

scrutiny



**A Report of the
Environmental Scrutiny Committee**

Cycling in Cardiff's Parks

March 2012



County Council of The City and County of Cardiff

CONTENTS

CONTENTS	2
CHAIR’S FOREWORD	3
TERMS OF REFERENCE	5
KEY FINDINGS.....	6
RECOMMENDATIONS.....	9
EVIDENCE.....	11
INQUIRY METHODOLOGY.....	36
BIBLIOGRAPHY.....	39
FINANCIAL IMPLICATIONS	41
LEGAL IMPLICATIONS	41
COMMITTEE TERMS OF REFERENCE.....	42
COMMUNITY AND ADULT SERVICES SCRUTINY	
COMMITTEE MEMBERSHIP	43
APPENDIX A:	
Parks and green spaces covered by existing byelaw	44
APPENDIX B:	
Hailey Park Code of Conduct.....	45
APPENDIX C:	
British Waterways London, Towpath Code of Conduct...	46
APPENDIX D:	
Cycling in the Royal Parks, Code of Conduct	48

CHAIR'S FOREWORD

Scrutiny in Cardiff is sometimes referred to as being "The citizen on the inside". If that is the case then this report is a clear example of that philosophy. It arose because of concerns being expressed, quite rightly, by members of the public to their elected representatives seeking guidance as to what was the legal position with respect to cycling in Cardiff's parks - was it allowed or not? Custom and practice or turning a blind eye - both of these approaches might have been going on but some clarity was needed for both cyclists and other park users alike. Some people might have thought that it was a "non-problem" but it soon became clear that in some places there were concerns and maybe the situation was not as well defined as it might have been. So this report aims to put some transparency into the issue with current day thinking about the benefits of cycling from both a health and travel sustainability viewpoint overtly stated. Conflicts will always arise but if the Council and the various users of Cardiff's parks were to embrace the recommendations contained herein then I hope that further progress will have been made in transforming Cardiff into a city that encourages responsible cycling and yet protects the vulnerable park user from unnecessary disturbance.

This Task and Finish Group started with a simple goal and yet the project soon risked expanding into a wider look at cycling across the city. A large number of witnesses wanted to tell us how they perceived the problem but in essence we were keen to gain a snapshot of the "parks issue" and then come to a conclusion. So apologies to groups who might have wanted their say but more "heavy guns" on both sides would not have helped. I am grateful to everyone who did contribute, particularly the witnesses from outside the council. Internally the group has been well served by scrutiny officers and Nathan Swain deserves a special mention for keeping us on track over a tight period of time. It will be for the next Council to act upon these

recommendations but I would urge them to do so without re-opening the issue.



Councillor Simon Wakefield
Chair, Environmental Scrutiny Committee

TERMS OF REFERENCE

At its meeting on 8th November 2011, the Environmental Scrutiny Committee agreed to establish a Task & Finish group to investigate 'Cycling in Cardiff's Parks'. The task group had the following terms of reference:

To explore the Council's approach to cycling in parks by obtaining an understanding of:

- The practicalities of cycling in Cardiff's parks
- The application of byelaws which prohibit cycling in Cardiff's parks
- Opposition to cycling in Cardiff's parks.

To understand the financial and policy implications of removing cycling restrictions and the relevant methods of doing this, and the implications for enforcing the existing byelaws in Cardiff.

To use evidence received from staff, management, cycling groups and key stakeholders to make informed recommendations to the Executive.

Members of the Task & Finish Group were:

- Councillor Simon Wakefield (Chair)
- Councillor Iona Gordon

KEY FINDINGS

- KF1. A byelaw exists which stipulates that cycling is prohibited in Cardiff's parks and green spaces, except where a sign or display at the entrance of a park clearly informs park users that cycling is allowed. However, this byelaw is hard for the Council to enforce given current resource allocation. There is high level of support for cycling to be allowed in Cardiff's parks and green spaces.
- KF2. The 'Local Government Byelaws (Wales) Bill' was introduced to the National Assembly for Wales in November 2011. It proposes to simplify the procedures for making and enforcing local authority byelaws. It seeks to remove the requirement for byelaws to be confirmed by Welsh Ministers and will mean that any new byelaws, or changes to byelaws, require consultation with those affected at an early stage.
- KF3. The parks and green spaces in Cardiff are used and enjoyed by a wide variety of people and for a variety of purposes, whether it is for exercise, for commuting, to walk the dog, to get to school or to learn to ride a bike. The Council's Parks & Sport Services are committed to maintaining parks and green spaces to the highest standard, ensuring that they accessible to all. Unless an individual is acting irresponsibly or in an anti-social manner, Parks & Sport Services would not want to discourage anyone from using the parks in Cardiff.
- KF4. A number of organisations actively promote cycling in parks and use them for organised activities. Examples include Sustrans and CTC Bike Club who have previously arranged cycling events in Cardiff's parks, and Pedal Power, which is a registered charity that provides all ability cycle training and hire with a range of specialised tricycles adapted for people with disabilities. The support for the extension of the Bute Park opening hours demonstrates that a significant number of cyclists use routes through parks as part of their daily commute.

- KF5. Representatives of groups for blind and partially sighted people expressed the view that, while they were not against cyclists and shared use pathways in parks, there is a need for some parks, or sections of parks, to be designated as cycling free zones, where blind or visually impaired individuals can enjoy a park without the fear of being hit by a cyclist.
- KF6. Parks & Sport Services receives a negligible number of complaints relating to cycling in parks every year, but officers are aware of a number of 'pinch points' where conflict between walkers and cyclists exists. A number of external witnesses indicated that they are aware of incidents between cyclists, pedestrians and dogs, but they go unreported as there is no awareness of who is at fault and no apparent mechanism for reporting incidents.
- KF7. A number of external stakeholders stressed the importance of cycling through parks for those who are not confident enough to use the roads, particularly when commuting in rush hour traffic. Many people want to cycle for health and environmental reasons but would not do so if they were restricted to using only the roads.
- KF8. A number of external stakeholders expressed the view that there is an apparent lack of education and awareness of how to act responsibly on shared use pathways, which applies equally to cyclists, pedestrians and dog walkers. All witnesses giving evidence to the task group expressed their support for some form of code of conduct that should apply to all shared use pathways in the city.
- KF9. A code of conduct for shared use pathways has been developed in partnership with the Friends Group at Hailey Park in response to the conflict that exists between cyclists, pedestrians and dog walkers. The primary cause of this conflict is considered to be the narrowing of the Taff Trail as it passes through the park. This approach has also been

used elsewhere in the UK, with similar codes of conduct being developed for the Royal Parks in London and for users of the British Waterways towpaths.

KF10. A number of different approaches have been adopted by local authorities in response to byelaws that restrict cycling in parks. Reading Borough Council removed the applicable byelaw completely, allowing cycling in all parks in Reading. Plymouth City Council has adopted a park by park approach to whether or not cycling should be allowed, in consultation with residents, elected Members and friends groups.

KF11. The Members of the task and finish inquiry noted that funding will be required for the implementation and promotion of any changes that are recommended. It was felt that, as cycling in parks is a Transport related issue, access to funding such as the Sustainable Travel City Grant would seem appropriate.

RECOMMENDATIONS

Following the completion of this Inquiry, the Environmental Scrutiny Committee recommends that the Executive:

- R1. Repeal the current byelaw with respect to cycling in pleasure gardens and open spaces, and then replace it with a new byelaw that provides a default position of responsible cycling being allowed in parks in Cardiff, except in certain designated areas.

Supported by Key Findings KF1, KF2 & KF10

- R2. Following on from recommendation R1, consider designating some areas within a number of parks and green spaces in Cardiff that are 'cycle free'. This would allow individuals to enjoy park space without encountering or having to worry about cyclists. Signage should indicate to cyclists that these areas are designated for the enjoyment of individuals such as disabled, visually impaired and elderly people or where very young children might be encountered. The designation exercise should be undertaken in consultation with local ward Members, residents, disabled groups, 'friends' groups and other statutory consultees.

