been achieved as the Bill does not provide for all non motorised users, and in particular equestrians. The Bill has not reflected the views of the Countryside Council for Wales that the opportunity should not be lost for these routes to have a recreational function as well as a transport function.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

The BHS is very concerned that an inevitable consequence of the Bill will be that the restrictions which will emanate from it will leave equestrians far worse situation than they are at present, with them being excluded from routes that they currently use and being displaced onto the road routes which are considered not to be conducive to enticing more people to walk and cycle. The BHS cannot fathom how it is reasonable that a route that is not considered to be conducive to walk or cycle on can be considered to be conducive to ride or carriage drive along.

Horses are a form of transport, whilst the majority are ridden recreationally some are still used as a form of transport or in the course of a person's employment. By far the greatest use of the bicycle is also recreational. Just as walking is an alternative to using a car, so going on horseback or in a horse-drawn vehicle is the alternative to using a horsebox or a car with a horse trailer in order to reach a destination with a horse. Both of the latter are undoubtedly transport, and the use of a horse on its feet is undoubtedly the green alternative to these means of transport.

The British Horse Society

1. The British Horse Society (BHS) represents the interests of the 3.4 million people in the UK who ride or who drive horse-drawn vehicles. With the membership of its Affiliated Riding Clubs and Bridleway Groups, the BHS is the largest and most influential equestrian charity in the UK . The BHS is committed to promoting the interests of all equestrians and the welfare of horses and ponies through education and training.

2. The equine industry is estimated to be worth £7 billion to the UK economy and to employ 220,000 – 270,000 people.

3. 90% of riders are female^[1]. 25% of riders are aged under 16 years and 48% are aged under 24 years.^[2]

4. The Strategy for the Horse Industry in England and Wales , published in December 2005, was prepared by the British Horse Industry Confederation in partnership with the Department for Environment, Food and Rural Affairs, the Department for Culture, Media and Sport and the Welsh Assembly Government^[3].

5. The Strategy includes the following aim:

Aim 5 'Increase access to off-road riding and carriage driving', including the encouragement and improvement of urban and suburban riding and carriage driving.

The Paucity of the Equestrian Public Rights of Way Network

6. The length of the public right of way network in Wales currently amounts to 33211km, consisting of 26320km of footpaths, 4965km of bridleways, 431km of byways and 1495km of restricted byways. Horse riders therefore, currently have access to only 21% of public rights of way and horse-drawn vehicle drivers to only 6%. ***Many rights of way are now disconnected from each other because the roads that should connect them are no longer safe for equestrians to use because of the speed and volume of motorised traffic on them.*** This leaves many equestrians without a safe local route to use.

Road Safety

7. Over the years road design has provided safe refuges and paths for walkers and cyclists, but in the process has mainly forgotten the needs of equestrians and in some cases made things even worse for equestrians. In Rhondda Cynon Taf the erection of barriers forced horse riders off their customary safe route and forced them to ride on the road instead when this was deemed by the Council not to be appropriate for walkers and cyclists because of safety issues.

8. The NHS Hospital episode statistics for 2011 – 12 show that there were 4,142 'animal rider or occupant animal drawn vehicle injured in transport accident' (V80)
<http://www.hesonline.nhs.uk/Ease/servlet/ContentServer?siteID=1937&categoryID=211>

9. 504 road accidents involving horses have been recorded on The Society's <http://www.horseaccidents.org.uk/> reporting website since it was launched in the autumn of 2010. Many accidents and near misses are still not being recorded yet so the total should be much higher

10. In 2011 and 2012 there were 400 incidents on roads reported to the website. These included:

- 10 rider fatalities
- 62 serious rider injuries
- 31 horse fatalities
- 19 serious horse injuries.

Draft dated 28/3/13



Comisiynydd Plant Cymru Children's Commissioner for Wales

Keith Towler

Ymateb i Ymgynghoriad / Consultation Response

Date/Dyddiad

26 March 2013

Subject/Subject

Active Travel (Wales) Bill

Background information about the Children's Commissioner for Wales

The Children's Commissioner for Wales is an independent children's rights institution established in 2001. The Commissioner's principal aim, under the Care Standards Act 2000, is to safeguard and promote the rights and welfare of children. In exercising his functions, the Commissioner must have regard to the United Nations Convention on the Rights of the Child (UNCRC), as stipulated in regulation 22 of the Children's Commissioner for Wales Regulations 2001. The Commissioner's remit covers all areas of the devolved powers of the National Assembly for Wales insofar as they affect children's rights and welfare.

The UNCRC is an international human rights treaty that applies to all children and young people up to the age of 18. It is the most widely ratified international human rights instrument and gives children and young people a wide range of civil, political, economic, social and cultural rights which State Parties to the Convention are expected to implement. In 2004, the Welsh Assembly Government adopted the UNCRC as the basis of all policy making for children and young people and in 2011, Welsh Government passed the Rights of Children and Young Persons (Wales) Measure.

This response is not confidential.

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

As Children’s Commissioner for Wales I welcome the introduction of the Active Travel (Wales) Bill. Making changes that will support walking and cycling as a real option for children, young people and their families in their day to day lives is likely to have a positive impact. The provision of safe routes through communities has the potential to benefit their general health and well-being, tackle childhood obesity, provide safer routes to schools and greater access to play areas. In this way children and young people will have their opportunities to realise their right to the best possible health. The impact assessment accompanying the Bill in relation to the application of the Minister’s duty to have due regard to the UNCRC sets out the ways in which the Bill will give greater effect to:

Article 24: Children have the right to good health care and to clean water, nutritious food and a clean environment so that they will stay healthy.

I concur with this assessment and welcome the decision to publish the Child Rights Impact Assessment (CRIA) undertaken in relation to this Bill. I would also like to commend the general quality of the CRIA that has been provided. However as the rest of my response evidences I believe that the CRIA has omitted a key issue and the Recommendations section of the CRIA could be usefully amended to reflect this.

2. What are your views on the key provisions in the Bill, namely –

- the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

- the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

- the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

- the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

While I welcome the key provisions in the Bill I am calling for a change on the face of the Bill in relation to the considerations that local authorities must take into account in deciding whether it is suitable for a route to be regarded as an active travel route. I wish to see the addition of ‘personal safety’ as a material consideration in Section 2, paragraph 4 (b) of the Bill which currently reads:

(b) whether the location, nature and condition of the route makes it suitable for use by walkers or cyclists (or both) for making such journeys.

I would like to see inclusion of a statement which reads:

In making a decision on the suitability of a route a consideration of the degree to which the route has been assessed as affording walkers or cyclists (or both) a reasonable level of personal safety should be a material consideration.

The rationale for making this call is set out in response to the answers that follow.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government’s consultation on its White Paper? Please explain your answer.

The provisions of the Bill do not take full account of the response I submitted to the Welsh Government’s consultation on its White Paper. In that response I set out the case for a consideration of the issue of personal safety in the identification of routes as appropriate for active travel.

The Learner Travel (Wales) Measure (2008) is clear that in relation to the provision of transport for learner travel, stress levels, safety and time taken to complete a journey are considerations:

For the purposes of subsection (2), transport arrangements are not suitable if—

(a) they cause unreasonable levels of stress for the child,

(b) they take an unreasonable amount of time, or

(c) they are unsafe.

However there appears to be no application of the suitability of a walked route in relation to unreasonable levels of stress for the child or because they are unsafe. Clearly where a child or young person regards themselves as unsafe on a

walked route, and suffers anxiety or stress as a result of this, their ability to engage in and benefit from active travel routes will be curtailed.

This omission runs contrary to the application of article 19 paragraph 1 of the UNCRC through which:

States Parties shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child.

4. To what extent are the key provisions' the most appropriate way of delivering the aim of the Bill?

The key provisions contained in the Bill provide an appropriate way of delivering the aims of the Bill. However in order that these aims be realised in relation to the benefits that they will afford children and young people and in order that the Articles of the UNCRC contained in the CRIA are given greater effect there is a need to make the changes to the face of the Bill that I have called for. I also note that the Bill provides for Welsh Ministers to give local authorities guidance about disabled walkers or cyclists and those using mobility aids. I believe that the implementation of the aims set out in the Bill could be more effectively delivered for children and young people if the Bill provided for supplementary guidance about the application of the provisions of the Act as they apply to children.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

I would contend that the promotion of active travel routes to children and young people where the suitability of such a route does not take account of issues of personal safety as a material consideration does not respect the best interests principle contained in article 3 of the UNCRC:

1. In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative bodies, the best interests of the child shall be a primary consideration.

2. States Parties undertake to ensure the child such protection and care as is necessary for his or her well-being, taking into account the rights and duties of his or her parents, legal guardians, or other individuals legally responsible for him or her, and, to this end, shall take all legislative and administrative measures.

The fact that the Bill does not include personal safety as a material consideration in assessing an active travel route as suitable is likely to act as a barrier to implementation of the Bill in relation to children and young people.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

Article 4 of the UNCRC provides that States Parties shall undertake all appropriate legislative, administrative, and other measures for the implementation of the rights recognised in the Convention. With regard to economic, social and cultural rights, States Parties shall undertake such measures to the maximum extent of their available resources. I would expect that in order to exercise their duty of due regard to the UNCRC Welsh Ministers will ensure that a child's rights impact assessment is conducted to evaluate how the allocation of budget is proportionate to the realisation of the legislation introduced through the Bill as it applies to children.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

I would like further detail on the face of the Bill in order to address the issues I have raised in relation to the application of the provisions of the Bill with regard to children.

ENDS

Submitted by:



Keith Towler

Children's Commissioner for Wales

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 22 – Safe Streets Anglesey

We respond to the further call for evidence per

<http://www.senedd.assemblywales.org/mgIssueHistoryHome.aspx?Ild=5750>, closing on 5 April 2013.

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

Yes. The inappropriate use of public space by fast motorised transport impacts seriously on our high streets, our waistlines, and our society in general. All desperately need easy pleasant non-motorised transport.

2. What are your views on the key provisions in the Bill, namely –

the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

Given sufficient ongoing authoritative and well-informed involvement by Ministers, this requirement may be useful. It is unfortunate that no definite criteria of quality are laid down - Edinburgh for example once presented an impressive mileage of "cycle routes" by asserting that all its bus lanes were suitable for cyclists. Which they weren't. I note the powers of direction given to Ministers to "enforce a suitable and consistent standard for mapping active travel routes across Wales." To allow for ongoing improvements to the relevant standards and guidelines and avoid reference to material which may become outdated, the aims should perhaps be defined as a network that will allow a grandmother to have a safe and pleasant journey with her six year-old grand-daughter. This or similar language should be part of the Bill.

the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

Good. This will at least prevent responses such as a recent one from a senior Highways officer, dismissing a suggestion with "I am not responsible for promoting cycling".

the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

Good, though it falls seriously short of a requirement to aim for an effective network.

the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

Again, good, but "consideration" does not necessarily translate into real-world improvement. The requirement should be identify and map changes that would create a fully integrated network for walking and cycling, *with safe and appropriate routes for all journeys, including those on or adjacent

to all present highways*, and to develop a prioritised list of schemes to deliver such a network. I note that the Explanatory Memorandum does contain such language (local authorities being required to "identify what enhancements, upgrades and new infrastructure would be required to enable people to make continuous and safe journeys by foot or by bike"), but does not give it the force of statute. Such language should be included in the Bill.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

No - these remarks are substantially repeated from my earlier response.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

Their intentions seem admirable but the language is vague enough to allow the present lack of progress to continue. We recommend minor but vital changes to give the process a momentum of its own, rather than depending entirely on routine Ministerial attention.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

The key barrier is the perception, within Highways Departments in particular, that walking and cycling is something abnormal, done by eccentrics and enthusiasts only; as part of this perception, very few Highways departments have any expertise whatever in designing active transport facilities and any "improvements" are commonly a ludicrous waste of public money. Additionally, there is a concomitant perception that better transport requires, indeed is, faster motor transport. This is incorrect - mild traffic calming will be an important part of any comprehensive solution - but is a serious barrier to progress.

To the extent that Ministers are actively involved in pressing for genuine improvements, this Bill may allow these barriers to be overcome. Sadly the Bill as presently drafted will require ongoing, time-consuming, well-informed, forceful support from Ministers to achieve anything at all. More definite language is needed, requiring authorities to identify a good-quality aspiration and work towards it.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The wider costs and benefits of the legislation seem to be modelled without use of the best evidence, from international comparisons. The idea that genuinely better facilities might increase accidents and their costs, or might fail to give a dramatic improvement in cycling rates and economic activity, appears incompatible with the Dutch and other continental experiences. In the Netherlands and elsewhere, very large increases in walking and cycling and absolute reductions in accidents have followed from better facilities; Dutch accident statistics have improved far more than the British.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

We note serious flaws which may condemn the entire effort to ineffectiveness. Authorities should be required not merely to "consider improvements", but to describe a good-quality aspiration and to work towards it.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

No.

--

Richard Keatinge

for Safe Streets Anglesey

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 23 YHA Cymru Wales


25/03/13
To the Enterprise and Business Committee

61,Chantal Avenue,
Penyfai
Bridgend
CF31 4NW


Dear Sir

I submit on behalf of YHA Cymru Wales a written response to your questions on the Active Travel Bill. Please can you confirm receipt.


Rowland Pittard
Vice President Wales




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Written evidence to Enterprise & Business Committee on Active Travel (Wales) Bill

Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

YHA supports the need for a bill to ensure that adequate resources are made available to maintain and develop the provision for walking and cycling. It is essential that provision for recreational walking and cycling is made throughout Wales to further encourage tourism and the development of the Welsh economy.

YHA is concerned about the lack of clarity between funding for footpaths and funding for cycle ways which at present come from different budgets in most local authorities. We are also concerned that when new roads and motorways are provided that they frequently do not provide for walkers and cyclists and in some cases have led to footpath closures. We can provide examples of road developments that have made no provision for walkers although they are the most direct links between communities and also to shops, railway stations and other facilities. We believe a duty to develop and maintain the provision for walking and cycling is important for Local Authorities in Wales.

The development and improvement of paths especially for walkers and their subsequent maintenance must not be deterred by a lack of funding. However we have also seen the development of token cycling routes including sections a few metres in extent with associated signage. This is a result of walking and cycling not being taken seriously by Local Authorities. This is a waste of public money and could have been better spent on footpath developments for people that have no choice but to walk. New routes must have a purpose and must provide continuity. We support strongly the need for recreational routes for health and well being and tourism opportunities as well as functional routes linking communities with transport facilities and town and village centres.

We firmly believe that all routes should be provided and maintained for walkers and cyclists. We note some cases the provision of more circuitous unlit routes for cyclists whereas more direct well lit routes could be provided adjacent to a public highway.

**What are your views on the key provisions in the Bill, namely –
the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

We support the requirement but there must be a robust method of consultation with potential users with regard to potential new routes. This will prevent the provision of unsuitable routes and blocking up of footpaths for road schemes. The decisions on the provision of new routes must not just rest with Local Authorities and Transport Consortia but must also involve local access fora. The preparing and publishing maps will play an important role in identifying what exists and also where there are gaps in the provision. There must be continuity across Local Authority boundaries.

Local authorities take into account the need to raise awareness of existing and new walking and cycling routes. This includes local inhabitants and potential visitors. Walking and cycling times as well as distances on signage will help encourage use of these paths as opposed to using a car.

the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

We consider that not only should local transport consortia be involved but other stakeholders should be actively consulted including Health and Well being, Tourism, disadvantaged groups and local communities to ensure that value for money schemes are provided. Not all people own or can afford to own a bicycle while others are unable for various reasons use a bicycle so in all cases priority should be given to developing footpaths especially for community use. It is important that all footpaths and bridleways are shown on the integrated network maps.

Integrated network maps should play a crucial role in informing future local and regional transport planning, highlighting key areas where improvements and additions to footpaths and cycle paths could lead to an increase in regular journeys and recreational walking.

The Bill requires local authorities to take into account 'the location, nature and condition' of a route (but not potential use) when determining the most appropriate route. YHA believes the criteria should be widened to create routes that are "continuous, direct, safe and comfortable for walking and cycling".

the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

Continuous improvement will be vital in ensuring that an increasing number of people living in Wales are able to benefit from safe walking and cycling routes. We are not clear as to the term 'continuously improve' which could only involve the improvement of existing route. We would like to see a progressive programme of route development especially in those areas where there is an identified need either for recreational purposes or functional use .This could be associated with new public transport developments such as new railway stations, new housing developments ,new retail and industrial developments. Additional funding could be provided as part of these new developments.

Where footpaths and cycle ways cross roads there should be adequate safety precautions in place. YHA has experienced difficulties with new road schemes at Brecon and Lledre Valley and had to close a hostel at Penmaenmawr when the new expressway was built. However there must not be a presumption against routes in upland areas including those used by mountain bikers. YHA has always supported the high level route Cambrian Way in Wales and would still like to see it developed as a unique route with a substantial benefit to the economy of Wales.

the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

Too many new roads have been or are being without facilities for pedestrians or cyclists although they form direct route and are often well lit. We support this requirement but also consider that there should be retrospective improvements to provide walking and cycling facilities in some of those cases where earlier road schemes do not have those facilities. We can provide examples of direct routes linking communities to railway stations and out of town retail parks which have no provision for walkers/ pedestrians.

YHA would like to see a re-appraisal of the WelTag system, which is biased towards road transport, and not to walking and cycling and also to rail and light rail transport. We cannot understand why road schemes with a low BCR are given priority over other transport schemes with a much higher BCR. WelTAG disadvantages schemes that promote physical activity including recreational walking

and cycling although improved health and well-being can be included as a benefit. The provision for tourism and its economic benefits should not be underestimated especially the all Wales Coastal path and associated link paths which are still to be developed.

Paths away from roads sometimes but not always attract more users than those placed directly next to the road, therefore when constructing new road schemes consideration should be given, where possible, to providing attractive safe and well lit but not circuitous routes away from traffic.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

YHA provided a response to the consultation on the White Paper but was not invited to the Conference in Cardiff at the Pierhead in June 2012. We consider that the selection procedure for the conference was not adequate and did not reflect the needs of younger people. It focused strongly on the cycling community and not on recreational walking which has considerable tourism benefits especially for young people and families and visitors to Wales.

We consider that the bill appears to be focussing on cycling and not walking whereas the latter is more important as it is the only means of travel for some people in areas lacking adequate public transport. We consider that the focus also appears to be on urban city regions and not on smaller towns and rural communities. Access to the nearest town and railway station for a community with no or sparse public transport must be more important than developing cycle ways in urban areas which have adequate public transport. We do not support the concept of a threshold of 2,000. A Youth Hostel with a resident population of one person could generate more walking and cycling requirements than a village of 2,000.

YHA is awaiting the publication of guidance to see what level of engagement with potential users including young people will be recommended.

To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

There is a need for a clearer aim and also a time scale for achieving the aim. We are concerned that the W.G.Walking and Cycling Strategy had a large number of aims but what was the end result? We understand that it is being further revised!

It is important that the new provisions should be located where there has been an established need and not on a like to have basis. Priority must be given to walking over cycling and the need of rural communities must not be ignored. The Smarter Choices programme has never been fully exploited .

The Bill also makes no provision for monitoring and analysing the interventions made in delivering the improved network and the integrated network map. The majority of routes delivered through Regional Transport Plans or the Safe Routes programme do not include scheme specific monitoring and as a result many local authorities in Wales have a lack of baseline data on walking and cycling. There must be more active measuring of use age of paths and cycle ways . It is likely that sections of

the Coastal Path could produce some of the highest use age statics thus highlighting the need for better link paths to the Coast

The Bill and accompanying documents make no reference to Compulsory Purchase Order (CPO) powers. We note the provision of a section of the Coastal Path on land owned by TATA steel at Port Talbot but this has not been opened because of the lack of a compulsory purchase order and an unwillingness by TATA to sign an agreement to dedicate the land. There is also the need to remove orders which forbid pedestrians from using certain sections of road where adequate footpaths could be provided on existing verges.

What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

The main barriers to delivering the key provisions outlined in the Bill will be availability of funding, the skill-set and capacity in local authority transport departments, including the willingness to move away from traditional highways engineering, and the use of WelTag to identify the costs and benefits of different transport projects. Local authority transport departments are largely staffed by experienced highways engineers with limited knowledge of best practice designs and desirability for providing facilities for walking and cycling and also for providing access to public transport. There are numerous locations in Wales where barriers have been erected forcing pedestrians to use more circuitous routes and not the direct route available.

What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The Welsh Government does not expect local authorities to spend any additional funds in the delivery of the Active Travel (Wales) Bill. However funding will be required to produce and update the maps and it is not clear how this will be achieved. This should not be taken from existing footpath rights of way budgets.

To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

We have not seen the guidance and consequently it is difficult to comment. There will be need for robust substantial guidance to ensure that implementation is consistent across Wales. It needs to be strong to be effective. It will have to take into account -What is a suitable route? How to prepare, consult on and publish the existing route map .How to prepare, consult on and publish the integrated network map, What will qualify as 'continuous improvement' How disabled, older persons and children users considered, How to take into account rural communities and their proximity essential facilities and links to public transport .

Are there any other comments you wish to make on the Bill that have not been covered in your response?

We note the need for 3 years for the production of the maps and anticipate that this will include consultation within the first year .This timescales raises the question of use of resources which become available in year one .

We see no reference to sustainable development in the Bill and question if this will be included in the Guidance.

The Bill also presents issues relating to the status of Rights of Way, where official clarification could be helpful. There must be no loss of status for public Rights of Way and all existing routes designated under the Cycle Tracks Act 1984 should become Rights of Way. There will be problems if Permissive Rights of Way are shown on the maps especially where these could be for a limited duration e.g. under European agricultural schemes. However some of these routes are owned by Network rail and give access to Railway stations and others are at harbours giving access to ferries. Clarification is needed.

We consider that cycle ways should always be available to walkers / pedestrians. The segregation on some roadside pavements is unworkable especially where pedestrians have to walk in single file to allow space for nonexistent cyclists. Evidence shows incidents of conflict on shared use paths are extremely low and the benefits of routes which allow families – including older people and those with disabilities – to undertake activities together are substantial. There should be a code of conduct for users of shared paths.

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Annex A – Consultation Response Form

Please send completed copies to:

Kathryn Thomas,
Deputy Committee Clerk,
Legislation Office,
National Assembly for Wales,
Cardiff Bay, CF99 1NA.

The consultation is running until the 5 April, and responses are accepted up until that date. Responses are welcome in electronic or hard-copy.

Consultation Response Form

Your name: **Franki Hackett**

Organisation (if applicable): **Brake, the road safety charity**

Email / telephone number: fhackett@brake.org.uk;
01484550063

Your address: **Brake, PO Box 548, Huddersfield, HD1 2XZ**

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

Yes

Increased levels of walking and cycling provide significant health, environmental, economic, and community benefits, but as the Welsh Government acknowledges, efforts under Wales' Walking and Cycling Action Plan have so far failed to achieve this¹. Brake agrees that the introduction of an Active Travel Bill could make a significant difference.

Road danger is a major barrier to active travel. For example, our own research suggests 35% of people could be convinced to commute by bike if roads were safer². Road danger creates a barrier not only to people choosing walking and cycling as a transport choice to get from A to B, but also to people, particularly children and families, simply being able to 'get out and about' and walk and cycle in their neighbourhood for leisure, exercise and social reasons. A 2012 Brake survey found many children are being prevented from walking and cycling due to parents' fears for their safety³. Conversely, studies have shown that where safety measures are

¹ As stated in the introduction to this consultation document

² Brake and Bolt Burdon Kemp survey of parents on cycling, 2012

³ Brake and Bolt Burdon Kemp survey of parents on cycling, 2012, and Brake and Churchill survey of parents on walking, 2012

implemented to offer greater protection and safe passage for people on foot and bike, it can lead to significant rises in walking and cycling^{4,5}.

The Walking and Cycling Action Plan contains some strong proposals for encouraging cycling and walking, for example prioritising walking and cycling in public transport investment decisions. However, because it is not a legislative instrument it can only encourage local authorities and other bodies to prioritise and implement active travel projects. To truly effect a cultural change in the way walking and cycling are viewed and adopted in Wales, Brake agrees it will be more effective for Welsh Ministers to compel authorities to engage with and prioritise active travel. The action plan is unlikely to achieve significant and speedy alterations to road and path engineering, decreases in traffic speeds, and provision of facilities throughout Wales as it lacks the teeth to ensure these kinds of improvements are made. Such alterations are necessary to make walking and cycling safe across the country and thus key to creating a modal shift toward active travel.

Introducing an Active Travel Bill could go a long way to addressing this lack of safe facilities and routes because it will require active efforts to improve facilities, and remove barriers to local authority action. At the same time, enshrining a commitment to active travel in statute will help to create the desired cultural shift in favour of walking and cycling by emphasising the government's commitment to making active travel easier, safer, and more enjoyable.

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

Brake welcomes the requirement for local authorities to prepare and publish these maps, with one reservation. The Bill does not contain any stipulation of what constitutes a ‘suitable’ route for pedestrians or cyclists. Brake is concerned that local authorities might class some unsafe routes as ‘suitable’, leading to people assuming they are safe, thereby encouraging cyclists or pedestrians onto routes where they may be in danger. To address this concern, Brake recommends the Bill ought to require route maps give as much information as possible about the characteristics of the routes they display so that people might make an educated judgement on whether the route is suitable for them. Brake suggests traffic-free or fully segregated cycle paths should be classed as safe routes, whereas on-road lanes should be given a lesser classification (e.g. marked route) to avoid misleading the public and clouding transparency around progress made. This is critical in creating trust among the public in the maps authorities create, and enthusiasm for the route development work they carry out.

⁴ Where widespread 20 limits have been introduced levels of walking and cycling increased by 20% [Citywide Rollout of 20mph speed limits](#), Bristol City Council Cabinet, 2012

⁵ Making the Case for Investment in the Walking Environment, University of the West of England and Living Streets, 2011

the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

Brake supports the requirement on local authorities to have regard to integrated network maps in the local transport planning process, but recommends the Welsh government extend this duty to all civic development, including housing, retail, workplaces and community facilities, and redevelopment of existing roads and facilities. If walking and cycling are to become the norm, then providing for safe walking and cycling needs to be a primary consideration in all development work that will create or influence people's need to travel.

- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**

Brake welcomes the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists, but has concerns there are no deadlines or targets for achieving such improvements. Brake's recommendations for how to strengthen the requirement in section seven are dealt with in the answer to question four, below.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

Brake welcomes the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads, with the caveat that the duty in its current form is not strong enough. Brake has concerns that local authorities are merely required to *consider* the needs of walkers and cyclists under the terms of the Bill, not to actually make provision for them wherever relevant. We recommend the Bill require local authorities to prioritise and cater to the needs of pedestrians and cyclists, particularly in relation to offering safe passage and making walking and cycling a more appealing option, when creating new roads. Brake's recommendations for improving section eight are dealt with in answer to question four, below.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

Partly.

The Welsh Government has dropped language stating that improvements to facilities and routes should only be undertaken should funding permit, in line with Brake's suggestion. Brake welcomes the Welsh Government's rejection of such limiting language, and the commitment in the Explanatory Memorandum to providing funding to local authorities for active travel projects. However, Brake suggests the Welsh government go further and legislate for a fund for active travel projects within the Active Travel Bill. This recommendation is discussed further in response to question 5.

Secondly, the Welsh Government has introduced regular three-yearly reviews of local authority plans, in line with Brake's suggestion that regular reviews of progress are necessary to ensure the aims of the Bill are achieved. However, currently the Bill does not state local authorities must have achieved any level of improvements within the three year periods, simply that they must draw up new maps every three years. Brake is concerned this

may limit the Welsh Ministers' ability to hold local authorities to account if they fail to deliver improvements in a timely manner.

The Bill discusses the definition of an 'active travel route' and guidelines for identifying which routes ought to be improved for active travel, in line with Brake's recommendations. However, the Welsh Assembly has left the task of defining what constitutes an active travel route to local authorities, meaning there is likely to be great variation in standards across Wales. Brake recommends the Welsh Government should put forward a definition (or definitions for varying levels/standards of route), making safety central to this. A universal definition or definitions should be possible since we have a good understanding of the measures that are important in protecting vulnerable road users. Similarly, the Explanatory Memorandum states:

“In approving [maps of current active travel routes and proposed improved routes], the Welsh Ministers are largely concerned about the form of the maps and they will not be assessing the appropriateness of the inclusion of individual routes.”

This leaves the inclusion or exclusion of routes entirely up to local authorities, and gives Welsh Ministers no opportunity to challenge authorities if their maps are inadequate or misleading. This is concerning from a safety point of view firstly because of the risk of local authorities describing unsafe routes as suitable for active travel leading to people unwittingly putting themselves in danger by walking or cycling on these routes after viewing the maps, and secondly because it could mean vital and reasonable improvements to routes that could be made significantly safer are omitted from local authority plans.

Finally, the provisions of the Bill take no account of Brake's contention that active travel routes are not enough to encourage active travel, but that communities fit for active travel are also of central importance. As stated in our previous consultation response, while Brake agrees that creating a safe active travel network is vital, Brake is concerned about the lack of mention of the need to also create safe communities in the proposals. A good active travel strategy should also include making whole communities safe enough for people to get out and about on foot or bike in their local area for recreational purposes, as well as for making journeys.

Particularly in areas that are densely populated and/or have a lot of people moving about (or the propensity for such), the movement and safety of pedestrians and cyclists should be prioritised across whole areas where people live, work and spend recreational time, so they can move relatively freely without being endangered. If only a safe route network is created, even if this is made much more comprehensive, inevitably most people will still need to travel part of their journey on routes not covered by this network, because they don't live/work/play exactly on a safe route. Brake believes making whole communities safer for walking and cycling is critical in achieving the cultural shift the Welsh Assembly is looking for, because this is key to bringing about modal shift on short, local journeys, and in making families and children feel able to walk and cycle as a natural, every day activity. For example, whole towns, villages and cities can be made safer for pedestrians and cyclists by successful implementation of town/village/city-wide 20mph limits⁶. Brake very much welcomed the Welsh government's move to encourage more 20mph limits across Wales,

⁶ 20mph speed reduction initiative, Scottish Executive Central Research Unit , 2001; 20mph Speed Limit Pilots Evaluation Report, Warrington Borough Council, 2010

and urges the Assembly to seize this opportunity to take the next step. Brake recommends the Assembly creates duties on local authorities to invest in safer walking and cycling across whole towns, villages and cities as well as along routes connecting communities and homes with workplaces and facilities, including through creating more 20mph limits.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

Brake is concerned that sections seven and eight of the Active Travel Bill are not strong enough to truly deliver the active travel revolution the Welsh Government clearly seeks. Brake highlights that section seven includes no function for providing deadlines to local authorities on achieving improvements to active travel networks in a timely manner. Indeed the Bill has dropped the requirement listed in the original consultation for local authorities to develop a prioritised list of projects against which works could be measured. Brake has concerns over how local authorities will prioritise works, and how they are to be held accountable for achieving progress in building safe active travel routes and facilities. Brake recommends the Bill be amended to require local authorities to set and meet targets at their three yearly map reviews. These reviews are an excellent opportunity for local authorities to set timescales and targets for delivering work and to be measured against previous such targets. This would provide clarity for the general public on what should be achieved when, and ensure benchmarks are in place against which to assess progress.

