



Colchester Borough Council

Supplementary Planning Document

Colchester Cycling Delivery Strategy

Adopted 30 January 2012

1. Introduction

1.1 Colchester is one of the fastest growing boroughs in the East of England, and like many other towns suffers from congestion at certain times of the day. Cycling can not only help to tackle this congestion, but it can also improve personal health and benefit the environment.

1.2 In 2008 Colchester was designated as a Cycling Town. The project has enabled the Council, working in partnership with Essex County Council, to improve the town's cycle network, increase the number of cycle parking spaces and deliver a number of training and promotional campaigns. The Borough Council wishes to continue this good work and the Supplementary Planning Document (SPD) sets out how it intends to do so.

1.3 Cycling Town work showed that for a modal shift to occur three aspects need to be considered. These are infrastructure, training and marketing.

1.4 Improving conditions for cyclists and cycling infrastructure has many benefits which are recognised within the Councils Strategic Plan. There are nine priorities for action in the plan including –

- Congestion busting -seeking to change travel behaviour and improve accessibility, seek improvements for walking, cycling and public transport, and work in partnership to improve transport infrastructure.
- Healthy living -providing opportunities for residents to improve their health by encouraging healthier ways of living, including active travel.
- Enabling job creation -congestion remains a top issue for local businesses and potentially affects inward investment.

2. The Role and Status of the Supplementary Planning Document

2.1 This SPD expands upon the Council's existing planning policy on the provision of appropriate infrastructure requirements contained within the Local Development Framework.

2.2 This SPD forms a material consideration in the determination of all planning applications for development including applications for renewal of consents.

2.3 The Council consulted on this document in accordance with regulations and the Council's Statement of Community Involvement. All responses received were taken in to account in preparing the final adopted version of the SPD.

2.4 The Council has sought and obtained Essex County Council's endorsement of the Strategy as the Highway Authority.

2.5 During the preparation of the Strategy, screening was carried out to establish if a Sustainability Assessment or Strategic Environmental Assessment were required. It was concluded that the SPD would not result in any significant environmental effects and therefore were not required. An Equality Impact Assessment has also been undertaken.

2.6 The purpose of this SPD is to:

- support sustainable growth in line with the adopted Core Strategy
- promote the importance of cycling facilities, training and promotional activities
- ensure the provision of cycle facilities, training and promotion
- inform developers what can be expected regarding contributions for cycling
- protect and improve existing cycling facilities
- attract investment from other sources

1 The Infrastructure appendix to the SPD illustrates the network of routes which are described in an accompanying table. Due to the evolving nature of the cycle network, the map and table will be periodically reviewed to ensure they are up to date and in line with the emerging Community Infrastructure Levy and future development.

2 **Why Cycling is Important in Colchester**

3.1 In 2007 a travel survey (Colchester Travel Diary July 2007) was undertaken by Essex County Council in Colchester. The results show that there is significant car use within the town over short distances which could be made by alternative modes to help relieve pressure on the congested road network.

