



OFFICER REPORT TO LOCAL COMMITTEE (Mole Valley)

Promoting Safe Cycling

07th JUNE 23012

KEY ISSUE

This summer Surrey will host three Olympic cycling races. The available data suggests that since 2008 Surrey has seen an increase in cycling for travel and leisure purposes. The Box Hill area in particular, as the main feature of the Olympic Road Race, has seen a large increase in the number of cyclists. Whilst increased levels of cycling bring economic, social and environmental benefits, it is also important that cyclists and all other road users are responsible for the safety of themselves and others.

The County Council will be producing a Surrey Cycling Strategy in 2012, as part of the Local Transport Plan. In advance of that, as a short-term measure to tackle increased numbers of serious cycling injuries and to promote safe cycling during the pre-Olympic period, a Safe Cycling Action Plan has been developed.

SUMMARY

This report sets out the latest analysis of cycle casualties in Surrey and specifically in Mole Valley. It outlines the County Council's role, through the Drive SMART partnership with Surrey Police and the Surrey Fire and Rescue Service, in promoting safe cycling across Surrey and in the Box Hill area in particular.

OFFICER RECOMMENDATIONS

The Local Committee (Mole Valley) is asked to

- Note and comment on the latest cycling data for Mole Valley and the Box Hill area.
- Endorse the early actions to promote safe cycling in Surrey and the Box Hill area

It is proposed that the Mole Valley Local Committee is asked to comment on the outline proposals for the Surrey Cycling Strategy in due course.

1 INTRODUCTION AND BACKGROUND

There has been a large drop in fatal road traffic casualties in Surrey in recent years. There were 28 fatal casualties in 2011 whereas the annual total during the period from 1994 to 2007 was typically between 50 and 75. This general trend is mirrored across the southeast of England and the UK.

However, this pattern has not been repeated with serious injuries, where there has been no overall decrease in levels since 2003. Surrey County Council has recently commissioned TRL Ltd to undertake more detailed research into the possible reasons for this.

In particular, Surrey has seen a large increase in pedal cyclist serious casualties in recent years. (The total of 107 pedal cyclist KSIs in 2011 was an increase of 73 per cent compared to the average for 2005 to 2009). This report will focus on the latest analysis into cycling casualties. It will then outline the activities to promote safe cycling in Surrey.

2 ANALYSIS

2.1 Cycle Casualty Analysis

In response to the observed significant increase in serious injuries amongst cyclists in Surrey, the Drive SMART board commissioned research into the causes of cycling casualties. The full report is attached in Annex 1 to this report.

The period 2008 – 11 has seen a national increase in the level of cycling casualties. Cycling casualty figures showed a general downward trend from 1996 to 2003, but since then the trend has been upwards to casualty levels last seen in 1994/1995.

Department for Transport (DfT) figures suggest that cycling participation rates tend to increase during a recession. Both the DfT and Surrey County Council have a number of cycle counters around the county. Although this data should be treated with caution, due to the frequency of data collection, it does show a general upward trend in cycle participation rates in recent years¹.

Further analysis of the Surrey cycling statistics demonstrates that, while the incidents of fatal casualties have remained low, the level of serious casualties has increased since 2008. Mole Valley has followed the same general trend for cyclist casualties as the whole County. In 2011, 17% of serious cycle injuries occurred in Mole Valley and 9% of the County's slight cycle

¹ See Annex 1, pp16-17 for full detail of cycle count results

casualties. Overall, serious injuries in Surrey rose by 116% between 2008 and 2011 whilst in Mole Valley the increase was 80%.

	2008		2009		2010		2011	
	Surrey	MV	Surrey	MV	Surrey	MV	Surrey	MV
Fatal	1	1	2	0	4	1	1	0
Serious	49	10	78	6	93	11	106	18
Total	50	11	80	6	97	12	107	18

It should be noted, however, that in Woking, which has seen investment of over £4 million in cycling infrastructure and promotion as a Cycling Demonstration Town, an overall 27% increase in cycling participation rates has not translated into any increase in cycling casualties.

In Surrey two main types of collision have been identified as the cause of cycling KSI casualties. These two types also accounted for a significant proportion of the increase in cycling KSI casualties²:

- No other road user involved or collided with cycling companion (38 per cent of all cycling KSIs)
- Vehicle emerges from 'give way' junction or private access into path of cyclist (19 per cent of all cycling KSIs).

As with the Countywide data, Mole Valley saw similar collision types as set out below³.

