

WAVERLEY BOROUGH CYCLING PLAN

1. Introduction

- 1.1 There are many advantages to encouraging cycling. It is a flexible, quiet, relatively cheap and non-polluting form of transport with important health benefits for people of all ages. Cycling has the potential to cater for many more journeys than it does at present, particularly shorter distance trips where it can provide a genuine alternative to the car. It is also a popular recreational activity.
- 1.2 Surrey County Council, as the Highway Authority for Waverley, is responsible for transportation planning, including the maintenance and improvement of roads and public rights of way. Nevertheless, Waverley Borough Council has an important role to play in promoting and encouraging cycling, for instance as the local planning authority. The Borough Council adopted its first Cycling Plan in 1997, and has established a Cycling Forum to bring together interested parties.
- 1.3 This Plan replaces the 1997 Cycling Plan, and is intended to provide an up-to-date framework for future action that will assist in achieving increased cycle use. It has been produced in conjunction with Waverley Cycling Forum, which will be responsible for overseeing its implementation. In pursuing the actions set out in this Plan, Waverley Borough Council and Waverley Cycling Forum will work in partnership with Surrey County Council, Town and Parish Councils, local cycling groups and other relevant organisations such as public transport operators and health-related bodies.

2. Existing Policies

National Policies

- 2.1 In 1996, the *National Cycling Strategy* (NCS) was launched as a blueprint for the development of cycling. The central target of the NCS is to quadruple the amount of cycling over 1996 levels by the end of 2012. The NCS highlights the principle of undertaking formal cycling audits and reviews, re-allocating road space to cyclists and promoting facilities for cyclists within highway safety schemes. Annexe 2 of the NCS provides 'A Model Local Cycling Strategy'. One of its objectives is to maximise the role of cycling as a transport mode, in order to reduce the use of private cars."
- 2.2 The Government White Paper *The Future of Transport*, published in 2004, includes a section relating to 'Walking and Cycling'. The overall aim is to increase walking and cycling. It states that this will:-
 - Help to reduce car use and to tackle social inclusion, making towns and cities safer and more pleasant to live in;
 - Help to reduce congestion and improve air quality; and
 - Increase levels of physical activity to improve health.

It sets out a list of aims and objectives to achieve this. One of these states:- “Moving away from the ‘one size fits all’ national target and towards working closely with individual local authorities to put in place sharper, more focused, local plans and targets for cycling and walking.” The Department of Transport has also published its ‘Walking and Cycling Action Plan. This includes good practical examples relating to the promotion of cycling and walking.”

- 2.3 As part of the NCS, the Department for Transport has sponsored the development of national guidance: Cycle-Friendly Infrastructure Guidelines for Planning and Design and Traffic Advisory Leaflet (TAL) 7/98, Guidelines for Cycle Audit and Cycle Review. These guidelines, and PPG 13 (see below), define a hierarchy of solutions (starting with traffic reduction, then speed reduction and so on to off-road provision) that should be applied when designing schemes to meet the needs of cyclists. The types of solutions applied are not mutually exclusive and ideally should be combined to increase cycle uptake. Local Transport Note (LTN01/04) was published by the Department of Transport as a Consultation Draft in April 2004. It also refers to the hierarchy of provision in relation to pedestrian and cycle provision. It does add that the hierarchy does not necessarily apply to schemes where it is intended to construct totally new cycle tracks/footpaths to a high standard which offer a more advantageous route than the equivalent route for motorised traffic.
- 2.4 *Planning Policy Guidance Note 13 (Transport)*, revised in 2001, provides advice on how local authorities should integrate transport and land-use planning. It indicates a range of ways in which local authorities can improve facilities for cyclists when preparing their development plans and determining planning applications, such as seeking the provision of cycle routes and secure cycle parking in developments, and influencing the design, location and access arrangements of development to ensure that it promotes cycling.
- 2.5 In November 2004, the Strategic Rail Authority published its Cycling Policy. It sets out various aims, including the provision of appropriate cycle parking facilities at stations; and ensuring that train operating companies take into account the wider benefits of cycling when considering investment in cycle facilities and rules for carrying cycles.