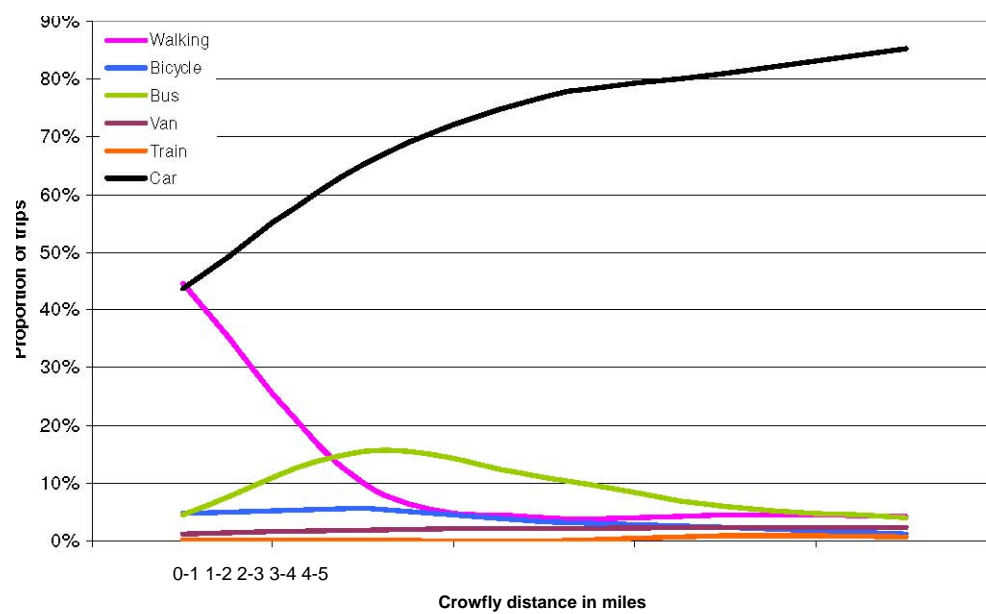


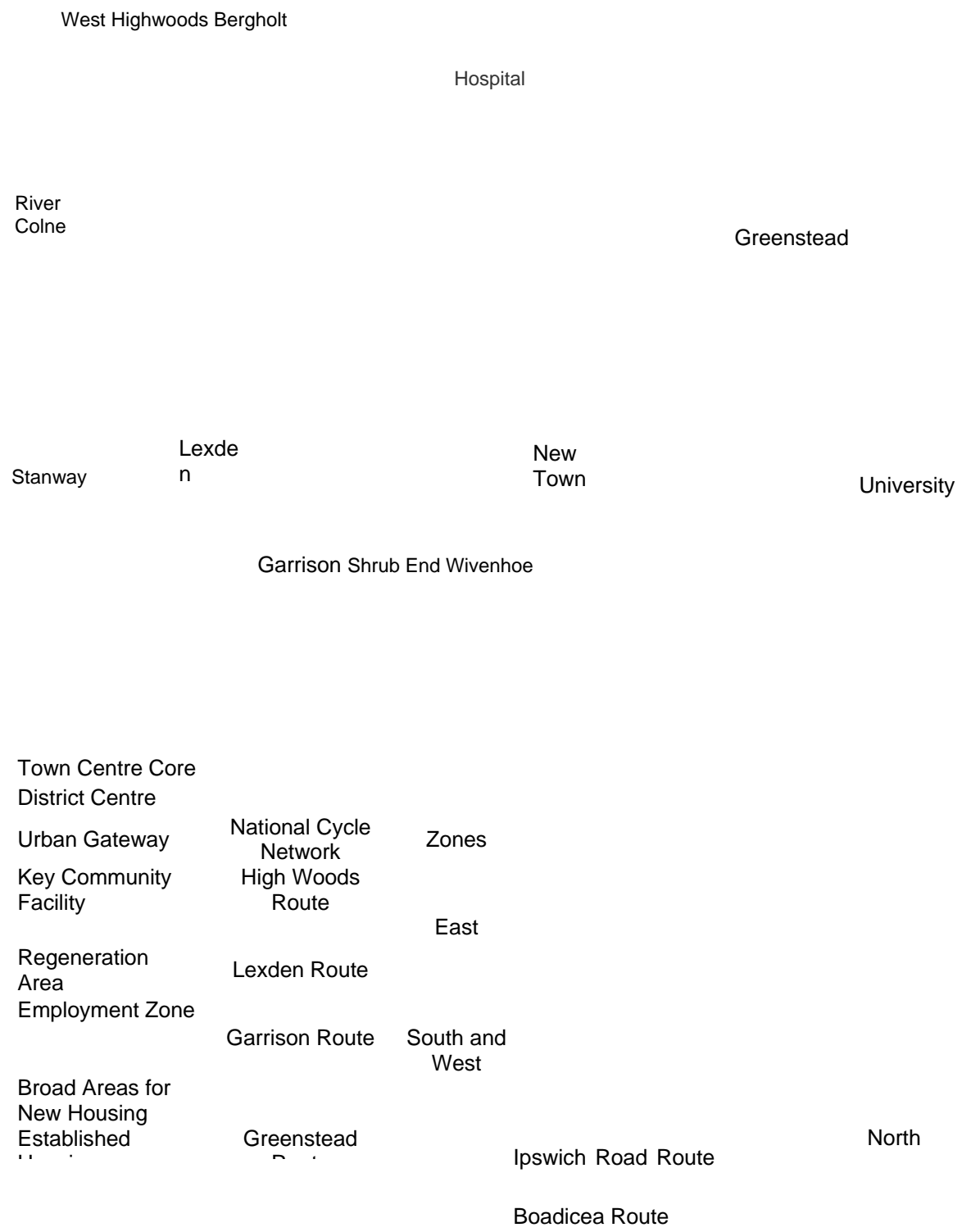
Figure 1 -Distance Travelled by mode – Colchester Travel Diary (2007)