Type of crash	2008	2009	2010	2011	Total
No other road user involved or collided with cycling companion	6	3	5	7	21
Vehicle emerges from 'give way' junction or private access into path of cyclist	0	1	2	5	8
Vehicle approaches from behind into path of cyclist travelling in same direction	1	1	1	3	6
Cyclist loses control then collides with other vehicle or ped	0	0	3	1	4
Cyclist and vehicle collide whilst both turning left	0	0	0	1	1
Cyclist on wrong side of road or riding wrong way up one-way street	1	0	0	1	2
Cyclist emerges from 'give way' junction or private access into path of vehicle	0	0	1	0	1
Cyclist hits parked or stationary vehicle	0	1	0	0	1
Other	1	0	0	0	1
STATS19 description not clear	2	0	0	0	2
Total	11	6	12	18	47

Taking police force data for 2010, Surrey appears to have the largest proportion of crashes that were cycle only. Further analysis is required to

² See Annex 1, pp18-19 for full breakdown of crash types.

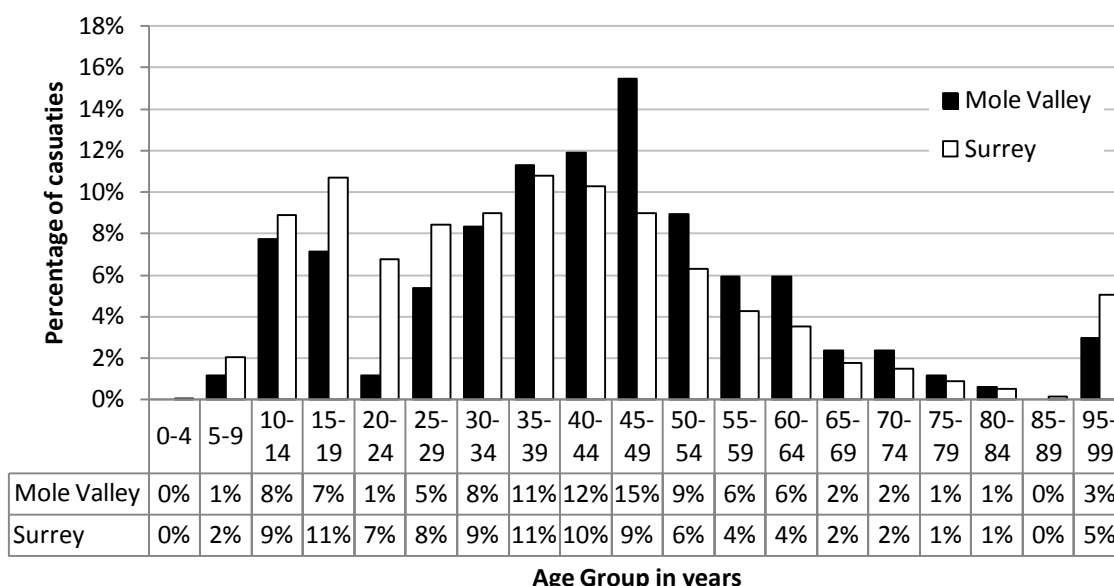
³ See Annex 2 for Mole Valley data including casualty maps

understand the reasons behind this, which may be in part due to different reporting procedures in different police force areas.

Analysis of the countywide data suggests that the first category “no other road user involved or collided with cycling companion” is more associated with rural areas (43% of these crash types compared to 30% overall), and at weekends (50% of these crash types, compared with 27% overall), perhaps indicating a greater association with leisure cycling. The second category “vehicle emerges from ‘give way’ junction or private access into path of cyclist” appears to have a more urban bias.

Within Mole Valley, 39% of cycling casualties occurred in rural areas, compared to 29% in Surrey as a whole. This is likely to reflect the growth in leisure cycling and Mole Valley’s popularity as a leisure cycling destination. Mole Valley is a popular area for leisure cycling; 24% of all cycling casualties in Mole Valley occurred on a Sunday, as opposed to 14% for Surrey as a whole. However, just over one third of casualties, 53 in 2011, occurred in the Bookham – Leatherhead – Ashted built-up area, with a further 13 casualties in Dorking.

In terms of age groups, the peak years for cyclist casualties countywide appear to be 10 – 19 and 30 - 44 where rates have remained steady over the 4 years studied⁴. Within Mole Valley, the 10-19 group is high, but not as high as the countywide picture. Most notable is the spike in casualties in the 45-49 age group. In terms of gender, 85% of serious casualties in Mole Valley are male, compared to 80% countywide.