County and Local Policies

- 2.6 The First Surrey Local Transport Plan (LTP1) set out the County Council’s objectives, targets and strategies for transport in Surrey covering the five years from 2001/2002 to 2005/2006. It advocated an integrated approach to transport provision, which sought to widen travel choices whilst also managing the demand for travel. LTP1 included a number of targets relevant to cycling, including those relating to road casualties and increasing accessibility to town centres, schools and colleges by public transport, cycling and walking. However, the two key targets were:-

3. to raise the cycling proportion of all trips in Surrey from 2% in 1999 to 4% in 2006, 6% in 2011 and 8% in 2016;

4. to raise the cycling proportion of school trips in Surrey from 7% in 1999 to 9% in 2006, 15% in 2011 and 20% in 2016.
- 2.7 LTP1 included a topic strategy on cycling. This strategy sets out one overriding objective, which was to improve the quality of journey and the facilities at the cyclist's destination. When LTP1 was published in July 2000, there were some 470 km (300 miles) of on or off-road cycle routes within the County. The cycling topic strategy aimed to implement another 1,000 km (625 miles) of cycle network within five years of LTP1. It intended to extend the total network to reach 4,000 km (2,500 miles) by 2016. The County Council is now preparing LTP2, which will focus on five shared priorities: Accessibility, Congestion, Safety, Air Quality and Quality of Life. Cycling targets forming part of LTP2 will be based on % number of journeys. Lengths of cycle routes will no longer be a target. Cycle fora have been consulted in order to identify priorities.
- 2.8 In 2004, Surrey County Council, in conjunction with eight of the Surrey districts, published the "Cycle Friendly Employers' Guide". This is intended to encourage and support cycling to work.
- 2.9 In December 2004, Surrey County Council adopted the Surrey Structure Plan 2004. Policy DN5 relates to 'Cycle and Pedestrian Routes'. It states that local development frameworks will identify a network of pedestrian and cycle routes to improve accessibility to facilities and to widen travel choice. The policy goes on to state that priority will be given to providing safe and convenient access to town centres, public transport interchanges, schools, colleges and shopping areas.
- 2.10 The *Waverley Borough Local Plan 2002* sets out policies and proposals to guide the development and use of land. The Plan contains the following policy to support and promote cycling in the Borough:

Policy M5 – Provision for Cyclists

The Council, in conjunction with the County Council and other organisations, will seek to improve conditions for cyclists through the following measures:-

- (a) **promoting and developing a Borough-wide network of cycle routes;**
- (b) **promoting and providing cycle parking facilities in town centres, at railway stations and at major public buildings, and requiring new development to provide cycle parking facilities in accordance with the adopted standards; and**
- (c) **considering the safety and needs of cyclists in the design of all highway and traffic management schemes.**

Developments should, where opportunities arise, include safe, convenient and attractively designed cycle routes, including, where possible, connection to the Borough-wide cycle network.

- 2.11 There is also a policy in the Local Plan to promote a cycle route network in Farnham, together with proposals for key strategic cycle routes in Godalming and Cranleigh. Cycle parking standards are set out in an annexe to the Plan.
- 2.12 Waverley Borough Council's *Local Agenda 21 Strategy* seeks to minimise the need to travel, and to encourage journeys to be made in ways that make less use of the car wherever possible. One of the objectives under the theme of transport is to promote cycling, for example by publicising and promoting facilities for cyclists within the Borough.
- 2.13 In addition, the Council's *Cultural Strategy*, which was launched in April 2003, includes within its Action Plan the aim of encouraging safe cycling as a healthy leisure pursuit and an alternative means of transport. It also aims to provide a network of cycle routes through WBC green spaces and link with SCC rights of way and neighbouring boroughs.
- 2.14 The Borough Council's *Car Parking Strategy*, which covers the period 2000 – 2005, also identifies the advantages of encouraging cycling. One of its objectives is to extend the provision of well designed secure cycle parks in its car parks.

