

SURREY COUNTY COUNCIL

CABINET

DATE: 17 DECEMBER 2013

REPORT OF: MRS HELYN CLACK, CABINET MEMBER FOR COMMUNITY SERVICES

MR JOHN FUREY, CABINET MEMBER FOR TRANSPORT, HIGHWAYS AND THE ENVIRONMENT

LEAD OFFICERS: SUSIE KEMP, ASSISTANT CHIEF EXECUTIVE

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SUBJECT: SURREY CYCLING STRATEGY



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SUMMARY OF ISSUE:

The County Council has developed the Surrey Cycling Strategy to support the development of cycling as a means of transport and to secure economic, health and environmental benefits for Surrey. The Strategy also sets out plans to address the increase in cycle casualty rates and the local impacts of the increase in sports cycling and cycling events.

The Strategy's aim is to get more people in Surrey cycling, more safely and it has a series of objectives to support the achievement of this aim.

The Strategy forms part of the Surrey Transport Plan and is the basis for the development of a series of **Local Cycling Plans** for each of the Surrey boroughs and districts, under the guidance of the Local Committees. It sets out clear plans and priorities, supported by appropriate governance structures to ensure a partnership approach. It has been the subject of extensive public consultation which has informed the strategy.

It is supported by a new Framework for Coordinating and Approving Events on Surrey's Highway, which puts in place robust and transparent mechanisms for processes and decision-making governing events.

The Prudential RideLondon-Surrey 100 and Classic events are the subject of an associated Cabinet report.

RECOMMENDATIONS:

It is recommended that the Cabinet:

1. Approves the Surrey Cycling Strategy, set out in Annex 1 to this report.
2. Approves the role of Local Committees in developing Local Cycling Plans.
3. Approves continued engagement with central government to press for further funding for investment in cycling provision.

4. Approves active engagement with other local authorities in a similar position to Surrey on key aspects of cycling safety and regulations, as the basis for dialogue with central government.
5. Approves the Framework for Coordinating and Approving Events on Surrey's Highway, set out in Annex 3 to this report.

REASON FOR RECOMMENDATIONS:

The 2012 Olympic Games positioned Surrey as a centre for cycling and presented a once in a lifetime opportunity to realise the economic, health and environmental benefits from this. Through a partnership approach, the Strategy seeks to ensure that the benefits of this legacy result in more Surrey residents cycling for transport and leisure and that all Surrey children have the opportunity to learn to ride a bike safely.

The issues and challenges in relation to cycling differ considerably in different parts of the county. For that reason, the strategy proposes the development of Local Cycling Plans, overseen by the Local Committees, which can properly reflect local circumstances.

A successful legacy also requires us to take steps to tackle the rising levels of cyclist casualties, to encourage respect and consideration amongst all road users and to ensure that cyclists who come to the Surrey countryside show respect and consideration for local communities. It also requires us to continue to support major events that showcase our beautiful county and bring benefits to Surrey, but ensure that they are properly managed so as to minimise disruption and ensure no individual communities are affected by multiple events.

DETAILS:

Surrey Cycling Strategy

1. The Surrey Cycling Strategy has been developed through dialogue with key stakeholders and through an extensive public consultation exercise. The strategy sets out the County Council's commitment to getting more people in Surrey cycling more safely. It also sets out measures to tackle the increase in cyclist casualties on Surrey's roads and measures to address the impacts of the surge in popularity for sports cycling, particularly in parts of rural Surrey.

Strategic priorities

2. The strategy priorities and objectives are as follows:

Demonstrating leadership

3. A Strategic Board will be established with representatives from key stakeholder organisations, including cabinet level representation from the County Council, to oversee progress against delivery of the strategy. In addition, a wider forum will be established, which will include all stakeholders with an interest in cycling in Surrey, to hear about progress and to feed in to future priorities.

Improving highway infrastructure for cycling for transport and health

4. The strategy sets out principles for cycling infrastructure to ensure quality of provision that addresses people's concerns about safety and cycling amongst busy, fast traffic. The Local Cycling Plans will be critical to identifying priority routes as the basis for securing funding, potentially through developer contributions, Local Enterprise Partnerships (LEPs) and other sources. Further information on the proposed scope of the Local Cycling Plans is set out in the strategy.