NOTE: the age group 95-99 includes the category ‘age group unknown’

Analysis of cyclist casualties in the Box Hill area identifies that in 2011 six casualties were reported to the police. Of the 6 casualties, five occurred at

⁴ See Annex 1, p7 for full breakdown of casualties by age group

the weekend. Three were serious and three were slight and five of them had no other road user involved.

2.2 Promoting Safe Cycling

As part of the development of Local Transport Plan 3, The County Council will be producing a Surrey Cycling Strategy in 2012. In developing the strategy, there will be a programme of consultation with stakeholders on the policies within the strategy. The principles underpinning the development of this strategy are:

- Increased participation in cycling as a means of transport and leisure activity will deliver economic, health and environmental benefits to Surrey
- Tackling the level of cycling casualties is a priority for the county council and will continue to be addressed through training and awareness, infrastructure improvement and enforcement
- Cyclists, as with all users of the public highway, have a responsibility for their own safety and for behaving considerately towards other road users.

2.2.1 The Drive SMART Safe Cycling Action Plan

In light of the Olympic cycling events, and in advance of the Surrey Cycling Strategy, a Drive SMART cycling safety working group have developed and are implementing a set of early interventions to promote safe cycling.

This combines countywide actions to raise awareness and promote safety, and actions targeted specifically on the Olympic Route, and in particular the Box Hill loop working closely with the National Trust, local members, residents and cyclist groups. A media and publicity campaign was launched in April 2012 with messages to both cyclists and motorists to share the road, to be visible and to look out for cyclists. The Action Plan is set out in Annex 3.

The activities within the action plan supplement the work already being undertaken by the county council to improve cycling safety. This includes the provision of Bikeability cycling training in Surrey's schools. In the last full academic year 2010/11 a total of 874 courses were completed, resulting in 11,240 cyclists being trained. A small fee, combined with central government grant, ensures that the cost of providing this training is fully recovered at no cost to the county council.

The Bikeability courses are currently being developed with the aim of encouraging more adults to take up cycle training, including through promoting courses for families and at point of purchase of a new bicycle.

Improvements to cycling infrastructure can also be considered following contributions to highway improvements from developers. This supplements the investment in cycling infrastructure from local committees and from the government's Local Sustainable Transport Fund.

2.3 Safe Cycling at Box Hill

As well as the County-wide activities outlined above, a specific focus of the Drive SMART work has been on ensuring that all necessary steps are taken to keep cyclists and other road users safe both pre and post-Olympics, on the Olympic route. This activity has focused on the 'Box Hill Loop' which has seen a sharp increase in the levels of cyclists in the last year.

The majority of local activity is being led by the Mole Valley Police, through the Surrey Hills Short life JAG. A copy of the Surrey Hills EPIC plan is included in annex 4 for information. The County Council is supporting the work of the police primarily through data gathering and information provision.

2.3.1 Box Hill Cycle Count Analysis

In March 2012, a cycle count was carried out on the Box Hill Loop over a period of three days (Friday 9th – Sunday 11th), using a video survey. The count was carried out on two sites: Box Hill Road, by the village hall and Reigate Road, by the entrance to Cherkley Court. The aim of this, funded by Drive SMART was to ascertain the level of cyclists on the Box Hill Loop and to endeavour to assess speed of cyclists. The cycle survey will be repeated in June 2012 in order that we can track any changes in numbers and behaviours.

The results of the cycle count were as follows:

Site 1: Box Hill Road			
	No. Cyclists travelling anticlockwise (Olympic route direction)	No. Cyclists travelling clockwise	Total
Friday	106	23	129
Saturday	796	185	981
Sunday	916	143	1,059

Site 2: Reigate Road (by entrance to Cherkley Court)			
	No. Cyclists travelling anticlockwise (Olympic route direction)	No. Cyclists travelling clockwise	Total
Friday	17	4	21
Saturday	179	27	206
Sunday	160	41	201

The survey analysis revealed the following:

- The figures above show that less than 20% of cyclists are completing the whole of the Box Hill loop.
- The peak times for cycling are 10am – 2pm on Saturdays and 9am – 1pm on Sundays, with a marked reduction from 2pm.
- Amongst anticlockwise cyclists, 16 groups of 5 or more were observed on Saturday and 22 groups of 5 or more on Sunday.

