

# Surrey Transport Plan Cycling Strategy 2014 - 2026

# Surrey Cycling Strategy

## Foreword

Following the success of the 2012 Olympic Games Cycling Road Events, Surrey has been on the map as a destination for cycling. Every weekend hundreds of people head to the Surrey Hills to cycle through our beautiful countryside. We welcome this element of the Olympic legacy but recognise that it comes at a cost to some of Surrey's rural communities. We want to act to ensure that all those who use our roads act safely and respectfully of others.

But a true Olympic legacy would see every child in Surrey learning to ride a bike and being able to cycle safely to school. It would mean that many more of our residents cycle for transport and leisure, reducing congestion and reliance on cars and reaping the considerable health and economic benefits this brings. And it would mean that people without access to a car can travel safely and affordably around the county.

We are very grateful to the large number of people and organisations that took the time to give us their views on the draft strategy. We have attempted to represent those views in our revised strategy, but recognise that this is not a static document but will need to evolve over time and be part of an ongoing dialogue about cycling in Surrey.

This strategy represents our approach to realising that ambition for the period to 2026. The strategy is based on two principles: partnership and localism. The strategy will only achieve real change if all of the relevant organisations work together, pooling resources and expertise to achieve shared goals. We recognise that a one size fits all approach will not work: the cycling issues in rural Surrey are not the same as at the urban fringe. For that reason, local plans will be developed for each of the Surrey boroughs and districts, to ensure that solutions are tailored to local needs. We are also proposing the establishment of a cycling strategy forum, as a place to discuss progress against the strategy aims and objectives and to ensure that the strategy continues to evolve as needs and issues change.

Money is scarce and there are significant challenges to overcome to make Surrey a safe cycling county. However this strategy will give us the basis we need to bid for funding and work together to tackle the challenges.



Helyn Clack  
Cabinet Member  
Community Services



John Furey  
Cabinet Member  
Transport, Highways & Environment

## Contents

Executive Summary.....	4
1. Introduction: Why do we need a cycling strategy? .....	6
2. Aim, objectives, benefits and indicators.....	7
3. Problems, opportunities and challenges .....	8
4. Options to achieve our aims and outcomes .....	9
5. Proposed strategy – Overarching approach .....	10
6. Proposed strategy – Cycling as a means of transport.....	12
7. Proposed strategy – Health, leisure, sport and events.....	19
8 Delivery of the preferred strategy .....	22
9. Implementation .....	23
Action plan – Cycle sport, events, health, leisure and tourism .....	25

## Executive Summary

The Surrey Cycling Strategy forms part of the Surrey Transport Plan. It covers cycling as a means of transport – i.e. for journeys to work and school, and business and shopping trips. It also covers cycling for leisure and as a sport. The strategy sets out our aim for cycling in Surrey for the period to 2026 and our approach to achieving the aim.

In the UK and internationally, cycling is increasingly seen as an integral element of solutions to support economic growth, tackle congestion, improve personal mobility and address health problems associated with obesity and lack of physical activity. We recognise the great potential to capture these benefits in Surrey. We also recognise the urgent need to tackle an increasing number of cyclist casualties.

Therefore our aim is:

### **more people in Surrey cycling, more safely**

The success of the British cycling team in the Tour de France and during the 2012 Olympic Games, where part of the route passed through Surrey, has generated a noticeable increase in the popularity of cycling, in particular sports cycling. This provides a unique opportunity to build on this interest and enthusiasm to create a lasting Olympic legacy as well as a new challenge to manage the impact of large numbers of people and events in the more popular locations.

Surrey has already achieved some significant success in encouraging cycling in key locations. The Cycle Woking initiative, part of the Department for Transport's Cycle Demonstration Towns initiative, demonstrated the potential for a comprehensive approach – including joined up cycle routes, parking at key destinations and well signed networks indicating travel times. This was coupled with measures to promote cycling in schools and businesses as well as high profile events<sup>1</sup>. This resulted in an overall 28% increase in cycling rates, importantly without an increase in casualty rates<sup>2</sup>. Subsequently the County Council has secured £18m from the DfT's Local Sustainable Transport Fund including around £2.5m for cycle infrastructure and promotion.