Encouraging everyone to share the road

5. A key theme in the consultation was the need for education to encourage all road users to share the road safely and responsibly. The Drive SMART Partnership has begun work in this area through communication campaign activity. Further work is required in this area, both nationally through sustained and consistent messages, and through work locally in partnership with other organisations including cycling clubs, driving instructors and equestrian groups. Further funding will be sought to develop campaigns and initiatives to inform all road users how to share the road safely and considerately and to make clear that it is the responsibility of all road users to consider the safety of themselves and other road users. Surrey Police will seek to encourage, and where necessary enforce, considerate behaviour amongst all parties through a consistent approach.

Giving every child in Surrey the opportunity to learn to ride a bike

6. Bikeability training is currently offered to every school in Surrey, but for some children, the training is not affordable and some schools do not currently offer Bikeability. In addition, whilst Surrey has a high take up of level 2 Bikeability (yrs 5 and 6), very few secondary schools offer level 3 training, despite the increase in cycle casualties amongst the 13-19 age group, accounting for 15% of all cycling casualties as compared to the 0-12 age group who account for 2% of all cycling casualties. In 2014, we aim to launch an expanded cycle training offer which will improve access to training for all, with a particular focus on school age children and adult/family training in a range of formats. Local Councillors and Local Committees will be given the opportunity to scrutinise provision in their area and to offer support.

Managing the impacts of sports cycling and events

7. We will engage with British Cycling, cycle clubs and event organisers to agree how we can work together to manage the impacts of sports cycling in rural Surrey, including through a code of conduct for event organisers and participants. We will work with other local authorities in areas experiencing similar impacts, such as Yorkshire and the New Forest to lobby central government to update the current regulations on cycle races on the highway to ensure that the regulations reflect modern circumstances. We will put in place the framework for coordinating events on the highway to ensure a robust and transparent process with a requirement for event organisers to consult locally and to demonstrate benefits as the basis for road closure approval.

Realising the economic and community benefits of sports cycling and events

8. National and international evidence exists of the economic benefits of cycling. However, there is more that can be done to ensure that Surrey businesses are equipped to realise the benefits, particularly of major events and the increased interest in rural Surrey as a place to cycle. We will work with partners to develop this area of work. In addition, more needs to be done to ensure that local communities can feel part of major cycling events that do take place.

Consultation Analysis

9. The Consultation generated responses from over 3,700 individuals and organisations. This has given us a very rich and detailed set of data which, as noted above, has been used to inform the revised strategy and will continue to be drawn on as the strategy and Local Cycling Plans are developed. The full response to the consultation is set out in annex 2 to this report. The analysis of these responses has been invaluable in shaping the revised strategy.
10. There was broad support for all aspects of the draft strategy, with over 75% of respondents supporting the strategy aim and similar numbers supporting our approach to cycle routes and the proposed local plans. Respondents provided us with detailed comments on all aspects of the strategy. A number of key themes and issues emerged which have informed the strategy revision, these are set out below.
11. **Safety & Infrastructure** – there was widespread support for the need for cycle infrastructure that kept cyclists away from heavy / fast traffic. Whilst it was recognised that some cyclists will also choose to cycle on the road, for less confident cyclists, in particular children, many respondents felt that much more needed to be done to ensure safe routes. A number of respondents highlighted the need for cycle infrastructure to be of a suitable quality and well-maintained.
12. **Sharing the road** – significant tension was identified between cyclists and other road users, particularly in rural Surrey where narrow roads amplify the situation. Many respondents felt that a lot more needed to be done to educate all road users on how to share the road safely. This included general education about awareness of other road users and following the Highway Code as well as more Surrey specific issues such as cycling safely near horses and motorists safely passing groups of cyclists.
13. **Benefits for residents** – there was a concern that the strategy needed clearly to differentiate between the need of residents cycling for day to day travel and health purposes and the issues and concerns associated with sports cyclists and cycling events.
14. **Managing the impacts of sports cyclists** – concern was expressed about the increase in sports cyclists in rural Surrey, in particular multiple events and group rides at specific times and days of the week. Concerns include safety as well as behaviours. Suggestions were made about the need to facilitate local discussion involving all parties to seek to address issues in a more positive and collaborative way.