Supported by Key Finding KF5

- R3. Ensure the above changes are effectively communicated, particularly focussing on the cycling community, schools and disability groups.

Supported by Key Findings KF6 & KF8

- R4. Support the development of a citywide code of conduct for responsible use of shared pathways through parks and green spaces by all users, and to ensure that this code of conduct is given support so that it is effectively communicated across the city.

Supported by Key Findings KF8 and KF9

R5. Support the development of a reporting mechanism for cycling incidents in parks. This would allow for the mapping of incident 'hotspots' and enable the impact of the recommended byelaw changes to be reviewed.

Supported by Key Finding KF6

R6. Explore funding options to improve facilities for cyclists to minimise conflict on busy stretches of shared use pathways, promoting responsible cycling within Cardiff and implementing the recommendations of the report. A potential funding option could include accessing the Sustainable Travel City Grant.

Supported by Key Finding KF11

R7. When drafting a response to this report, include an action plan giving details of the timescales for the implementation of the recommendations that have been accepted.

EVIDENCE

Overview

1. Cardiff parks and green spaces make up 10% of the total area of the City, with 56 formal parks and gardens, 106 children's play areas and over 100 adult and children's football pitches contributing to the 1500 hectares (5.85 sq miles) of green space and parks land. Parks & Sport Services are committed to maintaining parks and green spaces to the highest possible standards ensuring that they are accessible to all. The Council's Parks Development Officer indicated to the task group that this accessibility extends to cyclists, stating that they feel that responsible cycling in parks should be embraced, allowing as many people as possible to use and enjoy the parks in Cardiff.
2. The Welsh Government Walking and Cycling Action Plan 2009-2013 outlines why the Council should be looking to encourage cycling wherever possible. It states that, "The benefits of walking and cycling more often, whether for routine trips to the shops, to work or for simply for recreation, are clear. By walking and cycling more, people's health can be improved and by relying on our cars less, traffic congestion is reduced and the greenhouse gas emissions causing climate change can be cut."¹
3. The Council's Cycling Officer informed the members of the task group that many of the routes on the Council's Strategic Cycle Network Plan lead to or through green spaces. The ability to cycle through the green spaces in Cardiff would play an important role in the development of a coherent network of cycle routes. For example, a route along the Taff Trail and through Bute Park is more preferable than to travel along North Road or Cathedral Road to get into the city centre.

¹ A Walking and Cycling Action Plan for Wales 2009-2013; WAG (2008)

4. The London Greenways are safe, quiet routes through parks, green spaces and lightly trafficked streets, developed in order to provide increased opportunities for walking and cycling in safe and pleasant conditions, through parks and green spaces. The 2009 Greenways Monitoring Report outlines a number of benefits as a result in the development of the greenways, including;

“Enhancing health and quality of life: 91% of users agreed that using the greenway gives them exercise and/or makes them feel healthier.”

“Reducing transport’s contribution to climate change: 23% of cyclists could have used a car but chose not to.”²

Byelaws

5. Byelaws are laws of local or limited application made by local councils or other bodies, using powers granted by an Act of Parliament, and so are a form of delegated legislation. Local council byelaws are generally restricted in scope to a particular place, for example a park, or a particular class of activities, such as amusement arcades or the employment of children.
6. At present, because byelaws create criminal offences that can be prosecuted in Magistrates' Courts, they must be approved by central government before they can come into force. However, there are plans to make offences against byelaws punishable through the use of Fixed Penalty Notices, and to remove the need for local council byelaws to be centrally approved.
7. The following byelaw, which was last updated in March 1983, applies to parks in Cardiff. It states that:

² London Greenways Monitoring Report 2009; Shared-use route usage and trends (2010)

“A person shall not, except in the exercise of any lawful right or privilege, ride and bicycle, tricycle or other similar machine in any part of the pleasure ground:

Provided that this prohibition shall not apply to any road, path or track within the ground as may be fixed by the Council and described in a notice board affixed or set up in some conspicuous position alongside such road, path or track”.

8. A total of 104 parks, pleasure grounds and open spaces are covered by this byelaw, allocated under section 164 of the Public Health Act 1875 and sections 12 and 15 of the Open Spaces Act 1906. A full list of the parks and open spaces covered by this byelaw can be found in Appendix A. The last allocation of parks was undertaken in 1970, and consequently there are a number of parks and green spaces in the city that have been developed since and are not covered by the byelaw.
9. A representative from Legal Services explained to the task group that this byelaw means that the default position in Cardiff, for all the parks listed, is that cycling is not allowed. However the byelaw allows for some discretion as cycling can be permitted in any park, provided it is clearly displayed on a notice board or sign in a “conspicuous position”.
10. He also stated that there wasn’t necessarily a need to consult all Members or full Council for a decision on whether or not to permit cycling in certain parks. This would only be required if there was going to be a blanket change to the Council’s policy on cycling in parks. Ideally any changes or decisions relating to cycling in parks should be reviewed in consultation with local residents, park users and local elected Members.
11. A representative from Parks & Sports stated that the current byelaw is useful to have in place, as it gives park wardens a basis to encourage cyclists to dismount or cycle in safer manner should an individual be cycling in an irresponsible manner.

12. A representative from Legal Services also explained that the role of byelaws should not be underestimated. Many parks are subject to public trusts, so that the local authority does not have the powers of a normal landowner. Byelaws are the only way that the authority has in terms of physically removing people from parks when they are causing nuisances. Byelaws can also be relevant to Town & Village Green applications by establishing that the Council is controlling the use of its own land, and thereby excluding claims based on “squatters rights”. Byelaws give the Council a way to enforce safety rules. Within public open space, individuals are able to do what they want provided they don’t break the criminal law or local byelaws.

13. On 28th November 2011, the ‘Local Government Byelaws (Wales) Bill’ was introduced in the National Assembly. The proposed Local Government Byelaws (Wales) Bill gives effect to the Welsh Government’s proposals to simplify procedures for making and enforcing local authority byelaws. The Bill seeks to streamline the procedure for making byelaws primarily by removing the requirement for confirmation by the Welsh Ministers of specified new byelaws.³

14. One of the primary policy objectives of the Bill is to empower local authorities to take ownership for local laws which they are best placed to make. It will be a local authority’s responsibility to make sure that it is acting within its powers and that byelaws are properly drafted and made. Local authorities will be required to consult groups which may be affected by the byelaw as well as their community where relevant at an early stage.

15. Another important policy objective of this legislation is to provide a more direct means of enforcement through the use of fixed penalty notices, rather than the current system where fines for offenders have to be imposed through the Magistrates Court. Currently these fines are small

³ Local Government Byelaws (Wales) Bill; Explanatory Memorandum; National Assembly for Wales (2011)

scale and the time and expense of a court application make the process impracticable.