In addition, Brake is concerned the language of the Bill is too weak, leaving local authorities with too much discretion to avoid creating or improving facilities. Section eight of the Bill states that local authorities should 'have regard to the desirability of enhancing facilities'. Brake contends that this vague language could lead to local authorities not providing vital active travel facilities, and claiming to have discharged their duty by going through the motions of considering enhanced facilities.

Brake endorses the creation of a duty to include provision of walking and cycling facilities in the creation of *all* relevant new road schemes, as outlined in the initial proposals. But as stated in our response to those proposals, Brake recommends this duty should be extended to include all civic development, including housing, retail, workplaces and community facilities, and redevelopment of existing roads and facilities. If walking and cycling are to become the norm, then providing for safe walking and cycling needs to be a primary consideration in all development work that will create or influence people's need to travel.

Further, the key provisions in the Bill will not, in Brake's opinion, achieve the stated aim of making walking and cycling the 'norm' for short journeys in Wales because they do not address the safety and pleasantness of active travel within and across communities. Making cycling and walking the automatic choice for shorter journeys, as the Welsh Assembly intends, requires that people feel familiar and comfortable with walking and cycling in their immediate local area. As discussed above, in response to question 3, making communities as a whole welcoming for walkers and cyclists, rather than simply providing safe routes from A to B, will encourage people to get more active in their leisure time⁷. By helping people to feel more confident and comfortable walking and cycling in their immediate local area for leisure and very short journeys, people (including children) are more able to build up the

⁷ Pucher, J. and Buehler, R., 'Making Cycling Irresistible: Lessons from the Netherlands, Denmark, and Germany.' *Transport Reviews*, 2008.

fitness, skills and confidence necessary to undertake other journeys like commuting on foot or by bike⁸.

Finally, if Welsh children are to be brought up with walking and cycling as the normal way to take short journeys, they need to be able to walk and cycle for school and leisure purposes, to get used to those activities safely⁹. Children are safer where traffic is 20mph or slower, or where they can travel and play away from traffic entirely, i.e. on segregated routes. Children are not often allowed to choose how they travel to school, but if they are provided with safe routes, they are more likely to be allowed to travel actively and play outside¹⁰, making them more likely to stay fit and healthy, and more likely to choose active travel for their shorter journeys when they are older¹¹. Thus Brake recommends introducing 20mph limits and segregated routes in communities to allow children to practice and get used to active travel.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

Brake has identified two likely barriers to the implementation of the key provisions. The first is cost and resourcing: the Bill does not fully address the need for extra funding for local authorities to provide, maintain, or alter facilities for active travel. A commitment to providing funding as contained in the Explanatory Memorandum cannot ensure funding for projects over the long-term in the way that a ring-fenced statutory fund could. Brake is concerned that a future government, less supportive of active travel, might cut off any extra funding to local authorities for active travel, leading to a lack of sustained investment. The Explanatory Memorandum states:

“Under the current system there is a lack of sustained investment in pedestrian and cycling routes. Dedicated pedestrian and cycling or active travel officers are not always employed in each local authority and in many cases the teams that do exist are reducing in numbers. Many local authorities are using project based funding from the Regional Transport Consortia, Lottery funding, regeneration schemes and so on to carry out work. This leads to a project-based approach, rather than a strategy-led approach. This makes it more difficult for local authorities to take a longer term view of what will be needed and when it will be needed by in order to create integrated routes. It means that schemes are often prioritised on the basis of what is easiest to deliver, rather than what would be most useful to deliver”

The Bill as it currently stands does not address this acknowledged deficit. As there are no provisions for targets or sanctions in the Bill, Brake is concerned that this potential lack of available funding in the future may discourage local authorities from implementing active travel programmes, without giving the Welsh Ministers any recourse to address failure to comply.

⁸ Zlot, A. and Schmid, T, ‘Relationships Among Community Characteristics and Walking and Bicycling for Transportation or Recreation’ *American Journal of Health Promotion*, 2005.

⁹ Understanding Walking and Cycling, Lancaster University, 2011.

¹⁰ Brake and Bolt Burdon Kemp survey of parents on cycling, 2012, and Brake and Churchill survey of parents on walking, 2012

¹¹ Timperio, A., Crawford, D., et al. ‘Perceptions about the local neighbourhood and walking and cycling among children’. *Preventative Medicine*, 2004.

Secondly Brake has concerns that the Bill does not address the potential barrier to implementation posed by restricting guidance, red-tape or regulation. Many local authorities already regard active travel as a key issue, and wish to do more to enable active travel, but face barriers in implementing schemes to make walking and cycling safer. To help overcome these barriers, it is necessary that guidelines and duties on local authorities are clear, simple, and don't introduce unnecessarily burdensome processes and red-tape. In our experience of working with campaigning communities, local authorities will sometimes not implement road safety initiatives because guidance on implementation can be restrictive, discouraging or impose criteria that are difficult to meet, or demand an unaffordable response to a problem.

The Welsh Assembly needs to ensure that the guidance accompanying the legislation will provide clear, practical, direction and leadership to local authorities, which remove rather than create barriers to the implementation of safe walking and cycling measures.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

Part 2 of the Explanatory Memorandum is comprehensive in its discussion of the possible costs and benefits of introducing the Active Travel Bill. Brake supports the recognition of the significant economic benefits of improving road safety and enabling increased walking and cycling.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

Brake argues that the Active Travel Bill in its current form does not achieve an appropriate level of detail: too much detail has been left for inclusion in the guidance. Brake is concerned that a future government, not so committed to active travel as the current Welsh leadership, could derail progress towards active travel as the norm by altering or 'watering down' the guidance.

The Explanatory Memorandum states one reason for passing primary legislation on active travel is to ensure long-term continuous investment in active travel facilities and routes, to ensure the desired cultural shift in favour of walking and cycling is achieved. With the Bill in its current form, without statutory quality standards for the guidelines, a future government could make the Bill ineffective simply by revising the guidance.

As mentioned in the response to question three, we know what works in terms of encouraging active travel and making roads safer for walking and cycling. In order to prevent such 'watering down' by future governments, reference to this knowledge should be included in the Bill through specification of measures local authorities need to implement or develop. In this way high-quality guidelines can be ensured.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

Brake is concerned at the Welsh Government's use of the term 'accident' to describe road crashes or collisions. Road crashes are not accidents; they are devastating and preventable events, not chance mishaps. Calling them accidents undermines work to make roads safer, and can cause insult to families whose lives have been torn apart by needless casualties. It has been widely recognised across the road safety sector that the term 'accident' is unhelpful and insensitive, leading to many services favouring the terms 'crash', 'casualty', 'incident' or 'collision' instead. Brake would encourage the Welsh Assembly to make a commitment to not use the word accident in relation to road crashes and casualties in any documents it produces or communications it issues.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 25 – David M. Hýtch

Consultation on Active Travel (Wales) Bill

March 2013

David M. Hýtch (age 68)

In the past I have cycled (chiefly in the 1960s) through most of England and parts of Scotland. Over many decades I have walked in all of the National Parks and many of the AONBs as well as local footpaths. During my 30 year career as a teacher I took many groups walking and cycling.

As my physical abilities decline, I take an active part at a strategic level, as a member of Flintshire Local Access Forum, a member of the Coastal Access Steering Group (tasked with overseeing the development of the All Wales Coastal Path through Flintshire), a Sustrans Ranger, and a member of the Joint Advisory Committee of the local AONB (Clwydian Range & Dee Valley).

I am grateful for the opportunity to welcome, and in small measure to contribute to, this consultation.

It is obvious that the nation's travel (and recreational) habits have altered considerably over my lifetime, and that increasing reliance on the car, not only as the preferred but also as the default option, has brought in its wake many undesirable effects, in terms of pollution, use of energy, and healthy lifestyles. Issues of safety and time have precipitated the school run as the preferred means of travel to school for a high proportion of youngsters. The proposed Bill is a welcome initiative to seek to address this. Placing obligations on local authorities will hopefully mean a move in (what I would see as) a positive direction; but it will be a (much more difficult) matter of changing mindsets as well.

Questions

1. Yes – I note 'enabling' – clearly there cannot be compulsion, but facilitation. The *sine qua non* is to provide a usable network, safe not just for committed cyclists/walkers, but for the many who would not consider walking or cycling purely on safety grounds. The Welsh Government should use the levers at its disposal to try to effect behaviour change.

2. Placing obligations on local authorities will certainly have the effect of raising the profile of the issue. A plethora of priorities and a lack of funding mean that non-statutory aspirations remain a largely unfulfilled wish list, even where there is a will. Flintshire's default position is always to favour the motorist (and, to be fair, the majority of constituents would no doubt take the same view). Crossings and refuges on cycle/walkways are only considered if they do not impede motorists. Indeed a recently installed crossing (over the A494 just below County Hall, linking a short section of cycleway) has been removed after residents' protest, as a hazard to cars. Most recently, the unprecedented snowfall has seen the roads cleared fairly efficiently, but not the pavements, meaning that pedestrians currently have to walk along the highway. Cycleways are already built into road improvements: the problem is that they don't go anywhere e.g. the recently built A55 exit at Broughton (A5104) has a cycleway round the double roundabout, but it leads nowhere in any direction. A patchwork approach, based on the 'easy wins' principle, characterises Flintshire's approach to cycleway development, partly in view of legal/landowner issues, but principally through shortage of funding. Some sections have been, and are being, created in conjunction with the

(funded) development of the All Wales Coastal Path, as part of an overall plan to align National Cycle Network Route 5 along the Dee estuary (its current route over Halkyn Mountain is too challenging and dangerous for all but the fittest and most committed) but they are (except for the excellent Talacre – Gronant section) isolated: a cycleway is only useful if it leads from A to B, as the section from Connah’s Quay to Chester does, with access to the Deeside Industrial Park and, currently, to the Wirral – excellent developments.

3. Not sure.

4. By definition a Bill means legal (enforceable) powers, and placing obligations on local authorities is the best way to achieve this. More needs to be done to change the mindset, however: this could include a campaign to encourage walking and cycling, as well as further measures to make it safer to do so, such as 20 m.p.h. limits in residential areas and around schools, and (urgent) control measures to restrict access by parental cars to school entrances.

5. Inevitably, funding is a major stumbling block, as is the issue of land ownership – perhaps compulsory purchase could be used more extensively, as it is for highways (in a very different cost envelope, of course). Establishing some key principles – the obvious one would be to seek to redevelop disused railways, which are flat and off-road, and extensive across Wales – would be a big help. Implementing environmentally friendly policies has been a bugbear for successive governments, and will require considerable political skill: everyone wants to be green until it becomes inconvenient – witness the fuel protests (shamefully originating here) that beset the Labour UK government early in its tenure.

6. Clearly lack of funding is a major obstacle. Worse, the cost will initially be devoted to essentially bureaucratic matters (mapping) as opposed to changes on the ground. What is needed to change the mindset is practical manifestation of usable routes: if they are seen to be useable and useful, people will take advantage of them. This is easy where there are established norms (cf. Cambridge); there need to be well-designed and well-publicised routes that are useful for commuting to work/school – leisure routes, however desirable (and they are) will never compete in terms of volume of use. There are potential savings in the bigger picture – fuel, health care – but not directly offsetting costs.

7. Not sure.

8. The key issue will be managing behavioural change. The Bill should serve to kickstart the process, but the slow pace of developments on the ground – developments along NCN5 west of Conwy are extremely welcome, but have taken many years to achieve – means that behavioural change lags far behind.

David M. Hÿtch

March 2013

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 26 - Railfuture

61, Chantal Avenue,
Penyfai,
Bridgend
CF31 4NW

30/02/13

Dear Sir,

Written evidence to Enterprise and Business Committee on Active Travel (Wales) Bill

I submit on behalf of Railfuture a submission to the Enterprise and Business Committee on Active Travel (Wales) Bill.

Yours faithfully,

Rowland Pittard
Secretary
Railfuture Cymru /Wales

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General Comments

Railfuture campaigns to improve the standard of rail services including quality, availability, reliability standards of information, improved ticketing, station facilities etc and also links with other forms of transport including air bus coach and ferry. It is important that there is ease of access for all to railway stations and bus stations including walking and cycling routes. Full integration of all forms of transport in Wales including walking and cycling is required to reduce the amount of travel by car and produce a healthier life style and achieve economic benefits. We support footpaths that link communities to railway stations with excellent examples at Newbridge and Llanharan . The need to provide for recreational travel and its consequential benefits must not be underestimated.

1 Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

Railfuture supports the need for a bill to ensure that adequate resources are made available to maintain and develop the provision for walking and cycling to provide access to railway stations, bus stations and other public transport hubs. It is also essential that provision for recreational walking and cycling is made throughout Wales to further encourage sustainable tourism and the development of the Welsh economy.

Railfuture is concerned about the lack of clarity between funding for footpaths and funding for cycle ways which at present come from different budgets in most local authorities. We are also concerned that that when new roads and motorways are provided that they frequently do not provide for walkers and cyclists and in some cases have lead to footpath closures. They have also created more

difficult access to railway stations as at Newport, Colwyn Bay and Welshpool where dual carriageway roads have been built adjacent to the station. We can also provide examples of road developments that have made no provision for walkers although they are the most direct links between communities and railway stations and to other facilities. The direct path to Pont Y pant station in the Lledre Valley has a foot bridge missing. We believe a duty to develop and maintain the provision for walking and cycling is important for Local Authorities in Wales.

The development and improvement of paths especially for walkers and their subsequent maintenance must not be deterred by a lack of funding. However we have also seen the development of token cycling routes including sections a few metres in extent with associated signage. This is a result of walking and cycling as a means of accessing public transport or as forming a part of integrated transport in a region is not being taken seriously by Local Authorities. This is a waste of public money and could have been better spent on footpath developments for people that have no choice but to walk to the nearest railway station or bus stop. New routes must have a purpose and must provide continuity. We support strongly the need for recreational routes for health and well being and tourism opportunities as well as functional routes linking communities with transport facilities and town and village centres.

We firmly believe that all routes should be provided and maintained for walkers and cyclists. We note some cases the provision of more circuitous unlit routes for cyclists whereas more direct well lit routes could be provided adjacent to a public highway for the safety and convenience of walkers . It is essential that safe convenient route are required for commuters and others to access railway stations , bus stations and bus stops.

**2 What are your views on the key provisions in the Bill, namely –
the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

We support the requirement but there must be a robust method of consultation with potential users especially public transport users with regard to potential new routes. This will prevent the provision of unsuitable routes and blocking up of footpaths which have a purpose for accessing public transport for road schemes that are only available for car owners and not for the young and older people who have no access to a car. The decisions on the provision of new routes must not just rest with Local Authorities and Transport Consortia but must also involve local access fora. The preparing and publishing maps will play an important role in identifying what exists and also where there are gaps in the provision. There must be continuity across Local Authority boundaries.

Local authorities take into account the need to raise awareness of existing and new walking and cycling routes especially those which provide access to public transport. This includes local inhabitants and potential visitors

the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

We consider it essential that local transport consortia should be involved but other stakeholders should be actively consulted including Health and Well being, Tourism, disadvantaged groups and local communities to ensure that value for money schemes are provided. Not all people own or can afford to own a bicycle while others are unable for various reasons use a bicycle so in all cases

priority should be given to developing footpaths especially for community use and providing access to public transport. It is important that all footpaths and bridleways are shown on the integrated network maps.

Integrated network maps should play a crucial role in informing future local and regional transport planning, highlighting key areas where improvements and additions to footpaths and cycle paths could lead to an increase in regular journeys and recreational walking. We consider that these maps should show railway and bus stations and bus stops.

The Bill requires local authorities to take into account ‘the location, nature and condition’ of a route (but not potential use) when determining the most appropriate route. Railfuture believes the criteria should be widened to create routes that are “continuous, direct, safe and comfortable for walking and cycling”.

the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

Continuous improvement will be vital in ensuring that an increasing number of people living in Wales are able to benefit from safe walking and cycling routes and improved access to public transport. We are not clear as to the term ‘continuously improve’ which could only involve the improvement of existing route. We would like to see a progressive programme of route development especially in those areas where there is an identified need either for recreational purposes or functional use .This could be associated with new public transport developments such as new railway stations, new housing developments, new retail and industrial developments. Additional funding could be provided as part of these new developments.

the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

Too many new roads have been or are being without facilities for pedestrians or cyclists although they form direct route and are often well lit. We support this requirement but also consider that there should be retrospective improvements to provide walking and cycling facilities in some of those cases where earlier road schemes do not have those facilities. We can provide examples of direct routes linking communities to railway stations and out of town retail parks which have no provision for walkers/ pedestrians.

Railfuture would like to see a re-appraisal of the WelTag system, which is biased towards road transport and not to rail including light rail transport and also to walking and cycling. We cannot understand why road schemes with a low BCR are given priority over other transport schemes with a much higher BCR. WelTAG disadvantages schemes that promote integrated transport and provide for physical activity including recreational walking and cycling and improved health and well-being can be included as a benefit. The provision for tourism and its economic benefits should not be underestimated especially the all Wales Coastal path and associated link paths which are still to be developed. There are good rail links to many parts of the Coastal Path with over 20 stations in Wales adjacent to the path.

Paths away from roads sometimes but not always attract more users than those placed directly next to the road, therefore when constructing new road schemes consideration should be given, where possible, to providing attractive safe and well lit but not circuitous routes away from traffic.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

Railfuture, although a member of Sustainable Transport Wales provided a response to the consultation on the White Paper but was not invited to the Conference in Cardiff at the Pierhead in June 2012. We consider that the selection procedure for the conference was not adequate and did not reflect the needs of rail users. It focused strongly on the cycling community and not on recreational walking and associated public transport links which have considerable tourism benefits.

We consider that the bill appears to be focussing on cycling and not walking whereas the latter is more important as it is the only means of travel for some people in areas lacking adequate public transport. We consider that the focus also appears to be on urban city regions and not on smaller towns and rural communities. Access to the nearest town and railway station for a community with no or sparse public transport must be more important than developing cycle ways in urban areas which have adequate public transport. We do not support the concept of a threshold of 2,000. A tourist attraction or out of town shopping/ entertainment centre or a single hotel with a resident population of one person could generate more walking and cycling requirements than a village of 2,000.

Railfuture is awaiting the publication of guidance to see what level of engagement will be recommended with potential rail users and bus travellers.

4 To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

There is a need for a clearer aim and also a time scale for achieving the aim. We are concerned that the W.G.Walking and Cycling Strategy had a large number of aims but what was the end result? We understand that it is being further revised!

It is important that the new provisions should be located where there has been an established need and not on a like to have basis. Priority must be given to walking over cycling and the need of rural communities must not be ignored. The Smarter Choices programme has never been fully exploited.

The Bill also makes no provision for monitoring and analysing the interventions made in delivering the improved network and the integrated network map. The majority of routes delivered through Regional Transport Plans or the Safe Routes programme do not include scheme specific monitoring and as a result many local authorities in Wales have a lack of baseline data on walking and cycling. There is a need to quantify how people access rail and bus stations that is equally important. There must be more active measuring of use age of paths and cycle ways. It is likely that sections of the Coastal Path could produce some of the highest use age statics thus highlighting the need for better link paths to the Coast

The Bill and accompanying documents make no reference to Compulsory Purchase Order (CPO) powers. We note the provision of a section of the Coastal Path on land owned by TATA steel at Port Talbot but this has not been opened because of the lack of a compulsory purchase order and an unwillingness by TATA to sign an agreement to dedicate the land. There is also the need to remove orders which forbid pedestrians from using certain sections of road where adequate footpaths could be provided on existing verges.

5 What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

The main barriers to delivering the key provisions outlined in the Bill will be availability of funding, the skill-set and capacity in local authority transport departments, including the willingness to move away from traditional highways engineering, and the use of WelTag to identify the costs and benefits of different transport projects. Local authority transport departments are largely staffed by experienced highways engineers with limited knowledge of best practice designs and desirability for providing facilities for walking and cycling and also for providing access to public transport. There are numerous locations in Wales where barriers have been erected forcing pedestrians to use more circuitous routes and not the direct route available.

6 What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The Welsh Government does not expect local authorities to spend any additional funds in the delivery of the Active Travel (Wales) Bill. However funding will be required to produce and update the maps and it is not clear how this will be achieved. This should not be taken from existing footpath rights of way budgets. There could be a shift of funding from rural areas to the larger conurbations in Wales thus disadvantaging communities which already have poor transport links. There could be less funding to improve links to public transport hubs if funding is directed at direct high speed cycle routes to town centres. There has been no direct study into the use of provision of cycle storage facilities at stations and the carriage of cycles on trains. We note that some stations have cycle facilities that have never been used while others such as Cardiff Central have good cycle facilities that are well used. There is only limited cycle accommodation on trains and none of buses and the use of the accommodation on trains can conflict with the needs of other passengers including disabled elderly and parents with young children in buggies and push chairs.

7 To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

Railfuture has not seen the guidance and consequently it is difficult to comment. There will be need for robust substantial guidance to ensure that implementation is consistent across Wales. It needs to be strong to be effective. It will have to take into account -What is a suitable route? How to prepare, consult on and publish the existing route map .How to prepare, consult on and publish the integrated network map, What will qualify as 'continuous improvement' How disabled, older persons and children users considered, How to take into account rural communities and their proximity essential facilities and links to public transport .

8 Are there any other comments you wish to make on the Bill that have not been covered in your response?

We note the need for 3 years for the production of the maps and anticipate that this will include consultation within the first year .This timescales raises the question of use of resources which become available in year one .

We see no reference to sustainable development including sustainable transport in the Bill and question if this will be included in the Guidance.

The Bill also presents issues relating to the status of Rights of Way, where official clarification could be helpful. There must be no loss of status for public Rights of Way and all existing routes designated under the Cycle Tracks Act 1984 should become Rights of Way. There will be problems if

Permissive Rights of Way are shown on the maps especially where these could be for a limited duration e.g. under European agricultural schemes. However some of these routes are owned by Network rail and give access to Railway stations and others are at harbours giving access to ferries. Clarification is needed.

We are concerned that there are moves by Network Rail to reduce the number of road and footpath crossings of the rail network which could disadvantage and reduce access to railway stations.

We consider that cycle ways should always be available to walkers / pedestrians. The segregation on some roadside pavements is unworkable especially where pedestrians have to walk in single file to allow space for nonexistent cyclists. Evidence shows incidents of conflict on shared use paths are extremely low and the benefits of routes which allow families – including older people and those with disabilities – to undertake activities together are substantial. There should be a code of conduct for users of shared paths.

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Wheelrights
the Swansea Bay cycle
campaign group



Enterprise and Business Committee,
National Assembly for Wales
Cardiff CF99 1NA

2 April 2013

To whom it may concern

Comments on the Active Travel (Wales) Bill

The comments below reply to the questions in Nick Ramsay's 22 February letter. They represent Wheelrights position and, as I am a CTC Right to Ride representative for the Swansea area, are intended also to represent the CTC's. (I must however take responsibility should they fail to do so.)

In essence while welcoming the intentions of the Bill we are concerned that it does not adequately reflect the White Paper which we strongly supported. We recommend significant changes to both the Bill and the Explanatory Memorandum.

Yours faithfully

A handwritten signature in black ink that reads "D Naylor". The signature is written in a cursive, slightly slanted style.

David Naylor (Wheelrights secretary)

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Active Travel (Wales) Bill

The following comments respond to the questions posed in Annexe 1 of Mr Ramsay's 22 Feb. 2013 letter, and are numbered accordingly. The headings in *italics* are the questions abbreviated. "LA" means "Local Authority". "Sections" refer to sections in the Bill. Two examples which illustrate the types of problem an Active Travel Bill should address are included in an appendix.

1. *Is the Bill necessary?*

Yes. It is needed to counter the current bias in favour of motorised transport and to enable the long sought after modal shift from car to bicycle and foot.

2. *What are your views on the key provisions?*

On the requirement that:

(a) *LAs provide maps.* (Sections 3-5)

We support the requirement to prepare two separate sets of maps showing respectively existing Active Travel routes and related facilities, and Integrated network maps.

While it is clear that the maps must identify routes and rights of way clearer guidance is needed on how much detail should be included, particularly on the Integrated network maps. eg clarification of the terms in the Bill 4(2)(b): "related guidance", in 4(3)(c&d) "the matters shown to be on it" and "its form". This could be provided in the Explanatory Notes.

(b) *LAs consider integrated maps in transport plans.* (Section 6)

Indeed they should.

(c) *LAs to continuously improve routes and facilities.* (Sections 7)

Indeed they should.

(d) *Highway authorities to consider pedestrians and cyclists in new work.* (Section 8)

Indeed they should. This is particularly important as retrofitting is invariably more expensive and in some situations not possible.

3. *Has the Bill taken account of your consultation on the White Paper?*

Partly, but the Bill fails to incorporate various measures in the White Paper which we thought appropriate. Links to the White Paper itself and our consultation are provided in the section "Welsh Government Active Travel Bill: consultation" on Wheelrights website. The link is: <http://www.wheelrights.org.uk/campaigns.htm>. The extent to which the Bill incorporates or fails to incorporate our recommendations is as follows. The relevant sections in Wheelrights consultation document are shown in []. The following abbreviations are used: WR for Wheelrights; w&c for walking and cycling; EM for Explanatory Memorandum.

Measures recommended by WR and at least mentioned in the Bill.

WR drew attention to the need to provide for non-motorised traffic in the design of new roads [1] and are pleased to see this incorporated. (In the Bill: sections 1d and 8, and EM: para. 56.)

WR also mentioned the need for maintenance. [1] This is not explicit in the Bill. It is mentioned in the EM, para. 101, but there is nothing about how it would be paid for.

WR drew attention to the need to re-designate some walking routes as suitable for cyclists. [4] This is mentioned in Section 8 but a stronger statement is needed. (See Appendix, Ex. 1.)

Measures recommended by WR and not incorporated in the Bill.

WR noted that a distinction was needed between the provision for w&c. eg maps for walkers are not needed in built up areas where footways are provided whereas they are for cyclists. [1] This has not been included.

WR insist that strict quality criteria be applied to the infrastructure. [1] This is missing from the Bill. A requirement that routes should be constructed in accordance with best practice and a mention of specific standards such as LTN2/08 and *Manual for Streets* is needed. [5] The mention in EM para. 20 of the lack of clear standards is not enough. (See Appendix, Ex. 2.)

Furthermore the reference to a design *hierarchy* (in which pedestrians come first and cars last) [5] which appeared in the White Paper is not mentioned in the Bill.

The need for cycle training such as offered by the Bikeability scheme [1] is not covered.

Nor is the need for the training of highway engineers to which WR also drew attention. [2]

4. To what extent are the key provisions appropriate?

The arrangements for the maps are appropriate. What is lacking is clear guidance both on what the maps should show (See 2a above.) and standards for the Active Travel infrastructure. (3 above.)

5. What are the barriers to implementation?

The barriers to cycling, namely the perception that it is dangerous to cycle on roads, lack of facilities at the work place and lack of a cycling culture, are covered in para.s 16, 17 & 43 in the Explanatory Memo. However the key to overcoming these barriers is the funding to build the necessary infrastructure. Lack of this is the main barrier to implementation.

6. What are your views on the financing? (Re. Part 2 of the Explanatory Memo.)

That the Welsh Government needs to give Local Authorities assurances that the necessary funding will be made available. The Explanatory Memo. provides a lot of information on what the various measures will cost, but it is not clear either in the Bill itself or in the Explanatory Memo. how LAs will be funded. The “expectation” in para 96 that a proportion of ... [the existing £14.3 million] will be focussed on ... integrated networks.” is not enough. The White Paper indicated that if proposals met Active Travel criteria funding would be provided. A similar assurance is needed in the Bill.

7. Is the balance between the detail in the Bill and guidance from Ministers correct?

We are not in a position to comment.

8. Other comments

The proposed Bill and associated Explanatory Memo. do not adequately reflect the White Paper they are meant to implement. A number of important points in the White Paper are not included in the Bill.

For a start it lacks the clear statement of the intentions of the legislation contained in the White Paper. Compare the *Overview* in the two documents: that in the White Paper clearly states what is required; that in the Bill, other than requiring the maps to be provided, ends with the weak requirement that LA’s “... have regard to the desirability of enhancing the provision made for walking and cycling “. In fairness the statement of aims in para.s 1 & 14 of the Explanatory Memo. is appropriate. This should however appear in the Bill.

While the plans for the maps seem appropriate the Bill fails to mention or put adequate emphasis on a number of important points as detailed above. The key points are as follows:

Training. This is needed for both highway design engineers and cyclists. (2, 3 above)

Standards. Criteria for providing quality infrastructure are essential. (2, 3, 4 above)

Hierarchy. This should be spelt out, if not in the Bill then in the Explanatory Memo. (3 above)

Funding. Criteria for obtaining this need to be spelt out. (6 above)

The Explanatory Memo. is too long. Drastic application of *Occam’s Razor* is needed. It could be cut from the current 47 pages to probably about a dozen without loss of content *and* include our recommendations. Such a shortening would focus attention on the more important parts, in particular the statement of aims (Para. 14), the assessment of the options in Section 7 (Para. 44-56) which led to the selection of option 2d, and the costings in Section 8 (Para. 57-157).

In conclusion: we are recommending significant redrafting of both the Bill and the Explanatory Memorandum.

Prepared by David Naylor (Wheelrights Secretary)

www.wheelrights.org.uk

APPENDIX

Cases which would have benefited from an Active Travel Bill

Example 1.