This strategy aims to enable more people to enjoy cycling safely, maximising the many benefits to the county, to local communities and to individuals while minimising any negative impacts. Real impact will only be achieved through working in partnership and through ensuring that local needs and issues are considered and addressed. We intend to work in partnership with the many organisations with an interest in cycling to further develop this strategy. This will provide a framework for more detailed local plans to be developed for each district, under the guidance of Surrey Local Committees.

Our strategy can be summarised as follows:

1. **Surrey County Council and partners will work together** to oversee delivery of the strategy

---

<sup>1</sup> Cycle Woking End of Programme Report, July 2008 – March 2011

<sup>2</sup> Surrey County Council, Pedal Cyclist Casualties Update, March 2012

2. **We will work in partnership to develop local cycling plans** for each of Surrey 11 districts and boroughs that are responsive to local needs and concerns.
3. **We will provide a comprehensive cycle training offer**, and commit funding to ensure that cost is not a barrier to learning to ride a bike.
4. **We will capture the economic benefits of cycling for the county**, both through encouraging utility cycling as part of our congestion programme and through working with Surrey businesses, particularly in rural Surrey, to ensure that they can capture the benefits of Surrey's popularity as a cycling destination. We will also ensure that the disruption of cycling events to businesses are minimised.
5. **We will improve infrastructure for cycling** by securing funding to develop high quality, joined up cycle routes, taking account of international best practice, utilising off-road and quiet streets, and separating cyclists from motorised traffic on busy roads where feasible. We will focus our efforts on routes that connect where people live with where they work, shop and go to school and with rail and bus stations for longer journeys.  
  
We will actively bid for external funding to do this and integrate cycling considerations into our highways processes, programmes and initiatives.
6. **We will promote and encourage cycling, as an affordable, healthy and environmentally friendly means of transport, and for sport and leisure**, building on the enthusiasm generated by the Olympic Games. This will include maps, information, events and other promotional measures. We will also explore measures to improve mountain bike routes and facilities
7. **We will implement measures to make cycling in Surrey safer for all**. In addition to the infrastructure and training measures described above, we will work with the Drive SMART Partnership to deliver media and publicity campaigns targeting safety and awareness for cyclists and motorists, alongside enforcement measures.
8. **We will manage the impacts of increased levels of cycling and cycling events** on Surrey's highway network, countryside and communities through putting in place robust and transparent event approval and management processes, lobbying for an update to current regulations governing cycle events on the highway and working closely with the sport governing body to disseminate codes of conduct to event organisers and cyclists.
9. **We will support major cycling events** only where they bring economic, social, health and environmental benefits to the county.

## 1. Introduction: Why do we need a cycling strategy?

### The benefits...

The benefits of cycling are many and varied. Modal shift from car to bike can alleviate congestion, improve local air quality, lead to a more pleasant local environment and reduce emissions of greenhouse gases. Cycling has been recognised by the Department for Health and the National Health Service as an ideal means of increasing physical fitness and preventing health issues related to inactivity<sup>3</sup>. There are also many economic benefits, including reduced absenteeism from work, growth in the sale of bikes and accessories, and income from leisure and tourism spend<sup>4</sup>. Cycling can also offer improved independence and quality of life to those who are unable or choose not to drive.

Nationally cycling contributes £2.9 billion to the UK economy (£230 per cyclist annually). The Get Britain Cycling Inquiry, April 2013, cited evidence of £4 worth of health benefit for every £1 spent on cycling investment.

### The potential...

Within Surrey, 20% of the population cycles at least once a month (around 200,000 people) but only 2% of work journeys in Surrey are by bike<sup>5</sup>. However, a third of work journeys are 3 miles or less and half of work journeys are 6 miles or less, indicating there may be potential to convert many more work journeys into cycle trips. Furthermore, the picture across Surrey is variable, with levels of participation rates varying significantly between the Surrey boroughs and districts.

### The need for action...

Over recent years there has been an increase in the number of cyclists seriously injured on Surrey's roads - from 49 in 2008 to 122 in 2012<sup>6</sup>. The Drive SMART Partnership<sup>7</sup> is taking action to address this trend. This strategy outlines our current work and future plans to create an environment where people feel safe to cycle on Surrey's roads.