16. This follows a move by the Government to hand power back to Councils in England to create new byelaws and get rid of old ones without seeking permission from Whitehall. In reference to cycling in parks, Local Government Minister Grant Shapps is quoted in a Telegraph article, *“I want to make sure they can cycle in safety and where appropriate use the local parks, promenades and public spaces but all too often unnecessary, unwanted and outdated byelaws instead force them onto nearby busy roads [...] We hope this will lead to a lot more cycle paths [...] Amazingly at the moment it needs a minister to sign off scrapping a byelaw, I think we can trust the locals.”*

17. Robert Gifford, Executive Director of the Parliamentary Advisory Council for Transport Safety, is also quoted in this article, saying *“What we want to achieve is more people cycling more safely. Fear of traffic is one factor that prevents reluctant cyclists from starting in the first place. [...] What is also important is to encourage shared use and shared understanding. For cyclists and pedestrians to share space successfully, there need to be common expectations and mutual courtesy”*.⁴

18. The Council is not able to make or change byelaws without giving local people a chance to see them and have their say, otherwise the byelaw isn't valid. DirectGov – the official UK government website for citizens, gives the following current process for making a byelaw:

- *[the] council consults with local people and responds to concerns*
- *a draft of the byelaw needs to be approved by government*
- *[the] council advertises the byelaw in the local paper*
- *[citizens] can inspect the draft byelaw document at [the] council's offices for at least one month*

⁴ <http://www.telegraph.co.uk/news/8544782/Cycling-to-become-easier-under-byelaw-shake-up.html#article>

- *[citizens] can ask for [their] own copy but you [they] have to pay a small fee to cover costs*
- *the Secretary of State approves or rejects the byelaw*
- *if approved the Secretary of State sets a date for it to become law (usually a month later)*
- *[citizens] can then see a copy of the confirmed byelaw at [the] council's offices⁵*

19. A representative of Parks & Sports indicated to the task group that the service area would not wish to strictly enforce the current byelaw in all parks across the city. It was felt that the Council should want to have as many people using its parks as possible and encourage responsible enjoyment for all types of park user. Increased cycling will also help the Council to achieve its health, economic and environmental targets.

Concerns regarding shared use pathways and existing conflicts of interest

20. The Council's Parks Development Officer indicated that there was little formal evidence of problems created by cycling in parks, with the Parks Service having received very limited official complaints relating to it. Of the 5500 requests and complaints received by Parks Services in the last three years, only 15 related to cycling in parks (0.27%). This is also supported by very limited numbers of insurance claims received by Parks & Sport relating to cycling; in the last five years there have been 265 public liability claims in Parks, and only 13 of these (5%) relate to cycling.

21. The Members of the task group felt that it may be the case that the complaints and concerns of residents may exist but were not being registered officially with the Council. The task group met with a number of external stakeholders to explore whether people did have concerns that were not being raised through the relevant Council channels.

⁵ http://www.direct.gov.uk/en/HomeAndCommunity/WhereYouLive/SaferStreets/DG_181635

22. Representatives of the Cardiff Council Access Focus Group (CCAFG) stated that the environment of a park should be relaxed, a place for enjoyment or fun, a place where partially sighted people can go and be at ease, safe and away from the dangers of traffic. However the presence of cyclists can jeopardise this. Representatives from the CCAFG explained how parks can be a frightening place for blind and partially sighted people. Even if a person walking is not actually hit by a cyclist, the rush of air as a cyclist passes silently by, can be quite a startling experience and may discourage an individual from walking in parks in the future.
23. The use of a bell has been suggested as essential conduct for cyclists; however the CCAFG representatives felt this is not useful for blind or partially sighted people. They commented that it is hard to determine which direction a cyclist is coming from and impossible to determine which side and at what speed the cyclist may pass them. An example was given of the sirens used by emergency services: often you hear the siren and know a vehicle is approaching, but only when you see the blue flashing lights do you know from which direction the vehicle is coming. This is how it is for partially sighted walkers, except they do not have the ability to see where the danger is coming from and react accordingly.
24. Representatives from the CCAFG commented that clearly someone who is visually impaired will be unable to report incidents with very much detail; they cannot fully determine whether the incident was intentional and would be unable to identify the appearance or even the gender of the cyclist involved. A representative from Cardiff Institute of the Blind informed the task group that she regularly hears complaints of incidents with cyclists from individuals who receive support from her organisation, stating that she could collate statistics on this if it was required.
25. The Friends of Hailey Park, a group of park users and local residents dedicated to improving Hailey Park in Llandaff North, informed the task group that conflict existed between cyclists, walkers and dog-walkers along the stretch of the Taff Trail through this park. They informed the task

group that conflict existed because there was no clear hierarchy in terms of the users of the Trail. Cyclists are of the opinion that the Trail is a cycle route and they are entitled to travel at speed along it, while walkers feel they have priority and that cyclists should take far greater care when approaching pedestrians. The recognition of this conflict and the need to address it has led to the development of a Code of Conduct for Hailey Park.

26. A survey undertaken by the Friends of Hailey Park indicated that users were aware of a conflict on the Taff Trail through the park:

- *Do you think there is a conflict between different users on the Taff Trail shared use path in Hailey Park?*

Yes 66% **No 34%**

27. In October 2011, an article was published on the BBC News Wales website relating to the code of conduct on the trail through Hailey Park. The mixed opinions on the conflict along the Taff Trail and its causes are evidenced in the public comments following the article, '*Speedy Taff Trail Cyclists in Cardiff Told 'Slow Down'*'. There are mixed opinions on who is at fault, but the responses suggest there is most definitely a conflict of interests;

"As a regular user I find walkers are sometimes a nuisance [...]. If anyone collides with a dog it's always the owners fault. No cyclist would put themselves at risk by hitting a dog deliberately"

"...there are many cyclists travelling far too quickly, they seem to think they own the path and get visibly frustrated when they have to slow down for pedestrians. It's completely obnoxious of them. I'm a cyclist myself, yet I know how to show consideration to others"⁶

⁶ Speedy Taff Trail Cyclists in Cardiff Told 'Slow Down'; BBC News Wales (<http://www.bbc.co.uk/news/uk-wales-15294323>)

28. It was suggested to the members of the task group that complaints regarding cycling in parks may be the type of issue that residents would raise with their local councillor as oppose to formally registering them with Parks & Sport Services. The Members of the task group suggested that all 75 of Cardiff's Elected Members be contacted and invited to share any complaints or concerns that had been expressed to them by constituents.
29. A local Member informed the task group of issues he is aware of on the Taff Trail between Radyr and Llandaff. He stated that cyclists often behave in an inconsiderate way, using this stretch of the Taff Trail as a race track. This was in particular putting dog walkers and young children at risk and negatively impacting on the enjoyment of the Taff Trail for all individuals. The councillor was not in favour of banning cycling along this route, but would like to see cyclists being informed to cycle responsibly and the need to be considerate to other users of the Trail, through signs or a code of conduct. This would also signal to residents of Cardiff that their concerns were not being ignored by the Council.
30. A local Member shared the concerns of a constituent in Penylan. The resident indicates that members of the public are often subject to abuse from cyclists, and that shared use of pathways is dangerous given a lack of clear guidance on conduct and prioritisation. The resident queried whether the Council was in a position to choose not enforce the byelaw it had in place with regards to cycling in parks and whether the decision to allow cycling could be made at the discretion of an officer, without discussion at Council meetings and without public consultation. The resident requested that signage indicating that cycling was banned were implemented until a legitimate review of the application of this byelaw had taken place.
31. Another local Member responded to the request for information, indicating that he hasn't received any complaints from ward Members relating to cycling in parks, however he did have comments from a personal capacity. As a cyclist, the councillor stated that he very rarely experienced problems

cycling through Bute Park and Pontcanna, but sometimes there are issues with dogs running free on the pathways through the park, when there are wide open spaces free for the dogs and their owners to use. He stated he had both witnessed and experienced incidents between cyclists and dogs.

32. Figure A demonstrates where there is a need for a consistent approach to cycling in parks from the Council. Taken at the entrance to Roath Botanic Gardens in Cardiff, the sign on the right of the photo clearly shows the symbol for 'no cycling' as dictated by the Highway Code. However the sign on the left of the photo gives guidance to the conduct on cyclists choosing to ignore the instructions for 'no cycling'.

Figure A – Photograph evidencing conflicting information regarding cycling



Photo provided by Andrew Jones

33. This evidence suggests that while the Council does not have a significant number of complaints officially registered with the Parks & Sport Service, there is most definitely a common perception that conflict exists, and a view that action is required in order to address this conflict in a manner which

will maximise the enjoyment and benefit derived from shared use of pathways through parks and green spaces.