3.2 The following information was produced for the Department for Transport's Delivering a Sustainable Travel Strategy – A12 Corridor Towns (May 2010)

- The town remains quite self-contained, with around 70% of people living and working in the town
- About 60% of car trips are less than 3km (2miles), with 45% of car trips to work under 1.5km (1mile). This is a 15-20 minute walking distance; which suggest that cycling and walking should be key elements in the future.
- About 36% of trips are under 5km (3miles) and 59% under 10km (6miles) which suggest that bus, cycling and walking must be main pillars of the forward strategy, particularly cycling
- Edge of town residential areas are continuing to produce highest car use for commuting; so bus or cycling should form a key part of the strategy

3.3 This diary demonstrates why cycling has such potential in Colchester and why it is important to encourage more people to cycle, whether it be for trips to work, school, college, shopping, leisure or visiting friends.

Figure 2 - Colchester Urban Area Development, Zones and Cycle Routes



4. Why is a Cycling Delivery Strategy required?

4.1 The Strategy is being prepared to ensure councillors, officers, developers and others continue to understand the important role of cycling in the borough. This will enable them to help deliver a cohesive, comprehensive and legible cycle infrastructure network. It will also help promote cycle training and marketing.

1 The Strategy will also be a useful evidence base when bidding for funds from others sources.

2 Existing Policy and Guidance

5.1 National Policy Context and Guidance

5.1.1 The following documentation provides a national framework for transport and planning.

- Department for Transport National White Paper Creating Growth, Cutting Carbon (January 2011)
- Department for Transport Local Transport Note 2/08 Cycle Infrastructure Design (October 2008)
- Cycling England Advice Note Cycling and Developments – Residential and Commercial (2009)
- National Planning Policy Framework (emerging policy document due for adoption spring 2012)
- PPG13 Planning policy guidance adopted March 2001, expected to be superseded by NPPF spring 2012

5.2 National Planning Guidance on Contributions

5.2.1 National policy on planning obligations and standard charges continues to evolve. The general principle of planning obligations was set by Section 106 of the Town and Country Planning Act 1990 (as amended). This provides that legal agreements can be linked to planning permissions to secure various purposes such as restricting the use of land or requiring specific operations for which a contribution is paid to the local authority.

5.2.2 The requirements for planning obligations are defined as:

- Necessary to make the development acceptable in planning terms
- Directly related to the development; and
- Fair and reasonably related in scale and kind of development

5.2.3 Section 46 of the Planning and Compulsory Purchase Act 2004 provides for the levying of planning contributions. Additionally, The Planning Act 2008 (Part 11) provides the enabling powers for local authorities to apply a Community Infrastructure Levy (CIL) to support strategic infrastructure delivery in an area. Regulations for a Community Infrastructure Levy were published in April 2010 and updated in April 2011. Further regulations are subject to current consultation (January 2012). Under the new system, planning obligations will still be in use to provide for site specific requirements, providing that it does not overlap with projects funded by CIL.

5.2.4 The Draft National Planning Policy Framework discourages the use of SPDs that add to a developer's financial burden. The Council will accordingly seek to ensure that the provision of essential cycle facilities is achieved in a cost effective manner, bearing in mind that increased take-up of cycling reduces demand for more costly vehicular infrastructure.