15. **Realising the economic benefit to the Surrey economy** – a number of respondents pointed to the benefits of cycling to the Surrey economy, particularly the positive current and potential impacts on rural businesses. There was a sense that more should be done to support those businesses to realise the benefits and a concern amongst some respondents that more evidence is required of the economic impacts of cycling in general, and cycling events in particular.
16. **Major events** – many respondents commented on the major events. A significant majority of respondents (65%) were supportive of the major events (Prudential Ride London Surrey and Tour of Britain), but concerns were raised about the need to minimise road closures and associated disruption and the need to ensure that all affected parties received timely and high quality information.

Framework for Coordinating and Approving Events on Surrey's Highway

17. The increase in the number of events taking place on closed and open roads, has led to concerns from local communities regarding their impact, especially in rural areas. A Framework for Coordinating and Approving Events on the Highway is proposed in order firstly to set out Surrey County Council's expectations of event organisers, and secondly to specify the criteria that will be considered by the County Council prior to permitting road closures under section 16A of the Road Traffic Regulation Act 1984.
18. The Framework defines the process by which event organisers apply for closed road events, including the requirement to consult with elected representatives, residents and businesses. Event plans will be scrutinised by a safety advisory group, and agreement for road closure will be subject to safe and satisfactory plans being in place.
19. The safety advisory group will also have the oversight that ensures those who need care in their daily lives receive it as business as usual despite disruptions.
20. In line with the results of the cycling strategy consultation, Surrey County Council will prevent the cumulative impact of closed road events by avoiding the repeated closing of roads in the same area and by keeping road closures to a minimum length of time (taking into account all safety considerations). We will only close a road once a year for a major event unless there is clear evidence that there is a strong residents support to do so.
21. The Framework for coordinating and approving events on the highway is included as annex 3 to this report.

CONSULTATION:

22. The Surrey Cycling Strategy has been the subject of extensive consultation, running from 9 September 2013 to 1 November 2013. Responses were submitted via email, letter and a survey which could be completed online or on paper. Copies of the strategy and survey were available in every Surrey library. Posters advertising the strategy were circulated to community centres, doctors' surgeries and other public locations and were supplemented by an extensive social media campaign. The consultation resulted in comments from over 3,700 members of the public and organisations.

23. Discussions have also been held at a number of meetings, including Local Committees, highways forums, Empowerment Boards and the Transport for Surrey Board. The Strategy was the subject of a public debate, run with BBC Surrey and broadcast live. The consultation responses were carefully analysed to inform the final strategy. The full details of the consultation analysis and the County Council's response to the key themes emerging from the consultation are set out in annex 2 to this report.
24. The pre consultation draft strategy was the subject of an initial scrutiny committee workshop in July. Feedback from that workshop was incorporated in the consultation draft strategy. A further select committee meeting was held on 28 November 2013 to consider and comment on the revised strategy. The following recommendations were made from the Select Committee and the strategy has been revised in response to these recommendations:
- That the impact on, and potential benefits for, businesses as a result of cycling events be a key element of the strategy. In particular, staff access to businesses when events are taking place.
 - That consideration be given to including cycling infrastructure schemes on future programmes in Operation Horizon, the County Council's highways planned maintenance investment programme.
 - That the County Council be encouraged to lobby central government for a change in primary legislation so that unregulated 'sportive' events become regulated.
 - That Parish Councils and Local Committees be involved with Surrey County Council and Surrey Borough and Districts when working together to develop cycling plans that reflect local priorities and issues.
 - That the paragraph 7.4 be amended to read 'Any additional major events would involve a road closure only when there is clear evidence that there is strong local resident and business support to do so.'

RISK MANAGEMENT AND IMPLICATIONS:

25. The main risks relating to the strategy are set out in the table below.

Risk	Mitigating Actions
Failure to tackle the increase in cyclist casualties	Ongoing work to monitor casualty trends and identify causal factors Multi-pronged approach including information, training, enforcement and identifying casualty hotspots and reviewing need for infrastructure improvements.
Failure to manage conflict between different road users	Focus on sharing the road and education for all road users. Surrey Police to play a lead role in delivering consistent advice and enforcement to all road users