34. It should be noted that it should not be automatically assumed that pedestrian-cyclist conflict will inevitably be problematic. Research shows that the perception of conflict is normally worse than the reality. A literature review produced by Sustrans, *'The Merits of Segregated and Non-Segregated Traffic-Free Paths'* evidences a number of pieces of research that find that perception and reality of conflict are different. A research paper from New Zealand concludes that "many of the social conflict issues are based on perceptions of meeting cyclists, which appear to be different to the reality of meeting them, and that older walkers were more inclined to hold these negative views."⁷

The Benefits of Cycling in Parks

35. Despite the existence of a conflict between various users of the paths through Parks in Cardiff, no witnesses giving evidence to the task group indicated that they would be supportive of a ban on cycling in all parks in Cardiff. A range of evidence was provided to support cycling, provided it was done in a responsible manner.

36. A number of witnesses indicated that parks are essential in order for children and young people to learn how to ride their bikes. The task group met with the Director of Pedal Power, an organisation that provides a cycle hire service seven days a week, and can provide courses for people of all ages and abilities. The Director indicated that parks provide an ideal safe learning ground for young people, especially in a city like Cardiff. Without access to parks, there wouldn't really be anywhere else to teach young people. This view is supported by Councillor Salway who, in response to the invitation to all Councillors to provide evidence on cycling in parks, stated that "if we enforce no cycling that means that small children would

⁷ *The Merits of Segregated and Non-Segregated Traffic-Free Paths; A Literature-Based Review*, pg 39; Sustrans (2011)

not be able to use their bikes and trikes in our parks where it would be safe to do so.”

37. A representative from the Cyclists’ Touring Club (CTC), The UK’s National Cyclists’ Organisation, provided information to the task group, which included a document *‘Encouraging Cycling in Parks’*. This gives support the view that cycling is essential for young people to learn to ride their bike. “Parks are often the first choice for parents for family riding and particularly for training youngsters to cycle in the first place. Once children grow more independent, the park may become their favourite place to ride with their friends, [...]. Then, years later, some of those who thought they had left their cycling days behind them, may be tempted to return and have a few preliminary practice sessions away from it all - in the park.”⁸

38. Cardiff Cycling Campaign, an organisation that represents all cyclists whatever their ability and campaign to improve facilities and amenities for cyclists in Cardiff, provided written evidence to the Members of the task group, stating that Cardiff should want to “promote cycling and increase numbers cycling regularly as it is good for the environment [less polluting], good for the economy [less traffic congestion] and good for health [an aerobic form of physical activity which is also fun and conducive to good mental health - outside, stress busting, seeing nature etc.]”

39. Representatives from YBike, a Youth Bike Forum in Cardiff, informed the task group that parks are essential for young people to cycle in, they are far safer than the roads and the young people stated that their parents are much more comfortable with them cycling in and through the park.

40. A representative from the Women’s Cycling Group, a campaigning organisation formed to promote cycling among women of all ages, also commented that non-segregated paths were good for young people to learn to cycle on, as they provide a safe space for children to experience

⁸ CTC – ‘How to Encourage Cycling in Parks’

independent cycling while also training them to deal with obstacles such as other cyclists or pedestrians.

41. The representative from Cardiff Women's Cycling Group went on to inform the Members of the task group that, in terms of cycle route provision, the needs of women and children may be different for men. Women can be more vulnerable on the road as they may not cycle as quickly as men, and are therefore exposed to the dangers of traffic for longer. This is why it is important to have access for cyclists on traffic free routes through parks.

42. The Council's Cycling Officer informed the task group that there are significant health benefits that can be achieved through the encouragement of cycling, citing this as a key reason why it should not be banned from Cardiff's Parks. This is supported by the Cardiff Council Cycling Strategy 2007 which states that: *"Regular cyclists typically enjoy a level of fitness equivalent to someone 10 years younger [...] Regular cycling can also improve confidence, stamina, energy, and weight control and can reduce the risk of developing diseases such as coronary heart disease, cancer, hypertension, stroke, diabetes and obesity."*⁹

43. A report produced by Sustrans states the following in relation to the benefits of traffic-free paths:

"Encouraging more people to walk and cycle creates three principal types of benefit;

- *Health benefits, through increased exercise and by reducing traffic injuries*
- *Environmental benefits, principally through reduced CO2 and other emissions*
- *Economic benefits, by reducing congestion and. through tourism spending"*¹⁰

⁹ Cardiff Cycling Strategy; Cardiff Council, pg14. (2007)

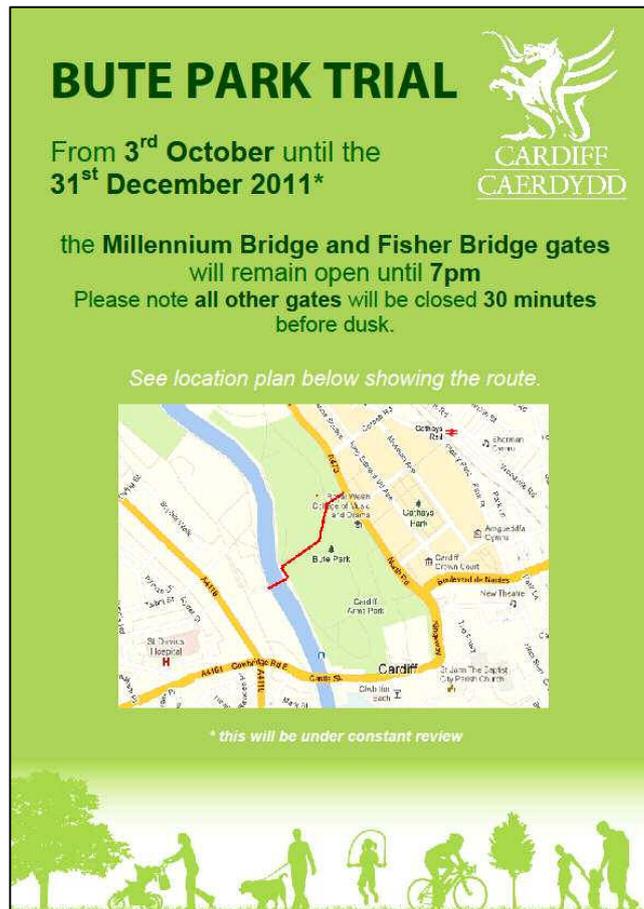
¹⁰ *The Merits of Segregated and Non-Segregated Traffic-Free Paths; A Literature-Based Review*, pg 39; Sustrans (2011)

44. This is also supported by the Road Safety Strategy for Wales which states that, *“Regular cyclists live, on average, seven years longer than non-cyclists.”*¹¹
45. The Director of Pedal Power gave evidence supporting this, indicating that a colleague had lost as much as five stone through cycling to work - something she would never have done without the ability to cycle in Cardiff’s parks as she lacks the confidence to cycle on the road. While there may obviously be other contributing factors to this weight loss, it is clear that the ability to cycle in parks can contribute to healthier lifestyles.
46. Young people from the Youth Bike Forum were surprised to be informed that cycling was banned in Cardiff’s parks if strictly adhering to the byelaws in place. One representative commented, “surely cycling encourages people to be healthier and should be encouraged not banned”.
47. Pedal Power was originally set up to provide individuals with learning disabilities the opportunity to cycle at Ely Hospital. Having expanded to provide lessons and cycle hire to the whole of the population of Cardiff, the specialist lessons and services for those with learning disabilities are still available. This provides individuals with disabilities, who may not have the ability to walk along the Taff Trail or park pathways, to access and enjoy them in the same way anyone else could. If cycling was prohibited in Cardiff’s parks it might take away the opportunity for those with physical impairments or learning disabilities to enjoy everything Cardiff’s parks have to offer.
48. A trial has recently been undertaken in Bute Park to extend the opening hours of two entrances (the gates near the Royal Welsh College of Music and Drama and near the Millennium Bridge linking to Sophia Gardens) until 7pm, allowing commuters to cycle or walk through the park when it

¹¹ Road Safety Strategy for Wales; WAG; pg 53. (2003)

would usually be closed (as seen in Figure B). This trial has proved popular with cyclists, allowing them to avoid the busy main roads through the city centre. This has resulted in the trial, which was initially for three months, being extended for the remainder of the winter until the evenings become lighter and the whole park remains open until gone 7pm.