5.3 Local Policy Guidance

5.3.1 The following documentation provides a local framework for transport and planning.

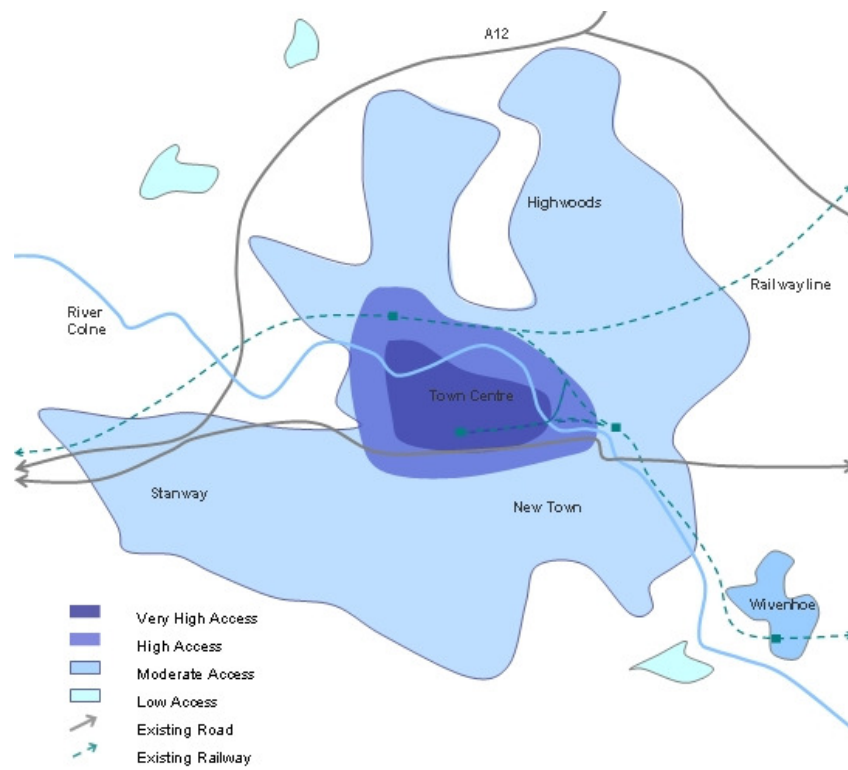


Diagram of Present Accessibility and Transport (taken from Core Strategy)

5.3.2 Core Strategy (adopted December 2008) extracts

- TA1 Accessibility and Changing Travel Behaviour.

'...improve accessibility and change travel behaviour...by enhancing sustainable transport links...

- TA2 Walking and Cycling
'...regional and rural links will be improved and better connected with local destinations. The design and construction will be improved to make walking and cycling more attractive, direct and safe. Walking and cycling improvements will be focussed on centres, schools, workplaces and public transport interchanges....the council will seek to provide excellent walking and cycling connections into and through the town centre. Development shall contribute towards these connections and quality cycle parking where appropriate.'

5.3.3 Development Policies (adopted October 2010) extract –

- DP 3 Planning Obligations and the Community Infrastructure Levy
The CIL will be a charge used to fund necessary local and subregional infrastructure which supports the objectives contained in the Core Strategy and the development of the area.
- DP17 Accessibility and Access *'All development shall seek to enhance accessibility for sustainable modes.... by giving priority to pedestrians, cycling and public transport to ensure they are safe, convenient and attractive and linked to the existing network.'*
- DP 19 Parking Standards

Cycle parking will be required for all developments

5.3.4 Promotion of cycling is also encouraged in specific areas in the Site Allocations DPD (adopted 2010)

5.3.5 Other local guidance is contained in the following documents;

- Essex Cycling Strategy (August 2001)
- Essex County Council Development Management Policies (2011) Of particular relevance is Policy DM9 Accessibility and Transport Sustainability. Criterion iii states; all development proposals are assessed and determined against the Essex Cycling Strategy, and mitigation will be required where impact is identified including connection to the existing network.
- Essex County Council Integrated County Strategy (2010) The priority investment for the key towns will be (amongst others) 'ensuring the connectivity within and between the main towns is appropriate to support a thriving economy.'
- Essex County Council Local Transport Plan (2011) Relevant extracts include:

Access and Travel Choice

By 2018, the Essex population is forecast to have grown by around 10% which, without adequate provision for sustainable transport, would overwhelm our current transport networks and increase carbon emissions. If the Council is to achieve our vision of sustainable growth, it needs to broaden travel choices and promote the take-up of available sustainable travel options; for instance by encouraging the 30% of Essex residents who travel less than 3 miles to work to do so by bike, or by encouraging those travelling less than a mile to walk.