- The majority of cyclists (51% were travelling past Box Hill village at speeds of 12-20 mph, a further 38% were travelling between 10 – 15mph. Only 2% were cycling at over 25mph
- There were no observed instances of cyclists cycling travelling more than 2 abreast, with a very small number of cyclists crossing the road centre line.

2.3.2 Additional Actions

In addition to the work on monitoring cyclist numbers, the County Council is working with Surrey Police on a number of other activities in the Box Hill area:

1. A map of the Box Hill loop has been produced, including information on sharp bends, steep descents and other potential hazards. The map is being distributed at the Box Hill Visitors Centre, local cycle shops and other outlets
2. A risk assessment has been carried out on the Zig Zag to assess potential impacts of removal of the speed humps prior to the Olympic Road Race. This risk assessment concluded that the removal of the speed humps, which were originally installed to slow motorcycle traffic, are unlikely to have a significant impact on speeds of cyclists and car drivers due to the sharp bends throughout which will limit the speed of vehicles. However, the situation will continue to be closely monitored during the pre Olympic period.
3. Enhanced route signage is being put in place to ensure that speeds and hazards are clearly marked on the route, with no missing or substandard signs. The Police will be replenishing temporary signs as necessary.

3 CONSULTATIONS

The work to date has been developed by the Drive Smart board, which is a partnership between the County Council, Surrey Police and Surrey Fire and Rescue.

A Cycle smart working group was established under the Drive SMART board, with representatives from the Mole Valley local police team.

Discussions with the local police and the Surrey Hills Short-life Joint Action Group have helped to shape the action plan priorities.

4 FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

An increase in cycling can have positive economic benefits. A recent report by the London School of Economics calculated that the cycling economy makes a £2.9bn contribution to the UK economy through sales of cycles and accessories, cycle maintenance, wages and taxes of those employed in bicycle sales, distribution and maintenance of cycle infrastructure. The economy also benefits from reduced traffic congestion in cycling replaces motor vehicles.

Increased cycle participation can also reduce costs of travel for the individual and provide additional health and productivity benefits.

The County Council carries out its road safety activities through two main teams:

- The Road Safety Team (engineering and enforcement)
- The Sustainability Group (education)

The Road Safety PVR identified a cumulative saving of £3,692,700 over the four year financial plan period, of which a large proportion is dependent on cost recovery from speed awareness courses. Additional savings are derived through staff savings and through the introduction of charging for elements of road safety education and full recovery of cost of cycle training through grants and charges.

5 EQUALITIES AND DIVERSITY IMPLICATIONS

A full equalities impact assessment was completed on the county council's road safety activities as part of the road safety public value review reported to cabinet on 1st March 2011. With regard to cycle training a number of actions were identified:

- Ensure cycle training could accommodate trainee cyclists with disabilities upon request
- Ensure the provision of female cycle trainers if requested due to cultural reasons
- Avoid booking courses with schools at times that would prevent participation due to religious festivals especially where the school has a large faith group population that would be affected

6 CRIME AND DISORDER IMPLICATIONS

The remit of the Drive SMART partnership covers road safety and antisocial driving.

7 REASONS FOR RECOMMENDATION

The statutory duty of local authorities with regard to road safety is described in Section 39 of the Road Traffic Act 1988. In Surrey, it is the duty of the county council as the Local Highways Authority to prepare and carry out a programme of measures designed to promote road safety and to carry out studies into accidents arising out of the use of vehicles on roads. In light of those studies, the County Council will undertake such measures as appear to the authority to be appropriate to prevent such accidents. This could include the provision of information, advice and training as well as the construction, improvement, maintenance and repair of roads.

In light of the increased levels of cycling and cycling casualties in Surrey in general, and the increase in levels of cycling in the Box Hill area in particular, the Drive SMART board wanted to see a more proactive approach to

promoting safe cycling. This needs to be in line with our commitment to delivering the 2012 Games and securing a longer term legacy for Surrey.

WHAT HAPPENS NEXT

Work will continue to deliver the actions outlined in the Safe Cycling Action Plan.

Work will commence in June 2012 to develop the Surrey Cycling Strategy. This will involve extensive consultation with stakeholders to inform the development of the Strategy.

Work is underway to determine a strategy for Olympic legacy in order to secure economic and wider benefits to Surrey. As part of this, we are working with British Cycling to develop a Sky Ride Local programme in Surrey, targeted at encouraging adults to take up cycling and improve their confidence through a programme of guided rides.

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BACKGROUND PAPERS: Pedal Cycling Casualty Analysis

Version No.	Date:	Time:	Initials:	No of
Annexes: 4				