A path which on which cycling should be allowed

This footpath provides a key link for walkers and cyclists between south and mid Gower. It is 2km in length and is occasionally used by access vehicles. The northerly 200m, shown in the photo, is privately owned and 'no cycling' signs are posted at either end of this stretch. There is no good reason why cycling should not be allowed on it. The cyclists in the picture are technically breaking the law as footpath legislation does not even allow a bike to be pushed unless the land owner gives permission. This is a good example of the need for a change in the law.



Example 2.

Dangerous junctions

This is where the National Cycle Route 4 crosses the Amazon Roundabout, the large roundabout on the A483 four miles east of Swansea.

The first picture is looking east and the arrow shows the first crossing (travelling from Swansea) of the five slip roads which the route crosses. Because of the large radius of curvature of this slip road traffic exiting the roundabout is often travelling fast. An eastbound cyclist seeking to cross it, even if dismounting, has to crane their neck to see approaching traffic, and even then because of the restricted visibility due to the railings and the speed of the traffic has difficulty in crossing safely.

The other picture, also looking east, is immediately east of the roundabout and shows the equally dangerous crossing of the access road to this petrol station. Traffic sweeps into it at speed, again requiring an eastbound cyclist to look out of the back of their head to make a safe crossing.





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Kathryn Thomas
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5 April 2013

Dear Kathryn,

Re: Consultation on the Active Travel (Wales) Bill

The Royal College of Physicians (Wales) plays a leading role in the delivery of high quality patient care by setting standards of medical practice and promoting clinical excellence. We provide physicians in Wales and across the world with education, training and support throughout their careers. As an independent body representing more than 28,000 fellows and members worldwide, including 1,000 in Wales, we advise and work with government, the public, patients and other professions to improve health and healthcare.

Mae Coleg Brenhinol y Meddygon (Cymru) yn arwain y ffordd o ran darparu gofal o ansawdd uchel i gleifion drwy osod safonau ar gyfer arferion meddygol a hybu rhagoriaeth glinigol. Rydym yn darparu addysg, hyfforddiant a chefnogaeth i feddygon yng Nghymru a ledled y byd drwy gydol eu gyrfa. Fel corff annibynnol sy'n cynrychioli mwy na 28,000 o gymrodorion ac aelodau ym mhedwar ban byd, gan gynnwys 1,000 yng Nghymru, rydym yn cynghori ac yn gweithio gyda'r llywodraeth, y cyhoedd, cleifion, a gweithwyr proffesiynol eraill i wella iechyd a gofal iechyd.

Overview

The Royal College of Physicians welcomes this Bill and fully supports its aim of enabling more people to walk and cycle. However, to ensure the success of this Bill, we would urge the Welsh Government to ensure that this Bill has a key role to play in a wider approach to reducing and preventing health inequality in Wales. In addition, we recommend that the Welsh Government include measurable targets and a range of softer incentives to reinforce and encourage a long term culture shift in attitudes towards active travel.

Our response

Our response is informed by our fellows and members in Wales. We have also worked with the RCP Committee on Sport and Exercise Medicine on this response.



The need for an Active Travel Bill

In our recent report, [Action on Obesity](#), the RCP found that obesity in the UK has increased so rapidly and is now so prevalent in the UK that it is often described as ‘epidemic’. Indeed, the UK has one of the highest incidences of severe obesity in the world.ⁱ We know that here in Wales, obesity costs the Welsh NHS £73m a year. Rates of obesity in Wales are continuing to rise, with over half of adults classed as overweight or obese, and around a fifth as obese.ⁱⁱ

A lack of physical activity is one of the four major lifestyle risk factors, alongside smoking, alcohol and nutrition. Only 6% of people in Wales follow health advice on these areas.ⁱⁱⁱ We know that physical inactivity is a risk factor, not only for cardiovascular disease, but also for a number of chronic conditions, such as diabetes, colon and breast cancer, obesity, hypertension, bone and joint diseases, and depression. Being fit or active is associated with a greater than 50% reduction in risk of death from any cause and from specific diseases associated with physical inactivity.^{iv} To sum up, increasing physical activity improves health outcomes and reduces the severity of symptoms for those with chronic conditions.

Yet only around 2% of journeys in the UK are made by bike, compared with 27% in the Netherlands.^v To help the people of Wales become healthier, more active and more environmentally aware, we will need a long term culture shift in attitudes towards walking and cycling. This ambitious Bill, if enacted, could see Wales become the first country in the world to make it compulsory for local authorities to provide safe and integrated routes for walking and cycling. The BMA has suggested that if cycling infrastructure is well integrated into the built environment, there is demand and scope for cycling levels to increase.^{vi}

Overcoming potential barriers to the implementation of the Bill

While the Bill, if enacted properly, could contribute to improving health outcomes, reducing poverty, furthering sustainable development objectives, and growing our economy, there will be huge challenges. There are many reasons why people don’t currently cycle; chief among them is the feeling that cycling is unsafe; the practical difficulties of transporting children, equipment or navigating the Welsh weather; and perhaps most powerful, the lack of a walking and cycling culture in Wales.

This is why the RCP believes that the Welsh Government should ensure that the Bill is accompanied by a range of softer incentives to encourage people to travel by foot or by cycle, including targeted support for underrepresented groups; meaningful engagement with both current *and* future walkers and cyclists; and robust and detailed guidance for local authorities. We also recommend that the Welsh Government encourage all major employers, including hospitals, to provide changing facilities and showers. This will contribute to a change in culture and will help to normalise cycling.

The Welsh Government should ensure that clear, measurable and ambitious growth targets for walking and cycling are set, with increased funding and resources proportional to target levels. The BMA has found that since 1985, walking and cycling have declined by 19 and 58 per cent respectively in the UK.^{vii} Targets should be set to reverse this decline. NICE guidelines have also emphasised the importance of basing interventions on evidence of what works and evaluating these interventions.^{viii} Without targets and data collection, it is impossible to measure what has been achieved.

Finally, this Bill could result in an increased risk of cyclist-on-cyclist and cyclist-on-pedestrian collisions. Our physicians have also told us that if people with chronic conditions begin exercising without the correct advice and supervision, they may aggravate or even worsen their underlying medical condition. We



therefore recommend that the Welsh Government issue information about this legislation to health professionals as part of their awareness raising work on this Bill. We also recommend that funding be made available to increase people's awareness of the significant health benefits of regular exercise through public health and primary care campaigns. The Welsh Government should ensure that the aims of this legislation are closely linked with its obesity work, especially the Obesity Pathway.

Ensuring active travel is part of the public health agenda

The RCP strongly recommends that the Active Travel Bill be considered alongside the proposed Public Health Bill as part of a raft of measures to improve the health outcomes of people in Wales. The Welsh Government should work to ensure that this is not simply perceived to be a transport Bill, or a sports and leisure Bill, for example. Silo thinking has no place in improving the health of the people of Wales. This legislation has the potential to be the most successful behavioural change legislation since the smoking ban, but it will only be truly effective if it is understood to be about improving health inequalities and empowering people to make more active travel choices.

We know that with any collective behaviour change, success is most likely if progress is made on three broad fronts: environment, empowerment and encouragement. We need to make the healthier choice the easier choice by removing barriers such as high cost or difficult access. In this case, the easier we can make walking and cycling for people, the more people will walk and cycle.

The RCP has long worked in the field of public health and we believe that our doctors have a key role to play in supporting individuals and communities to take effective action for good health. We remain fully supportive of the recommendations in our 2004 report, [Storing up problems: the obesity time bomb](#), which listed a number of ways we could encourage healthier eating and physical activity.^{ix}

For example, we called for safe walking and cycling routes to school and work; town planning that discourages car use; safe, accessible parks; bike racks and shower facilities in workplaces; cheaper and easier access to leisure and sports facilities; clear messages about healthy eating and physical activity for all age groups; and incentives and rewards for active travel – walking and cycling – to school or work. Almost a decade after the publication of this report, the RCP believes that the Active Travel Bill is a real opportunity to take action to improve the lives of people in Wales.

Yours faithfully,

Dr Patrick Cadigan
Registrar / Cofrestrydd

For more information, please contact:

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ⁱ Royal College of Physicians. *Action on obesity: comprehensive care for all*. Report of a working party. London: RCP, 2013.

ⁱⁱ Welsh Health Survey 2003/4-2011. *Trends in health-related lifestyle in Wales*, SB 87/2012, September 2012

ⁱⁱⁱ Welsh Government. *Consultation to collect views about whether a Public Health Bill is needed in Wales*, November 2012

^{iv} Warburton DE, Nicol CW, Bredin SS. Health benefits of physical activity: the evidence. *Cmaj*. 2006a; 174:801–9.

^v Sustrans. *Cycling in the city regions: delivering a step change*, April 2011

^{vi} British Medical Association. *Healthy transport = Healthy lives*. July 2012.

^{vii} British Medical Association. *Healthy transport = Healthy lives*. July 2012.

^{viii} NICE public health guidance 41. *Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation*. November 2012.

^{ix} Royal College of Physicians, Royal College of Paediatrics and Child Health and Faculty of Public Health. *Storing up problems: the medical case for a slimmer nation*. Report of a working party. London: RCP, 2004.



Written evidence to Enterprise & Business Committee on Active Travel (Wales) Bill

Play Wales is the national charity for children's play. We work to raise awareness of children and young people's need and right to play and to promote good practice at every level of decision making and in every place where children might play.

We are the charity that provides advice, support and guidance for all those in Wales who have a concern or responsibility for any environment where children and young people might play. We uphold children's right to play. Freely chosen play is critically important in the healthy development of all children and young people. All children are entitled to quality play provision within their communities and we work strategically to achieve this goal on their behalf.

Play Wales welcomes the opportunity to respond to this call for evidence. The response is set out against the questions that have the most relevance for playing children.

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

1.1 In 2007, Play Wales supported a petition submitted by Sustrans to the National Assembly calling for a legal duty on highways authorities to develop and maintain a network of routes for walking and cycling.

1.2 In 2008, we provided written and oral evidence to the Enterprise and Learning Committee of the National Assembly for Wales at a hearing on the Committees' draft proposed Legislative Competence Order on Traffic Free Routes.

1.3 We supported the petition and provided evidence because of growing evidence that suggests that our dependency on cars and prioritisation of the needs of drivers and car owners within communities has a significant knock on effect on safety and feelings of safety of people who use streets.

Feelings of insecurity make people even more dependent on their cars – for instance, parents drive their children to school for convenience but also because they perceive the amount and speed of traffic as a danger to their children, they then add to the problem and a cycle is established.

1.4 We believe a duty to develop provision for walking and cycling is an important symbolic statement to Highways Authorities in Wales that their remit is not simply to provide roads for cars, but to provide for people to travel on foot or by bike too.

One day Wales will be a place where we recognise and provide for every child's play needs

Un dydd bydd Cymru'n wlad ble y byddwn yn cydnabod ac yn darparu ar gyfer anghenion chwarae pob plentyn

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Llywodraeth Cymru
Welsh Government

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

2.1 Preparing and publishing maps will play an important role, helping Local Authorities across Wales understand the network that currently exists. Crucially, it will also draw attention to the gaps in the network that, if completed, could enable an increased number of local journeys to be made actively. If the integrated network map is fully consulted on and comprehensive, it will ensure that future funding for active travel is spent in a more strategic way and in-turn offer better value.

2.2 For new walking and cycling routes to achieve their full potential, it is essential that local authorities take into account the need to raise awareness of new routes, particularly to children and young people, and their parents and carers.

- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**

2.3 The Bill requires authorities to take into account ‘the location, nature and condition’ of a route when determining the most appropriate. We believe the criteria should be widened to create routes that are “continuous, direct, safe and comfortable for walking and cycling”.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

2.4 Children are often the hidden members of our society when it comes to considering general policy matters and it is often the case that their needs are considered last when thought is being given to matters such as planning and traffic management. In fact it is clear that policy and strategy related to transport is currently determined by technical experts who, whilst no doubt ‘good at their jobs’, are in a mind set that simply does not accommodate the needs of children as pedestrian and cycling users of public space.

2.5 Every opportunity to advance walking and cycling infrastructure should be seized and local authorities implementing new road developments should seek to identify how the development could link new communities/facilities into existing parts of the network. Demonstrating the demand for better walking and cycling is challenging especially where opportunities for such do not exist at present and so are not part of a local child’s experience. Highway authorities should be encouraged to liaise closely with play services/local play associations, which will have gathered the views of children and young people and, in particular, will have evidence of what barriers prevent children from accessing play opportunities in their local communities.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government’s consultation on its White Paper? Please explain your answer.

3.1 Play Wales provided an official response to the consultation on the White Paper and also attended a conference organised by Sustrans in June 2012.

3.2 The issues of most relevance for our constituency is the importance of 20 mph limits, the need for meaningful engagement with users and the need for best practice design standards. It is likely that these issues are likely to be addressed in the guidance accompanying the Bill. We advise that any design standards which accompany the Bill be mandatory and not advisory. There is already ample guidance regarding good practice design that appears to be largely ignored.

3.3 Local authorities have the power to implement 20mph limits and zones in their local communities but the complications they face in exercising this power often discourage them from doing so. To support them in implementing this duty, greater guidance is needed.

3.4 Importantly, local authorities should be encouraged to implement area-wide 20mph limits as opposed to just isolated streets. This will ensure that through-traffic is displaced to arterial roads (designed to handle

it) and not simply shifted from one residential street to another, to the detriment of other walkers, cyclists and residents.

3.5 Whilst we recognise that the Welsh Government does not have powers to impose area wide 20mph, local authorities can, and would like to see explicit reference to 20mph as one of the suite of solutions councils can apply in developing an effective network.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

5.1 The main barriers to delivering the key provisions outlined in the Bill will be availability of funding, the skill-set and capacity in local authority transport departments, including the willingness to move away from traditional highways engineering.

5.2 Local authority transport departments are largely staffed by experienced highways engineers with limited knowledge of best practice designs and desirability for encouraging people to use active travel for everyday journeys. This presents a potential issue in particular in the production of the integrated network maps and analysing which are likely to be the most suitable and desired routes for active travel. As this is an additional duty on local authorities, there are also likely to be capacity issues.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

8.1 The Welsh Government has adopted the UN Convention on the Rights of the Child as the basis of all its work for children and young people. This is expressed in 7 Core Aims that all children and young people.

8.2 Of particular pertinence in this instance is the fourth Core Aim which makes a commitment to ensure children and young people 'have access to play, leisure, sporting and cultural activities'; the third Core Aim 'enjoy the best possible health and are free from abuse, victimisation and exploitation'; and the sixth Core Aim 'have a safe home and a community which supports physical and emotional wellbeing'.

8.3 The facility that it is proposed be conferred by the Active Travel (Wales) Bill has the potential to enable the Assembly Government to further contribute to the commitments made under these 3 Core Aims.

8.4 We understand that in successive consultations undertaken by the Children's Commissioner and others, children have identified the lack of opportunities to play out as one of their top issues. This encompasses both the issue of travel to areas where they might play, for example parks, and also the opportunity for them to play on highways and pavements in much the same way that many of us did as children in the past.

8.5 During the summer of 2009, the National Assembly for Wales Children and Young People Committee carried out a participation project called 'It's all about you'. Children and young people were asked to complete a ballot paper outlining the issues they thought the Committee should be investigating in the future.

8.6 A top concern for the young voters was safe places to play and hang out. The Children and Young People Committee held an inquiry into the provision of safe places to play and hang out in Wales in order to make recommendations about how the Welsh Government might improve provision.

8.7 The Committee published its Recommendations following the inquiry in November 2010.¹ The report contains a list of 26 recommendations covering areas such as the strategic priority of play, transport and road safety, urban planning and the needs of particular groups of children and young people.

8.8 Section 11 of the Children and Families (Wales) Measure 2010 places a statutory duty on Local Authorities to assess and secure sufficient play opportunities for children in their area in line with Statutory

¹ National Assembly for Wales (2010) *National Assembly for Wales Children and Young People's Committee Provision of Safe Places to Play and Hang Out* <http://www.assemblywales.org/bus-home/bus-third-assembly/bus-guide-docs-pub/bus-business-documents/bus-business-documents-doc-laid.htm?act=dis&id=203585&ds=11/2010>

Guidance,² The duty was commenced on 1 November 2012 and the deadline for the completion of Assessments and Action Plans was 1 March 2013

8.9 The Play Sufficiency Duty comes as part of the Welsh Government's anti-poverty agenda which recognises that children can have a poverty of experience, opportunity and aspiration, and that this kind of poverty can affect children from all social, cultural and economic backgrounds across Wales.

8.10 Matter F of the Statutory Guidance specifies that local authorities should take account all factors that contribute to children's access to play or moving around their communities including safe walking and cycling routes.

8.11 In consultation exercises to support the Play Sufficiency Assessments, parents report significant concerns about safety linked to the attitudes and actions of others, and traffic. In some cases these concerns are so severe that they stop parents allowing their children out to play, despite some parents recognising that the consequence of their actions as damaging for their children.

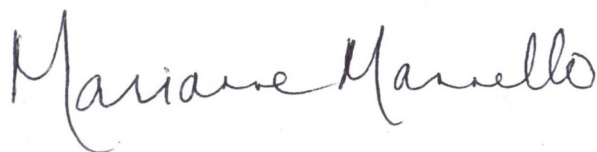
8.12 Furthermore, we understand that some Play Sufficiency Assessments indicate that in some communities the presence of children outside is not regarded as a legitimate activity. That is to say, if they are neither accompanied by a responsible adult and engaged in some meaningful and 'safe' activity, that they are either at risk or present an unnecessary risk for road users, that is to say drivers.

8.13 Play Wales believes that is for the Assembly Government to address this perception and provide a strategic lead in providing an environment where the presence of our children outside, playing in their communities is celebrated rather than criticised.

8.14 The Active Travel (Wales) Bill has the potential to significantly add synergy to Section 11 of the Children and Families (Wales) Measure 2010 and will go some way in supporting '*Welsh Government wishes to create an environment in Wales where children have excellent opportunities to play and enjoy their recreation time.*'

Play Wales would be pleased to be contacted regarding the information provided.

Kind regards,



Marianne Mannello
Assistant Director

² Welsh Government (2012) *Creating a Play Friendly Wales – Statutory Guidance to Local Authorities on assessing for sufficient play opportunities for children in their areas* <http://www.assemblywales.org/bus-home/bus-business-fourth-assembly-laid-docs.htm?act=dis&id=239348&ds=10/2012>

NATIONAL INSTITUTE FOR HEALTH AND CARE EXCELLENCE

Active Travel (Wales) Bill

Memorandum from NICE

Introduction and summary

1. The National Institute for Health and Care Excellence (NICE) is the independent organisation responsible for providing national guidance and advice on promoting high quality health, public health and social care. Our role is to improve outcomes for people using the NHS and other public health and social care services. We do this by:
 - Producing evidence-based guidance and advice for health, public health and social care practitioners.
 - Developing quality standards and performance metrics for those providing and commissioning health, public health and social care services;
 - Providing a range of information services for commissioners, practitioners and managers across the spectrum of health and social care.
2. NICE has produced a range of public health guidance on how to increase levels of physical activity in the population, particularly through policies and programmes that encourage people to walk and cycle¹ but also create the conditions in which they are more likely to do so. We strongly support the intentions of this Bill.

Cycling and walking and health

3. Physical activity is essential for good health. It can help reduce the risk of coronary heart disease, stroke, cancer, obesity and type 2 diabetes. It also helps keep the musculoskeletal system healthy and promotes mental wellbeing. As well as a direct benefit from physical activity, walking and cycling offer pleasure, independence and exposure to outdoor environments. These benefits may be particularly significant for people with disabilities whose participation in other activities may be more restricted.
4. Cycling is the fourth most common recreational and sporting activity undertaken by adults in Britain. Bicycles are used for around 2% of journeys in Britain – compared to about 26% in the Netherlands, 19% in Denmark and 5% in France. Yet of all trips made in Great Britain in 2009, 20% covered less than 1 mile and more than half (56%) of car

¹ The sources of the data can be found in the NICE guidance, ‘Walking and cycling: local measures to promote walking and cycling as forms of travel and recreation’: <http://guidance.nice.org.uk/PH41/>

journeys covered less than 5 miles. In England on average, 10% of adults cycle at least once a week (although this figure varies from over 50% to less than 5% according to area). On average, 11% of adults cycle for at least half an hour at least once a month (a figure that, again, varies from 4% to 35% according to area).

5. NICE's public health guidance on physical activity focuses mainly on walking and cycling. In general, the objectives of achieving higher rates of cycling and walking are equally well served by interventions to encourage active modes of transport. However, the guidance cautions that walking and cycling are distinct activities which are likely to appeal to different segments of the population. A range of factors may be important in helping or restricting people from taking part. These will vary according to whether someone is walking or cycling for transport purposes, for recreation or to improve their health.
6. As has been noted, there is a considerable potential benefit in public health terms from increasing physical activity by promoting cycling. While the public health and transport sectors both have an interest in increasing cycling, there are, however, some differences in detail. In particular, from a public health point of view the overall aim is to increase levels of physical activity, especially among those who are not currently active. From a transport perspective the aim might be to move people from motor vehicles to cycles, irrespective of their current activity levels. As well as public health benefits relating to physical activity, a modal shift from motorised vehicles would be associated with reductions in air pollution. This would have an additional public health benefit.

NICE guidance covering cycling

7. The most recent NICE public health guidance relevant to cycling and health is 'Walking and cycling: local measures to promote walking and cycling as forms of travel and recreation' (PH41)², which was published in November 2012. This guidance sets out how people can be encouraged to increase the amount they walk or cycle for travel or recreation purposes, thus helping to meet public health and other goals (for instance, reductions in traffic congestion, air pollution and greenhouse gas emissions). The recommendations cover:
 - Policy and planning, including leadership on walking and cycling, walking and cycling in health and wellbeing board joint strategic needs assessments (JSNAs) and joint health and wellbeing strategies, and ensuring cycling and walking are considered in all relevant policies and plans.
 - Coordination of integrated, cross-sector programmes that link to existing national and local initiatives and which are based on an understanding of the behavioural and environmental factors that encourage or discourage people from walking and cycling.

² See <http://guidance.nice.org.uk/PH41/Guidance/pdf/English>

- Strategies for promoting walking and cycling in schools, workplaces and the NHS.
8. The guidance is for commissioners, managers and practitioners involved in physical activity promotion or who work in the environment, parks and leisure or transport planning sectors. They could be working in local authorities, the NHS and other organisations in the public, private, voluntary and community sectors. It is also aimed at employers, estate managers, highways authorities, those involved in land-use planning and development control, private developers, public transport operators, those involved in carbon reduction or sustainability planning, and others responsible for workplace travel, carbon reduction or sustainability plans.
 9. The walking and cycling guidance complements earlier guidance. NICE's guidance on 'Physical activity and the environment' (PH8, 2008)³, which offered the first evidence-based recommendations on how to improve the physical environment to encourage physical activity, is aimed at local authority and other professionals who have responsibility for the built or natural environment, including local transport authorities, transport planners, and those working in the education, community, voluntary and private sectors. Its recommendations cover strategy, policy and plans, transport, public open spaces, buildings and schools. The recommendations are about:
 - ensuring planning applications for new developments always prioritise the need for people (including those whose mobility is impaired) to be physically active as a routine part of their daily life;
 - ensuring pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads;
 - planning and providing a comprehensive network of routes for walking, cycling and using other modes of transport involving physical activity;
 - ensuring public open spaces and public paths can be reached on foot, by bicycle and using other modes of transport involving physical activity.

National Institute for Health and Care Excellence (NICE)

April 2013

³ See <http://guidance.nice.org.uk/PH8>

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 31 – Keep Wales Tidy

Kathryn Thomas
Deputy Committee Clerk
Legislation Office
National Assembly for Wales
Cardiff Bay
CF99 1NA

3rd April 2013

Dear Ms Thomas,

Written Evidence to Enterprise and Business Committee on the Active Travel (Wales) Bill

Keep Wales Tidy (KWT) is a charity aimed at encouraging local action to protect and enhance the environment of Wales. We work with communities and schools throughout Wales and aim to influence behaviour change through:

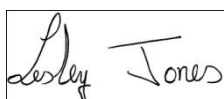
- Programmes which improve the quality and sustainability of the environment, including Tidy Towns, Blue Flag Awards for Beaches and Eco-Schools.
- Advice and technical expertise to Government and partners.
- A means of translating strategic policy into effective local action.
- Campaigns on a range of environmental issues.

KWT operates at international, national, regional and local levels. Our vision is: *"a beautiful Wales that's cared for and enjoyed by all."*

KWT therefore tackles far more than just litter and waste - our aim is to encourage the public to take responsibility for their environment by providing them with the utensils and the education to do so. Encouraging behaviour change which leads to more responsible environmental action is at the heart of what we do.

KWT's work is closely aligned to the aims of the Active Travel Bill and we welcome the opportunity to put forward written evidence. Our response draws heavily on our experience of operating the Eco-Schools Wales Programme.

Yours sincerely



Lesley Jones

Chief Executive

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

KWT believes that the Bill will be an important step in encouraging more people to walk and cycle as part of their everyday travel. It is widely recognised that a higher number of short journeys could be undertaken by non-motorised means - and that this shift would increase exercise levels and result in a healthier population. At the same time, decreasing the number of cars on the road, particularly at peak periods, would reduce congestion and pollution levels.

Attempts at encouraging more walking and cycling have, to date, been piecemeal and largely ineffective. There are many real and perceived barriers to encouraging this change including:

Highway Authorities are still focussed on delivering infrastructure for motorised travel and are given only limited incentive or encouragement to improve paths and cycle routes. Political pressure will always be focussed on road improvements, and maintenance issues such as repairing pot holes and so forth.

In addition, Highway Authorities have limited budgets to ensure paths and cycle routes are adequately maintained and free from litter, fly-tipping and graffiti. This has an effect on the public's perception of safety. KWT's research has confirmed that there is a relationship between low environmental quality and anti-social behaviour and crime figures. Such routes are therefore unlikely to be used by the public and this creates a spiral of further decline and less expenditure on upkeep.

The public have little or no awareness of existing routes and generally do not lobby for improvements to the rights of way network for walkers and cyclists.

There are only a few segregated cycle routes and those that do exist are not always useful in terms of connecting residents to places of work or other destinations. And finally, the public have a perception that on-road cycling is dangerous.

These barriers are regularly highlighted to us in discussions with head-teachers and Eco-School coordinators.

For example, a large secondary Eco-School highlighted recently that a footpath leading to the school was under-used by both pupils and local residents due to the litter-strewn, dirty and obstructed path. The school's Eco-Committee resolved to improve, clear and tidy this particular route and almost overnight the path was once again absorbed into normal use by both students and local residents. The appearance of such paths highlights the 'unsafe' perception of these routes. Often, segregated routes are also seen as a potential danger for pupils. They are perceived as 'out of the way', unlit and easily identifiable as locations where

you would find school children at fixed points during the day – a potential threat to child safety.

Dog fouling on routes to school is also seen as a barrier to active travel. One village primary Eco-School have seen this as such a major barrier that they have requested support from KWT to launch a 'Bag it & Bin it' campaign in the village to counter the problem.

From the schools' perspective, highlighting active travel routes to school for pupils are often seen as a risk by head teachers. There is a strong feeling that pupils' method of travelling to school safely is a parental responsibility. Even morning 'walking buses' do mean schools assuming responsibility for pupils much earlier in the day.

Anecdotal evidence from schools also suggests that routes are often unknown, this is not necessarily the biggest barrier to active travel to school however – many routes are known locally, it is the lack of onward routes to work that could be seen as the greatest barrier.

The Bill will therefore be a very significant step in ensuring that some of these barriers are removed. It will be important to remember though that the Bill alone will not be a single solution. Other measures, incentives, publicity and awareness-raising initiatives will be necessary to ensure that agencies are coordinating efforts to provide and maintain the right infrastructure for walkers and cyclists in the right place, and that the public are aware of the opportunities and encouraged to switch from car travel for short journeys.

2. What are your views on the key provisions in the Bill, namely:

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

This will be a key component of the Bill and is warmly welcomed. Drawing up integrated maps will help identify gaps in the network and this will be a focus for future improvements. It will be vital that the maps are subject to widespread consultation and that the public are encouraged to participate. The danger of course is that Highway Authorities pay lip service to the maps and that only the usual pressure groups express a view. The production of the maps therefore needs to be accompanied by extensive publicity and local meetings to encourage wider interest and participation. As part of this process the public should be made aware of the benefits of non-motorised travel in terms of health, well-being, as well as time and cost savings.

- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**

The production of the maps will lead to a more long term and strategic set of interventions aimed at encouraging more walking and cycling. To date, KWT is of the

opinion that provision for walkers and cyclist has not been given sufficient attention and the Bill will therefore play a vital part in ensuring that local transport plans are more holistic and cater for all travel needs.

In terms of active travel to schools, highlighting routes will not be sufficient to instigate change; the routes will need to be fit for purpose and accessible. It will be essential therefore that the routes are maintained in such a condition that parents are comfortable in allowing children to use them. Highlighting footpaths without ensuring an active maintenance and improvement schedule will not achieve this.

Routes also need to be evaluated, the locations and nature of crossing points need to be assessed and highlighted and paths will need to be well-lit where necessary, clean and regularly patrolled if a known and established route to school. There is a clear resistance by schools to recommending particular routes and therefore information will need to be provided to parents from trusted independent sources.

- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**

This will be vital - otherwise the provisions of the Bill and the integrated travel maps will not lead to any real change. However, we have concerns that the Bill does not define 'continuous improvements' and that without guidance Highway Authorities, faced with severe budget pressures, will have the option to do a minimum set of improvements and still fulfil their requirements. If this provision is not strengthened, KWT is of the opinion that the Bill will not lead to a fundamental switch in the number of people walking and cycling.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

This is essential and its inclusion as a provision in the Bill is an indication that Highway Authorities have traditionally been able to build new road schemes without considering walking and cycling provisions, despite the use of appraisal tools such as WelTag. Future assessments of road schemes should consider the needs of pedestrians and cyclists and this should include assessing the health benefits arising from the use of non-motorised travel.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

We did not submit a response to the consultation document but took part in various stakeholder events.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

The Bill will be an important component of the wider aim and vision to encourage more people to walk and cycle as part of their every day travel. However, in its existing format with an emphasis on the production of integrated maps and no requirements to promote these widely, nor to meet minimum standards in terms of ‘continuous improvements’, then the Bill is unlikely to meet the ambitious long term vision set out in the White Paper consultation document.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

As set out, the Bill does not address some of the likely barriers to the implementation of the Provisions in the Bill. These include the additional costs for Highway Authorities and the skills and knowledge required in providing for non-motorised travel. Of equal importance is the need to encourage the public to become involved in shaping the integrated travel maps. Without the involvement of communities, the emerging maps are unlikely to meet community needs and there will be no political push to ensure that existing routes are improved and new routes are developed in a way that will make a real difference.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The Bill does not include Provisions that will result in any real increase in the demands on Highway Authority budgets. It is therefore likely, especially under the present economic climate, that Highway Authorities will adopt a ‘do minimum’ stance. And of course this will not lead to any substantial modal switch – so that the widespread social, economic and environmental benefits that could be generated as a result of increasing the number of pedestrian and cyclists will not be realised.

KWT is therefore of the opinion that the Bill needs to be more prescriptive and detailed in the way it will require Highway Authorities to fulfil the Provisions – and that the consultation process needs to encourage the widespread involvement of communities. This will have greater costs implications for Highway Authorities, but when considered within the wider costs involved in road provision, then the sums involved are not likely to be significant. A small switch in resources towards provision for non-motorised travel will result in a vastly greater array of benefits – to individuals, communities, local authorities and society as a whole. The Bill must seize this opportunity.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

Since the guidelines have not been published, we cannot answer this question at this stage. As set out, the Bill lacks detail on the exact duties that Highway Authorities will need to address. There is a danger that if the Bill is vague in the way it sets out the Provisions, then Highway Authorities will not rise to the challenges set out in the White Paper, even if further requirements are set out as accompanying guidelines.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

There is no doubt that the *School Transport Topic* of the Eco-Schools Wales Programme is seen by schools as amongst the most challenging to undertake. Often schools themselves will admit to only modest success with this module, although generally speaking, Eco-Schools Wales pupils do receive road safety and cycling proficiency training via a variety of schemes. Schools are much more prepared to walk children to local events and active travel is included as an option when planning school trips. Those schools who have made changes are reporting improved attendance and punctuality through provision of 'walking buses' - and some schools report that these type of initiatives also improve attendance at school breakfast club.

Parental concerns have been expressed as to the supervised arrival of their children to school and many schools are addressing this concern via smart-phone app technologies to aid communications in such matters. Often it is not the journey to school that determines the pupils' method of travel, but the onward journey to work. Where the journey to work element is not present, or is undertaken using alternative transport to the car, we see schools reporting an increased number of pupils benefitting from active travel to school as a result of school-led initiatives. In spite of the successes schools have been achieving through one-off events, teachers do feel uncomfortable advising parents on alternatives to the car. There is clearly a feeling of not wanting to inconvenience parents, a lack of information regarding safe alternative routes and a paucity of further information about onward journey options. It is no coincidence that many Eco-Committees incorporate traffic management into their action planning.

Provision of suitable, secure bicycle storage is also an issue for many schools - both from a cost perspective and having adequate space for such facilities.



Sustainable Design Partnership

Safe Cycle Routes Avoiding Motorists - Creating the Infrastructure

Separating cyclists from motorists, especially in congested urban areas, clearly makes great sense, with over 3000 serious accidents or deaths of cyclists in 2011, the majority in urban areas.

Separation would increase both actual and perceived safety and therefore encourage more people to cycle. It would be good for health and improve the quality of life in our urban centres. Separation would help decrease car congestion and lower conflicts and frustration presently felt by opposing factions.

A proposal is briefly set out below which is to provide a safe cycling loop in each urban centre as a priority action. The loop is envisaged to intercept a gradually increasing number of improved radial routes and ultimately provide a usable urban network. It would be a relatively low cost infrastructure project, compared to Crossrail, HS2 and a Thames Estuary airport hub. A scheme could be started nationwide and relatively quickly, providing a boost to construction activity and jobs. It is envisaged as part of a longer programme to plan and construct a network of separate and protected safe cycle routes in all our towns and cities.

Most urban areas have some cycle route provision, but usually of low standard with poor continuity. The routes are stop and start, sharing hazardous road space with motorists across major junctions and roundabouts. Some of the routes share narrow footpaths with pedestrians, lamp posts, sign posts, parked cars and the rest and are almost unusable.

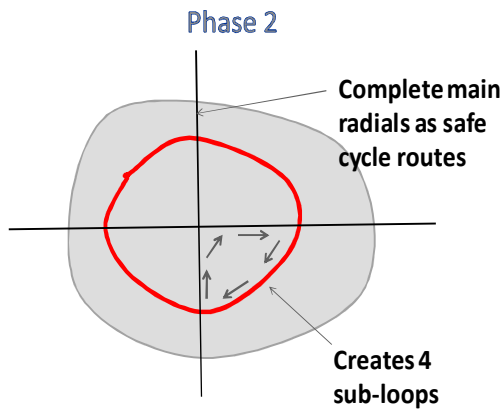
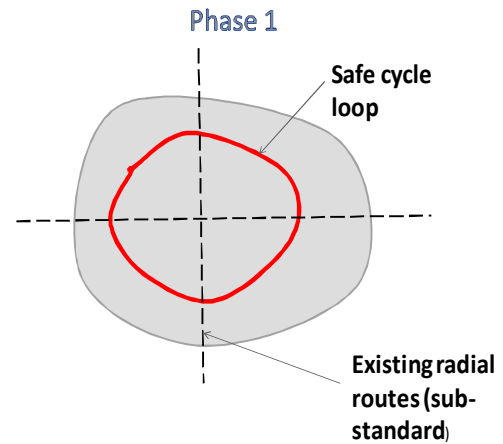
How?

Primarily, safe cycle routes need the conviction of the Government to legislate for separate cycling route provision. This would obligate the Highways Agency and Local Councils to commit an annual minimum budget spend on meeting targeted and incremental improvements. In summary, these could be:

- A common safe and separate cycle route design standard and completion targets
- Tangible improvements that are achievable in the short term
- A longer term programme with incremental steps, increasing the circulatory network of safe cycle routes

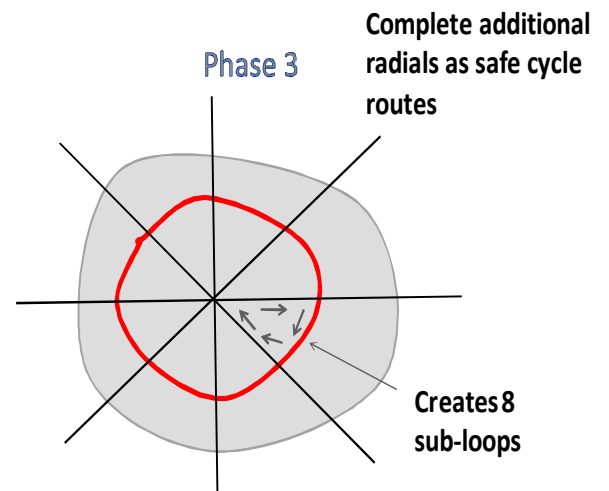
The Starting Point – a Safe Cycle Loop

Phase 1: Each town/city should immediately construct a safe cycle loop around the urban centre that is continuous and separate from motor traffic. The loop would connect existing radial cycle routes into the city or town centre. The loop would need to have underpasses and over passes and could connect parks and other green spaces. It could have its own footpath for pedestrians and runners.



Phase 2: Improve the main radials (suggest minimum 4, one from each direction). Gradually make the cycle routes separate from motor traffic. Each radial to be improved on a rolling annual budget, as monies become available. The 4 radials will then provide 4 inner city sub-loops and improve circulation on safe routes.

Phase 3: Increase the number of radials in larger cities and towns so that urban residents are no greater than say a half kilometre from the nearest safe cycle route. For instance, 8 radials would provide 8 circulatory sub-loops.





Construction Boost to the Economy

The success of the 2012 Olympics could still be used to promote a lasting cycling, running and green space legacy throughout the UK.

The job creation potential across the UK is high and would be relatively quick to take effect, particularly for the most viable schemes. It would provide construction jobs and help boost the economy. Whilst the large infrastructure schemes currently being touted such as HS2 (high speed rail) and the Thames Estuary airport hub would undoubtedly help the UK's future business position and provide many jobs, these will take many years to plan, design and implement – too late to stimulate the current ailing construction sector and UK economy.

Health Improvement and Quality of Urban Life

Health improvement from regular exercise needs to be encouraged in Britain, with nearly 25% of the population obese and trending upwards. Separating urban cycle routes from road vehicles is essential for safety which in turn will encourage cycling take-up.

Safe Cycle Loop – Funding and Implementing

- The planning, design and construction of at least one complete safe cycle loop should be the minimum aspiration in each city and town across the UK. The loop would need to achieve minimum set design standards to maximise use and be separated from hazardous vehicular routes and road crossings. A continuous annual budget should be made available, representing the 2% of road users that are cyclists. The funding should be ring-fenced by the Government for each city or town taking part. Further awards or increased budget could be made dependent on the local populace take-up, with the most successful schemes rewarded to make further improvements.
- The safe cycle loops could connect parks, green areas and recreation facilities.
- Canal paths could be widened and made more accessible, minor roads greened and closed to traffic (apart from essential access). Over-bridges, as planned for Copenhagen, and underpasses for busy junctions would provide continuous routes.
- Towns and cities across the UK could be invited to provide proposals, with the most viable selected for Government or Lottery funding. Corporations, public appeals and sponsorship by local business could be targeted to provide part of the funding.
- Viability and designs provided by the Local Authority with support from the Highways Agency could be supported by other interest groups, professional bodies and businesses. A voluntary steering group could be initiated for each town or city. For the new City Regions the mayor's office, as in London, could be the focal point. Each of the 36 London Boroughs could target completion of its own safe cycle loop.

Experience in Britain and Elsewhere

The Netherlands, Denmark, Switzerland and other developed countries place much higher priority on safe cycling provision in urban areas. The Netherlands only has a 10% obesity rate, compared



to near 25% in the UK. Los Angeles and Palma (Majorca) have wide cycle, walking and running routes along their bays. The Swiss criss-cross their country with separated safe cycle routes.

Poznan in Poland has a large man-made rowing lake, used for international events, with a surrounding cycle, walking and running loops. Other exercise and sports facilities are located along the route – central planning by the communists had at least one brilliant outcome!

So, what has happened in Britain? Cities and towns do have walking routes, canal paths and existing cycle routes (of dubious standards). But rarely are these continuous routes and for cyclists rarely separated from motor traffic. Major hazards from road crossings, shared roads (over part of the route), traffic lights and rush hour congestion create major hazards and dissuade use.

There is a trend for more city living but there are no facilities for informal exercise by residents, or city workers. The cycle loops could also be used by runners and walkers, and for training and competitive events.

Taking Birmingham as an example, the present canal routes are too narrow for multiple users (pedestrians, runners and cyclists) and not linked to allow easy circulation or viable exercise loops. They have very poor or non-existent lighting and surveillance for safety over the long winter months. Separate and safe cycle routes are virtually non-existent, or intermittent. There are no central parks and no running loops for use by city dwellers and workers.

The feasibility of providing a complete cycle loop separated from traffic will undoubtedly need investment and commitment. Some towns and cities are better placed than others. Birmingham and Manchester, like many older UK cities, have extensive canals with tow paths and disused railway tracks. Others have good footpaths and parks close to the city or town centre. Each town and city would need to find its own unique solution to provide a safe cycle loop.

Canal tow paths could be widened and potentially used on both sides. Lighting and surveillance could be added to make them more secure. Minor roads could be closed to traffic and greened with trees, to assist routing and give some valuable green space back to the city. Other streets could be made one-way for traffic and access. The other half separated with a barrier, green verge or trees and reclaimed as a safe route for cycling, pedestrians and runners. Parks and remaining green space could be linked to form more extensive exercise and green travel routes. Witness the success of New York's abandoned overhead rail viaduct that has recently become a popular green oasis. Research has shown that green space also enhances the wellbeing and mental health of urban dwellers.

The struggling UK economy needs stimulation with new construction work that can be started quickly, within weeks, or months and not years. The proposed cycle loops and greening of the routes would provide welcome construction employment opportunities. Over time the envisaged central loop could be connected with improved radial routes to provide a comprehensive safe cycling network.

Comments of the Brecon Beacons Local Access Forum on the Active Travel (Wales) Bill

1. Yes - it can secure the maintenance of and, hopefully, significantly enhance facilities for walkers and cyclists for the future.

2.

*This will be a valuable exercise - identifying links missing from safe routes, which as developments are planned or as funding becomes available, can be implemented.

*Yes

*Yes

* A key stipulation, not least because the cost is greatly reduced by being part of the whole project.

3. By concentrating on dual use (pedestrian and cycling) the Bill recognises the major difficulties that can arise trying to accommodate, for example, horse riders, cyclists and young children walking to school on a single route, which we raised.

4. Largely valid.

5. and 6. Priorities - with limited resources allocation of funding to maintain existing networks (vital for the Tourism Income both locally and nationally) has to be balanced against the longer term gains to the Health Budget and reduction of vehicle pollution by enhancing walking and cycling facilities in the communities of 2000+.

7. About right.

8. Teams of volunteers augment the work of experienced staff such as Wardens in the National Park. Their salaries, along with the cost of maintaining networks and furniture through Welsh Government funding via CCW in recent years for the whole of Wales, plus Local Authority contributions, was only a few percent of estimated Tourism Income. It could represent the cost of a few km of Motorway, or considered a modest health and environmental investment.

The Bill must ensure that a basic level of funding is established and guaranteed for some years so that qualified staff are there to work with increasing numbers of volunteers, and that maintenance AND enhancement can be efficiently planned.

Ymgynghoriad ar y Bil Teithio Llesol

Mae Awdurdod Parc Cenedlaethol Eryri yn gyfrifol am wasanaethau cynllunio trefol a mynediad i'r Cefn Gwlad. Nid ydym yn "awdurdod lleol" mewn ystyr y Bil. Dyma fy sylwadau ar y Bil mewn ymateb i'ch gwahodiad dyddiedig 22 Chwefror 2013. Yr wyf wedi dilyn y patrwm yn eich llythyr.

1. Oes angen bil?

Credaf fod canlyniadau'r Bil yn debygol o fod yn bositif, trwy annog awdurdodau lleol a Llywodraeth Cymru baratoi ar gyfer teithio llesol.

Dylai bod yn bosibl annog awdurdodau i weithredu trwy brosesau sydd eisoes mewn bodolaeth. Er enghraifft, mae Polisi Strategol L, Cynllun Datblygu Lleol Eryri 2007 – 2022 yn dechrau: "*Mae Awdurdod y Parc Cenedlaethol yn ymroddedig i wella mynediad at gyfleusterau lleol a lleihau'r angen i deithio yn enwedig mewn ceir preifat...*" Mae'r Polisi hefyd yn sôn am "*...mynediad cyfleus trwy gyfrwng llwybrau cyhoeddus, llwybrau beicio...cyfleusterau parcio beiciau diogel...llwybrau hamdden a ddynodir ar y mapiau cynigion...*"

Mabwysiadwyd y Cynllun drwy benderfyniad Awdurdod Parc Cenedlaethol Eryri, 13 o Orffennaf 2011.

2. Gofynion y Bil.

Dylai awdurdodau priffyrdd lleol cyhoeddu mapiau sydd yn dangos priffyrdd wedi'u mabwysiadu, priffyrdd ar gyfer cerbydau modur heb eu mabwysiadu, llwybrau cyhoeddus, llwybrau beicio, llwybrau troed caniatol, llwybrau march, cilffyrdd yn agored i bob trfnidiaeth a chilffyrdd cyfyngedig. Os oes angen bil newydd er mwyn sicrhau hwn, buasai'r Bil yn fanteisiol.

Dylai awdurdodau priffyrdd lleol cyhoeddu cynlluniau i wella priffyrdd o bob math ac i greu priffyrdd newydd. Os oes angen bil newydd er mwyn sicrhau hwn, buasai'r Bil yn fanteisiol. Bydd y dyletswyddi cyhoeddu pendant yn Adran 5 yn debygol o fod yn fanteisiol.

Ni ddylai bod angen bil er mwyn sicrhau amcanion Adran 6, sef cynllunio dros drafnidiaeth lleol. Dylai Adran 108, Deddf Trafnidiaeth 2000, fod yn ddigonol.

Efallai, bydd y dyletswyddi i wella darpariaeth yn Adran 7 yn fanteisiol.

Mae diffyg darpariaeth ar gyfer beicwyr a cherddwyr adeg cynllunio ac adeiladu'r A55 fel ffordd deul ger ffin gogleddol y Parc Cenedlaethol yn dangos angen Adran 8 y Bil.

3. Ymgynghoriad adeg y Papur Gwyn.

Dim sylwadau.

4. Dulliau eraill i gyflwyno amcanion y Bil.

Gweler sylwadau dan Rhif 1 uchod.

5. Beth sydd yn rhwystro teithio llesol?

Mae fy sylwadau ar bethau sydd yn rhwystro teithio llesol yn seileidig ar waith ymchwil "*Understanding Walking and Cycling*" (POOLEY G F and OTHERS, Lancaster University, Lancaster 2011) yn ogystal â phrofiad o gwmpas Parc Cenedlaethol Eryri.

Ni fyddaf yn teimlo yn gyfforddus wrth feicio ar ffordd fawr frysus wedi'i rhannu efo ceir a cerbydau eraill. Ni fyddaf yn teimlo'n gyfforddus wrth gerdded ar balmaint wedi'i rannu efo beicwyr, yn enwedig os nad ydynt yn defnyddio golau yn y tywyllwch neu glychau ar unrhyw adeg.

Mae Awdurdod Parc Cenedlaethol Eryri wedi creu Llwybr Mawddach ar gyfer beicwyr a cherddwyr. Yr ydym wedi sicrhau llwybr llydan efo arwyddion yn datgan bod y llwybr ar gael i feicwyr a cherddwyr, efo cerddwyr yn cael blaenoriaeth.

Mae sawl llwybr newydd ar ochr cefnffyrdd a ffyrdd Dosbarth “A” eraill yn Eryri a Gwynedd. Mae rhai ohonynt yn gul, a nid yw'n glir os ydynt ar gyfer cerddwyr yn unig, neu gerddwyr a beicwyr. Mae Adran 72, Deddf Priffyrdd 1835, yn atal beicio ar balmant. Felly, ni hoffwn feicio ar lwybyr newydd ar ochr y ffordd heb wybod ei statws.

Mae'r gwaith Pooley ac eraill yn awgrymu annog newid ymddwyn modurwyr tuag at feicwyr a cherddwyr, er mwyn lleihau ofnau gan ddarparu deithwyr llesol. Maent yn awgrymu polisiau fydd o gymorth i bob teithiwr llesol, gwell darpariaeth ar gyfer plant efo rhieni sydd yn gweithio a gwell cyfleusterau storio beiciau adre, yn yr ysgol ac yn y gwaithle. Hefyd, meant yn awgrymu annog cerdded a beicio fel rhywbeth i bawb, nid efengylwyr uwch heini yn unig.

6. Oblegiadau ariannol.

Credaf fod costau goresgyn diffyg darpariaeth ar yr A55 wedi bod yn llawer uwch na chostau darparu yn ddigonol adeg creu'r ffordd deuil.

7. Lefel manylion.

Dim sylwadau

8. Materion eraill.

Mae Polisi Cyhoeddus ar Addysg, Iechyd a meysydd eraill wedi arwain at ganoli gwasanaethau mewn modd sydd yn debygol o ychwanegu at y nifer o deithiau mewn car, bws ac ambiwlans ac i leihau'r nifer o deithiau ar droed neu ar feic. Mae ysbytai ac ysgolion cynradd gwledig wedi'u cau. Mae siopau mawr efo meysydd parcio mawr preifat wedi'u hagor, a swyddfeydd post a siopau bach eraill mewn trefi a phentrefi wedi'u cau.

Bu cais cynllunio am ysgol gynradd newydd yn Eryri yn 2012. Buasai'r ysgol newydd yn cymryd lle ysgolion pentrefi presennol. Derbynwyd llawer o wrthwynebiadau ar sail teithiau car a bws ychwanegol. Cyfeiriodd adroddiad y Swyddog Cynllunio at Bolisi Strategol L, sydd yn annog teithio llesol. (Gweler rhif 1 uchod am amcanion Polisi Strategol L, Cynllun Datblygu Lleol Eryri). Ond yn ôl yr adroddiad “Nid yw'r awdurdod mewn sefyllfa i gwestiynnu'r angen (yr Awdurdod Addysg sy'n gyfrifol am bwrpasau o'r fath).” Rhoddwyd caniatâd cynllunio.

Credaf fod dadlau cryf dros ganoli addysg ac iechyd er mwyn gwella safonau.

Ni welaf unrhywbeth yn yr Ymgynghoriad i helpu Awdurdodau Cynllunio Lleol ystyried gofynion Teithio Llesol yn erbyn gofynion Awdurdodau Iechyd ac Adrannau Addysg.

Enterprise and Business Committee

Active Travel (Wales) Bill

AT 34 – John Bowers BA(Hons)

This was received in the medium of Welsh and has been translated by the Assembly Commission

Consultation on the Active Travel Bill

Snowdonia National Park Authority is responsible for town planning services and access to the countryside. We are not a “local authority” in the way that is meant in the Bill. These are my comments on the Bill in response to your invitation dated 22 February 2013. I have followed the format of your letter.

1. Is there a need for a Bill?

I believe that the outcomes of the Bill are likely to be positive, by encouraging local authorities and the Welsh Government to plan for active travel.

It should be possible to encourage authorities to do so through processes that already exist.

For example, Strategic Policy L of the Eryri Local Development Plan 2007-2022 begins:

“The National Park Authority is committed to improving access to local facilities and reduce the need to travel especially by private car...” The policy also mentions *“convenient access via footpaths, cycle paths...secure cycle parking facilities...recreational routes identified on the proposals map...”*

The Plan was adopted by a decision of the Snowdonia National Park Authority on 13 July 2011.

2. The Bill's requirements

Local highways authorities should publish maps identifying adopted highways, unadopted highways for motor vehicles, public footpaths, cycle routes, permissive public access routes, bridleways, byways open to all traffic and restricted byways. If a new Bill is needed to ensure this, the Bill would be beneficial.

Local highways authorities should publish plans to improve all types of highways and to create new ones. If a new Bill is needed to ensure this, the Bill would be beneficial.

The mandatory publication duties set out in Section 5 are likely to be beneficial.

There should be no need for a Bill to realise the objectives of Section 6, namely local transport planning. Section 108 of the Transport Act 2000 should be adequate.

The duties to improve provision in Section 7 might be beneficial.

The lack of provision for cyclists and walkers during the designing and building of the A55 as a dual carriageway near the northern boundary of the National Park demonstrates the need for Section 8 of the Bill.

3. The White Paper consultation

No comments.

4. Other ways of delivering the aim of the Bill.

See comments under paragraph 1 above.

5. What are the barriers to active travel?

My comments on what the barriers are to active travel are based on the research work *“Understanding Walking and Cycling” (POOLEY G F and Others, Lancaster University, Lancaster 2011)* as well as my experience in and around Snowdonia National Park.

I do not feel comfortable cycling on a busy main road that is used by other cars and vehicles. I do not feel comfortable walking on a pavement that is used by cyclists, especially if they do not use their lights at night or their bells at any time.

Snowdonia National Park Authority has created the Mawddach Trail for cyclists and walkers.

We have ensured a wide route with signposts stating that the route may be used by cyclists and walkers, with priority given to walkers.

There are many new routes adjacent to byways and other “A” Class roads in Snowdonia and Gwynedd. Some are narrow, and it is not clear whether they are for cyclists only or for cyclists and walkers. Section 72 of the Highway Act 1835 bars cycling on pavements.

Therefore, I would not like to cycle on a new route on the side of a road without knowing its status.

The work of Pooley and others suggests encouraging changing the behaviour of motorists towards cyclists and walkers, in order to reduce the fears of potential active travellers. They suggest policies that would assist all active travellers, improved provision for children with parents who work and improved cycle storage facilities at home, at schools and in the workplace. They also suggest encouraging walking and cycling as something for everyone, not only for super-healthy fitness evangelists.

6. Financial implications

I believe that the costs of overcoming the lack of provision on the A55 have been much higher than the costs of making adequate provision when the road was built.

7. Level of detail

No comments.

8. Other issues

Public policy on education, health and other areas has led to centralising services in a way that is likely to increase the number of journeys by car, bus and ambulance and to reduce the number of journeys undertaken on foot or by bike. Rural hospitals and primary schools have shut down. Large shops with large private car parks have opened, and post offices and other small shops in towns and villages have shut down.

There was a planning application to build a new primary school in Snowdonia in 2012. The new school would have replaced the current village schools. Many objections were received on the basis of additional car and bus journeys. The Planning Officer's report referred to Strategic Policy L, which encourages active travel. (See paragraph 1 above for the objectives of Strategic Policy L of the Eryri Local Development Plan). However, according to the report, the authority was not in a position to question the need (the education department is responsible for such functions). Planning consent was granted.

I believe that there are strong arguments for centralising education and health in order to improve standards.

I see nothing in the consultation to help local planning authorities consider the requirements of active travel against the requirements of health authorities and education departments.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 35 – Diverse Cymru



Response to the National Assembly for Wales Enterprise and Business Committee – Call for evidence on the general principles of the Active Travel (Wales) Bill.

Respondent's name: Ele Hicks
Respondent's Role: Social Policy Officer
Organisation: Diverse Cymru

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Organisation Background

Diverse Cymru is an innovative new organisation in the Welsh Third Sector, created in recognition of the realities faced by people experiencing inequality in Wales.

Diverse Cymru promotes equality for all. We believe that we can work together to challenge discrimination in all its forms and create an equitable future for the people of Wales.

Diverse Cymru aims to make a real difference to people's lives through delivering services that reduce inequality and increase independence; supporting people to speak for themselves and to connect with decision makers; creating opportunities for participation and development; raising awareness of equality issues; and inspiring people to take action against inequality.

Our current services include direct payments, self directed and independent living support, befriending and advocacy. We produce information resources, run a service user involvement project and co-ordinate volunteer placements. We facilitate forums

and groups that work on various issues, from improving disability access to equality impact assessments. We provide consultancy services and deliver a range of training courses on equality related topics.

We would be delighted to assist with the development of specific work programmes, and with engaging service users in future. We are happy for our response to this consultation to be published and would be happy to present oral evidence to the committee if desired.

Consultation questions

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

We agree that there is a need for a Bill to enable more people to walk and cycle. Progress in this area has been slow without legislation, and in particular the safety concerns of people from protected characteristic groups and the accessibility concerns of disabled people have generally not been met even within active travel schemes. Therefore we feel that legislation is required to be able to achieve the aims of this Bill.

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**
- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**
- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**
- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

We remain concerned that barriers to implementing safe active travel routes for people from protected characteristic groups have not been taken into account on the face of the Bill.

As stated in our response to the White Paper our experience indicates that the definition of ‘safe’ is usually interpreted as safe for the majority of people or experiencing low crime rates and therefore often does not account for issues such as feelings of safety and security, which are experienced differently for people from protected characteristic groups.

Many people of faith, disabled, BME, LGBT, and older people experience higher rates of fear of crime and indeed are more prone to becoming victims of violence against the person and hate crime in the community. These experiences leads to them feeling unsafe and at risk of hate crime or incidents in areas which are considered to be safe by other members of the community.

Therefore it is essential that the needs and issues of all communities of interest and protected characteristic groups are taken into account when planning safe and appropriate routes for walking and cycling.

This includes ensuring all walking and cycling routes are well lit, avoid isolated or dark areas and ensuring that routes do not pass through areas, without appropriate alternative routes, where particular communities or individuals are fearful to enter.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Governments consultation on its White Paper? Please explain your answer.

In our response to the Welsh Government's White Paper consultation we highlighted several areas of concern with regard to people from protected characteristic groups and equality. Whilst some improvements have been made in the Bill, we feel that many of these issues have not been adequately addressed.

We feel there is a need to ensure that all Local Authorities include equality considerations, safety concerns, accessibility and inclusion within planning processes and procedures as part of the duties within this Bill. This should include full Equality Impact Assessments of all cycling, pedestrian, road and public transport schemes and developments and involvement of individuals and organisations from across the Protected Characteristic Groups as an absolute minimum. We are disappointed that the Equality Impact Assessment for this Bill has not been published alongside the Bill, given the clear potential for discrimination and inappropriate implementation of active travel planning, design and delivery if not thoroughly assessed with the involvement of people from all protected characteristic groups.

We welcome the provision of guidance and directions from Welsh Ministers with regard to not only the form and matters to be shown on both existing route maps and integrated network maps, but also to requirements to consult. However in order to ensure that active travel can be widely promoted and accessible to all, thereby ensuring that all citizens of Wales can take advantage of the health benefits and reduction in poverty we feel **it is imperative that active consultation and engagement should be required on the face of the Bill with regard to sections 3, 4 and 6 in particular.**

This should include an explicit, specified link to fulfilling the Specific Duties for Wales under the Equality Act 2010 and the requirement to engage people from across the protected characteristics where plans, strategies or policies have a significant impact on them.

We feel that mapping the routes and facilities available will be the only effective method of ensuring a step-change with regard to use of available cycling and pedestrian routes and promoting a change of mind set towards more people cycling and walking. We also welcome the duty to publish information publically in section 5 of the Bill. However this requirement does not explicitly require local authorities to publish maps and information in accessible formats and locations, such as utilising third sector organisations and networks and local community groups to reach all communities, including protected characteristic groups such as BME groups, LGBT communities and people of faith. As part of this duty it will be essential to ensure that routes and facilities that are accessible to disabled people and the exact accessibility details of those are fully identified on maps, in order to ensure that disabled people can and are encouraged to use available walking and cycling routes.

Our experiences indicate that many Local Authorities are still unaware of many of the accessibility and safety issues highlighted elsewhere in this response.