The LTP Transport priorities for the Haven Gateway Area includes – Improving and promoting cycle networks; and improving the availability of travel choices and awareness of them.

- Essex Planning Officers Association – Vehicle Parking Standards (Sept 2009) This includes information on the quantity and quality of cycle parking as well as location and layout.
- Cycle Town Delivery Strategy (2008) Building on the successful bid this 2008 strategy sets out targets and the delivery of initiatives as part of the 3 year Colchester Cycle Town project.

5.4 More details on all the policies are contained in the relevant documents.

6. Cycling Provision in New Developments

6.1 It is important that all new developments plan from the outset to accommodate cycle infrastructure to create sustainable development.

6.2 S106 Agreements and conditions will be used, where justified, for site specific works or projects. Larger items of infrastructure are likely to be funded through CIL once it is introduced.

6.3 S38 Agreements will continue to be used to ensure quality cycle infrastructure is provided within the development.

6.4 The Council intends to adopt a charging schedule for a Community Infrastructure Levy. CIL is a new system of developer contributions and is intended to supplement other public sector funding streams to ensure that new community infrastructure (including strategic transport links such as cycle paths) can be provided to keep pace with population growth.

6.5 CIL is set locally and will become a standard charge per square meter applied to new developments. The Council is in the process of agreeing a charging schedule for CIL, which will involve balancing the need for

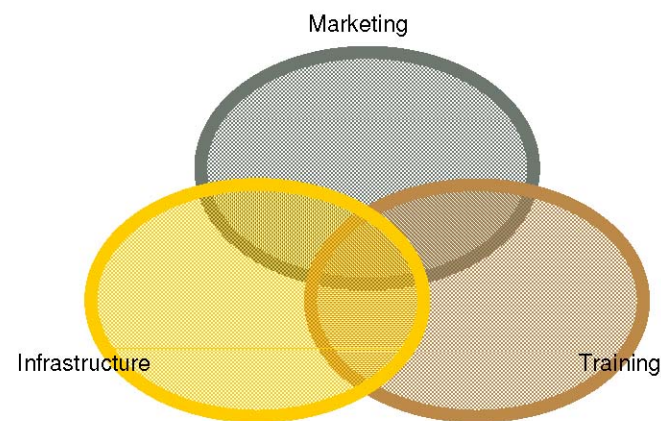
infrastructure such as support for cycling against the need to maintain the viability of developing new housing. The charge will be imposed at the time planning permission is granted.

6.6 Funds raised through CIL will be allocated on the basis of a project list agreed by the Council and regularly updated. The strategic projects proposed in this SPD accordingly will be prioritised, phased and funded through this process. CIL is expected to replace Section 106 contributions for large scale pieces of infrastructure, however Section 106 will still be used for site specific mitigation measures that are required to make a development acceptable. In terms of cycle provision, this means that it is expected that strategic cycling links will be funded by CIL (once it is introduced) while on-site provision and smaller projects, such as local links and crossings to a cycle network, would be funded by Section 106 contributions and obligations.

6.7 CIL will be a standard non-negotiable charge applied consistently across all developments by type (i.e. all residential developments), while Section 106 contributions will be negotiated on a site-by-site basis.

1 All developments that are expected to increase the number of movements to and from a site will be required to provide quality infrastructure on the site itself and contribute towards infrastructure improvements to help link the site to existing destinations. The precise level of contribution will depend on the size of the development and the infrastructure required.