Figure B – Flyer advertising Bute Park Trial



49. An online survey was undertaken, which showed that 61% of respondents cycled through the park in order to get to and from work. The survey also showed that 96% of respondents would want to see the longer opening hours made permanent. These results implicitly show that there is support for cycling in parks to be allowed and encouraged.

50. As previously indicated, an invitation was given to all elected Members to provide evidence of concerns or complaints residents of the electoral ward had passed onto them. A number of Councillors responded that they had

not received any complaints relating to cycling in parks and went on to express support for cycling in parks being allowed.

51. A local Member informed the task group that in his view cycling in parks should be allowed, although he was aware of complaints being raised with Councillors in adjacent wards.

52. A local Member indicated that in her view cycling in parks should be welcomed, provided it was conducted in a safe environment, with cyclists following a certain code of conduct.

53. A further Local Member informed the task group that, while she was aware of incidents relating to cycling through parks, she feels it should be allowed provided it wasn't anti-social. She would be supportive of notices or signs encouraging good conduct, as they would make both pedestrians and cyclists aware of how people should be acting.

Conduct for Shared Use Pathways

54. A substantial amount of evidence given to the task group indicates that there is support for cycling from both internal and external stakeholders. However it was stressed on many occasions that individuals cycling through parks should cycle in a responsible manner and give consideration to other users of the pathways.

55. The enforcement of the byelaw that is currently in place is the responsibility of the Urban Rangers employed within Parks & Sport, of which there are 13 full time equivalent posts. The task group heard evidence from one ranger, who indicated that the priority of Urban Rangers is to tackle anti-social behaviour in parks. They have very limited authority and can only advise people to slow down if cycling through the parks too quickly. He indicated that the 'no cycling' byelaw wasn't really enforceable and generally parks services are of the opinion that people shouldn't be prevented from enjoying a park in a responsible manner.

56. The Council's Parks Development Officer stressed that there is a big difference between allowing cycling in parks and dedicating routes through parks as part of the cycling network. Dedicated routes could require the introduction of additional lighting and put increased pressure on the service to maintain the upkeep of pathways. This could also lead to increased legal responsibility and a representative from Legal Services indicated that the Council's insurers would need to be informed of any such change in policy. Officers from Parks & Sport indicated that the Code of Conduct being developed for Hailey Park could be the way forward in terms of shared use pathways in Cardiff.

57. For the past two years the Council has worked in partnership with the Friends of Hailey Park to develop a code of conduct for all users of the Taff Trail running through Hailey Park. This was required in recognition of the conflict that exists along this section of the Taff Trail between cyclists, dog walkers and pedestrians. As previously indicated, two thirds of the respondents to a survey carried out by the Friends of Hailey Park indicated that they were aware of a conflict on the Taff Trail through Hailey Park.

58. The aim of this partnership was to, "produce a code of conduct to make all users aware and considerate of each others needs in order to respond appropriately."¹² A code of conduct was developed based on the views of all users, with a Council equalities officer involved to ensure that no user group had been singled out or their views neglected. The agreed code of conduct is as follows (see Appendix B for flyer);

Keep Left – Pass Right - All Users: Cyclists, pedestrians and other users move more appropriately and efficiently when keeping to the left.

Be Seen & Be Heard: Cyclists using a bell and wearing 'highly visible' clothing will assist in making their presence known to pedestrians and

¹² <http://www.friendsofhaileypark.org.uk/park-guide.html>

those with visual and hearing impairments. It is also recommended that cyclists use British Standard approved lights in low visibility conditions.

Be Safe: *All users should adhere to signage and pathway markings. Cyclists are asked to pass pedestrians at a safe distance and slowly enough that the pedestrian can be avoided if they suddenly change direction.*

Please be considerate & polite: *Pedestrians have a priority over all other users on shared pathways. Always cycle with respect for other users and please acknowledge those who give way to you. Pedestrians should remember that cyclists need room to brake and stop. Please thank a cyclist that stops or waits for you to pass – they will be more likely to stop next time. All users are asked not to block the path when stopping and also to assist in the ease of access for disabled users.*

Please ride at a sensible speed: *Cyclists are asked to ride at a speed and in a manner that is appropriate to the conditions of the path, taking care to slow down near blind spots – e.g. bends, entrances and trees. The Department of Transport says that if you want to cycle quickly (say in excess of 30 km/h) then you should be riding on the road.*

Please control your dog: *Pedestrians are asked to keep their dogs under control and preferably on a reasonably short lead in busy areas.*

Dispose of all litter/waste appropriately: *It is requested that all users either dispose of litter in the waste bins provided or take it home with them. It is especially important that dog walkers clear up after their dog and dispose of the waste appropriately.*

Figure C – Signs developed for Hailey Park Code of Conduct



59. Having agreed upon the Code of Conduct, consultation was undertaken to develop signs and images that could be used to visually represent it. This was required because it was felt that cyclists would be travelling too quickly to take in signs laden with text. Figure C shows the signs that have been developed for use in Hailey Park and Figure D shows these signs in use.

Figure D –Code of Conduct displayed in Hailey Park



60. Further consultation has revealed that work is still needed to develop the signs further, as it is felt some of the images are misleading. For example the bell isn't instantly recognisable and the presence of speed lines behind the bicycle is contradictory to the instruction to slow down. Work is being undertaken in partnership with Cardiff Metropolitan University design students, which aims to develop a promotional campaign and finalise the sign design. Students will not be given the existing signage, with the intention of developing new signs from a fresh perspective, based on the code of conduct text and a set design brief. The hope is that this work will be concluded by Easter 2012.

61. The Council's Walking for Health and Outdoor Cardiff Coordinator informed that task group that once a final design to represent the Code of Conduct is agreed, the intention is for this code of conduct to be rolled out across the city to areas where conflict exists on shared use pathways. The

Code of Conduct will also be passed onto the Countryside Council for Wales, with the view for it to be adopted by other Councils across Wales.

62. Similar approaches to conduct for shared use pathways have been adopted elsewhere across the country. The 'Two Tings' campaign is an ongoing London-wide British Waterways programme to make towpaths safer and more accessible. It encourages users to think of each other as they travel along the towpath, and to adhere to the towpath code of conduct as shown in Appendix C. This gives similar guidelines to the Hailey Park Code of Conduct, but also emphasises that pedestrians have priority, and that cyclists approaching a pedestrian should 'ting' their bells twice and pass by slowly when it is safe to do so. The Royal Parks in London also have a code of conduct; Considerate Cycling; which again emphasises that pedestrians have priority over all other users of pathways (see appendix D). It has similar features to the Hailey Park Code of Conduct in that it encourages cyclists to be considerate, to be seen and heard and to overtake pedestrians slowly.

63. Members of the task group shared the Hailey Park Code of Conduct with a number of witnesses who came to give evidence, asking for their opinions on it. All the witnesses were supportive of the concept of a form of code of conduct for responsible use of shared use pathways, although some concerns were expressed around specific points of the Hailey Park Code of Conduct and the signage and symbols used. Representatives from the Youth Bike Forum felt that the signs (as shown earlier in Figure C) would be easy for cyclists travelling at speed to miss, and that they could be with being bigger or brighter. One young person also stated that they would be reluctant to ring their bell because in their opinion it seems as though they are being pushy rather than raising a pedestrian's awareness of potential danger. The witness from Pedal Power stated that, in general, people are averse to signage cluttering up the parks, an opinion which echoed the views of officers from Parks & Sport.

64. The Members of the task group discussed the fact that awareness and education are essential to the success of a code of conduct. Responsible behaviour on shared use pathways needs to become habitual and the commonly accepted and expected way to act. Amsterdam was cited as a great example of how responsible cycling, and the integration of cyclists and pedestrians in the same spaces, can become engrained in society as common practice. The Members of the task group felt that this is only likely to happen in Cardiff if suitable resources are allocated to the promotion of any code of conduct that is developed for Cardiff, and additionally to support any changes that might be recommended through the inquiry.