	In areas of high levels of conflict between cyclists and other road users/communities, further local engagement will be carried out to ensure that all parties can raise and discuss their concerns
Failure to deliver optimum infrastructure solutions to balance needs of different road users	<p>Each scheme will be consider on a case by case basis to ensure that specific context is taken into account.</p> <p>Highways staff will receive training in latest best practice on design for cycling requirements as part of ongoing training.</p>
Failure fully to capture the economic benefits to Surrey's businesses of the increase in cycling	<p>Work with Visit Surrey and business intermediary organisations to develop business support initiatives to ensure that business are equipped to capture benefits.</p> <p>Engage with event organisers to ensure that negative impacts on businesses are properly addressed and minimised and opportunities to support local businesses are exploited.</p>
Failure to deliver the aims and objectives of the cycling strategy	<p>Establishment of a governance structure to oversee implementation.</p> <p>Partnership-based planning approach, to provide an effective basis for bidding for external funding to support delivery of the strategy</p>
Reputational risk from County Council failing to address impact of sports cycling and events in some parts of Surrey	<p>The County Council will take steps to engage with event organisers and cycle clubs to promote considerate behaviour and to improve information about events to local communities.</p> <p>The County Council will lobby central government to update the current regulations governing cycle races on the highway to ensure that it properly reflects the modern circumstance of sports cycling.</p>

Financial and Value for Money Implications

26. The majority of current actions outlined within the Strategy have resource arrangements in place. The strategy sets out priorities for action, but recognises that with current resource constraints, further work will be required to secure funding for aspects of the strategy delivery.
27. In addition, funding for infrastructure will be achieved primarily through bids for external funding (e.g. LEP funding), through developer contribution funding and through opportunities to build cycling infrastructure into planned maintenance and improvement activities.
28. For all future major events, all costs including officer time will be borne by the event organiser unless a decision is taken by Cabinet on an individual event

as part of the event approval process outlined in the Framework for Coordinating and Approving Events on the Highway.

Section 151 Officer Commentary

- 29. There are no new financial implications arising as a result of the over-arching cycling strategy however the availability and ability of the council to secure grant or other external funding will impact upon the scale of improvements that can be implemented.
- 30. The introduction of the Framework for co-ordinating and approving events on the highway brings greater clarity to the financial implications of major events. Event organisers will be expected to pay for all costs in relation to the event, for example road closures and diversions, including officer time. Exceptions to this principle will require the approval of Cabinet.

Legal Implications – Monitoring Officer

- 31. The council has a range of statutory powers as both the Highway Authority and Education Authority for the county and is able, where appropriate, to charge for discretionary services. In making decisions relating to these powers the Cabinet should have due regard to its public sector equality duty. Immediately below this paragraph is a summary of the most obvious equality impacts that have been identified by officers.

Equalities and Diversity

- 32. The summary of the impacts and actions from the Equalities Impacts Assessment are set out below. The full Equalities Impact Assessments for the Cycling Strategy and the Framework for Coordinating and Approving Events on Surrey’s Highway are included as Annex 4 to this report.

Information and engagement underpinning equalities analysis	<p>Our analysis is underpinned by engagement and information including:</p> <ul style="list-style-type: none"> • Questionnaire surveys in Walton on Thames and Leatherhead to understand cycling behaviours, attitudes and demand for segregated cycle infrastructure • Meetings with Surrey Access Forum, Disability Alliance Networks (East, South West and North Surrey) • Public consultation
Key impacts (positive and/or negative) on people with protected characteristics	<p>In general, the impact of the strategy is anticipated to be positive for the majority of Surrey residents including those in protected groups. There are specific positive impacts as follows:</p> <ul style="list-style-type: none"> • Women, older people and children will particularly benefit from safer cycle routes, as these groups are more likely to be deterred from cycling by safety concerns. • Safer cycling opportunities will provide increased independence for children and young people, and older people that are no longer able to drive.