Therefore we feel that specific, detailed guidance will be essential to ensuring the inclusion of equality issues and that walking and cycling routes can be safe, appropriate and accessible for all citizens of Wales, in addition to an amendment to Section 5 of this Bill to balance flexibility for local authorities to publish and publicise maps as they deem appropriate, with a requirement to ensure that this takes account of the differing needs of protected characteristic groups and provides accessibility to all citizens and communities, including older, disabled, LGBT, BME people and people of faith.

Whilst we welcome the explicit consideration of the needs of disabled walkers and cyclists contained in section 9, we are concerned at the narrow focus of this section. The reference within Section 9 is to “the application of the provisions of this Act that refer to walkers or cyclists to disabled persons using motorised or other wheelchairs, mobility scooters, electrically assisted cycles or other aids to mobility.” As many organisations and individuals have highlighted throughout the development and discussion surrounding this Bill deaf pedestrians and cyclists and blind pedestrians and cyclists face specific barriers and issues surrounding the use of shared pavements; the design of active travel networks; appropriate signage; accessible crossings and various other aspects of active travel route and facility design. However these disabled people would not usually be considered as utilising an “aid to mobility.”

In order to ensure that active travel can benefit all citizens of Wales, including disabled people across the vast impairment spectrum, it is imperative that section 9 be amended to address all the various barriers and adjustments required. We therefore recommend that Section 9 be redrafted to reflect this stating “The Welsh Ministers may give guidance to local authorities about the application, interpretation and implementation of the provisions of this Act that refer to walkers or cyclists to disabled persons, including those disabled persons using motorised or other wheelchairs, mobility scooters, electrically assisted cycles or other aids to mobility, people with sensory impairments, and learning disabled people.”

Guidance issued under this section should clearly address accessibility and inclusion issues, including safety concerns for people from protected characteristic groups, not only disabled people; accessible signage; avoiding the use of shared spaces where possible; providing accessible crossings, tactile paving and other access improvements; providing access for mobility scooters, wheelchairs, mobility aids and adapted bicycles; and ensuring the proactive involvement of the communities, including people and organisations representing all the protected characteristic groups.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

Regarding considering the potential for enhancing walking and cycling provision in the development of new road schemes, it is our experience that cycle lanes in particular tend to be added onto road scheme developments and therefore are often neither safe nor appropriate for cyclists to use. This contributes to inappropriate implementation of shared pavements, which can create significant issues for disabled pedestrians, because safe cycling routes are not built into the planning stage of new road schemes. We recognise and welcome the requirement in section 8 of the Bill for local authorities and the Welsh Ministers to “have regard to the desirability of enhancing the provision made for walkers and cyclists” in the exercise of their functions under the Highways Act 1980. However we feel that that factors influencing the desirability of such provision, such as integration with public transport and with existing and planned active travel routes will not necessarily be taken into account. We are concerned that issues such as safety for disabled walkers, especially those with sensory impairments, and the impact on car-based travel times of having multiple pedestrian crossings and dedicated cycle lanes and routes, may be used to justify not building active travel, and in particular the needs of all citizens of Wales including protected characteristic groups, into new road schemes.

We therefore feel **that section 8 should be strengthened to place a duty on Local Authorities and the Welsh Ministers to build safe, suitable active travel routes for both pedestrians and cyclists and their integration with other routes into all new road schemes, unless there is no public access to the route. A second clause to this section should specify that where a highways development or scheme is deemed to be unsafe or unsuitable for development as an active travel route the relevant authority must submit and publish reasons for this decision.**

We feel that this presumption of planning in favour of active travel will assist with the stated aim of the Bill of making cycling and walking the most natural and normal modes of travel and in increasing both safety and availability of active travel routes, whilst accounting for current and future road needs.

One of the most serious accessibility concerns, which we have been involved in, relates to the planning, design, build and use of shared pavements and surfaces. There have been several issues in Cardiff regarding cyclists misusing shared pavements or ignoring notices to dismount, and being involved in collisions with disabled people. Many of these incidents have been related to either visually impaired people who are unaware of a cyclist or cyclists travelling at excessive speeds and not accounting for how slow and difficult it may be for a disabled person to move out of their way.

Whilst we recognise that there may be some circumstances where the use of shared pavements, paths and spaces between cyclists and pedestrians may be unavoidable, we would urge the Welsh Government to be cautious when allowing any consideration of shared spaces and to ensure that the needs and concerns of older, disabled and pregnant pedestrians, in particular are addressed within schemes. This will involve both ensuring that cycle routes run alongside pedestrian routes, but that there is a clear demarcation and signage which is accessible to both visually impaired and learning disabled people. These considerations and design features to address issues should be clearly explained and exemplified in guidance.

In order to improve safety and accessibility of walking and cycling for all individuals a culture change and National awareness and education on the purpose, appropriate use and risks associated with inappropriate use of facilities and paths should be implemented as a priority. This should help to reduce incidents of cyclists injuring or knocking down pedestrians, by improving public awareness of safe cycling and walking and of why being on the wrong side of a cycling and pedestrian path, cycling too fast, or disregarding rules can be extremely dangerous. A national public awareness campaign should also assist in diffusing some of the tensions between cyclists and pedestrians and to encourage personal and community safety, whilst increasing the proportion of the population who routinely cycle or walk short

distances. Whilst we recognise that Welsh Ministers do not feel that this is within the scope of this Bill we would urge Ministers to consider whether this Bill could be more effective in changing cultures and attitudes towards active travel, a stated aim of this Bill, by including related issues and concerns which are required in order to achieve the aim of this Bill.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

As stated above we feel that the Bill, in its current form, will not succeed in ensuring that the needs of citizens from protected characteristic groups are met. We therefore feel that opportunities have been missed and that without amendments neither the needs of disabled people nor the safety concerns of people from other protected characteristic groups will be met.

We are also concerned that no financial commitment has been made to achieving the aims of this Bill. Whilst we recognise that in this current economic climate there is no new money available and tough decisions have to be made, we do feel that some finances should be diverted from road building schemes and that integration on a strategic level with public transport would assist in ensuring that finances are dedicated to active travel. Additionally there is a need to ensure that Local Development Plans require the development of active travel routes within all new developments, to ensure that the financial resources are available.

We have concerns regarding the skills level and knowledge of transport departments and staff with regard to both active travel in general, and the potential impacts and improvements needed to address negative impacts or a failure to achieve aims for all protected characteristic groups in Wales. We therefore recommend comprehensive equality training, addressing the needs, barriers and concerns of each protected characteristic group individually, is required in order to support the implementation of this Bill.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

We are concerned that the majority of substance required in order to create a cultural change towards active travel and to ensure that the needs and varying barriers to active travel faced by citizens from protected characteristic groups will be met, will be delivered in guidance and directions.

We feel that it is extremely difficult to ensure that the needs of all groups are met and for us to comment on the extent to which this Bill will be effective in meeting the needs of

all citizens and groups when all information regarding maps, plans, strategies and their publication will be contained in guidance.

Additionally, as mentioned previously in this response, active engagement of people from all protected characteristic groups in the development of guidance is essential to achieving the aims of this Bill.

Enterprise and Business Committee inquiry into Integrated Public Transport

Evidence from the Chartered Institute of Logistics and Transport (UK) Cymru Wales

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

The Institute recognises the importance of walking and cycling as an important part of the overall transport network, as highlighted in our Vision 2035 document which gives a future perspective on transport and logistics systems. However, we raised concerns in the consultation on this Bill as to whether establishing a legally binding requirement on local authorities to deliver this is perhaps onerous. The Wales Transport Strategy includes reference to walking and cycling, and so should be reflected in the Regional Transport Plans produced by the four consortia. Alternatively, it may be more appropriate to incorporate the intentions for this Bill within the forthcoming Sustainability Bill or even a future Planning Bill.

We would advocate that the Welsh Government retains a systems view of transport, including walking and cycling, rather than separating it into a different piece of legislation. As it currently stands in the Bill (s6), there is no requirement for the active travel networks to take into account connectivity with other transport modes, but there is a requirement for transport policies to take into account the active travel network. This should be a two way relationship rather than just in one direction.

As a start, the Welsh Government may be better placed to develop an updated Cycling and Walking Strategy, especially as the current document runs until 2013. This could then be enacted within the current legislative framework, in the same way as the Wales Transport Strategy.

2. What are your views on the key provisions in the Bill, namely:

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**
- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**
- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**
- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

The main outcome from the Bill is the creation of a series of maps to highlight walking and cycling routes, and potential investments to improve their attractiveness. Our view is that there is a need to ensure that the maps remain user friendly, which may be a challenge if a large number of routes are included. We have also questioned the extent to which the public will engage with the map and change how they travel – after all, bus companies have long

produced maps showing their routes but many people still prefer the car. The previous consultation did not indicate the importance of providing maps in changing people's behaviour.

The second map will then identify opportunities for improvement for cyclists and walkers. There is a need to ensure that, because these are aspirational, they should still remain deliverable and appropriate for the nature of pedestrian and cycling flows along particular routes. A key theme in the consultation document was the introduction of traffic calming, with an emphasis on protecting cyclists and pedestrians. Here, an integrated approach that considers all transport modes would be better suited. While obstacles such as speed humps slow the progress of cars, they also have a detrimental impact on buses, making the car a more attractive proposition if journey times are lengthened or comfort reduced. There are also examples where bus drivers have reported back pains as a result of repeatedly driving over the humps. Equally, many of the traffic calmed areas are likely to be near local centres where the logistics industry needs to make deliveries. There is therefore the potential for these measures to make the delivery of goods more difficult.

With cycling, the consultation document particularly focused on facilities along the route and at the destination. We advocated that some thought to the start of the journey also needs to be given. Bicycle theft is an issue as they are perceived as easy to steal. Therefore, secure storage is needed at both ends of the journey. This is particularly true in low income areas, where crime rates are higher and where many people are in transport poverty. If people do not have sheds or garages, they will need to keep the bicycle in the house. This may not be practical, especially if they are flats. The summary of responses to the consultation produced by the Welsh Government suggests that this may be included within future guidance.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

It is clear from the summary of responses provided by the Welsh Government, there is evidence of our response being considered. However, we cannot discern any significant changes within the Bill that direct result from points we have made. As noted above, considering storage facilities at the start of the journey may be included in future guidance for 'related facilities' but this is not within the wording of the Bill itself.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

The aim of the Bill, as stated in the original consultation document, is to increase the use of cycling and walking as an alternative to the car. However, the Bill only sets out to improve the level of information available to the public and, through this, deliver an improved network of pavements, footpaths and cycle ways. The issue with this is that it only addresses one aspect of getting people to change their behaviours. In order to fully achieve this goal, there is a need to integrate with other transport modes (so as to enable end-to-end journeys) and with land use planning to ensure that amenities and facilities (shopping, leisure activities, medical centres) can be accessed easily and without reverting to the car.

We would highlight recently published research by academics from a consortium of UK universities. Their journal paper, entitled “Policies for promoting walking and cycling in England: A view from the street”¹, sets out five policy objectives to encourage active travel. These are:

- Creating a safe physical environment where users do not feel exposed to undue risk;
- Increasing the awareness of motorists in relation to pedestrians and cyclists;
- Changing the spatial planning of cities so everyday activities are within walking/cycling distance;
- Social change to make active travel seen as suitable for certain journeys;
- Creating an environment where active travel is seen as ‘normal’.

The contents of the proposed Bill would seem to only address the first of these points.

Therefore, assuming the Welsh public are not dis-similar to the English public, there appears to be the potential for the Bill to have limited impact on the use of active travel.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

One challenge, and particularly for urban areas, will be developing the maps in such a way that they are understandable to the public. There is the potential for a significant number of different routes that may be included. Further, clear guidance will be needed as to the nature of related facilities that are considered.

In the previous consultation, we raised the issue of a focus on facilities at the end of the journey, without taking into account that there may be storage issues for bicycles at the start of the journey (for example, in flats). This issue still remains, although the Bill does not make any specific mention as to where the related facilities are provided.

Guidance related to the requirements for the active travel network would bring consistency across the whole of Wales. However, this may mean that some areas receive pathways and cycle ways to a ‘gold’ standard that is inappropriate given their location and usage. Therefore, it is important that the guidance allows flexibility to encompass this, and possibly defines minimum standards only. It is also unclear what the cost/benefit expectations would be from any investment related to active travel.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The cost of producing the maps appears, at least in relation to other transport investments, relatively modest at around £1 million. However, as highlighted earlier, investing in the maps alone will not change behaviour and infrastructure investment will also be needed. The costs here are less well defined as they will be dependent upon the nature of investments needed. Our members have also raised concerns that, by developing the maps, there may then be an expectation of funding for the improvements. This raises the question as to where this

¹ Pooley et al. (2013) Policies for promoting walking and cycling in England: A view from the street, Transport Policy, 27, 66-72.

funding will come from, and whether trade offs will be necessary within local government budgets or if additional central funding will be made available.

There is an opportunity to reduce the costs of producing maps. The current timescale sees the first map produced within three years of the Bill coming into force, and every three years thereafter. Our members have highlighted that costs would be reduced if the maps were synchronised with the Regional Transport Plan timescales. Therefore, the first maps would be produced in 2015 and then every five years thereafter. This may also assist in active travel being seen within the context of an Integrated Transport system, rather than as a separate element.

In terms of the benefits, there is a need to fully understand the extent to which the research contained in the Explanatory Memorandum reflects situations found in Wales. For example, mention is made of Dutch examples, but the Netherlands is a nation that has a greater acceptance of the bicycle as a transport mode. Some of the other studies quoted, while highlighting potential benefits, do not identify the policy interventions needed to achieve these, and therefore the findings can only be considered valid if the targets are considered achievable. The Explanatory Memorandum (paragraph 134) does highlight one study which does calculate the health benefits for urban Wales. This is an extension of a study for urban England and Wales but we have not been able access this study to consider whether the scenarios developed are reflective of the Welsh context.

It has also been noted that, in the breakeven analysis (paragraphs 144 onwards), the calculations are solely based around the initial mapping exercise, even though the Bill requires the additional Integrated Network map.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

We would consider that the Bill provides a framework for developing an active travel network. This gives the potential opportunity for the guidance to address some of the issues identified but not addressed within the Bill, as well as allowing for flexibility in the future. However, it is difficult to judge the extent to which balance has been achieved, given that the guidelines are still to be developed. It will also be important that the guidelines are subject to appropriate scrutiny to ensure that they are appropriate for the intended purpose.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 37 – Rowland Pittard

04/04/13

Dear Sir,

Written evidence to Enterprise and Business Committee on Active Travel (Wales) Bill

I submit on behalf of myself a submission to the Enterprise and Business Committee on Active Travel (Wales) Bill.

Yours faithfully,

Rowland Pittard

General Comments

I submit a number of general comments and some specific examples of developments that could be encouraged by the bill and others which should be avoided by the Bill

I believe that the bill should aim to provide safe walking and cycling routes between communities and also from communities to places which are essential for them to access eg railway stations, bus stops, schools, shops, medical facilities, sporting and entertainment locations. Priority should be given to walkers and all paths provided should be for both walkers and cyclists. Access is important for rural and urban fringe communities that which have little or no public transport. Priority should be given to communities which are deficient in public transport rather than urban areas with good public transport provision. The provision of paths to encourage recreational use and support health and tourism initiatives should also be taken into account. Good all weather paths will encourage use and safety can be improved by the provision of lighting where appropriate.

Developments which hinder walking and cycling should not be allowed or made to provide for alternative but more convenient routes for walking and cycling. I refer to road schemes which cut across footpaths, housing developments which create more circuitous routes and even railway crossing closures.

There should be retrospective powers to provide better access where access has been affected by such schemes. This should also apply where these schemes could be to provide better access.

I give an example. The enlarged village of Penyfai near Bridgend has poor transport links and none on Sundays and Bank Holidays. The nearest station at Sarn is 15-20 minute walk from the village by a direct route along a road which has excellent lighting, a wide verge and a road centre refuge at one end and a pedestrian controlled crossing at the other end. However pedestrians are not allowed along half the section of road which forms the direct route. Removal of the pedestrian restriction and the surfacing of the verge would provide a safe all weather route for the community to its nearest railway station. It would also provide a safe route to school for children from the village and a safe route to the nearest doctor's surgery. The cost of surfacing a footpath would be small in contrast to other expenditure on road schemes including unused cycle paths. It would reduce short distance car journeys from the village to the railway station and the eventual need to enlarge the car park at the station.

I give a second example. Bridgend Council has provided near Tondur railway station two sections of cycle path that are each 10 yards long together with associated signage. I have never seen these

sections used and they are partly grassed over. This type of wasted expenditure should be avoided but I can see no provision in the bill to prevent this happening in the future. The cycle route from Port Talbot to Pyle follows the main road but cyclists still use the main road because of its better surface and lack of obstructions such as road signs and pedestrians.

I give a third example. Greater consideration should be given to the design of shared segregated paths. The path for Bridgend Brackla to Coychurch is on the south side of the road. It is only five foot wide and the half adjacent to the road is signed for cyclists and the half adjacent to a wall is signed for pedestrians. Both widths are unsatisfactory for their designated use especially as the pedestrian section is blocked at times by road sign obstructions. Pedestrian groups do not like walking Indian file and it is not wide enough for a pram. This waste of money should also be avoided and provision made in the bill for a responsible use of finance and the controls over such wasteful schemes.

The examples I have provided are not unique to Bridgend and occur across Wales and there must be a more responsible use of finances to provide for the requirements of the bill. There must also be consultation at a local level as to the best possible schemes to provide for improved access for communities. This could be provided by improved mapping as suggested in the Bill together with an audit of what is available and what is used by local communities.

The finance for the provision at great expense of a cycleway parallel to the Heads of the Valleys road could be better used where it would improve the facilities for communities including recreational use.

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4 April 2013

e-mail response sent to: enterprise.committee@wales.gov.uk

Dear Sir/Madam

Response to: Consultation on the Active Travel (Wales) Bill by the Enterprise and Business Committee

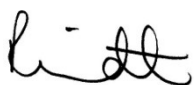
Thank you for the opportunity to respond to the above consultation. The Royal Town Planning Institute (RTPI) is the largest professional institute for planners in Europe, representing some 23,000 spatial planners. RTPI Cymru represents the RTPI in Wales, with 1,100 members. The Institute seeks to advance the science and art of spatial planning for the benefit of the public. As well as promoting spatial planning, the RTPI develops and shapes policy affecting the built environment, works to raise professional standards and supports members through continuous education, training and development.

This response has been formed drawing on the expertise of the RTPI Cymru Policy and Research Forum which includes a cross section of planning practitioners from the private and public sectors and academics from across Wales. RTPI Cymru's response to the consultation questions is set out in the accompanying response form.

RTPI Cymru would like to comment that the recent split in cabinet responsibilities between Active Travel and the remainder of transport, generates a risk of a lack of a joined up approach to transport planning across all modes, and that we would welcome assurances that appropriate arrangements will be put in place to ensure that this risk is mitigated.

If you require further assistance, have any queries relating to the enclosed or require clarification of any points made, please contact RTPI Cymru on 029 2047 3923 or email Roisin Willmott at walespolicy@rtpi.org.uk

Yours sincerely,



Dr Roisin Willmott MRTPI
RTPI Cymru National Director

**National Assembly for Wales Enterprise & Business Committee
Call for Evidence on the Active Travel Bill**

RTPI Cymru Response

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

- 1.1 Yes. The Bill would provide a statutory basis upon which local authorities can take forward the active travel agenda, putting active travel on a par with other transport modes. In addition, the Bill would provide statutory backing to local authorities when considering the transport hierarchy requirements as set out in Planning Policy Wales (2012), and the implications for Local Development Plans (LDP).
- 1.2 The Bill will raise the profile of active travel, and will provide evidence of the Welsh Government's aspirations in terms of encouraging greater use of active travel modes. It will also ensure that information on the presence of routes is available, and that a more consistent approach to the identification, mapping and promotion of active travel routes is applied across Wales.

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

- 2.1 We support the principal aim of producing maps identifying existing active travel routes and related facilities. However, there remain areas of concern which we would like to see addressed. Section 3(2) defines what should be included within the ‘existing routes map’. However, the definition in Section 2(4) of what a local authority should consider when determining what is an appropriate route in terms of active travel, should include additional detail to give greater weight to the requirements.
- 2.2 Paragraph 161 on p.43 of the Explanatory Memorandum states: “The Active Travel (Wales) Bill is intended to support modal shift for shorter journeys; less than 3 miles by foot and 10 miles by bicycle.” It would therefore be appropriate to include a reference in Section 2 relating to the aim of the Bill with regard to encouraging modal shift for shorter journeys. The detailed definition of what constitutes ‘shorter journeys’ would then be included within the accompanying notes or future guidance.
- 2.3 Sections 3(3)(a) and 4(3)(a) state that a local authority must have regard to guidance given by the Welsh Ministers as to the consultation and other steps to be taken in preparing the maps. However, there is no indication in the explanatory memorandum of the level of consultation that is likely to be required, or the potential costs of undertaking such consultation. There will be additional costs which have not been captured in the calculation of the costs and benefits in Section 8 of the Explanatory Memorandum. Further information regarding consultation should be provided in the guidance. This would need to include a list of consultees who should be consulted, and the duration, frequency and type of consultation to be undertaken, including with the public.

There will be a need, amongst others, to consult adjoining local authorities, national park authorities (where appropriate), and Regional Transport Consortia.

- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**
- 2.4 We are supportive of this provision. However, there will need to be careful consideration of the interface with Regional Transport Plans (RTPs) to avoid duplication, but to ensure that all proposals are able to be evaluated for prioritisation of funding, including those serving primarily local needs. In this context, the proposal that Integrated Network Maps should be reviewed every three years sits uncomfortably with the requirement for RTPs to be updated every five years. Integrated Network Maps would be likely to be more influential in terms of investment decisions for the Five Year Programmes prepared within RTPs if they were prepared and reviewed in parallel with the RTPs themselves.
- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**
- 2.5 Section 7(1) states that continuous improvements must be made “in the range and quality of the active travel routes and related facilities”. This suggests that improvements will be required to both, and the provision should therefore be amended to ensure that the wording is consistent with the intent contained within Paragraph 20 in Annex 1 (p.47) of the Explanatory Memorandum which states that improvements should be made “either by expanding the amount that is available or upgrading existing provision”. The term “continuous improvements” in this context is imprecise, and may result in difficulties and inconsistency in interpretation. An alternative form of words such as “regularly review the need for improvements”, with a definition of the meaning of ‘regular’ would be preferable.
- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**
- 2.6 Whilst we are supportive of the provision in Section 8, we would suggest that rather than merely having regard to the desirability of enhancing the provision made, this provision should be strengthened so that highway authorities are required to demonstrate how they have fulfilled this requirement when seeking statutory consents and funding for the creation of new roads and the improvement of existing ones. Road schemes which cannot demonstrate an effective contribution to walking and cycling, or to public transport, should be unable to secure funding.
- 2.7 There will an opportunity, in the forthcoming Planning Reform Bill, to consider whether there is a need for additional requirements to be placed on planning authorities to explicitly consider the needs of pedestrians and cyclists when considering applications for planning permission for new development. This could secure significantly more rapid progress in promoting active travel, than the provisions of the Active Travel Bill alone. If not through the Planning Reform Bill, then the further development of national planning policy in this regard is a real opportunity.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

3.1 Some issues raised by RTPI Cymru during the consultation on the White Paper have been incorporated within the provisions of the Bill and the accompanying Explanatory Memorandum.

3.2 Issues that have been fully incorporated include:

- Provision of a clear hierarchy between the proposed Network Maps and Local (Regional) Transport Plans;
- The proposal for the maps to be applicable over a specified 15-year period;
- Paragraph 161 of the Explanatory Memorandum sets out how the Welsh Government intend to monitor the outcomes of the Bill;
- The wider potential benefits associated with the Bill have been referenced within the Explanatory Memorandum;
- Section 9 of the Bill suggests that additional guidance will be provided to assist local authorities in considering the impact of the Bill on walkers, cyclists or disabled persons using mobility scooters, wheelchairs or other mobility aids;
- Retaining the emphasis on the promotion of modal shift.

3.3 Issues that have been partially taken account within the Bill include:

- Clarification has been provided regarding the level of improvement required by local authorities;
- The Explanatory Memorandum confirms that the delivery of improvements will be funded within the constraints of budget availability, as well as the funding sources available from the Welsh Government. However, reference should be made to other funding sources which local authorities could utilise, such as the inclusion of improvements within development schemes, and the use of agreements under Section 106 of the Town and Country Planning Act 1990, and the Community Infrastructure Levy;
- The costs of the legislation have been partially identified within the Explanatory Memorandum, although confirmation that additional funding will be provided to allow local authorities to carry out the provisions within the Bill is still required. There may also be additional costs related to consultation which have not been considered.

3.4 Issues that have not been taken account of within the Bill:

- The need for Integrated Network Maps to adopt common time horizons for preparation and review with Regional Transport Plans.
- The benefits of proposals set out within Integrated Network Maps being captured within Local Development Plans, thereby identifying and protecting any land requirements, and facilitating provision through the development of land.

We strongly suggest that these issues are reconsidered as a result of this consultation exercise to avoid a lack of coherence between concurrent land-use processes.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

- 4.1 The key provisions in the Bill will ensure that local authorities focus efforts on identifying and delivering a network of active travel routes and related facilities. This should help to facilitate better use of limited resources, and to target infrastructure improvements that will encourage more people to walk and cycle for shorter journeys.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

- 5.1 The availability of resources to deliver the requirements of the Bill is likely to be the most significant barrier, both for the development of the plans and the delivery of the identified routes and related facilities. In particular this relates to both the availability of funding and the availability of staff resources within local authorities. The Bill fails to effectively address this barrier.
- 5.2 Another potential barrier is the issue of third party land. There is no recognition of this within the Bill, which should refer to mechanisms for overcoming the barrier represented by landownership issues on delivery of the integrated network.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

- 6.1 The inclusion of the wider financial benefits which may be accrued through the introduction of the Bill is welcomed, as is the inclusion of the wider costs associated with the legislation. The main concern centres around the overall cost of the legislation to local authorities in terms of the funding required, both for the mapping and delivery elements, as well as the maintenance funding which will be required for all new assets created as a result of the Bill's provisions.
- 6.2 There needs to be provision in the Bill for funding to be made available by the Welsh Government to enable local authorities to meet the requirements of the legislation. As Paragraph 59 of the Explanatory Memorandum states: "all of the direct costs associated with the legislation are expected to fall on the local authorities in Wales." Local authorities should therefore be provided with sufficient funding from the Welsh Government to enable them to discharge the new duties set out in the Bill.
- 6.3 Paragraph 95 of the Explanatory Memorandum properly indicates that delivery of improvements will have to be within the constraints of budget availability. As indicated in Paragraph 96, Regional Transport Consortia will be expected to allocate a proportion of their funding specifically to develop integrated networks. It is important, however, that investment in active travel proposals is able to be

evaluated by consortia against investment in other transport schemes, in order to ensure the best use is made of limited transport budgets. Effective approaches to transport planning require an integrated approach between all modes of transport, including the appraisal and prioritisation of investment between modes. This is the approach taken by the RTPs, and it will be important to ensure that the proposed new arrangements for active travel do not undermine this integration.

- 6.4 An additional section should be included within the Bill, worded along similar lines to Section 6 of the Transport (Wales) Act 2006, which confirms a financial commitment from the Welsh Government.
 - 6.5 Whilst funding provided by the Welsh Government is likely to remain the principal funding stream through which improvements will be made, the Explanatory Memorandum should also include a reference to the potential of local authorities to utilise other funding sources.
 - 6.6 A key concern on the financial implications of the Bill relates to the figures used in Section 8 of the Explanatory Memorandum, which assess the costs and benefits of the Bill. A figure of approximately £20,000 has been estimated as sufficient for each local authority to produce their integrated network maps. Costs are likely to vary significantly between authorities, given the wide variations in their population sizes and dispersal. There is a need for a more effectively evidenced estimate that recognises this diversity.
- 7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?**
- 7.1 The level of detail provided in the Bill provides sufficient information to enable local authorities to determine their requirements. However, as detailed in the responses above, additional information could be provided, either within the Bill itself or in additional guidance, which would strengthen the Bill.
- 8. Are there any other comments you wish to make on the Bill that have not been covered in your response?**
- 8.1 As part of the development of the Bill, the Welsh Government may wish to consider the formation of a national group similar to the Public Transport Users Committee for Wales under Section 5.8 of the Transport (Wales) Act 2006, that would include representatives from a wide range of stakeholders. This could provide an independent body to consider all major issues related to walking and cycling.
 - 8.2 Paragraph 87 states that the expectation is that much of the information needed to produce the integrated network maps will be available to local authorities. However, it is likely that the availability of some information, particularly data on the number and location of current journeys, will be inconsistent across local authorities. As a result, there may be additional costs to collect and co-ordinate this data, including public consultation and stakeholder engagement, to enable all local authorities to undertake the mapping exercise.

Cycles on Buses and Trains

- 8.3 A key constraint on extending the use of cycles in transport is the difficulty in transporting cycles on buses and trains. Experience in other more cycle-friendly countries indicates that these constraints are not insurmountable. While beyond the scope of the current Bill, these issues require some focused research. The impending replacement of most of the rail rolling stock in South East Wales, with stock which is likely to be comprehensively refurbished, presents an opportunity to make real progress on this issue.

Older People - Seats at Bus Stops

- 8.4 A key constraint in encouraging people to walk to the bus stop rather than make the whole journey by car, is the facilities available at the stop. It is an extreme irony, at a time when older people are heavily encouraged to use buses through the use of concessionary fares, that many stops lack any seating facilities. This element of transport infrastructure needs higher priority.

Demand Management of Car Travel

- 8.5 Ultimately, mechanisms to encourage more foot and cycle journeys will only be fully effective if balanced by mechanisms to introduce effective demand management of car travel.

Enterprise and Business Committee
Active Travel (Wales) Bill
AT 39 – ACPO Cymru

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Consultation responses to Active Travel Bill

Introduction

The consultation on the Active Travel Bill ran from 9th May 2012 until 14th August 2012.

The aim of the bill is to enable people to get out of their cars and travel in healthier and more sustainable ways. The Bill is aimed at tackling some of the major barriers that are preventing more people from walking and cycling.

There has been a lot of work over previous years to promote walking and cycling.