65. A recurrent comment given by external stakeholders was that a code of conduct would assist in resolving any conflict or disputes that might occur. For example, pedestrians will be able to point out if cyclists are travelling too quickly, or cyclists will be able to make dog owners aware that their pets should not be allowed to freely run across pathways and create the risk of an accident. It was also suggested to the task group Members that signage could be used to display a contact number that can be used to report any incidents that might occur in parks in Cardiff between cyclists, pedestrians and dog walkers. The task group were informed that a project is currently being developed corporately through the Councils Geographic Information Systems (GIS) Team to develop a mapping tool for reporting highway potholes and damaged footpaths. It was felt that if successfully implemented, this could be rolled out wider to allow for the mapping of incidents in parks.

66. A number of cycling groups gave their opinion to the task group on the code of conduct at Hailey Park. CTC indicated in a written response that in their opinion the use of warning signs has a limited impact in conflict reduction and that signage should be minimised in parks. Sustrans stated that “good information alerting people to the legitimate presence of cyclists on paths can help to reduce perceived conflict.” A response from Cardiff Cycling Campaign recognises that there are sections of pathway in Cardiff that can be problematic to all users, with cyclists and pedestrians

competing for limited space. They feel there needs to be clear guidance at the entrance to parks and that consideration should be given to a record of incidents within parks involving cyclists, pedestrians and/or dogs in order to have accurate data on this issue.

67. A representative from Cardiff Cycling Campaign stressed that “the key is recognition that paths are shared with pedestrians (including young children; dogs, roller skaters etc.) and other cyclists - including children - also enjoying the park's environment and facilities, with the need to behave differently from cycling on the road, by negotiating the use of space, modifying speed, giving way, adapting position as groups.”

68. The Members of the task group discussed the fact that any changes recommended as a result of this inquiry will require additional resources and funding, particularly in order to promote and advertise any changes. It was felt that additional funding sources should be sought rather than to increase the financial pressure on a particular service area. One suggestion was that, given that cycling is a transport related issue, access to funds through the Sustainable Travel City Grant might be deemed acceptable.

Practice in other Local Authorities

69. The task group reviewed a number of approaches to address byelaws relating to cycling in parks taken by other local authorities. This was done to inform the Members of what may be considered as good practice. The Members of the task group could see that a range of approaches have been taken, ranging from a removal of all applicable byelaws, to a park by park review of whether or not to allow cycling.

70. In August 2011, Plymouth Council approved a proposal to revoke the two existing byelaws relating to cycling in parks and amend them in order to “open up the possibility of allowing cycling in certain parks whilst reducing or removing the need for excessive signage; and increase powers that are

available to tackle inconsiderate cycling. The decision to revoke and replace the existing bylaws will not in itself affect the legality of cycling in the parks, but it will make it possible for the Council to permit cycling in certain parks if deemed appropriate after risk assessment and consultation with relevant Council departments, Ward Members and park user groups.”¹³

71. The report to the Council’s Cabinet stated that “through the formalisation of the routes through certain parks there is the opportunity to reduce friction and increase natural surveillance, preventing anti-social behaviour, by the increased number of people passing through the space. Furthermore, as these routes are off highway, they are likely to be significantly safer than any of the alternative routes, so improving safety for children and new cyclists.”

72. The task group inquired further into the changes in Plymouth and received evidence from the Senior Transport Planner at the Council. The Members were informed that any changes made to allow for cycling in parks will have to be backed by consultation results and evidence. In Plymouth, they have begun consulting with resident groups, friends groups, councillors and external stakeholders, in order to discuss whether cycling should be allowed on a park by park basis. It was suggested that this approach is likely to be more politically acceptable if there is support for each individual change rather than a blanket change approach.

73. In 1992, the byelaw forbidding cycling in parks in Reading Borough Council was removed. This was done in a blanket approach, and cycling is now allowed to all parks in Reading. This approach was taken in order to remove confusion over which parks cycling was permitted and where it was not.

¹³ Plymouth City Council; Revocation and replacement of byelaw to provide the possibility of allowing cycling in parks and recreation grounds where stated, 23/08/2011 Cabinet, item 60

74. In Wanstead, a 400-name petition was submitted to the Corporation of London, who manage one of the area's most popular parks, requesting that cycling is permitted through this park. There will be a period of consultation with local residents on this proposal and a trial scheme will be introduced in 2012. It is felt that this change will particularly enable young people to cycle through the park to a local high school, avoiding a busy main road, and that it will help reduce traffic and pollution around the park.

75. The London Borough of Hackney supports cycling as a sustainable form of transport that promotes healthy lifestyles. Cycling is allowed in parks, but cyclists should be mindful of other park users and follow their cycling code of conduct. This code of conduct is the same as the 'Two Tings' code as used on the British Waterways Towpaths, shown in Appendix C.

INQUIRY METHODOLOGY

76. The task group set out to examine the current situation with regards to cycling in parks, exploring the current legal position in Cardiff and the approach taken in other local authorities, to develop informed recommendations on the future approach to cycling in parks in Cardiff. Members heard evidence from a number of internal witnesses representing the following service areas: Parks & Sport, Legal Services and City Services. Members also gave the opportunity to all Councillors to provide evidence and received evidence from a range of external witnesses.

77. Over the course of the inquiry, Members received information from the following witnesses:

Internal

Mark Tozer, Parks Development Officer, Parks & Sport

Gareth Stamp, Park Ranger, Parks & Sport

Jo Sachs-Eldridge, Cycling Officer, Transport Policy, City Services

Jennifer Nelson, Walking for Health & Outdoor Cardiff Co-ordinator,
Outdoor Cardiff

David Brain, Senior Technician, City Services

Geoff Shimell, Operational Manager, Property and Development, Legal
Services

Councillor Rod McKerlich

Councillor Elizabeth Clark

Councillor Rodney Berman

Councillor Simon Pickard

Councillor Freda Salway

Councillor Bill Kelloway

Councillor Kate Lloyd

External Witnesses

Penny Bowers, Chair, Friends of Hailey Park

Charles Willie, Chief Executive of Diverse Cymru and Chair of Cardiff Council Access Focus Group

Andrea Gordon, Guide Dogs for the Blind

Teresa Sueref, Cardiff Institute for the Blind

Sybil Williams, Director, Pedal Power

Caroline Lynch-Blosse, Cardiff Women's Cycling Group

Gill Boden, Cardiff Women's Cycling Group

Caroline Ryan, Cardiff YMCA

Mel Davies, CTC Bike Club

Luke Brace, YBike, Youth Bike Forum

Rosie Barnett, YBike, Youth Bike Forum

Bethan Domaille, YBike, Youth Bike Forum

Jim Woffenden, Senior Transport Planner, Plymouth City Council

Jane Lorimer, Sustrans

Ken Barker, Cyclists' Touring Club

Laura Brooks, Volunteer Support Officer, Right to Ride

Richard Nelmes, Cardiff Cycling Campaign

Lewis Mottram, Cardiff Cycling Campaign

BIBLIOGRAPHY

BBC News Wales, 'Speedy Taff Trail Cyclists in Cardiff Told 'Slow Down'' (October 2011)

Available: <http://www.bbc.co.uk/news/uk-wales-15294323>

Cardiff Council, 'Cardiff Cycling Strategy' (2007)

Cyclists' Touring Club information sheet – 'How to Encourage Cycling in Parks'

DirectGov, 'How byelaws are made and enforced' Available: http://www.direct.gov.uk/en/HomeAndCommunity/WhereYouLive/SaferStreets/DG_181635

Friends of Hailey Park, 'Guide to the Park: Code of Conduct'