2 **The elements needed to encourage cycling**



7.1 Increasing the number of people cycling is not just about infrastructure. Although an important element, providing quality cycle routes and parking at the origin and destination, will only go some way to encourage cycling. Encouraging the next generation of adult cyclists at schools and colleges, as well as seeking to reintroduce adults to cycling, is fundamental to this

strategy. Also essential, is engaging with potential cyclists about the benefits of cycling and promoting the cycle facilities.

7.2 Cycle Parking

7.2.1 New developments will be expected to incorporate cycle parking both at the point of origin (normally a dwelling) and at destinations. Standards for cycle parking are set out in the Essex Parking Standards document referred to above. It is equally important not only to provide space but also to ensure cycle parking is secure, covered, convenient, accessible and easy to use.

7.2.2 Cycle parking needs to be located near to the entrance of a building as possible, under surveillance, and be safely and easily accessible from the surrounding cycle network. In developments, the needs of visitors must also be accommodated.

7.2.3 Standards for cycle parking can be found within Vehicle Parking Standards (Sept 2009) on the CBC web site.

7.2.4 A Cycle Centre; a staffed facility where bikes can be stored, repaired and maintained, and information on cycling made available, may be required in the town centre and at other major destinations.

7.3 Infrastructure

7.3.1 Quality infrastructure allows people to travel from their origin to their destination quickly and efficiently, with the minimum interruption in their journey. It needs to link new developments to their destinations. Development can be linked into the existing cycle network via the road network, but that network will need to be suitable for cycling in terms of vehicular speeds and traffic volumes. This could mean the introduction of 20mph speed limits in residential areas, where suitable, and allowing cycling in one way streets through using "No-entry except cycles" signs. This will provide continuity and direct routes.

7.3.2 Existing guides show the design requirements of new infrastructure, for example the type of cycle route most appropriate – whether it needs to be a dedicated shared use off road, shared (unsegregated) footway/cycleway or path, marked on road or signed on road. It is expected that all new development follows existing design guides. We would also welcome innovation, especially where a different approach has been found to work safely elsewhere, e.g. the Department for Transport has published a Traffic Signs Policy Paper "Signing the Way" October 2011 document which allows for a more innovative approach to benefit cyclists.

7.3.3 The Council will require developers to provide the following as part of their development where appropriate –

- Fill gaps in the network to provide continuous direct routes
- Suitable at grade crossings of roads which sever cycle route
- The use of 'elephants feet', or similar, may be required, where appropriate, where a cycle route crosses a road to show the route's continuity
- Advanced stop lines to give cyclists priority at junctions
- Cycle parking will be provided as part of new developments, however cycle parking at existing destinations is also important and contributions will also be sought to provide them.
- A contribution to appropriate cycle parking at the major destinations will be required, including towards a 'Cycle Centre' in the town centre, and possibly at other major destinations
- The upgrading of existing cycle routes as required including the National Cycle Network
- Conversion costs to create new or change existing public rights of way status to allow cycling.
- Route signing will be required, however the use of 'no cycling', cyclists dismount' and 'end of cycle route' signs are unlikely to be permitted.

7.3.4 Links within new developments which meet local needs will be identified during the planning process through, for example, master plans and development briefs. The upgrading of existing cycle routes may be required and new developments will need to be designed to enhance and complement the existing routes.

7.4 Encouraging People to Cycle

7.4.1 It is important to make people feel confident to be able to take up cycling.

7.4.2 The marketing of cycling as a normal way to make short journeys and local cycle routes is also very important. New developments should provide a package of measures to encourage new residents, visitors and employees to cycle.

- 7.4.3 The package of measures to encourage people to cycle could include;
- Maps showing the cycle network
 - Area based travel planning which targets households with information and assistance in helping them to choose cycling (personal travel planning)
 - Discount vouchers for purchases at bike shops, or bike hire
 - Marketing material specific to the zone in question, as well as area wide information and targeted to the appropriate market segmentation
 - Cycle hire and bike maintenance at hubs and within training programme
 - Campaign work involving the community
 - Led rides and tailor made cycle training

7.4.4 The Council can provide advice on appropriate package to suit individual schemes.

8. How are cycling needs identified?

8.1 As part of the Cycling Town project evidence was gathered to plan what would be required to increase cycling in Colchester. In the preparation of this Strategy the following were used to plan the infrastructure requirements.