3. Existing Cycle Facilities

Cycle Routes

- 3.1 Waverley is fortunate in having a network of country lanes, many of which are relatively quiet, narrow roads that follow old and winding routes. Some of these lanes form part of the Surrey Cycleway, a signed on-road leisure route. There is also a dense and well-used rights of way network in the Borough, including important long distance routes such as the Downs Link bridleway. The existing network of public rights of way can support both utility cycling and leisure cycling.
- 3.2 However, there are very few dedicated routes for 'utility' cycling in Waverley. Safety is a major concern and the busy roads in the main built-up areas and many of the villages can discourage potential cyclists. Only 1.73% of journeys to work in Waverley are currently made by cycle (2001 census). Notwithstanding the provision of dedicated cycle routes, existing roads will still form the basic framework for the local cycle infrastructure.
- 3.3 Some progress is being made in Farnham, where a cycle route network was identified as part of the Farnham Movement Study in the mid 1990's. In 2001 an access route from Hale to the town centre was constructed through Farnham Park.
- 3.4 In Godalming proposals to provide a cycle route to Guildford, either along the A3100 or on an alternative route, are being considered by Surrey County Council as part of an area study. A package of schemes to improve access to the town centre has been identified by a sub-group of the Waverley Cycling Forum, and is due to be progressed with Local Transport Plan funding.

- 3.5 Elsewhere, utility routes are being investigated in the centre of Cranleigh as well as new cycleways linking Cranleigh to Ewhurst and Wonersh to Shamley Green. A number of Safe Routes to School projects are also being progressed around the Borough. Many of these should help to improve conditions for cyclists, e.g. by providing new or improved crossings of main roads. Annexe 1 is a map showing the Waverley Cycle Network. Annexes 2 – 5 comprise larger scale maps showing the Cycle Network in and around the four main settlements of Farnham, Godalming, Haslemere and Cranleigh.

Cycle Parking

- 3.6 The Borough and County Council's have installed cycle stands in the main shopping centres and at public buildings such as libraries, leisure centres and council offices. Annexes 6 - 10 show the location of existing cycle parking facilities in Farnham, Godalming, Haslemere (including Weyhill) and Cranleigh, together with potential sites for further exploration.

4 Aim and Objectives

- 4.1 The effectiveness of this Plan will be judged by the extent to which it contributes locally towards achieving the targets for increased cycle use set out in the Surrey LTP. Meeting these targets will be a challenging task given the fact that traffic flows on major roads in Surrey and Waverley are approximately double the national average, and car ownership is also significantly higher than the national average.
- 3.2 The local authorities cannot, and would not wish to, force people to cycle, but by working in partnership with others they can encourage an increase in cycling by making it safer and easier to do so. Clearly defined objectives and actions are a necessary starting point.

Aim

To maximise the role of cycling as a transport mode in Waverley, so as to reduce the use of private cars; to help achieve the cycle-related targets in the Surrey Local Transport Plan; and to give real travel choice by providing opportunities for cycling.

- 4.3 It is intended to meet this aim by implementing the following objectives, which reflect particular local needs and opportunities (these are not set out in any order of priority):-

Objectives

- 1 To develop a network of safe, convenient and continuous cycle routes in the Borough, including links with adjacent cycle networks, and utilising rights of way and roads where appropriate;**

- 2 To safeguard, maintain and enhance the suitability for cycle use of both the Waverley Cycle Network and the general road network, with priority given to the Waverley Cycle Network.
- 3 To promote utility cycling and to improve the safety and accessibility of the centres of Farnham, Godalming, Haslemere and Cranleigh to their adjoining residential areas and villages;
- 4 To participate in the County-wide Safe Routes to School initiative;
- 5 To integrate cycling with public transport services and facilities;
- 6 To exploit the potential for recreational and tourist cycling in Waverley's countryside and to ensure that where possible, designated cycle networks be linked to tourist attractions, pubs and food & drink establishments, nature reserves and public transport interchanges;
- 7 To link the Borough to the National Cycle Network;
- 8 To improve the quantity, quality and security of cycle parking facilities at convenient locations;
- 9 To raise public awareness of the environmental and health benefits to be gained from cycling;
- 10 To work with equestrian and pedestrian groups to enhance the ability of cyclists, walkers and horse riders to cross the A3 & A31; and
- 11 To promote safe cycling and to make cycle training accessible to those who require it.