Available: <http://www.friendsofhaileypark.org.uk/park-guide.html>

London Greenways Monitoring Report 2009; 'Shared-use route usage and trends' (2010)

National Assembly for Wales, Local Government Byelaws (Wales) Bill; Explanatory Memorandum; (2011)

Sustrans, 'The Merits of Segregated and Non-Segregated Traffic-Free Paths; A Literature-Based Review' (Phil Jones Associates, Transport Planning Consultants, 2011)

The Telegraph, Cycling to become easier under byelaw shake up (May 2011)

Available: <http://www.telegraph.co.uk/news/8544782/Cycling-to-become-easier-under-byelaw-shake-up.html#article>

Welsh Assembly Government, 'A Walking and Cycling Action Plan for Wales 2009-2013' (2008)

Welsh Assembly Government; 'Road Safety Strategy for Wales' (WAG, 2003)

FINANCIAL IMPLICATIONS

78. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

LEGAL IMPLICATIONS

79. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without modification. Any report with recommendations for decision that goes to Executive / Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal power of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

COMMITTEE TERMS OF REFERENCE

1. To scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of environmental sustainability, including:
 - Strategic Planning Policy
 - Sustainability Policy
 - Environmental Health Policy
 - Public Protection Policy
 - Strategic Transportation Partnership
 - South East Wales Transport Alliance
 - Licensing Policy
 - Waste Management
 - Strategic Waste Projects
 - Street Cleansing
 - Cycling and Walking
 - Streetscape
 - Transport Policy and Development
 - Intelligent Transport Solutions
 - Public Transport
 - Parking Management

2. To assess the impact of external organisations including the National Assembly for Wales, Assembly Sponsored Public Bodies and quasi departmental non-governmental bodies on the effectiveness of Council service delivery. To report to an appropriate Executive or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance in this area.

**COMMUNITY AND ADULT SERVICES SCRUTINY
COMMITTEE MEMBERSHIP**



Councillor
Simon Wakefield
(Chairperson)



Councillor
Gareth Aubrey



Councillor
Elizabeth Clark



Councillor
Roderick McKerlich



Councillor
Craig Williams



Councillor
Jacqueline Parry



Councillor
Keith Parry



Councillor
Simon Pickard



Councillor
Monica Walsh

APPENDIX A:

Parks and green spaces covered by existing byelaw

Parks, pleasure grounds and open spaces covered by the relevant byelaw, as allocated under section 164 of the Public Health Act 1875 and sections 12 and 15 of the Open Spaces Act 1906.

1. Adamsdown Square Gardens
2. Africa Gardens
3. Burt Street Playground
4. Bute Park
5. Butetown Recreation Ground
6. Caerau Recreation Ground
7. Caer Castell Open Space
8. Canton Common
9. Cathays Park
10. Charlotte Square
11. Clare Gardens
12. Crundale Crescent Open Space
13. Cyncoed Gardens
14. Dispenser Gardens
15. Ely Bowling Green
16. Ely Quarry Park
17. Ely Recreation Grounds
18. Fairwater Recreation Ground
19. Fairwater Park
20. Fairwater Childrens Park
21. Fforest Ganol
22. Gabalfa Open Space
23. Gabalfa River Reservation
24. Gelligaer Gardens
25. Grange Gardens
26. Greenway Road Recreation Ground
27. Hailey Park
28. Heath Park
29. Heol-y-Gors Recreation Ground
30. Heol Llanishen Fach Open Space
31. Heol Plant Glas Open Space
32. Hill-Snook Recreation Ground
33. Howard Gardens
34. Jellicoe Gardens
35. Katherine Gardens
36. Kitchener Gardens
37. Leckwith Woods
38. Leckwith Recreation Ground
39. Library Gardens, Whitchurch
40. Llwyn-y-Grant Open Space
41. Llanrumney Open Space
42. Llanbleddian Gardens
43. Llandaff Court Gardens (Insole Estate)
44. Llandaff Fields
45. Llandaff Village Green
46. Llandenis Gardens
47. Llanishen Reservoir Lands
48. Llanishen Recreation Ground
49. Llwynfedw Gardens
50. Long Wood, Whitchurch
51. Loudon Square Gardens
52. Lower Gorse Playing Fields
53. Maitland Gardens
54. Maindy Park
55. Mardy Gardens
56. The Marl
57. Merches Gardens
58. Moorland Gardens
59. Mynachdy Childrens Playground
60. Newminster Open Space
61. New Road Rumney Open Space
62. North Crystals Open Space
63. North Llanishen Recreation Ground
64. Parc-y-Pentre
65. Parc Caederlyn
66. Parc Cefn On
67. Parkfield Place
68. Pengam Recreation Ground
69. Pentre Gardens
70. Plasturton Gardens
71. Plymouth Great Wood
72. Pontcanna Lands
73. Rhigos Gardens
74. Roath Botanical Gardens
75. Roath Park Lake
76. Roath Park Pleasure Gardens
77. Roath Park Recreation Ground
78. Roath Park Wild Gardens
79. Roath Brook Gardens (Sandringham Gardens)
80. Roath Mill Gardens
81. Robinson Square Gardens
82. Rumney Recreation Ground
83. Rumney Hill Gardens
84. Ruthin Gardens
85. Senghenydd Gardens
86. Sevenoaks Park
87. Sophia Gardens
88. Splott Park
89. Splott Housing Open Space
90. St Brioc Road Playground
91. St Martins Crescent Playground
92. St Agatha Road Open Space
93. St Edwen Gardens Open Space
94. Syr David's Field
95. Trelai Park
96. Trowbridge Mawr Gardens
97. Ty-Wern Road Playing Fields
98. Waterhall Recreation Ground
99. Waterloo Gardens
100. Waungron Open Space
101. The Wenallt
102. Whitchurch Common
103. Windsor Esplanade Gardens
104. Victoria Park

APPENDIX B: Hailey Park Code of Conduct



HAILEY PARK

CODE OF CONDUCT

A Proud Capital
CARDIFF
CAERDYDD

→ **Keep Left - Pass Right - All Users:**

Cyclists, pedestrians and other users move more appropriately and efficiently when keeping to the left.

→ **Be Seen & Be Heard:**

Cyclists using a bell and wearing 'highly visible' clothing will assist in making their presence known to pedestrians and those with visual and hearing impairments. It is also recommended that cyclists use British Standard approved lights in low visibility conditions.

→ **Be Safe:**

All users should adhere to signage and pathway markings. Cyclists are asked to pass pedestrians at a safe distance and slowly enough that the pedestrian can be avoided if they suddenly change direction.

→ **Please be considerate & polite:**

Pedestrians have a priority over all other users on shared pathways.

Always cycle with respect for other users and please acknowledge those who give way to you. Pedestrians should remember that cyclists need room to brake and stop. Please thank a cyclist that stops or waits for you to pass – they will be more likely to stop next time.

→ **Please ride at a sensible speed:**

Cyclists are asked to ride at a speed and in a manner that is appropriate to the conditions of the path, taking care to slow down near blind spots – e.g. bends, entrances and trees. The Department of Transport says that if you want to cycle quickly (say in excess of 30 km/h) then you should be riding on the road.

→ **Please control your dog:**

Pedestrians are asked to keep their dogs under control and preferably on a reasonably short lead in busy areas.

→ **Dispose of all litter/waste appropriately:**

It is requested that all users either dispose of litter in the waste bins provided or take it home with them. It is especially important that dog walkers clear up after their dog and dispose of the waste appropriately.

→ **Accessibility Information:**

Three raised strips on the footway indicate a Braille information sign to the left. This leaflet is also available in large print and Braille (English and Welsh Versions).