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	<ul style="list-style-type: none"> • Disabled people will benefit from routes that are suitable for adapted bikes, mobility scooters and wheelchairs. • Our cycle infrastructure principles for design and delivery include considering the needs of older people, children and young people and disabled people. • An allocated fund will enable subsidised training for young people that otherwise could not afford it, ensuring that cost is not a barrier to learning to ride a bike. <p>Negative impacts are as follows:</p> <ul style="list-style-type: none"> • Shared pavement schemes are strongly opposed by representatives of disabled people. Some older people have expressed similar concerns. • Schemes resulting in loss of pavement space could also have negative impacts for pedestrians with disabilities and parents with buggies. • Older people are less likely to have Internet access and could therefore be excluded from online information. • Language may present a barrier to minority ethnic groups in accessing information on cycling routes, training and safety. • Road closures in relation to major events will impact on groups of people reliant on access to services such as day centres, social services or personal care. This includes a vulnerable adults and children who are under our care. It may also be disruptive to people wishing to get their place of worship. <p>Some proposals and schemes may have further positive or negative impacts, depending on the details as they are further developed.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>We have ensured that equalities issues are considered in every part of the strategy, including infrastructure, communications and training. For example:</p> <ul style="list-style-type: none"> • Our principles for commissioning, designing and delivering infrastructure include considering the needs of older, younger and disabled people. • Our training offer includes funding to subsidise young people that would not otherwise be able to take it up. • Imagery used on our communications materials avoid stereotyping and reflect the characteristics of the target group.
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>To mitigate the negative impacts outlined above:</p> <ul style="list-style-type: none"> • In developing new cycling infrastructure we will generally aim to separate cyclists, motor vehicles and pedestrians, within cost and space constraints. Where this cannot be safely achieved, we will carefully consider each scheme

	<p>on a case-by-case basis and balance the needs of different users.</p> <ul style="list-style-type: none"> • We will ensure that the development of new cycling infrastructure avoids unreasonable loss of pavement space. • We will make online information available through other channels, e.g. the contact centre and hardcopies of key communications such as consultation documents. • The impact of road closures will be managed through the relevant services' business continuity plans. <p>Proposals where the details have not been fully developed and therefore the specific impacts are unknown will be monitored on an ongoing basis. These include local cycling plans and individual scheme plans.</p>
Potential negative impacts that cannot be mitigated	There are no negative impacts that cannot be mitigated.

Corporate Parenting/Looked After Children implications

33. Training – the proposed expansion of Bikeability will widen access to cycle training for all Surrey’s children and seek to improve access to affordable bikes.

Safeguarding responsibilities for vulnerable children and adults implications

34. Training – Bikeability has clear safeguarding policies and training in place for all cycling instructors

Public Health implications

35. Increased cycling rates will impact positively on the health of the individual. The NHS identifies cycling as an activity that provides significant health benefits. The Government’s Chief Medical Officer recently recommended cycling as a way to help prevent 20 long-term conditions including cancer, heart disease, strokes, diabetes and mental health problems.
36. The Surrey Health and Wellbeing Strategy (June 2013) identifies development of a preventative approach as a key priority, including the importance of increasing levels of physical activity amongst the Surrey population. Currently only 12% of the adult population in Surrey does the recommended level of physical activity.
37. We will provide public health data at borough level to inform local plans.

Climate change/carbon emissions implications

38. Increased cycling rates, where it replaces motorised forms of transport, will reduce carbon emission levels in the County. Transport is responsible for one third of carbon emissions in Surrey. Surreys Local Transport Plan has a target to reduce carbon emissions from (non-motorway) transport by 10%

(absolute emissions) by 2020, increasing to 25% reduction by 2035, from a 2007 baseline of 2,114k tonnes (1.9 tonnes per capita). The strategy will be an important element of achieving this target.

WHAT HAPPENS NEXT:

39. The key milestones are:

- Following Cabinet approval of the strategy, it will be published in early 2014.
- The Strategy and Framework will be disseminated widely, including to Cycling Clubs, event organisers and the cycling press.
- The Cycling Board will be established in early 2014 and will report annually on progress against the strategy aims and objectives.

Contact Officer:

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Consulted:

Public consultation with responses from 3,653 members of the public and 126 organisations

Strategy disseminated to:

Borough and District Chief Executives and Leaders

Parish Councils

Transport organisations

Environment Agency

Natural England

Annexes:

Annex 1: Surrey Cycling Strategy

Annex 2: Surrey Cycling Strategy Consultation Report

Annex 3: Framework for Coordinating and Approving Events on Surrey's Highway

Annex 4: Equalities Impact Assessment

Sources/background papers:

The Strategic Environmental Assessment papers are available on request

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