Mae Cymdeithas Prif Swyddogion Heddlu Cymru (ACPO) yn gorff strategol annibynnol sy'n darparu'r llais proffesiynol ar gyfer arweinyddiaeth yr heddlu yng Nghymru. Er budd y cyhoedd ac mewn partneriaeth â'r Llywodraeth a Chymdeithas Awdurdodau'r Heddlu, mae ACPO Cymru yn arwain ac yn cydgysylltu'r broses o gyfeirio a datblygu gwasanaeth yr heddlu yng Nghymru. Pan fo'r wlad mewn angen, ar ran pob un o'r Prif Gwnstablaid yng Nghymru, bydd ACPO Cymru yn cydgysylltu'r ymateb plismona strategol.

The Association of Chief Police Officers (ACPO) Cymru is an independent, strategic body which provides the professional voice of police leadership in Wales. In the public interest and, in partnership with Government and the Association of Police Authorities, ACPO Cymru leads and co-ordinates the direction and development of the police service in Wales. In times of national need, on behalf of all the Chief Constables in Wales, ACPO Cymru, coordinates the strategic policing response.

Research indicates that for many people the biggest barrier to walking and cycling is concern for their safety. These concerns relate mainly to the existing infrastructure, the speed and proximity of traffic and concerns for personal safety.

Behaviour change means far more than just enabling people to use active travel by providing safe routes. Welsh Government want people to engage with the idea of walking and cycling and feel encouraged to give it a go.

In 2011, there were 11 pedal cyclist fatalities, 107 serious casualties and 403 slightly injured pedal cyclists' casualties.

There was a sharp increase in casualties during 2011 for cyclist aged between 30 and 49 years.

On weekdays, pedal cyclist casualties are highest at the end of the school-day and the working-day; there is a lower peak in mornings during the period people are cycling to work or school.

Statistics prove that one in every five pedal cycle collisions in Wales occur in the Cardiff area.

1. What are your views on the proposals for Local Authorities to have a duty to:

- **Identify and map the routes within their areas that are safe and appropriate for walking and cycling:**
- **Identify and map the enhancements that would be required to create a fully integrated network for walking and cycling and develop a prioritised list of schemes to deliver the network:**
- **Deliver an enhanced network subject to budget availability and following due process.**
- **Consider the potential for enhancing walking and cycling provisions in the development of new road schemes?**

Programme material, accessibility and user friendly maps would be of great benefit to both cyclists and pedestrians. It should be capable of providing updated information on the best and most appropriate routes to travel to chosen destinations taking into account for possible disabled riders or pedestrians.

Additional information to assist the individuals in planning their ride/walk should also be included. I.e. peak traffic flow concerns, road works, restricted access and other road safety advice. It is imperative that this map is continuously updated.

Possible availability via social media apps.

The local authorities should maintain a consultation with members of the public on potential schemes that are likely to either assist or obstruct their everyday movements.

Continuous communication can only assist in development and understanding of ongoing works.

Most conflicts and collisions between motor vehicles and cyclists/pedestrians result when either breaks the rule or law so any scheme to assist in providing extra room for segregation can only assist in casualty reduction.

Many of these issues will require education and engineering action to help teach cyclists safe practices and ensure that the roadway safely accommodates them, but enforcement also has its place.

This will also encourage those who lack in confidence due to concerns for safety the opportunity of taking up cycling or walking to their destination instead of driving. Consideration should also be given to Sec 3 Cycle Tracks Act 1984 that enable the local authorities to convert footpaths into cycle paths. This will have to be considered only when there is sufficient room to prevent the two parties coming into contact with each other. If there's not sufficient room, the possibility of developing the infrastructure further should be seriously considered.

Due to the introduction of cycle to work scheme and economy concerns more people are taking to the healthier and cheaper modes of transport, either cycling or walking. To ensure safety for all, consideration on the movements of cyclists/pedestrians should be considered in all future plans on proposed repairs or changes to the infrastructure.

2. How do you think the duty should be enforced?

This is an area that both the local authorities and Welsh Government can put in place when implementing policies and guidance.

3. Do you think the type of routes and facilities that Local Authorities be required to map should be specified in guidance or regulation?

Again this is an area that both the local authorities and Welsh Government can put in place when implementing policies and guidance.

4. What are your views about revising rights of way definitions, for example allowing cyclists to use footpaths, or equestrians to use cycle paths?

Each section of the highway should be reviewed and risk assessed to ensure that those persons going to use the network will be free from hazards. Appropriate maintenance should be available to meet a safe standard.

An easy method of reporting defects should also be made available to avoid injury or harm to the user as a result of a poor standard of the network. If the network is not maintained then people will return to the main carriageways and pose a possible hazard to themselves and other road users.

Security, lighting and possibly CCTV should be considered particularly in the more rural areas where people become vulnerable.

Multi use would assist in preventing a clogging up of the network providing there is sufficient room to accommodate all.

5. What are your views of the proposal for new design guidance?

We feel that if guidance is provided then a uniform approach can be adopted throughout Wales.

Due consideration needs to be given to safety consortiums and other interested parties. The hierarchy on the roads needs to be shifted as it has been in other countries.

The standard required should be met on all routes to avoid injury or other potential hazards for vulnerable users.

A multi-agency approach should be adopted to ensure compliance is met by all using the network. Together we need to improve drivers and cyclists knowledge on the use of the network, together with respect for each other.

6 What would the costs and the benefits of these proposals be to you or your organisation (or the people your organisation represents)?

If the document is adopted and appropriate lanes/ segregation is provided for the pedestrians and cyclists then there would hopefully be a reduction in casualties. A reduction in casualties would reflect in other areas of business, resources would be available to deploy to other vulnerable areas of concern.

Summary

The Active Travel Bill has been designed to assist in a healthier and more sustainable approach to travel. The bill is aimed at tackling some of the major barriers that are preventing more people from walking and cycling.

There has been a lot of work over previous years to promote walking and cycling. Research indicates that for many people the biggest barrier to walking and cycling is concern for their safety. These concerns relate mainly to the existing infrastructure, the speed and proximity of traffic, and concerns for personal safety.

Behaviour change means far more than just enabling people to use active travel by providing safe routes. Welsh Government want people to engage with the idea of walking and cycling and feel encouraged to give it a go.

There has been a significant increase with the use of pedal cycles over recent years, this is due to a number of factors primarily linked to the economy and sporting success for the nation at recent events.

This is reflected in the collision statistics where we are seeing cyclist collisions raising. The cause is through behaviour/attitude/skill of both the car driver and the cyclist.

Therefore if we provide segregation those partaking in cycling/ walking will be much safer.

The Bill is aimed at tackling some of the major barriers that are preventing more people from walking and cycling.

We have provided a response to each question posed.

1. What are your views on the proposals for Local Authorities to have a duty to:

Identify and map the routes within their areas that are safe and appropriate for walking and cycling:

Identify and map the enhancements that would be required to create a fully integrated network for walking and cycling and develop a prioritised list of schemes to deliver the network:

Deliver an enhanced network subject to budget availability and following due process.

Consider the potential for enhancing walking and cycling provisions in the development of new road schemes?

2. How do you think the duty should be enforced?
3. Do you think the type of routes and facilities that Local Authorities be required to map should be specified in guidance or regulation?
4. What are your views about revising rights of way definitions, for example allowing cyclists to use footpaths, or equestrians to use cycle paths?
5. What are your views of the proposal for new design guidance?
6. What would the costs and the benefits of these proposals be to you or your organisation (or the people your organisation represents)?

Recommendation

1. An official map/ programme material should be designed to be user friendly with benefits to all road users including able and disabled persons.

The map should provide information on the best and most appropriate routes to travel to chosen destinations. It should provide additional information to assist with travel and safety plans i.e. road works, restricted access, peak traffic flows and other possible road safety advice.

It is imperative that this map is continuously updated and provides accurate, precise information. Other social media sites should also be scoped

Safety is the most important factor when planning a cycle/ pedestrian route. Collaborative approach during the planning stage and continuous communication can only assist with any development and an understanding of ongoing works.

Most conflicts and collisions between motor vehicles and cyclists/pedestrians result when either breaks the rule or law so any scheme to assist in providing extra room for segregation can only assist in casualty reduction.

Many of these issues will require education and engineering action to help teach cyclists safe practices and ensure that the roadway safely accommodates them, but enforcement also has its place.

Enhancing walking and cycling provisions within the network will encourage those who lack in confidence due to concerns for safety the opportunity of taking up cycling or walking to their destination in stead of driving.

Consideration should also be given to Sec 3 Cycle Tracks Act 1984 that enable the local authorities to convert footpaths into cycle paths. This will have to be considered only when there is sufficient room to prevent the two parties coming into contact with each other. If there's not sufficient room, the possibility of developing the infrastructure further should be seriously considered.

2 & 3. This area that Welsh Government and Local Authorities can put in place when implementing policies and guidance.

4. Revised rights of way and multi use of the network would assist in the development and also prevent clogging up the infrastructure. Each section should be reviewed and risk assessed during design and re-development stages to ensure that it is fit for purpose.

The network needs to be well maintained and an easy method of reporting defects or concerns should be implemented and advertised.

Security, lighting and possibly CCTV should be considered particularly in the more rural areas where people become vulnerable.

5. We feel that if guidance is provided then a uniform approach can be adopted throughout Wales.

The standard required should be met on all routes to avoid injury or other potential hazards for vulnerable users.

A multi agency approach should be adopted to ensure compliance is met by all using the network. Together we need to improve drivers and cyclists knowledge on the use of the network, together with respect for each other.

7. If the document is adopted and appropriate lanes/ segregation is provided for the pedestrians and cyclists then there would hopefully be a reduction in casualties. A

reduction in casualties would reflect in other areas of business, resources would be available to deploy to other vulnerable areas of concern

Yours Sincerely

Carl Langley
Assistant Chief Constable
Dyfed-Powys Police



**UK HEALTH FORUM'S WRITTEN EVIDENCE TO THE NATIONAL ASSEMBLY OF WALES'
ENTERPRISE & BUSINESS COMMITTEE ON ACTIVE TRAVEL (WALES) BILL**

Date: 5 April 2013

Contact: Hannah Graff
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Introduction

The UK Health Forum welcomes the opportunity to submit evidence to the National Assembly of Wales' Enterprise & Business Committee on Active Travel (Wales) Bill.

Please note: *The UK Health Forum is formerly the National Heart Forum. Our new name reflects the wider focus of our work today, both within the UK and internationally. The National Heart Forum was established in the 1980s to coordinate national action to prevent coronary heart disease. Since then, our membership and activities have grown and developed, and now also encompass the prevention of stroke, type 2 diabetes, obesity, cancer, respiratory diseases and vascular dementia.*

The UK Health Forum (UKHF) is a leading charitable alliance of 70 national organisations working to reduce the risk of linked conditions such as coronary heart disease, stroke, type 2 diabetes and some cancer. UKHF is both a UK forum and an international centre for chronic disease prevention. Our purpose is to co-ordinate public health policy development and advocacy among members drawn from professional representative bodies, consumer groups, voluntary and public sector organisations. Government departments have observer status. The views expressed here do not necessarily reflect the opinions of all individual members of the forum.

The UKHF supports the promotion of active travel and everyday physical activity because evidence shows that regular activity – including walking and cycling – helps to reduce the risk of developing non-communicable diseases (NCD) such as coronary heart disease, type 2 diabetes and some cancers. Infrastructure changes to our built environments are a required element to supporting everyday physical activity and active travel across populations.

Written evidence to the Enterprise & Business Committee on Active Travel (Wales) Bill:

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

1.1 Six years ago Sustrans, a UKHF member, submitted a widely supported petition to the National Assembly calling for a legal duty on highway authorities to develop and maintain a network of routes for walking and cycling.

1.2 They did so because they identified a series of systemic blockages from developing a culture of active travel in Wales. We believe a duty to develop provision for walking and cycling is an important symbolic statement to Highways Authorities in Wales that their remit is not simply to provide roads for cars, but to provide for people to travel on foot or by bike too.

1.3 One of the initial barriers to making this a reality that Sustrans identified was the availability of funding to maintain paths. When a Highway Authority creates a road there is funding available to maintain their asset. When a traffic free path is created there is no on-going maintenance funding available and authorities are in effect creating a maintenance liability for which they have no easy way of maintaining. As a result many of the small authorities refuse to build anything on the basis that they couldn't afford to look after it.

1.4 A further barrier to increasing usage is the quality of the infrastructure that is provided, and the extent of the existing network. It is not uncommon for 'cycle routes' to start and stop randomly, and not connect people with the places they want to go. This is arguably a result of active travel not being taken seriously by Highway Authorities.

1.5 The current approach often results in road design standards applied to the development of walking and cycling routes. Furthermore, local authority engineers will often apply different standards to schemes with different stated aims, for example, a 'road safety' scheme will be treated differently to a 'cycling scheme'. This is one of the reasons why users encounter sometimes bizarre design details which frequently bring investment into 'cycle schemes' into disrepute.

1.6 While this may seem like an opaque issue it goes to the heart of what we are trying to achieve: getting people currently do not travel in physically active ways to do so. The lack of a 'user focus' to the design of routes means that infrastructure is often off putting to new or novice cyclists. Unless the detail of a route is sympathetic to a new user it will be unlikely to attract new people to use it. Attempts to remedy this through voluntary guidance have not resulted in a shift in professional practice and therefore best practice design standards underpinned by law is the best way forward.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

20 MPH

8.1 Local authorities have the power to implement 20mph limits and zones in their local communities but the complications they face in exercising this power often discourage them from doing so. To support them in implementing this duty, greater guidance is needed.

8.2 Importantly, local authorities should be encouraged to implement area-wide 20mph limits as opposed to just isolated streets. This will ensure that through-traffic is displaced to arterial roads (designed to handle it) and not simply shift from one residential street to another, to the detriment of other walkers, cyclists and residents.

8.3 We recognize the WG do not have powers to impose area wide 20mph, local authorities can, and would like to see explicit reference to 20mph as one of the suite of solutions councils can apply in developing an effective network.

Country Land and Business Association (CLA)

The CLA represents over 35,000 members in England and Wales. Our members both live and work in rural areas; they operate a wide range of businesses including agricultural, tourism and commercial ventures – at the last count the CLA represents some 250 different types of rural businesses.

The quality of the countryside is of vital importance to our members. The three main drivers - economic, social and environmental - rely on landowners and managers for their success, and thus the CLA has a special focus on such matters.

We have pleasure in setting out our response to the consultation below.

Active Travel (Wales) Bill

Consultation Questions

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport?

We are not convinced by the need for a Bill. The aspiration for improvement could also be met by a dedicated programme coupled with appropriate funding.

2. What are your views on the key provisions in the Bill, namely –
i) The requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (Sections 3 to 5);

We reiterate our previous concerns about the ability of authorities to prepare such maps within the restrictive timescales, and to keep such maps up to date.

ii) The requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

No comments.

iii) The requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

This requirement suggests that an end point will never be achieved. It fails to recognise that, even if at some point in the future localities have all the facilities and infrastructure they need, they will not be able to take a local decision to (even temporarily) halt investment.

It fetters the discretion of authorities to prioritise their resources according to the requirements of their electorate.

iv) The requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8).

No comments.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper?

In our initial response we were concerned at how the proposed new maps would be presented, who would be able to see them and how they would fit with other maps, such as the Definitive Map (of public rights of way).

The question of how the proposed maps will fit with other maps has not been resolved. In addition, the status of the proposed routes remains unclear.

The White Paper indicated that the Bill would have a largely urban focus and the explanatory memorandum indicates that routes will be identified for settlements exceeding a population of 2000. We were concerned that the White Paper did not consider the impact that routes could have on landowners, and that there was no consideration of how these impacts would be taken into account when identifying routes and seeking enhancements. We expressed concern about the impact on existing uses of land if new routes were created. It is important that any new or enhanced routes or facilities are carried out under due process and take account of the impact on the landowner and occupier.

Although the Bill claims to have an urban focus it is now increasingly clear that rural areas may be affected by these proposals – either because there will be routes linking larger settlements or because many smaller settlements (of 2000 population) are located within rural areas.

It is a significant concern that a Bill which is designed primarily for urban areas will be inappropriate for the countryside.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

No comments.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

No comments.

6. What are your views on the financial implications of this Bill (this could be for your organisation or more generally)?

The Regulatory Impact Assessment (RIA) notes the significant costs to authorities of implementing these provisions both in terms of the mapping processes and the provision of improvements. Those costs will be borne by local authorities. The benefits that accrue are largely not to those authorities, but to other organisations, individuals and the wider economy. There does not appear to be any indication as to how these proposals will be funded.

We note that no account has been taken in the RIA of the impact of the creation or improvement of routes on landowners and occupiers.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by Welsh Ministers?

The Bill provides very little detail and much is left to guidance and the potential whim of future Ministers. For example, the Bill is intended to encourage active travel to primarily urban locations. As this has been the intention from the White Paper onwards, it is not clear why this is not on the face of the Bill, so that “designated locality” is defined simply as populations of 2000 or more. The range of possibilities currently within section 2(3) means that future Ministers will have scope to designate virtually any type of locality, rendering the clause (and the purpose of the Bill in encouraging urban travel) largely meaningless.

The suitability of routes for active travel (section 2(4)) are also set out partly on the face of the Bill and partly within new and unspecified guidance. It would seem sensible that the Bill itself is specific about the routes that should qualify.

Although it may seem appropriate to leave to guidance matters such as (section 3(3)) the detail of the maps to be prepared, the consultation to be undertaken and the form and content of such maps, this has resulted in a lack of consideration about the status of the maps, the relationship of these maps to other documents (other than the local transport plan) including the Definitive Map, List of Streets and so on, and the impact such maps could have on land ownership, occupation, existing enterprises and uses, as well as the potential for blight.

The preparation of draft guidance alongside the publication of the Bill would have been useful in allaying fears and in establishing the level of guidance to be provided.

However, it would remain the case that such guidance is open very much to the discretion of Ministers, and consequently, greater certainty within the Bill itself would result in a better outcome.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

Although the stated purpose of the Bill is to encourage active travel, its scope and remit is much wider than this stated aim. We have already drawn attention to the fact that a “designated locality” could encompass all of Wales.

Similarly, it is not clear why, if the aim is active travel, consideration of the suitability of the proposed route for partial recreational purposes (section 2(4)) is acceptable. The Bill should simply state “...otherwise than for recreational purposes...”.

We believe that the wording of the Bill needs to be much tighter and clearer to meet the intention expressed by the White Paper and within the Explanatory Memorandum.

The impact of the Bill on rural areas has not been addressed, largely because that is not its intended scope. However, the wording of the Bill, and the delegation of much of the detail to guidance by ministers, means that in practice it could have a significant impact on rural areas which has not currently been considered. There has not, for example, been an RIA to assess the impact on rural businesses. Either the impact on rural areas should be properly considered, or the Bill should be clearer about its intended purpose to improve transport links in predominantly urban locations.

Consultation on the Active Travel (Wales) Bill – Four Point Mapping Response

Four Point Mapping (formerly CycleCity Guides) is a producer of sustainable transport maps and guides. We have produced cycling, walking, public transport and multi-modal maps for many local authorities, health care trusts, and educational establishments, as well as Sustrans and local cycling groups. We were also the contractor who collected routes for the Transport Direct cycle journey planner in every town in England with a population greater than 30,000. In Wales we have undertaken cycle surveys and produced cycle maps in Cardiff and Swansea. In collaboration with Sustrans we have also produced Travelsmart maps of parts of Cardiff and are in the process of doing maps of Caerphilly and Pontypridd.

Our expertise centres around surveying and mapping, so we have answered the questions that directly relate to this

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

Our survey work for the Transport Direct cycle journey planner really highlights the need for a Bill to promote cycling and walking. It is very common for cycle infrastructure to be very patchy. Cycle routes often stop at main routes or are intermittent and poorly signed. A major barrier to increasing the numbers of people cycling is this lack of good quality infrastructure.

A map is a very useful tool to promote other forms of transport, so we see this as being a very important part of the Bill. People who are used to travelling in an urban environment in a car might assume that if they were to switch to a bike then their journey will be the same as that in a car. This is almost definitely not the case and a map is a very good way to show the cycle/walking route network.

2. What are your views on the key provisions of the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**
- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**
- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

Preparing and publishing maps is key to the success of the Bill as it helps to raise awareness of cycling/walking routes in the area. Creating the existing routes map will focus local authorities minds on what is there on the ground and help identify key gaps in the network. This should ensure future funding is spent in a more strategic way to focus on plugging these gaps.

We feel that public consultation in the production of the integrated network map will be a very important step in the map making process. If a local authority produces a map without this consultation it becomes a tool to promote infrastructure they have implemented, which may not amount to a coherent network. In the process of engaging with individuals the process of map making itself raises awareness of different opportunities for travel in the area.

There are a number of different styles of urban cycle maps being used in the UK (for a full discussion of these see research carried out by University of the West of England at <http://ideasintransit.org/outputs/IIT%20-%20Deliverable%2036.2%20-%20Research%20report%20-%20Cycle%20Mapping%20in%20the%20UK%20and%20the%20London%20Cycle%20Map.pdf>). The development of a network lends itself very well to a network driven map, such as the maps produced by Cardiff and Swansea, which aims to show the comprehensive network of routes, and differentiates between on-road and off-road. This Bill is an excellent opportunity to produce a national standard for urban cycle mapping, something that has not happened in other parts of the UK, and has led to a number of styles being developed.

However there is a standard for cycle data collection (<http://dft.gov.uk/cyclenetxchange/>) that if followed could mean that the data could be uploaded to the Transport Direct cycle journey planner. This has been done for Cardiff - <http://www.transportdirect.info/Web2/JourneyPlanning/FindCycleInput.aspx>. Online cycle journey planning is becoming an increasingly useful tool to plan cycle routes and is an excellent way to compare and contrast different journey options by different modes of transport.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

Four Point Mapping was the contractor who undertook the work for Swansea City Council, and we have a few concerns about the methodology used in

scaling up the Swansea example to all towns in Wales.

The work undertaken by us in Swansea was carried out in 2009. Methods of data collection and cartographic techniques have moved on since then, which means the daily rate and the amount of time it takes to do tasks are out of date.

The survey undertaken and map produced concentrated on cycling only. No data about walking routes was collected and walking routes are not shown on the map. Surveying walking routes would add another significant cost dimension to the equation.

The survey did not cover the whole borough. It was limited to the eastern (urban) part of the borough only.

The survey undertaken focused on collecting data on cycle infrastructure in place, and then creating a comprehensive network of quiet routes around that infrastructure (the yellow routes on the city cycle map). It is definitely not the case that the survey covered every urban street in the city. The time consuming bit of data collection is capturing existing cycle infrastructure. This tends to be concentrated in urban areas. Therefore a better way to scale up costs might be to adopt an approach based either on urban area size or population size rather than road length.

Surveying has already taken place in Cardiff and Swansea, the two largest urban areas in Wales. This would be a large cost saving as these areas would just have to be updated rather than done from scratch.

Paragraph 71 of the Explanatory Memorandum hints at the fact that taking a collaborative approach will keep costs down. We feel that this could be a massive potential saving. If map production was procured centrally using an agreed framework and to a national standard (but led locally through local authorities) then huge cost savings could be made.



Consultation on the Active Travel (Wales) Bill

A response by:



April 2013

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

Yes.

The benefits of an increase in active travel are clear. There will be benefits to health (reduction in sedentary lifestyles); to the economy (reduction in congestion); and to the environment (improvements to air quality). However, there is a widely held perception that walking and cycling schemes provide a low return on investment, which precludes more schemes of this nature being developed.

Decisions on the funding of walking and cycling schemes are currently considered alongside other modes, indeed they compete for funding from the same regional transport 'pot' as other modes. However, whilst appraisal methodologies for road, rail and bus are well established and quantifiable, this has historically not been the case for walking and cycling. Methodologies to quantify the impact of walking and cycling schemes are still emerging and, therefore, the traditional prominence of quantified cost benefit analysis as a decision-making tool has contributed to the perception that active travel schemes provide poor value for money.

The new Welsh Transport Planning and Appraisal Guidance (WelTAG) advocates equality in the appraisal of all modes and provides guidance on how to ensure walking and cycling schemes are given equal consideration. WelTAG promotes an holistic approach to decision-making by directing decision-makers to the summary of all impacts rather than just those quantified through cost benefit analysis. There are also emerging tools to assist decision-makers. The World Health Organisation's 'HEAT' tool, for instance, provides a method for quantifying the impact of active travel on the health service. However, whilst WelTAG recognises the HEAT tool, it also recognises that further research is required before it can be included in a cost benefit calculation.

Consequently, we believe prioritised walking and cycling schemes need direct support in the short-term to realise the true benefits of active travel whilst modern appraisal techniques become established. However, we also believe the ring-fenced fund for active travel could be phased into the regional transport funding pot over time. This would allow transport funding to continue to be directed where it is needed most, regardless of mode.

2. What are your views on the key provisions in the Bill, namely -

the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as "existing routes maps" and "integrated network maps") (sections 3 to 5);

The proposals to identify and map existing and potential walking and cycling routes are welcomed. However, we believe guidance should be given on the target audience and accessibility of maps (web-based, paper, mobile phone apps etc). Guidance should be founded on robust research into value for money (i.e. coverage v cost). The maps will be a key marketing tool providing information to all potential users. Sufficient funding must be allocated to marketing and distribution to maximise the benefits of the Bill.

Readily accessible information will also bring benefits to other areas such as development control and will ensure active travel has greater prominence in decision making processes.

the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

In principle the proposals are welcomed. However, we believe there needs to be further guidance on the alignment with RTP preparation and ongoing delivery plans, particularly where there is potential for competing demands on limited resources.

the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

In principle, this proposal has merit and would ensure cycling and walking networks continue to be given greater emphasis. However, to change the mindset of the Welsh population in favour of active travel requires a generation of initiatives and support. Continuous improvement over a long period should also include 'softer' measures, such as greater incentives to purchase bikes, as well as new infrastructure dedicated to active travel.

Transport schemes are most beneficial when fully integrated. Walking and cycling schemes should not be implemented in isolation from all other schemes, they should connect communities and, more specifically, connect transport interchanges. Complementary measures should be introduced over time – a bike hire scheme, for example, could be located at key transport hubs connecting walking and cycling routes with bus and rail stops.

On the assumption walking and cycling investment schemes will be prioritised, we would expect diminishing returns from schemes later in the programme. Therefore, whilst active travel has obvious health, social and economic benefits, the Welsh Government must ensure that modal equality in investment decisions is paramount. Investment in transport should be targeted where it is needed most, such as people vulnerable to social exclusion. Continuous appraisal, monitoring and evaluation are essential to ensure walking and cycling schemes continue to provide community benefit.

the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

We agree that all new road building schemes should consider the needs of pedestrians and cyclists. At present these needs are considered through the Environmental Statement as well as non-motorised user analysis and audits of proposed designs as required in DMRB. However, these current methodologies tend to measure the impact of the road scheme on walking and cycling rather than considering how walking and cycling could be a fundamental part of the scheme design from the outset.

The application of the new WelTAG guidance will address this problem. WelTAG advocates the build up of packages of multi-modal measures to optimise the benefits of a scheme to the population rather than a single mode type. It is mandatory that all new road schemes requiring funding or approval from the Welsh Government should be subject to WelTAG. WelTAG has been fundamentally updated and is ready to be published by the Welsh Government.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

It is pleasing to note the Bill itself does not state in detail the routes and facilities to be mapped which was a concern we submitted in the earlier Welsh Government consultation.

However, the Bill does state the Welsh Government will provide guidance to local authorities on the content, format and consultation of the maps. There needs to be a reassurance that this does not become too prescriptive and that the guidance enables professionals to exercise their skill and judgement in implementing the Bill.

The consultation element of the guidance will also need to consider sometimes the conflicts that can exist between the views of local communities and local user groups. Some of the evidence from Scotland on the work on mapping routes has revealed local tensions which are difficult to reconcile.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

The key provisions are welcomed. They cover the provision of new infrastructure and provide information (maps) regarding the existing and proposed infrastructure. However, there are some additional items that should be considered:

- 'Softer' measures, such as personalised travel planning, are proven to be effective in changing travel behaviour, particularly when implemented alongside new infrastructure. Such measures should be a key component of the guidance and should be implemented to local communities concurrent to any new infrastructure
- Incentives for people to use bikes should be investigated further. Incentives could include subsidies on the purchase of a new bike and a successfully operated bike hire scheme at strategic points. Indeed, a bike hire scheme should be integrated with public transport to provide active travel options from transport hubs
- WeITAG is a mandatory tool for planning, developing and appraising new transport schemes. It is critical that WeITAG is used effectively to provide the best 'mix' of schemes to optimise benefits to the local population. WeITAG should be at the forefront of any new guidance to local authorities regarding the Bill.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

We believe the potential barriers to the implementation of the bill revolve around two key areas: funding and guidance.

Funding: A step-change in mode shift to active travel will not happen overnight. It will require a change in culture and mindset which can take a generation. For the Bill to be effective it must have a long-term guarantee of funding. There is a risk of a mismatch between long term aspirations and what can actually be delivered. Whilst network maps are designed to take a longer term view of the evolution of walking and cycling provision, it is possible that budgetary constraints and demands from competing transport schemes could potentially devalue the importance of these maps.

Guidance: The effective implementation of the Bill requires buy-in from local authorities and freedom to implement schemes that suit local circumstances. A fine balance will need to be achieved that ensures commonality in standards and delivery but at the same time enables local authorities to use professional judgement in applying the guidance.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

It is unclear how the Bill will interact with the RTP programme. Will Active Travel and RTP programmes be considered independent from one another? Will local authorities no longer consider active travel schemes within RTPs or will local authorities have the flexibility to fund further active travel measures from their RTP pot?

The significant costs of the mapping and consultation work will be largely frontloaded in the first three years. For most local authorities, local resourcing will be a considerable challenge for them.

In terms of the wider financial implications, we believe there will be benefits in areas such as development control. The availability of maps will reduce some of the need to assess and review sustainable transport networks that applicants will have to undertake. It will also ensure that new developments have a better strategic fit with the longer term walking and cycling aspirations outlined in the integrated network maps.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

We have recently prepared guidance documents on behalf of the Welsh Government, which included detailed rounds of consultation with stakeholders (users). It is evident that the priority of users is to have a clear, concise and prescriptive document, where possible. There is clear evidence that users are put off using a document that is long, text heavy and has an unclear starting point. In many circumstances, guidance documents with these characteristics will be ignored. Fundamentally users want answers to the following questions immediately – Where do I start? What do I have to do? What will the output look like?