5. Action Plan

- 5.1 Each of the above objectives will be implemented through a specific programme of measures. These are set out in the Action Plan, which is attached as Annexe 11. The Action Plan will be kept under regular review and updated accordingly.
- 5.2 In addition, the Cycle Forum has produced a prioritised list of suggested schemes to deal with severance points and parts of the network. This list is attached as Annexe 12. As well as keeping the Action Plan under review, the Cycle Forum will review and update the list of priority schemes and the Maps showing the Waverley Cycle network annually.

6 Funding and Implementation

- 6.1 The primary source of funding for the provision of physical infrastructure such as new cycle routes will be through the LTP. The Government allocates transport capital funding to Surrey County Council based on its

assessment of the programme of works set out in the Surrey LTP. That money is then distributed across the county based on 'themed bids' put together by each County Council Local Committee. Cycling is one of the nine themes that are used to target limited funds in order to achieve LTP objectives.

- 6.2 Surrey County Council retains some funding centrally for larger cycle schemes, such as the cross-county National Cycle Network Route 22. Cyclists may also benefit from schemes that are funded through other County Council budgets, such as those coming under the Safe Routes to Schools programme. In addition, routine highway maintenance activities such as surface dressing and footpath reconstruction may offer the opportunity to incorporate improvements for cyclists.
- 6.3 Waverley Borough Council can provide matched funding towards a range of voluntary and community projects. Individual town and parish councils may also be willing to fund or contribute towards cycle projects in their areas.
- 6.4 External funding may be available from a variety of other partners, such as the Countryside Agency and rail operators, depending on the nature and location of the scheme. Cycle schemes can be funded from a number of national sources, such as the National Cycling Strategy Board Projects Fund and the New Opportunities Fund of the National Lottery. However, these grants can be heavily over-subscribed and, in the latter case, tend to be directed to areas of the country with high levels of deprivation. More local sources of potential funding include Landfill Tax credits, for example those administered through the SITA Surrey Partnership, and the relatively new Aggregates Levy.
- 6.5 In a Borough of the size and with the high traffic levels of Waverley, the above sources of funding are unlikely to be sufficient to deliver all the improvements that will be necessary in order to convince many more people that cycling can be a safe and enjoyable mode of transport. If the objectives of this Plan are to be achieved within a reasonable timescale, then developer contributions through the planning process will be needed to help supplement public and voluntary funding. Where justified by the location and type of development, the local planning authority will seek developer contributions to bring forward cycle and pedestrian schemes that would otherwise take several years to implement.

7 Monitoring and Review

- 7.1 Waverley Cycling Forum will be responsible for monitoring the success of the above Action Plan, where appropriate drawing on information provided by officers from the Borough and County Councils. The intention is that the Action Plan, the prioritised list of suggested schemes and the maps of the Waverley Cycle Network will be reviewed annually at the Forum's July meeting. The outcome of this monitoring and review will be reported to the Local Area Committee. It is also intended that the outcome will be fed into the Annual Monitoring Report relating to the Borough Council's Local Development Scheme.

7.2 The first Surrey LTP is due to be replaced in July 2005. Representatives from the Cycle Forum have already taken part in a County-wide consultation on cycling priorities for LTP2. The Action Plan, the prioritised list of suggested schemes and the maps of the Waverley Cycle Network will all provide a focus for the identification of local cycling priorities.

Annexes

- Annexe 1** Map showing the Waverley Cycle Network
- Annexe 2** Inset Map (Farnham)
- Annexe 3** Inset Map (Godalming)
- Annexe 4** Inset Map (Haslemere)
- Annexe 5** Inset Map (Cranleigh)
- Annexe 6** Cycle Parking in Farnham Town Centre
- Annexe 7** Cycle Parking in Godalming Town Centre
- Annexe 8** Cycle Parking in Haslemere Town Centre
- Annexe 9** Cycle Parking in Weyhill
- Annexe 10** Cycle Parking in Cranleigh Village Centre
- Annexe 11** Action Plan
- Annexe 12** Prioritised list of suggested schemes