For further information on Hailey Park visit

www.outdoorcardiff.com

www.cardiff.gov.uk/countryside and click onto the Countryside on your Doorstep page

Contact Details

Outdoor Cardiff
Cardiff Council Public Rights of Way Team
E-mail: Outdoor@cardiff.gov.uk
Tel: 029 2078 5200



APPENDIX C: British Waterways London, Towpath Code of Conduct

Towpaths form part of a network of off road routes, sometimes referred to as 'shared-use greenways' which are used by thousands of people each day. They connect people to facilities and open spaces in and around towns and the countryside. Towpaths are for shared use by people on foot and bicycle and play a vital role in London's sustainable and healthy transport strategies.

In most cases towpaths are not public rights of way but routes that can be used by the public with the permission of the landowner. Permission to use the towpath is given to walkers and cyclists on a long-term basis by British Waterways but we may have to close the towpath for maintenance work from time to time.

The towpath is used by people travelling to work and school. Generally the busiest times are weekdays between 7.30am and 9.30am and between 4.30pm and 7 pm. If you're planning a recreational visit to London's waterways try to avoid these busy times.



British Waterways London

1 Sheldon Square
Paddington Central
London W2 6TT

T: 020 7085 7200

F: 020 7085 7201

E: [enquiries.london@](mailto:enquiries.london@britishwaterways.co.uk)

[britishwaterways.co.uk](mailto:enquiries.london@britishwaterways.co.uk)

W: www.waterscape.com/twotings

50% recycled
ink limited by printed on 50% recycled paper



TOWPATH CODE OF CONDUCT

MAKING LONDON'S TOWPATHS SAFER FOR EVERYONE

The Regent's Canal was built between 1812 and 1820 to link the Grand Union Canal in Paddington to the River Thames at Limehouse. This meant that sailing ships arriving in London from all over the world could unload their cargoes onto barges and narrowboats on the Regent's Canal to be transported to other parts of the country by water.

Did you know?

The Regent's Canal is 1.4km long and runs from Limehouse in East London to Paddington in West London. There are two tunnels and 12 locks which raise the level of the canal by 26 metres.

Did you know?

The Regent's Canal has been designated a Site of Metropolitan Importance for Nature Conservation.

It provides an ideal habitat and feeding ground for a diverse range of flora and fauna including several species of dragonflies, damselflies and waterfowl.



Towpath code of conduct for all users

- **Pedestrians have priority** over cyclists on the towpath.
- **Considerate cycling permitted** providing this code of conduct is followed.
- **Give way to oncoming users at bridges**
Some bridges have poor visibility so check (using the mirrors if available) that someone isn't already coming through.
Cyclists should slow down, ring with **Two Tings** and let other users through the bridge before continuing. Never pass a pedestrian or another cyclist underneath a bridge - there is not room to do so safely.
Pedestrians should listen out for the **Two Tings** warning from cyclists. Please note cyclists no longer have to dismount to go under a bridge.
- **Be extra careful at bends and entrances**
Cyclists, be prepared to slow down, stop, or dismount if necessary.
- **Consider other users and the local environment**
The waterways and towpaths have many historic structures and important wildlife habitats for people to enjoy.



Code of conduct for cyclists

- **Ring with Two Tings**
Use a bell, giving **Two Tings** when approaching pedestrians. Ringing with **Two Tings** is not an order to pedestrians to get out of your way.
Be aware that some pedestrians may have visual or hearing impairments and might not hear your **Two Tings**.
- **Pass people slowly. Give people space**
Slow down when approaching pedestrians and only pass when it is safe to do so. Extra care should be taken when passing children, less able people and animals.
Try to pass on the water side of the path. Pedestrians will tend to move to the back edge of the towpath to allow you to pass.
Be patient and courteous to pedestrians. Saying "thank you" to pedestrians who move to let you pass will make them more likely to move next time.
- **Ride at a sensible speed**
The towpath is **never** suitable for cycling fast as there are many other users, low bridges and narrow sections. If you are in a hurry, use an alternative route.

Code of conduct for pedestrians

- **Listen for Two Tings**
Two Tings is not an order for you to move out of the way. It is to make you aware that cyclists are looking for a safe opportunity to pass. We advise you not to use headphones at peak times so you can hear a cyclist's **Two Tings**.
- **Allow cyclists to pass**
Allow cyclists to pass you when it is safe. Remember that cyclists need room to brake and stop. If a cyclist stops or waits for you to pass, thank them and they will be more likely to stop next time.



Use a bell and ring it twice when approaching a pedestrian. This will provide a signal that you are there and waiting to pass when it is safe to do so.

Please do not ring your bell constantly at pedestrians.

Consider how you would like to be treated!

Cycle permits

Cyclists are not required to have a cycle permit to use the towpaths in London.

Reporting incidents

British Waterways strives to provide a safe environment for everyone who uses and visits its canals and rivers. If you are involved in an incident please report it by filling in the online form at: www.britishwaterways.co.uk/responsibilities/safety/visitor_incident_reporting or by telephone on 020 7985 7200. Freepost forms are also available on request.

Maintenance

If you come across instances where maintenance is required please contact British Waterways on 020 7985 7200 or email enquiries.london@britishwaterways.co.uk giving details and the location of the problem.

Dog walkers

Please clear up after your dog, keep your dog under control at all times and don't allow your dog to swim in the water.

APPENDIX D: Cycling in the Royal Parks, Code of Conduct

ADVICE FOR CONSIDERATE CYCLISTS IN THE PARKS

Follow The Royal Parks Pathway Code of Conduct:

BE CONSIDERATE

Pedestrians have priority over all other users of pathways, even in areas designated and marked for other purposes. You are asked to use pathways and roads considerably, especially when passing. Give space to others to allow them to pass safely.

BE SAFE

Please adhere to all pathway and road markings and signage. ONLY cycle on designated cycle paths - see the website www.royalparks.org.uk or enquire at the Park offices for detailed maps of these routes.

We recommend you wear British Standard approved protective equipment. Always observe the speed limit of the track you are on - that may be as low as 5mph! Our pathways are not suitable for fast travel; if you are in a hurry, you may wish to use another route.

Remain watchful on roads - the scenery may be lovely but you are still sharing these areas with motorists. A number of roadways across the Parks are designated for Park vehicles. Cyclists may only use these roads if they are designated cycle routes.

BE SEEN AND HEARD

Using a bell and/or wearing high visibility clothing will help others be aware of your presence (some park visitors may have a visual or hearing impairment). Use British Standard approved lights in low visibility conditions.

BE POLITE

Thank other park visitors who allow you to over take or pass them. Give way to others to allow them to pass safely.

STAY ON TRACK

Please consider wildlife by keeping to designated cycle paths, particularly in Bushy Park and Richmond Park (National Nature Reserve). Off-track cycling is not allowed in the Parks.

CYCLISTS

- Ring bell twice to warn others
- Pass people slowly
- Give space to people
- Please keep to cycle paths

PEDESTRIANS

- Avoid walking on designated cycle paths
- Give cyclists space
- Be polite to cyclists

WORKING IN TANDEM

COMPANION CYCLING

Companion Cycling is a charity that enables people with special needs, regardless of their age or ability, to cycle on specially adapted bicycles in the peaceful surroundings of Bushy Park.

See www.companioncycling.org.uk for details.

PARK AND RIDE

There are cycle hire facilities in Richmond Park in the car park near Roehampton Gate from April-September.

Out of season hire is by arrangement with Sterling Concessions: Phone 07050 209249.

WORKING WITH EXTERNAL AGENCIES

The Royal Parks works closely with the Metropolitan Police and Local Authorities.

They are involved in consultations, projects and provide training; to help improve cyclist routes and safety within the parks.

THE ROYAL PARKS CONTACT DETAILS

The Old Police House, Hyde Park, London W2 2UH

Tel: +44 (0)20 7298 2000

Email: cycle@royalparks.gsi.gov.uk

www.royalparks.org.uk

The Royal Parks are: Brompton Cemetery, Bushy Park, The Green Park, Greenwich Park, Hyde Park, Kensington Gardens, The Regent's Park & Primrose Hill, Richmond Park and St James's Park.



www.royalparks.org.uk

CYCLING
IN THE
ROYAL PARKS