Despite a preference for a prescriptive document, it is recognised that a balance should be struck in providing sufficient guidance but at the same time not to being too prescriptive that it constrains local professional judgement and interpretation. Local professionals should be allowed freedom to arrive at the most beneficial solutions for their local areas. There needs to be a balance.

The guidance itself will need early and ongoing support by Welsh Government officials so that local authorities do not run into later difficulties in securing ministerial approval.

A critical issue is how the Bill will be monitored and to what extent local authorities will be expected to monitor and evaluate the Bill. Monitoring is essential. It allows the Welsh Government to determine the success of the Bill but also the success of component schemes. It allows future guidance to be shaped by lessons learnt from previous schemes - what

worked well and what can be improved. Conversely, annual monitoring of multiple schemes across Wales will be a costly exercise and guidance should carefully consider the balance between the costs and benefits.

There is an opportunity to build up a bank of evidence in active travel which will provide a real insight into what works well and what doesn't. This evidence can be extremely useful in developing appraisal techniques as well as informing the planning and design of new schemes.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

It is important that the guidance makes clear links to other Welsh Government guidance such as WelTAG. There must be evidence that the best performing schemes have been selected on the basis of appropriate appraisal and a clear audit trail on how those decisions have been reached.

All investment in Active Travel must be accounted for and the benefits of all investment must be robustly monitored and evaluated.

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Ymgynghoriad: Bil Teithio Llesol (Cymru) / Consultation: Active Travel (Wales) Bill

Evidence of the Institution of Civil Engineers Wales Cymru: April 2013

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

ICE Wales Cymru supports the introduction of this bill as a means to help further the provision of walking and cycling infrastructure and secure a positive step change in thinking about these forms of travel. Through formalisation in a Bill there is recognition and importance placed upon considering infrastructure needs and deficiencies consistently across Wales rather than piece meal and variation between each Authority.

The Bill is an additional means to aid in the delivery of a wide range of policy goals including addressing the need for Healthy Lifestyles and the ambitious carbon reduction targets set by the Welsh Government. Through its publication it reaffirms the Welsh Government's commitment established in the One Wales document and the sustainable development bill.

2. What are your views on the key provisions in the Bill, namely:

a. The requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as "existing routes maps" and "integrated network maps") (Sections 3 – 5);

This is supported and will allow each authority, those within the development sector, businesses and residents to understand the opportunities that both exist and could enhance their local areas. It is agreed that the requirements for Plans for all towns and cities with a population above 2,000 will deliver significant scope for change, but that freedom exists for each Authority to prepare additional plans for areas below this threshold to be created if any Authority or community so desires.

b. The requirement on local authorities to have regard to integrated network maps in the local transport planning process (Section 6);

This is supported, but closer alignment with local land use planning policies and objectives should be brought out within any supporting guidance to ensure the Plans are fully integrated with other actions of each Authority.

c. The requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (Section 7);

This is supported, but consideration of how these improvements sit alongside local land use planning policies and objectives, how funding mechanisms may be used to support the Plans deliveries, and how these improvements are prioritised amongst wider transport enhancements need to be made clear by each Authority, or through Guidance from the Welsh Government.

Community consultation to identify proposed improvements is important and needs support to further both the benefits of this process, but it must ensure that the enhanced network reflects local concerns.

d. The requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (Section 8).

This is supported, and is felt to reaffirm what is standard practice by Authorities building upon the principles originally within PPG13, through to TAN 18, Wales Transport Strategy and the latest methods of economic appraisals used in bringing schemes forward to construction.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

N/A

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

There is a balance to be struck with any such new legislation and it is felt that the Bill provides a kick start without being overly prescriptive or fixed in the manner of delivery. Stronger measures could be resisted and at this time and current economic climate, it is considered that the provisions proposed are appropriate.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

T

he primary barrier could be funding in this era of austerity. Other aspects lie outside of the bill which includes:

- Officer support
- Intra Authority co-operation and working
- Cross boundary co-operation for routes and connections

All of these require Welsh Government support and Guidance and senior leadership within each Authority.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

As with any additional requirement placed on a constrained budget, the preparation of the plans needs to be identified and costed by each Authority. The funding of improvements and

the prioritisation of competing schemes should be addressed through Welsh Government Guidance to maintain momentum generated through the Bill's passing.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

The Bill should only establish an outline to allow flexibility to respond to any emerging best practice and adaptation into the future. It is proposed that the following considerations for inclusion within any guidance.

- Providing for a consistent template and approach to the production of the plans so that they can be read in a uniform manner no matter where in Wales.
- Allowing for the plans to be centrally collated to allow users to assess trips which could be cross boundary – this could be a central GIS system upon which data can be recorded.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

It is felt that the Bill should seek to be more than plan making and seek to fully integrate with the planning system so that new developments address active travel as a primary consideration - both within the site and between the site and key social facilities such as schools, medical centres, community centres, shops and links to public transport stops/interchanges. This could follow in the review of the Planning System in Wales and an updated TAN 18 is felt to be best placed to address these issues to further the work Active Travel Bill will instigate.

**Keith Jones,
Director, ICE Wales Cymru
4 April 2013**

Notes:

- The Institution of Civil Engineers (ICE) was founded in 1818 to ensure professionalism in civil engineering.
- It represents 80,000 qualified and student civil engineers in the UK and across the globe and has over 3,600 members in Wales.
- ICE has long worked with the government of the day to help it to achieve its objectives, and has worked with industry to ensure that construction and civil engineering remain major contributors to the UK economy and UK exports.
- For further information visit: www.ice.org.uk and www.ice.org.uk/wales



TraCC Response to the Active Travel (Wales) Bill

April 2013

1.0 TraCC Trafnidiaeth Canolbarth Cymru

Established in 2003, Trafnidiaeth Canolbarth Cymru (TraCC) is the Regional Transport Consortium for Mid Wales and is a voluntary partnership between the three Mid Wales local authorities of Ceredigion, Powys and Gwynedd (for the Meirionnydd district). Gwynedd is also a partner in Taith, the North Wales Regional Transport Consortium. TraCC is one of four Regional Transport Consortia in Wales. TraCC has become responsible for the development of integrated transport policies and strategies at a regional (Mid Wales) level and for the development and management of associated regional transport grant funding programmes.

TraCC undertook extensive public and stakeholder consultation during the preparation of its first Regional Transport Plan (RTP) and the Plan gained Ministerial approval in December 2009. The three local authorities have now commenced delivering a range of schemes funded through RTP Capital Grant, and Road Safety Capital and Revenue Grants. TraCC submitted its first RTP Annual Progress Report in September 2011 which shows successful delivery of a programme that is beginning to make a difference. The RTP APR for 2011/12 was submitted to the Welsh Government at the end of September 2012 and has shown further improvement.

The shared TraCC RTP Vision is:

'To plan for and deliver an integrated transport system in Mid Wales that facilitates economic development, ensures access for all to services and opportunities, sustains and improves the quality of community life and respects the environment.'

The TraCC RTP has 10 objectives/ priorities, most of which support the aims and shared national and regional delivery of the Road Safety Delivery Plan are:

1. Reduce the demand for travel.
2. Minimise the impact of movement on the global and local environment.
3. Improve safety and security for all transport users.
4. Improve travel accessibility to services, jobs and facilities for all sectors of society.
5. Improve the quality and integration of the public transport system including the role of community transport.
6. Provide, promote and improve sustainable forms of travel.
7. Maintain and improve the existing highway and transport infrastructure.
8. Ensure travel and accessibility issues are properly integrated into land-use decisions.
9. Improve the efficiency, reliability and connectivity of movement within and between Mid Wales and the other regions of Wales and England.
10. Deliver a co-ordinated and integrated travel and transport network through effective partnership working.

In March 2012, the TraCC Board approved a Walking and Cycling Strategy for Mid Wales. The Strategy was developed by engaging key stakeholders and delivery partners such as Sustrans,

Welsh Government and National Park Authorities. The prioritised list of schemes that accompanied the Strategy has informed the development of grant funding programmes including meeting the Welsh Government's expectation that a third of the RTP Capital Grant Programme for 2013/14 should support delivery of 'Active Travel' schemes. This programme was included in the TraCC Delivery Plan as submitted to the Welsh Government in February and TraCC is awaiting confirmation of funding from the Welsh Government.

TraCC also works closely with the Welsh Government to identify and develop new walking and cycling schemes seek funding improvements on the Trunk Road network. TraCC and Powys County Council have also worked closely with the Canal and River Trust (previously British Waterways) to develop walking and cycling routes along canal towpaths (Montgomeryshire and Brecon).

More information about TraCC along with copies of publications can be found on the TraCC website: www.tracc.gov.uk

2.0 Active Travel (Wales) Bill

Following the consultation process undertaken by the Welsh Government in August 2012, the Active Travel (Wales) Bill has now been introduced to the Senedd (18th February 2013). TraCC and its constituent local authorities all contributed to the original consultation in some detail.

The Bill will re-enforce and promotes active travel as a viable mode of transport, and a suitable alternative to motorised transport for shorter journeys. Its' ultimate aim is to create an environment where it is safer and more practical to walk and cycle. It is understood that the Bill will be supported by a broader programme of work to deliver a step change in active travel in Wales. This includes a review of funding streams from the Welsh Government, a renewed Walking and Cycling Action Plan, and new design guidance for walking and cycling routes.

It is proposed that the Act will make provision for the mapping of active travel routes and related facilities by local authorities in Wales. The original White Paper set out key proposals for potential implementation by local authorities as follows:

- Identify and map the network of routes in their areas that are safe and appropriate for walking and cycling;
- Identify and map the enhancements that would be required to create a fully integrated network for walking and cycling, and develop a prioritised list of schemes to deliver the network;
- Deliver an enhanced network subject to budget availability and following due process; and
- Consider the potential for enhancing walking and cycling provision in the development of new road schemes.

To comply with the Bill, local authorities will be required to prepare Active Travel Maps for approval by the Welsh Government within 3 years of commencement of the Act. They will then be required to review the maps every 3 years.

The Act will require existing Active Travel routes and facilities to be mapped, and once mapped, local authorities must continue to make improvements to the range and quality of these routes and facilities. The aim is to create an integrated network, and in striving to achieve this, the Bill will require local authorities to refer to the new maps when preparing transport policies. In addition, both the Welsh Government and Local Authorities will need to consider options for enhancing the walking and cycling provision when constructing and improving their highways.

Under the Rural Proofing Assessment it has been established that a 45 minute active travel journey is only likely to be suitable within a predominately urban or semi-rural environment. This will comprise a journey of 3 miles or less on foot or 10 miles or less by cycle. Much of the TraCC area (i.e. rural Mid Wales) is deeply rural and it is therefore possible that these distances may not be appropriate or realistic. It is possible that other modes of transport are more likely to be used by the travelling public. Applying a population threshold as part of any guidance to settlements of over 2,000 people may enable consideration of population clusters along particular transport corridors and contribute to overcoming social and economic exclusion in rural settings.

Going forward, local authorities will need to consider what is 'safe' and 'appropriate' when seeking to improve the active travel network and facilities. It is evident that much of the detail will become clearer once the Welsh Government issues guidance. Their advice in this regard is awaited.

It is important to note that the additional potential requirements imposed on local authorities will be resource-intensive. Therefore, it is recommended that every opportunity to work collaboratively with adjoining authorities and other partner organisations (regionally) should be explored. There is a need for the Welsh Government to adequately fund the new duties from commencement of the Statutory Duty with regard to the mapping requirements. This will need to continue thereafter with a review of the mapping and other improvements.

3.0 TraCC Response to Consultation Questions

Eight questions formed the consultation as follows together with the TraCC response to each:

Question 1. *Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your view.*

TraCC Response:

TraCC acknowledges the benefit of a single, user focused map that brings together the existing maps (promoted routes, definitive maps, OS maps, Sustrans route maps) in an accessible form. At a time when local authority budgets are reducing the provision of a duty will ensure that this important agenda is addressed together with providing additional benefits to provide health, town environments and tourism in Wales as a whole.

Question 2. *What are your views on the key provisions in the Bill, namely:*

- *The requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as "existing routes maps" and "integrated network maps") (sections 3 to 5).*

TraCC Response:

With the Welsh Government focus being upon collaboration where ever possible, it is disappointing that use of the four local authority Regional Transport Consortia has not been identified as a method of delivering Active Travel mapping. It would be a missed opportunity not to bring together the required processes in line with the requirement to review the Regional Transport Plans (due in 2014/15) together with reviews to take place every 5 years and not the proposed 3 yearly reviews. Local/ regional mapping would need to seamlessly fit into a national overview (including across national boundaries). The standards of the maps and the formats need to be consistent across Wales and would need to connect across local authority administrative and

national boundaries, as local government boundaries are not the extent of travel (e.g. Herefordshire and Shropshire – the Offa’s Dyke Path). The Regional Transport Consortia could have a role in regionally co-ordinating the development of the maps to ensure uniformity and consistency although this would require sufficient resources (staff and budget) being made available to them for these purposes.

- *The requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);*

TraCC Response:

The assessment of walking and cycling provision currently forms part of the Regional Transport Plan programme delivery and details are contained with the TraCC Walking and Cycling strategy, the progress is to also include prioritisation for Active Travel routes. Therefore this work is currently taking place and will continue.

- *The requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);*

TraCC Response:

There is currently no identified way of measuring or assessing the term “continuous improvement” and there is therefore a concern that the yet-undefined measurable output will place a great burden on the local authorities’ current budgets/ level of funding. Therefore, additional funding is required in order to achieve improvements. Without the publication of Guidance, a full appraisal of the impact of the expectations placed upon local authorities cannot take place and this is a concern.

- *The requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8);*

TraCC Response:

Too often provision for pedestrians and cyclists is, at best, an afterthought in the design and construction of new road/ highways schemes, whether new roads (such as relief roads, bypasses and commercial or residential estate roads) or improvements to existing roads. In fact, there is ample evidence that in the past, walking and cycling may often be ignored altogether. This applies to both the local authority ‘County’ and the Welsh Government ‘Trunk’ road network. Therefore, the requirement to consider (and accommodate) the needs of pedestrians and cyclists when developing new schemes will, with no doubt, improve the provisions to be made available to the public. Much of this work is currently achieved by sympathetic design and layout, road safety audits and design guidance and has to be fair, improved in recent years anyway.

Question 3. *Have the provisions of the Bill taken account of any response you made to the Welsh Government’s consultation on its White Paper? Please explain your answer.*

TraCC Response:

As stated in the previous consultation, the definition of the terms ‘Safe’ and ‘Appropriate’ requires

clarification. Currently the Bill does not explain what is meant by these terms and this is a real concern because there will be inevitable legal implications and concerns over liability associated with the mapping and designation of routes that might be described as 'safe'. 'Safe' is a subjective word and open to interpretation (or even misuse) without a clear definition and sound evidence base to support the designation and promotion of 'Safe' routes.

Whether a route actually is 'Appropriate' for an individual will depend on their physical ability, skill and experience as well as the character of the route (e.g. perception of safety, volume and nature of traffic, whether in a rural or urban environment and terrain). Therefore, assessments of the accessibility needs of users should be required when developing walking and cycling schemes.

Question 4. *To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?*

TraCC Response:

It is TraCC's view that local authorities are best placed to deliver the continuous improvements to networks/ routes and address any gaps in the network and facilities.

Question 5. *What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?*

TraCC Response:

There are inevitable concerns over the uniformity and consistency of mapping to be undertaken and presented (made universally available) by 22 individual local authorities.

There is also a concern over the availability of sufficient funding to local authorities/ Regional Transport Consortia to deliver the aspirations set out in the Bill. It is strongly recommended that the Welsh Government should make a specific Active Travel Capital Grant scheme available to local authorities rather than the current approach adopted by the Welsh Government that is to insist that Regional Transport Consortia adjust already-established and approved priorities and programmes.

Without sufficient Revenue funding to support education, training and publicity/ promotions and marketing, the provision of new infrastructure alone will not have the desired effect. Alongside the ability to fund new Capital works there will be a need to fund negotiation with landowners and where this fails, meet the considerable costs associated with the use of Compulsory Purchase Orders (including legal costs).

Question 6. *What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.*

The Impact Assessment referred to the assessment of costs in relation to implementation of the Act. The particular area of concern to TraCC local authorities is the requirement placed upon them to produce mapping, review and implement it. Without knowing exactly how the Welsh

Government Guidance will prescribe or require this to be achieved, it will not be possible to make a full assessment of the financial implications of the Bill. However, again, it is pointed out that without adequate additional resources being made available to local authorities the new duties cannot be achieved.

It is TraCC's view that the required investment for 'Active Travel' measures and interventions should not be dependent upon the introduction and passage of new legislation. The provision of funding should be a priority shared at a national and regional/ local level and the benefits recognised as such.

Question 7. *To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?*

By providing a Bill that does not include any detail as to how it will be delivered means that the enabling guidance may be altered without the need for further legislation. There is considerable supporting information contained in the Impact Assessments which identifies how the process will be moulded going forward and will allow for changes to be made.

Question 8. *Are there any other comments you wish to make on the Bill that have not been covered in your response?*

TraCC Response:

The four local authority Regional Transport Consortia have already been required by the Welsh Government to make one third of their RTP Capital Grant allocations available to support delivery of the Active Travel agenda ahead of passage and assent of the Bill. This requirement (introduced for 2013/14 Financial Year) has necessarily resulted in delays to the allocation of funding to previously-prioritised schemes so as to accommodate the new requirement. This said, the delivery of Active Travel measures will not only assist in the delivery of 'hard infrastructure' (walking and cycling paths and associated facilities) but will also assist the Welsh Government in delivering its objectives associated with Health, Economic and Environmental policies and therefore funding should also be made available from the budgets associated with these other (non-transport) areas of public policy and Government.



Cardiff Cycling Campaign is a voluntary membership organisation for Cardiff, established in 1988 and having elected officers and other volunteers. The Campaign is an active member of 'Cyclenation', the UK federation of cycling campaigns and bicycle user groups having an aggregate membership of 20,000 members.

Response to the Business & Enterprise Committee consultation on Active Travel (Wales) Bill from CTC Cymru

Consultation questions

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

Cardiff Cycling Campaign sees the Bill's provisions as a potentially useful development of transport provision for cycling and walking in Wales. The reason this duty is needed is that, although reference is made in highway authorities' Local Transport Plans and those of Regional Transport Consortia to cycling and walking provision, this has not resulted in consistent support for cycle and walking route planning infrastructure within transport plans. The objectives of the Welsh Walking and Cycling Action Plan, for networks of planned routes to be designed to accommodate [a substantial increase in levels of] cycling and walking, have not been adequately incorporated in such plans.

The proposals in the Bill may be helpful in placing upon local authorities to identify, map and plan routes and improvements, together with the requirement on the Welsh Government to include such routes in relation to the national highway network.

Having said that, routes that are planned must be subject to strict criteria for clarity, directness, convenience, comfort and safety, with regard to land use strategies and the need to link with existing and future public transport interchanges. They must become an "active travel" component of transport

planning rather than continue as primarily leisure routes. A stronger duty is required both on local authorities and the Welsh Government itself to overcome the severance caused by all major roads and junctions – the key barriers to cycling (and walking) in both urban and rural areas.

2. What are your views on the key provisions in the Bill, namely –

□ the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

Cardiff Cycling Campaign regards the mapping requirement as a dynamic planning tool for cycling, (and walking) route development, with this process recognising existing routes that can be incorporated into a developed route network and the need for application of consistent criteria for route design and use.

□ the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

Cardiff Cycling Campaign believes this requirement is essential for the integration of cycling and walking in the local transport planning process. This will require demonstrable evaluation / appraisal of cycling and walking modes with regard to transport objectives and assessments. These will then be subject to public accountability and the consideration and delivery of transport funding. Potentially, it will also produce evidence of land use requirements of such route networks within strategic / local development plans that can be taken into account in the planning system.

□ the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

Cardiff Cycling Campaign supports this requirement and recognises the requirement is subject to ongoing guidance from the Welsh Government, which, subject to the timetables proposed in the Explanatory Memorandum, will monitor and take into account progress at each highway authority level as well as evidence of increasing cycling and walking as a result of route developments and associated support. We would like to see reference to Local Transport Plans (and local cycling strategies where these are adopted) in terms of changes in transport modal share in favour of cycling and walking, at authority level and at defined population centre levels.

· the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

Cardiff Cycling Campaign regards this statement – “consider the potential for enhancing walking and cycling provision in the development of new road

schemes” - as an extremely weak statement. New road schemes should always include provision for enhanced walking and cycling; a duty to “consider the potential” is hardly an arduous duty to discharge. As the Explanatory Memorandum itself points out, retrofitting of cycling infrastructure in road improvements will be more expensive and more difficult.

Improving the existing national networks to make them fit for cycling is also extremely important – in many cases busy roads act as a major barrier for cyclists and pedestrians, yet local authorities seldom have the resources available to overcome these barriers. The weakness of this statement suggests that the Welsh Government is telling the local authorities of Wales to: “do as we say, not as we do.”

Substantial new road schemes are subject to WelTAG assessment and it is important that such assessment incorporates consideration of options for enhancement of walking and cycling routes, interchange between modes and, by revision of WelTAG, preference in assessment terms for non-motorised transport modes over road schemes. Such assessment needs to incorporate Manual for Streets guidance and to be fully adopted by the Welsh Government, regional transport consortia, and the local highway authorities.

A stronger duty is required both on local authorities and the Welsh Government itself to overcome the severance caused by all major roads and junctions – the key barriers to cycling (and walking) in both urban and rural areas.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government’s consultation on its White Paper? Please explain your answer.

Funding of route development and improvement

We believe that, understandably, the Bill considers primarily the financial provisions for mapping current and prospective routes. However, the implications for route funding at local authority, regional, and national levels need to be recognised within the Bill’s provisions, by explicit duties to fund such developments through an integrated funding regime.

The enhancement of a route network needs to be included in transport and land use development plans, including regional transport strategies and Local Development Plans. For this reason, it is necessary to integrate walking and cycling route development and enhancement in transport assessment, prioritisation, and funding, and in planning processes, in order to deliver Active Travel objectives.

Rights of Way

In our White Paper response, we considered the mapping requirement in relation to rights of way, including Cycle Tracks, and the potential role of Local Access Forums to assist in identifying paths for priority maintenance and improvements.

We agree that the Bill has and should have the active travel objective in relation to population centres. Having said that, there is an opportunity to align rights of way with mapping of cycling and walking routes, recognising that these will provide some elements of route networks to be mapped as integrated networks, even within urban areas.

Discussions on the Active Travel (Wales) Bill within the Local Access Forums and the National Access Forum have produced proposals for the incorporation of the Rights of Way designation into the proposed route networks. This is positive in terms of the level of expertise in development, implementation, and protection, of rights of way that can be brought to these proposals. In particular, the status of "Cycle Tracks" could be used to strengthen the designation of cycle routes and contribute to the comprehensiveness of route networks, perhaps also leading to enhanced mapping and promotion (including in electronic mapping and open source journey planning data) of such designated routes.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

Having regard to the potential for highway authorities to contract out the mapping of integrated route networks, and for experience at local authority level not to be shared, Cardiff Cycling Campaign believes that the duty is best enforced through two mechanisms:

- The establishment of a national support team with the expertise to assist local authorities in the drawing up of their plans, their associated maps and the implementation of proposed schemes. Such a support team could also publish analysis on the progress of local authorities, thereby placing pressure on under-performing local authorities.
- The provision of dedicated funding to support its objectives, and its withdrawal if local authorities fail to achieve progress, and measures to co-ordinate progress by action at Regional Consortia level.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

Cardiff Cycling Campaign believes that there is a danger that the route requirements will be interpreted as "an extension of the 'National Cycle Network' into urban and suburban areas." They are not, and over-emphasis on separation of routes from the highway network will have a detriment on the need for clarity, directness, convenience, comfort and safety.

The majority of streets can be made suitable for cycling and should have the potential, with reduction of traffic speed and volume, to be included in cycle route networks. But, highway authorities have shown that they have an incomplete awareness of Manual for Streets guidance. Nor do they have, except in specific instances, sufficient experience and understanding of the treatment of 'streetscape' - the public realm – incorporating cycling- and walking-friendly infrastructure in urban development.

One approach would be to turn the guidance on design for cycling into a wider, all encompassing manual for increasing cycle use, similar to the recently reproduced Danish Collection of Cycle Concepts, which explains the role of good infrastructure alongside the need to promote and support. (<http://www.cycling-embassy.dk/2012/05/10/cycle-concepts2012/>).

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

The Explanatory Memorandum concentrates initially on the costs to local authorities of mapping current walking and cycling provision for a number of population thresholds. This mapping process is just starting point for many highway authorities, though it recognises the existing planning work conducted in, for example, Cardiff and Swansea. Noting that this has developed out of traffic and casualty data, transport and demographic modeling, and stakeholder consultations, it is apparent that the development of integrated network maps, and ensuing and continuous improvements, will be substantial.

Rightly, the economic benefits of cycling and, to a lesser degree walking, are assessed. To what extent will these be recognised in funding commitments for improvements in cycling and walking routes? Cardiff Cycling Campaign is strongly of the opinion that a robust funding method needs to be developed and used to support these improvements, related to Local Transport Plan appraisal arrangements. As an example from the Cycling England demonstration towns, and the Transport for London plans, we believe that dedicated funding of cycling should be of the order of £10 per head per year, and can be justified by the economic benefits of such investment. It will need reallocation of Government funding of transport schemes to provide for this.

As volunteer advocates of cyclists' rights we welcome requirements on each transport authority to develop cycling routes that will achieve measurable and accountable improvements. As advocates and cycle users we expect to be consulted at all stages of local / county route development and of strategic development across Wales. This will place greater responsibility on our rights representatives and a greater burden on the resources of our organisation.

There will be costs in the form of volunteer time involved in contributing the mapping at the Cardiff level.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

We think that mapping should not be prescriptive and that the type of routes and facilities to be mapped should be addressed in guidance. The legislation should, however, describe what route networks are expected to contribute to Active Travel objectives.

The correct balance has been achieved in relation to the duties placed by the Bill on highway authorities and the type of routes and facilities that are required to be mapped: this level of detail is best explained at the level of guidance rather than regulation. However, such guidance should itself be subject to consultation with the highway authorities and stakeholders including user groups, and to scrutiny by the relevant Assembly Committee.

Having said that design should be by guidance rather than regulation, Cardiff Cycling Campaign believes that many of the problems with poor quality design do not stem from inadequate guidance, rather it is the failure of the providers of infrastructure to follow that guidance. Poor quality design of cycling facilities includes:

- inadequate, substandard widths and junction treatments;
- low quality surfacing, either unsealed or a highly irregular surface;
- inadequate winter and summer maintenance, leading to unusable routes that quickly become inaccessible due to overgrown vegetation.

Any design guidance needs to explain not just the problems in the first of these; it must also ensure that surface quality and maintenance are enhanced in the provision, or upgrade, of new routes. Furthermore, any design guidance must take into account whether dedicated infrastructure is the appropriate intervention. While busy roads with high traffic levels require dedicated facilities for cycling, the vast majority of streets can be made fit for cycling through speed and traffic volume reduction, such as 20 mph or point closures. The importance of overall traffic reduction (through road pricing, parking restrictions combined with provision of alternatives) should also be part of guidance on providing for walking and cycling. Nevertheless, a stronger, central piece of guidance attached to this measure – to which formal recognition is granted and a recommendation to ignore alternatives – will help.

Annexe 18. Are there any other comments you wish to make on the Bill that have not been covered in your response?

We have had, and continue to have, concerns that the requirement on Local Authorities would be interpreted in an insufficiently distinctive way between

the needs of walkers and cyclists, and that Local Authorities would seek to meet the requirement by one route network for both travel modes, without considering route options specifically for each to meet their respective needs. Whilst off-road paths separated from roads that are categorised by high volume and / or speed of traffic should be part of all route development and provision, there must also be on-road cycle route provision to meet active travel objectives.

The proposals need to recognise the work that has been done over the last few years through the Welsh Government's Walking & Cycling Strategy and Action Plan. In particular, the commitments of partners to the Strategy and Action Plan to the development of walking and cycling in Wales, including intra-departmental working within the Welsh Government, must be carried forward by Welsh Government commitments in support of the Local Authorities.

What may be lost in the way that Local Authorities address the needs of pedestrians and cyclists are travel and transport mode objectives in terms of their transport strategies: we have sought to highlight this in our comments about the integration of route development with regional and national transport policies and plans.

Within Cardiff's Sustainable Travel City, we have seen a lack of accountability to cycling development and 'modal shift' as an integral part of transport modal change objectives. This resulted from exclusion of stakeholders such as ourselves in advising and monitoring the programme and in failure to adopt measurable objectives. However, in Cardiff, we have also seen encouraging development work on the Enfys Routes, accompanied by improved expertise with the Authority. We welcome the statement of Cardiff Council, in their response, that, "Welsh Government should set ambitious national targets for increasing walking and cycling for different trip purposes ... requiring local authorities to set locally relevant targets, and demonstrate how their plans / programmes contribute to meeting them. A uniform approach to monitoring transport would then be required across Wales so that the progress towards national targets being met in each local area can be assessed."

For cycling, we strongly support the view taken in the Bill that promotion of cycling is not solely a result of improved infrastructure. A higher quality, safer-feeling environment is critical to increasing levels of cycling. However, increasing cycle use can also be achieved in the shorter term by employing behaviour change measures. A combination of both of these approaches is likely to have the greatest lasting effect on increasing cycling levels.

Cardiff Cycling Campaign has concerns about the combining of the needs of pedestrians and cyclists within a single approach to design of routes. We fully appreciate that in many places well designed routes can be shared by cyclists and pedestrians, however, in general, provision for cyclists is very different from that required by pedestrians. While high speed and heavily trafficked

roads require dedicated off-road infrastructure, the vast majority of streets and roads that connect people with their destinations can be improved simply by reducing traffic volumes and speeds.

Introducing 20 mph limits, which now make up over 90% of the road network of cities like Portsmouth, Oxford and Newcastle, can enable most cyclists to use the road network, while also improving conditions for pedestrians. When combined with measures to deter motor traffic, cycling and walking trips can be made the obvious choice without the need for dedicated infrastructure.