- Walking and Cycling Reviews in Colchester (2002)
- Station Travel Plan audit (2008)
- Cycle Town Delivery Strategy (2008)

1 The mapping to support the strategy in the main focuses on routes within the urban area, where much of the traffic congestion exists. The Borough supports development of routes within District Settlements and Rural Communities and will be considered as part of the community led plan process and will be included in a future review.

2 Infrastructure Mapping

9.1 For the purpose of the Cycling Delivery Strategy, Colchester's urban area has been split into zones, as shown on the map attached as Appendix 1. The zones have been drawn to include existing developments and movements as well as where development is expected in the future. Contributions will go towards improving cycling measures within the zones. These measures will include routes linking the existing and new developments into the town centre and other major destinations, as well as routes into neighbouring zones linking to major destinations.

9.2 All routes described in this document are strategic in nature corresponding to strong lines of desire linking transport generators such as residential areas, centres of education and large employers with the current network.

9.3 Major destinations include:

- Town centre
- Colchester Rail Station
- General Hospital
- Cuckoo Farm and North Colchester Business Parks
- Tollgate Business and Retail Park
- University of Essex, Sixth Form College and Colchester Institute

9.4 The other major destinations will be picked up as part of the zone requirements but should include secondary schools and leisure facilities.

9.5 Although this document focuses in the main on routes within the urban area, they link to routes where the destination is further than the urban boundary, for example the National Cycle Network which runs through the borough. The National Cycle Network includes

- NCN1 Dover to Scotland,
- NCN51 Colchester to Harwich and Oxford and
- NCN 13 London to Fakenham

9.6 In the rural areas quality cycle facilities are important to link residents with their destinations as well as providing leisure routes. The principles outlined in this Strategy apply equally to the district centres and rural areas. However, the specific requirements of the rural areas will be identified as part of the community-led plan process and the Colchester Green Infrastructure Strategy (August 2011).

9.7 Attached to this SPD are three appendices which illustrated the proposed cycle routes and links

- ○ Appendix 1 -Map showing the existing and proposed cycle routes and links
- ○ Appendix 2 -Details the proposed routes and links

9.8 The map attached as Appendix 1 shows the following routes which are detailed below

9.9 Colchester Urban Area Zones

9.9.1 Colchester's urban area has been split into zones which include the following routes –

North • Highwoods • Ipswich Road	South and West • Lexden • Boudicca • Garrison
North West • West Bergholt • Mile End	East • Wivenhoe Trail • Greenstead and Salary Brook

9
 . There is also the town centre zone
 9 where most routes connect to give
 . access to and through the town
 2 centre.

9 Existing cycle routes – (coloured
 . blue and green) Connection to
 9 these routes within the zones will
 . be required. Priority will be given to
 3 complete the existing network and
 enhancements of the existing
 routes.

9

9.9.5 Proposed cycle routes – (red) Generally these routes will use existing infrastructure such as quiet roads, rights of way (through a change of status where necessary), permissive cycle paths, and existing or proposed bridges. The alignment of these routes are unlikely to move significantly except for possible small changes when detailed plans of the development sites are agreed. If developers want routes to be maintained by the Highway Authority developers may be required to bring routes up to adoptable standards.

9.9.6 Proposed cycle links – (red dotted line and arrows) These links would provide convenient and direct routes to the urban extensions and to neighbourhoods where none currently exist. They are subject to negotiation with landowners, and consideration of issues such as environmental sensitivities, maintenance, cost and local consultation will be needed. Most of these links have already been identified as gaps in the current network, some use existing infrastructure, and where necessary a change of status. The lines and arrows shown are indicative only and show the desired areas to be connected.

9.9.7 The deliverability of the proposed routes will be subject to further investigation as and when development or funds come forward.

10. Monitoring and Review

10.1 The Strategy and the plans will be reviewed on an annual basis in the Annual Monitoring Report. This will ensure the document is kept up to date and relevant.