However, we also strongly support the view taken in the Bill that promotion of cycling is not solely a result of improved infrastructure. A higher quality, safer-feeling environment is critical to increasing levels of cycling, however, increasing cycle use can also be achieved in the shorter term by employing behaviour change measures. A combination of both of these approaches is likely to have the greatest lasting effect on increasing cycling levels.

Finally, we believe that even if the actions specified need mainly to be pursued by local authorities there does need still to be a national statement of policy, setting an overall framework and ambition for cycle use, such as the Walking and Cycling Action Plan. This is particularly important for any longer term planning statements, which set the standard for provision of cycle parking and routes in and through new developments.

*Ken Barker
For Cardiff Cycling Campaign
5th April 2013*

Consultation questions

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

Cardiff Council is fully supportive of the Active Travel (Wales) Bill and is pleased to contribute to this consultation.

We believe that the general approach set out in the Bill is an excellent way of delivering the infrastructure, which will allow walking and cycling to be the most natural and normal choice for getting around.

The Active Travel Bill will provide a framework for local authorities to gain a greater understanding of their existing walking and cycling networks and identifying the necessary future improvements. We welcome the acknowledgement that walking and cycling play a key role in achieving economic and environmental agendas and ensuring improvements to both physical and mental health.

2. What are your views on the key provisions in the Bill, namely –

- **the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);**

We fully support the requirement on local authorities to identify and map cycling routes and where appropriate, walking routes. The work has the potential to form an excellent basis for local authorities to establish a clear understanding of the existing infrastructure, travel patterns, key trip generators, barriers to active travel and gaps in the existing provision.

In light of these differences, we propose that the Bill should be refined in terms of the requirements for walking infrastructure. Although mapping cycling routes is manageable, mapping walking routes is impractical, especially for urban authorities with a large number of available walking facilities and routes. Identifying improvements across the whole of the walking network is not an effective use of limited resources given the constrained availability of funding.

Rather we believe a more strategic and focussed approach should identify the barriers to the uptake of walking. We suggest a barrier-led, rather than a route-led approach is adopted, based on the following steps:

- Identify key objectives relevant to each local authority, for example access to schools to tackle childhood obesity; access to rail stations to improve access to employment; access to green spaces to improve leisure/ play opportunities.
- Based on those objectives, identify and map relevant key trip generators (for example schools, district centres, leisure centres, green spaces, health centres, workplaces, public transport interchanges and facilities).
- Identify and map barriers to walking along key routes within an appropriate walking distance of those trip generators. Recognise that the appropriate walking distance will differ according to trip purpose, for example a leisure trip may be a greater distance than a commuting trip.

- Identify solutions to resolve or minimise those barriers (for example junction improvements, surface improvements, or a programme of mass actions such as, dropped kerbs, improved signage and travel action plans).
- Produce a prioritised and costed investment programme.

This approach will provide a more practical and relevant map, as well as prioritising actions to tackle the key barriers to the uptake of walking, for example busy roads or junctions. The framework for identifying interventions needs to be flexible, so local authorities can tailor the approach to their specific problems, opportunities and constraints.

We support the proposal to identify and map enhancements, using a consistent and robust framework. As set out above we believe that for walking, a barrier-led approach to identifying enhancements will be more practical than a route based approach. Whilst for cycling, a combination of barrier and route based approaches would be more appropriate. In both cases, this would allow priority areas for intervention to be identified, as it is impractical to appraise all possible walking and cycling routes across an authority.

- **the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);**

In principle we fully support the requirements on local authorities to have regard to integrated network maps in the local transport planning process.

Although the Active Travel (Wales) Bill states that *'each local authority must, in developing policies under section 108(1) (a) or (2A) of the Transport Act 2000 (policies forming basis of local transport plans), have regard to the integrated network map for its area'*. It is our understanding that local authorities no longer have to produce local transport plans, as in 2006 the Welsh Government exercised powers under the 2006 Act to require local authorities to work together as Regional Transport Consortia in producing plans for their areas¹.

Cardiff Council has already developed a Strategic Cycle Network Plan for the city. This plan is based on a wealth of evidence including an audit of the existing network, which informed the definition of the plan targeting populations identified as having a high propensity to cycle. The plan has proved to be an invaluable tool, enabling future programmes to be effectively developed and managed, with cycling improvements prioritised and delivered on a corridor based approach. This both maximises the benefits to the local community and provides value for money. We think it is essential that the development of integrated network maps are evidence based.

Cardiff Council has also developed an approach to identifying potential barriers to walking and cycling, which is 'area-based' and is part of the work on Safer Routes in Communities schemes. This barrier-led assessment allows the identification of works which would improve conditions along a much wider range of routes. The approach has particularly focused on what are termed 'no choice' zones or junctions. These are areas through which all movements are funnelled due to 'severance' caused by natural or man-made structures such as rivers, railway lines or major roads. These identified barriers were then further prioritised according to a range of information and data including accidents, proximity to key trip attractors (for example schools,

¹ <http://www.assemblywales.org/gg11-0008.pdf>

shops etc) and a subjective assessment of the benefits to pedestrians and cyclists in terms of convenience, accessibility, comfort, safety and attractiveness.

- **the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);**

We fully support the requirements on local authorities to continuously improve routes and facilities for pedestrians and cyclists. However, this will need to be supported by a funding commitment from the Welsh Government to enable the value of the integrated network maps to be fulfilled, but delivery of the identified enhancements will also need a flexible approach to ensure opportunities can be maximised and problems solved as they arise.

- **the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)**

We fully support this proposal. Guidance will be required from the Welsh Government, to ensure that road schemes cannot be delivered without fully considering the needs of pedestrians and cyclists, as the Explanatory Memorandum does not currently state that guidance will be issued for this provision.

3. Have the provisions of the Bill taken account of any response you made to the Welsh Governments consultation on its White Paper? Please explain your answer.

We note that the following suggestions within our previous response on the White Paper have not been taken into account within the proposed Bill:

- We suggested that the requirements for delivering networks for walking and cycling should differ. While we agree a route based approach to delivering a cycle network is appropriate, we believe a more strategic and focussed approach should identify the barriers to the uptake of walking. We suggested a barrier-led, rather than a route-led approach is adopted.
- We suggested that as both the cycling and walking networks will in the main serve local rather than regional trips that they should be delivered through budgets allocated to each local authority rather than on a regional basis.
- We suggested that a ring-fenced Active Travel grant, independent of the RTP and allocated to local authorities according to population and quality of plans/interventions should be considered.
- Quality of design is key to ensure that schemes will have an impact on travel behaviour. On this basis we suggested that there is a need for an independent body to assess the design quality of plans/interventions. Further that there is the need for local authorities to adopt and adhere to agreed design guidance which very clearly has the hierarchy of provision as one of its guiding principles.
- We recommended greater reference to the key role played by smarter choices programmes (for example Bike It projects, Workplace and School Travel Action Plans; personalised travel planning; transport information and marketing; travel awareness campaigns; car clubs; car sharing schemes) in supporting and maintaining behavioural change.
- We suggested the need for ambitious national targets related to trip purposes, with a requirement on each local authority to develop locally relevant targets which can demonstrably contribute to the national targets.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

We believe smarter choice programmes, speed reduction and modal shift targets are also key provisions in delivering the aim of the Bill.

The key role of smarter choices programmes and measures in supporting and maintaining behaviour change should be recognised within the Bill (for example Bike It, Workplace and School Travel Action Plans; personalised travel planning; public transport information and marketing; travel awareness campaigns; car clubs; car sharing schemes).

There is potential for greater emphasis on traffic speed reductions, such as the introduction of 20mph zones, through the promotion of the hierarchy of provision set out in Manual for Streets. This hierarchy advocates a shift from street design approaches based purely on the importance of movement of motor traffic, to a focus on the reduction of volumes and speeds of traffic, the treatment of junctions/hazards and traffic management solutions. The emphasis on the Manual for Streets hierarchy of provision would improve conditions for all road users.

There are currently no targets for increasing walking and cycling in Wales. We believe that Welsh Government should set ambitious national targets for increasing walking and cycling for different trip purposes. If the Welsh Government could make this commitment, then the duty could require local authorities to set locally relevant targets, and demonstrate how their plans/programmes contribute to meeting them. A uniform approach to monitoring transport would then be required across Wales so that the progress towards national targets being met in each local area can be assessed.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

The effectiveness of the Bill will be dependent on the availability of funding to deliver the enhancements identified by local authorities, which is not taken account within the Bill. It is critical that walking and cycling funding is available for local authorities across Wales and that in this time of austerity, investment in walking and cycling infrastructure is prioritised. The current provision of walking and cycling investment levels are insufficient for all 22 local authorities to deliver enhancements to their walking and cycling networks that will be of the scale required to maximise the uptake of sustainable modes of travel. The funding will need to be secured for the long term to ensure local authorities are able to fulfil the key provision *'to continuously improve routes and facilities for pedestrians and cyclist'*.

Other barriers to the implementation of the Bill are availability of resources within local authorities, both in terms of officer time and funding to develop and print the maps, due to the scale of work required, including auditing existing cycling and walking infrastructure. This is particularly relevant to urban authorities, due to the length of the available walking network alongside all streets and roads, together with traffic tree routes through parks and open spaces. This has not been taken account within the Bill. Therefore, there is a need for local authorities to be able to adopt a flexible approach and identify the areas that require their attention to be focused.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

Costs

- Costs to manage and undertake data collection, consultation and production of the maps.
- Ongoing staff time to review and update the maps.
- Staff costs to manage the delivery programme (funding availability, design costs, Traffic Regulation Orders etc) and the delivery of schemes.
- Capital costs of delivering schemes (if delivered through Council capital programmes).
- Cost of publicity and communication materials (including printing of maps).
- Possible compensatory payments to landowners for increasing paths status if local authorities undertake the rights of way revisions.

Benefits

- Clearer identification of aims and aspiration for walking and cycling.
- Recognition and endorsement to develop and maintain a network of safe, convenient traffic free routes to promote health and wellbeing.
- Acknowledgement of the key role active travel plays in transport, health, accessibility, sustainability and other broader agendas.
- Promoting sustainable travel; offering alternative modes of transport; promoting the health agenda; increasing access to the countryside; protecting the environment; enhancing the tourism potential.
- Help to achieve the aspiration of delivering 'Sustainable Neighbourhoods' in new and existing developments.
- Promoting walking and cycling priorities within transport programmes.
- Designing and delivering walking and cycling improvements as part of other highway or development works.
- Greater quality consistency of provision across Wales.
- Improving local and visitor access to active travel information.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

Although, the proposed Bill sets out detailed requirement of local authorities to identify existing and integrated network maps, we feel that detailed guidance will also be required to support and assist local authorities.

We also think the requirements of the Bill could be strengthened to state clearly that it does not expect the integrated network maps to cover the local authority area in the first map, This could also be detailed more specifically within the accompanying guidance, as it is expected that the maps will need to be updated every 3 years, this will enable additional areas to be identified in the next phase of the plan.

We also think that local authorities should be required to develop prioritised costed programmes, together with a need to develop an evidence base that justifies the

integrated network maps developed by each local authority, which should be set out in the Bill.

Furthermore, guidance should also be provided that considers new walking and cycling links alongside road schemes and a complementary programme of smarter choice measures required to maximise the investment in the physical infrastructure.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

-



Evidence to the Enterprise and Business Committee The Active Travel (Wales) Bill

Consultation questions

1. Is there a need for a Bill aimed at enabling more people to walk and cycle and generally travel by non-motorised transport? Please explain your answer.

1. Yes, in our view, there is a need for the Bill. Increases in walking and cycling can provide significant benefits, in particular:

- reductions in car traffic (and associated emissions of greenhouse gases such as carbon dioxide, as well as other pollutants)
- improving people's health & well being (through increases in physical activity and contact with natural heritage; improvements to social cohesion)
- local environmental improvements (where replacing car use: reduces noise and demand for space and improves air quality)
- improved pedestrian and cyclists' safety
- economic benefits (including to local communities adjacent to recreational routes; to those without a car; in the form of lower transport costs)

2. We therefore welcome the commitment of Government to taking forward improvements to walking and cycling networks together with measures aimed at increasing pedestrian and cycling activity. We believe the proposals, if implemented in a sustained way and linked to resources for their implementation, have the potential to achieve significant increases to current levels of walking and cycling.

3. We therefore agree with Welsh Government's rationale and the evidence they have presented in association with the Bill, the Government's consultation paper, the Regulatory Impact Assessment (RIA) and the accompanying statement with the Bill. In particular the evidence presented about:

- the benefits of walking and cycling;
- the barriers to increasing current participation levels;
- that current levels of walking and cycling in Wales are significantly lower than they could be;
- also that attempts to increase overall levels of 'purposeful' walking and cycling amongst the Welsh population in recent years have not been successful

4. We would also note the strong evidence from other countries, notably in Europe, that clearly indicates that if the right approach is taken in this country for a sustained period, significantly increased levels of walking and cycling should be achievable in

Wales in the medium to long term. The factors that have been found to be important to the success of the Dutch¹ in achieving high levels of cycling were:

- A national legal and policy framework
- Interpretation and implementation of the national framework and policies at the local level
- The prioritisation of the needs of cyclists [and non-motorised users] were sustained and implemented over many years
- Integrated transport planning, linked to spatial planning
- Sustained, significant investment
- Provision and maintenance of extensive, good quality cycling networks and associated facilities
- Improvements to safety and the perception of safety
- Traffic education (for motorists and cyclists)
- Wide ranging and positive promotion

5. We therefore agree with Welsh Government that changes are needed to overcome some of the key barriers that exist to walking and cycling in Wales, and that change is possible. We also agree with the areas for change targeted by Government through the proposed legislation. In particular:

- requiring improvements to walking and cycling infrastructure networks and facilities;
- changes to the culture around walking and cycling; and
- the need to inform and support people in making decisions to cycle and/or walk

6. We would also note the role that forthcoming legislation should also consider the ways it can support the Government's aims e.g. the proposed legislation in relation to planning and that for sustainability.

2. What are your views on the key provisions in the Bill, namely – the requirement on local authorities to prepare and publish maps identifying current and potential future routes for the use of pedestrians and cyclists (known as “existing routes maps” and “integrated network maps”) (sections 3 to 5);

7. We support the idea of providing maps of both existing networks and proposed improvements (integrated networks maps) as part of the duty. We also support the desire not to create an overly bureaucratic process. However, we feel the legislation needs to include other requirements to provide an effective and transparent process

¹ Pucher and Buehler (2007); 2006 review of cycling by Dutch Government's Ministry of Transport, Public Works and Water Management

that will identify and deliver the improvements needed and that engages the public. For example, it is important to assess and consult about the adequacy of the existing network and also the walking and cycling needs of people and visitors to an area. Then, using the conclusions drawn from the assessments and consultations, set out in a 'Statement' to go alongside the maps the strategic aims, objectives and priorities for the network together with the network and route enhancements to be undertaken. This will help engage with the public, better inform the process of identifying the improvements needed and aid transparency as to how the proposed 'list of schemes' was derived. Engagement with the public at this stage will therefore be part of the process of encouraging use of an area's network of routes. (We set out our suggestions in more detail in the attached CCW consultation response to the White Paper, see paragraphs 71 – 78).

8. As noted in our response to Q1 above, we agree with Welsh Government about the need for good information about the route networks available to people and the improvements proposed. Mapped information is one useful approach. We would expect other sources also to be required (perhaps set out in the proposed Guidance) e.g. improved signing of walking and cycling routes on the routes themselves (including destination and distance); provision of information through other media such as information boards, in newspapers, local/regional publicity, mobile technology and so on.

9. We believe that the Bill should include the requirement for local authorities (LAs) to promote their routes and make the information accessible, not just identify and enhance them. This could be done through the provision of measures set out above (for example, signage). We also believe that LAs and other public bodies could be required to advertise how to get to their offices by walking or cycling, for example on their websites.

10. We would wish to see mapping of routes linked to existing mapping duties for 'local surveying authorities' i.e. for unitary authorities' recording of public rights of way (PROW) on definitive maps and statements and for recording of maintainable highways on the 'list of streets' [/ street gazetteer]. We recognise the additional flexibility that the new duty seeks to provide and the avoidance of the legal aspects of the list of streets and definitive map of PROW; nevertheless it is likely to impact on these existing surveying authority duties.

11. We fully support the provision in the Bill requiring the long term planning of improvements to walking and cycling routes. This echoes to some extent the current duties of local authorities to produce Rights of Way Improvement Plans for 10 years – although the ROWIP duty is to cease in 2017. ROWIPs have proved successful in improving the strategic planning and improvement of PROW in Wales. We put forward

the suggestion in our consultation response that the Active Travel should include recreational routes to build on and integrate the good work done through ROWIPs.

12. In relation to the wording in the introduced Bill, in our view it would have been preferable to require the mapping of *networks* for walking and cycling not simply “routes.” Research shows that inter-connectedness of routes is important to people when walking and cycling. Using the existing mapping of PROW, other publically maintained walking and cycling networks (including the road network where appropriate) as the basis of the duty would better integrate management of existing walking and cycling networks for both recreational and more utilitarian purposes. Currently this tends not to be the case.

13. In our view the improvement of walking and cycling routes and networks should be on the basis of the public’s need/demand for route networks rather than solely for ‘purposeful’ journeys. People use many of the same walking and cycling routes and networks for both recreational and utilitarian journeys e.g. Sustrans’ monitoring of the use of the National Cycle Network found that two thirds of all use was recreational compared to utilitarian purposes. Recognising that there is such dual use of walking and cycling route networks the more significant factor in the management of networks should be public need/demand when deciding the priority given to their improvement and management, not whether they are used a recreational or utilitarian purpose (or some combination of the two). It would also avoid separate management of route networks according to whether they are recreational or utilitarian, especially as the benefits realised from their use is irrespective of the purpose they were used for i.e. whether people are using a route to walk the dog or to go to the shops (or indeed both at the same time).

14. In addition, there is evidence (although not particularly extensive) that undertaking recreational walking and cycling encourages people to also walk and cycle for more utilitarian purposes (Cope et al, 2003; Sustrans, 2007²).

15. A duty framed along similar lines to that for Rights of Way Improvement Plans within sections 60-61 of the Countryside and Rights of Way Act 2000 provides a possible model. We would limit the requirement to plan for the improvement of networks of existing public highways (rights of way and other minor highways) and public access to facilitate walking and cycling. We believe such an approach would emphasise the need for a more focused and integrated approach to current duties rather [than increasing those duties] although we would hope as a minimum it would

² Cope et al (2003) ‘The UK National Cycle Network: an assessment of the benefits of a sustainable transport infrastructure’ *World Transport Policy and Practice* 9 (1): 6-17; Sustrans (2007) ‘The National Cycling Network: Route User Monitoring Report 2007’

lead to a shift in existing resources towards implementing walking and cycling network improvements.

□ the requirement on local authorities to have regard to integrated network maps in the local transport planning process (section 6);

16. As referred to above in Q1, the key factors in the successful approach to cycling in Holland included:

- integrated transport planning, linked to spatial planning; and
- provision and maintenance of extensive, good quality cycling networks and associated facilities

17. The integration of LTPs with planning for walking and cycling improvements is important and therefore welcomed. However, we think that the requirement ‘...to have regard to...’ should be strengthened so that local authorities are required to take account of such maps in the LTP process; also that the provision should be extended to require authorities to take account of the ‘existing routes [network] map’.

18. In the CCW consultation response to the Bill we suggested that the duty should be part of the LTP duty. We think that such an approach would strengthen the process by formally integrating planning for walking and cycling with other transport planning in Wales. However, we would wish it to be clear that the purposes should include recreational as well as utilitarian use of route networks.

19. To reflect the evidence about the importance of ‘route networks’, we think that the Bill’s terminology should consistently refer to “networks of routes” for walking and cycling e.g. in relation to the 2 types of maps. At the moment one is described as an ‘integrated network map’ and the other as an ‘existing routes map’. This terminology change would help ensure that the importance of walking and cycling networks and their connectivity is consistent on the face of the Bill; it would also need to be followed through in the associated guidance.

□ the requirement on local authorities to continuously improve routes and facilities for pedestrians and cyclists (section 7);

20. We support the requirement for authorities to make ‘continuous improvement in the range and quality of the active routes and related facilities in their area’. However, for the reasons stated above, in our view the Bill should be consistently worded so as to refer to active travel ‘*route networks*’ for walking and cycling.

21. We would expect the Government to set out in Guidance what is meant by making continuous improvement in the range and quality of the active travel [network of] routes and facilities. We would expect monitoring requirements to be defined in the Guidance and to do so in a way that provides quantifiable measures for improvements to infrastructure and facilities within an authority's area. In addition, to secure the benefits sought by the Welsh Government, authorities should also have to ensure there are increased levels of walking and cycling in their area and this should also be part of the requirement for continuous improvement and its monitoring defined in the Guidance arising from the Bill.

22. If, as we propose above in Q2 (i), the duties also include the requirement for a 'statement' alongside the maps (including aims, objectives, assessed needs, improvement actions etc), the statement could include summaries of the actions proposed along with measurable milestones and a timetable for their implementation.

23. Guidance should set out a requirement to set out specific [quantifiable] targets for improvements and define how monitoring of the progress should be carried out.

the requirement on highway authorities to consider the needs of pedestrians and cyclists when creating and improving new roads (section 8)

24. We would wish to see the needs of pedestrians and cyclists assessed as part of a wider process of identifying the improvements that are required in an authority's area.

25. The measure strengthened and extended so that, wherever reasonably practicable to do so, improvements to meet the needs of pedestrians and cyclists are considered when creating and improving new and existing roads and infrastructure. We would also wish to strengthen the provisions to ensure that identified improvements should be implemented [wherever reasonably practicable]. Guidance would be needed to support the implementation of the provision. We believe that paragraph 1d of the Bill therefore needs to be strengthened if the aims of the Bill are to be delivered.

26. While such a broad approach to improving highways may occasionally result in some unconnected walking and cycling facilities in the short term. However, if implemented strategically, over time such improvements will become increasingly joined up (e.g. in the way that improvements to accessibility (such as dropped kerbs) have become ubiquitous following sustained action over several years).

3. Have the provisions of the Bill taken account of any response you made to the Welsh Government's consultation on its White Paper? Please explain your answer.

27. As stated above, NRW legacy bodies supported the proposal that the Welsh Government take forward measures to increase walking and cycling through the improved management of routes and networks. We advocated a long term approach to such work and this is reflected in the Bill. We supported and therefore welcome: the mapping of routes; the requirement for LAs to make continuous improvement; the inclusion of measures for WG to ensure the duties are carried out and for them to produce guidance as to how the implementation of the new duties.

28. We support that the wording of the Bill has been amended to remove that requirements for walking and cycling provision to be subject to budgetary requirements, as Environment Agency Wales advised in its response of August 2012.

Regarding matters we advocated that are not within the Bill:

29. The Bill in many cases focuses on 'routes' in its wording. We advocated an approach that focused on networks. Evidence³ strongly indicates that the connectivity of networks for walking and cycling is an important factor in people wanting and being able to use them. The Bill could be more consistent in referring to 'networks of routes' in relation to the measures put forward in the Bill.

30. As referred to above we also proposed that the scope of the Bill should include improving both utilitarian and recreational walking and cycling across Wales. We feel this is important to ensure integrated approaches to the planning and management of walking and cycling (and provision for other non-motorised users where appropriate). This recognises that non-motorised networks are frequently used for recreation and utilitarian purposes and that the benefits being sought can be best achieved through joined up planning and management. It could also allow benefits for non-motorised users other than walkers and cyclists in many places (e.g. horse riders).

31. We also suggested that the approach taken should be based on assessments of the public's needs for walking and cycling (along the lines used for ROWIPs) and that these assessments should be published together with a 'statement' setting out the strategic aims and objectives for the proposed improvements within an area. A map would help to set out such proposals to the public. We also take the view that the Bill would be strengthened if authorities were required to include in such a statement the actions the authority will take for providing information about, and promotion of, walking and cycling in their area [i.e. in addition to the provision of the existing route [networks] map and the integrated networks map].

³ For example: Cyclists and Pedestrians – attitudes to shared-use facilities, CTC (2000)

32. We also suggested that government look to integrate their approach with the LTP [RTP] process by making the duties a defined part of the same process.

33. The provision of information and the promotion of walking and cycling are critical to raising levels of walking and cycling. We suggested therefore that these should be a part of the duties for local authorities.

4. To what extent are the key provisions the most appropriate way of delivering the aim of the Bill?

34. See our responses above to Question 3.

5. What are the potential barriers to the implementation of the key provisions and does the Bill take account of them?

35. The provision and sustaining of financial and staff resources to carry out the key provisions and to implement improvements will be vital if the Bill is to be a success. In the current financial situation we assume that it will require financial provision to be identified from within existing transport and related funding. However, the scale of resources required for walking and cycling infrastructure and associated soft measures are relatively modest compared to other transport investment⁴. The experience of the statutory ROWIP process is that the requirement to produce the plans was very positively affected by the provision of dedicated funding by the Welsh Government to implement them. The WG's funding has also been vital to LAs' ability to progress with the implementation of the Plans.

36. Co-ordinated effort by local and central government (and its agencies) will be important to support the effective implementation of the Bill's provisions providing a national framework within which local action is taken forward. This framework will need to include ensuring co-ordination with other work areas, notably: road safety (including cycling training), planning, transport, sustainability, health and well-being and recreational access.

37. The application of good practice will be important to ensure that good quality plans are both developed and that they are effectively implemented. Provision in the Bill for statutory guidance, including the proposed design guidance, will provide a

⁴ For example, in CCW's survey of PROW in Wales we estimated that it would take around £8.37 million per year to fully maintain the **whole** of the 33,000 km network of PROW in Wales [@ 2002 prices] once the network had been improved.

means for WG to steer and support good working practices. Such guidance will also provide opportunities to include measures to support Sustainable Development Schemes and to support habitat management and creation for biodiversity. As well as provision of guidance there will also be a need to ensure that networks for staff training and the dissemination of good practice also support the implementation of improvements.

38. Combining walking and cycling with other transport modes, notably public transport provision, is important in improving the viability of walking and cycling as practical travel options. Integration of planning for both is envisaged within the Bill but, as explained above, could be strengthened in our view.

39. Planning related matters affect the feasibility of providing for journeys on foot and by bike both in terms of requiring walking and cycling facilities to be provided and in terms of the journeys people need to make.

40. The long term vision set out in the Bill is vital to bring about change. This consistent, incremental approach to providing for walkers and cyclists over the long term is widely noted as a key factor in the higher levels of walking and cycling in a number of European countries.

41. There should also be consideration to providing information about how much money individuals and councils could save through more active travel, rather than just focus how much the duty will cost to implement. This could take into account the economic benefits of health, environmental and wellbeing improvements that would arise as a result of increased active travel.

6. What are your views on the financial implications of the Bill (this could be for your organisation, or more generally)? In answering this question you may wish to consider Part 2 of the Explanatory Memorandum (the Impact Assessment), which estimates the costs and benefits of implementation of the Bill.

42. We already incorporate footpaths and cycle ways into our flood defences wherever practicable. In some cases such provision is not appropriate or feasible. As there is no duty in the Bill for NRW to make such provision, it appears there are therefore no obligatory costs to NRW arising from the Bill.

43. However, as we raised in Environment Agency Wales' response in August 2012, we seek reassurance that the proposed duty will not inhibit our (and Local Authorities') abilities to carry our flood risk and coastal erosion management duties, and that there should not be any future requirement for Local Authorities (or other organisations) to install walking and/or cycling routes along flood defences. Often,

routes will be appropriate, but we would seek to ensure they do not compromise the integrity of the structure or NRW's ability to access and maintain the flood defence structure. Routes would also have to be designed with Health and Safety in mind. We would seek clarity on who is liable if someone has a travel/recreation related accident on a path atop our defence. If appropriate, we would request that such matters be covered in the proposed guidance (as referred to in Section 9 of the Bill).

44. We also believe that there may be opportunities for us to work with LAs, as they design their route maps, to maximise the potential of features such as rivers and flood defences as travel routes. Again, we believe this could be done via the proposed guidance.

45. As well as routes on flood defences, NRW will also seek to ensure that access provision within the WG Woodland Estate supports existing active travel networks/routes and local authorities' plans for walking and cycling improvements where appropriate. We believe there will be opportunities to contribute to such improvements as part of our day to day management of access on the Woodland Estate. However, there is limited capacity and resources at this time to meet demands for new route provision or improvement of existing routes on NRW land other than those already planned.

7. To what extent has the correct balance been achieved between the level of detail provided on the face of the Bill and that which will be contained in guidance given by the Welsh Ministers?

46. We support the Government's approach to provide a statutory framework using primary legislation with additional provision through statutory and non-statutory guidance.

47. We consider that enhancing walking and cycling routes present the opportunity to deliver multiple benefits, such as for: society, people's health and well being, the economy, green infrastructure, habitat creation, sustainable drainage systems and traffic calming. We do not believe that this needs to be included in the wording of the Bill itself. However, we advise that it be included in the supporting guidance.

48. In addition we would expect other policies and programmes to be co-ordinated in support of the work. Development of a programme and associated processes to co-ordinate the range of work that needs to be taken forward would help to support wider implementation.

8. Are there any other comments you wish to make on the Bill that have not been covered in your response?

49. As part of an integrated approach to natural resource management, there is an opportunity when informing people about walking and cycling route networks, and alongside the routes themselves, to connect people with their local environment through the provision of information about its history, landscape, cultural and natural heritage.

50. The proposals in the Bill will also benefit our activities as an employer supporting active travel to and within work. As an employer we have found a provision led approach (e.g. providing showers, secure bike storage and changing facilities) has been successful in increasing walking and cycling levels amongst employees of NRW. (Improving facilities at train and bus stations and park and ride facilities may be similarly beneficial.)

51. We have found that the location of offices close to urban centres and public transport has also significantly affected the levels of walking and cycling amongst employees. Centrally located offices have higher levels of walking and cycling compared to our out of town locations.

52. To provide a supportive culture NRW have (amongst other things) set up Bike User Groups, have folding bikes available to staff to use to travel to meetings, operated 'Cycle to Work' schemes and promoted cycling and walking to work as part of Green Transport Week. Such actions go some way to demonstrate what measures can help encourage behaviour changes and to encourage a culture of active travel.

53. We would welcome the opportunity to make comments on the route networks and Guidance that will arise from the implementation of the Bill.

18 April 2013