### Work already happening

Across Surrey there is already a wide-ranging programme of activity to encourage cycling and improve cycle safety. Following the success of 'Cycle Woking: cycle demonstration town'<sup>8</sup>, we are now investing in new cycling infrastructure in Woking, Guildford and Redhill/Reigate as part of the Travel SMART programme<sup>9</sup>. Our current programme also includes maps, training, cycle festivals and promotional activities. We have also developed a new website which includes a journey planner and a wealth of information for cyclists. We have been successful in securing £1.6 million from the

<sup>3</sup> National Institute for Health and Clinical Evidence, Public Health guidance 41, November 2012  
<http://www.nice.org.uk/nicemedia/live/13975/61629/61629.pdf>

<sup>4</sup> Grous, Alexander (2011) *The British cycling economy: 'gross cycling product' report*. Sky and British Cycling.  
<http://eprints.lse.ac.uk/38063/1/BritishCyclingEconomy.pdf>

<sup>5</sup> <https://www.gov.uk/government/organisations/department-for-transport/series/walking-and-cycling-statistics>

<sup>6</sup> Police STATS 19 data

<sup>7</sup> The Drive SMART Partnership involves Surrey Police, Surrey County Council and Surrey Fire and Rescue

<sup>8</sup> For more information see [www.cyclewoking.org.uk](http://www.cyclewoking.org.uk)

<sup>9</sup> For more information see the Travel SMART website, [www.travelsmartsurrey.info](http://www.travelsmartsurrey.info)

Department for Transport's cycle safety fund (the second highest award of any local authority) for two schemes, one in Walton on Thames and another linking Leatherhead to Ashted.

Initiatives such as the Guildford Bike Project are key to ensuring access to affordable bikes, whilst helping people gain valuable skills as a springboard to further training and employment. The Wheels for All initiative enables people with disabilities to get involved in cycling activities. Meanwhile, the increase in popularity of cycling in Surrey has resulted in new business opportunities such as the Bike Bean Cafe in Ashted.

### About this strategy

We need to make sure we have robust plans for the future and a joined up approach to deliver them, building on existing work and drawing from best practice. This strategy outlines how we aim to do this.

The Surrey Cycling Strategy forms part of the Surrey Transport Plan<sup>10</sup> for the period from April 2011 to 2026. It sets out how cycling will be supported as an important element of our overall plans to tackle congestion, improve travel choice and journey time reliability, improve the health and well-being of our residents and reduce carbon emissions. It also considers how some of the wider issues and impacts of cycling can best be managed to reduce negative impacts and realise local benefit.

## 2. Aim, objectives, benefits and indicators

### 2.1 Aim

Our aim is **to get more people in Surrey cycling, more safely.**

### 2.2 Objectives

The following objectives will help us achieve the above aim:

Objectives: overarching	<p><b>O1</b> Surrey County Council and its partners will work together to deliver improvements for cycling</p> <p><b>O2</b> Surrey Local Committees will oversee development of Local Cycling Plans that reflect local priorities and issues</p> <p><b>O3</b> We will develop a comprehensive training offer and ensure that cost is not a barrier to learning to ride a bike</p> <p><b>O4</b> We will work with partners to ensure that Surrey's economy benefits from more people cycling for every day journeys and from Surrey's role as a centre for cycling</p>
Objectives: transport	<p><b>O5</b> We will seek funding to improve infrastructure to make cycling a safe, attractive and convenient mode of transport for people of all ages and levels of confidence</p> <p><b>O6</b> We will encourage cycling as an inclusive, healthy and affordable means of travel through the provision of information, promotional activities and</p>

<sup>10</sup> <http://www.surreycc.gov.uk/roads-and-transport/surrey-transport-plan-ltp3>

	<p>practical support</p> <p><b>O7</b> We will work with Surrey Police and other partners to improve cycle safety and encourage respect between different road users through targeted campaigns and initiatives</p>
Objectives: sport, leisure and events	<p><b>O8</b> We will promote and encourage cycling for health and leisure</p> <p><b>O9</b> We will encourage the provision of off road cycle trails and activities while managing the impacts on Surrey’s countryside</p> <p><b>O10</b> We will take action to minimise the impacts of high levels of sport cycling on some roads and communities in Surrey</p> <p><b>O11</b> We will lobby central government to ensure that regulations governing events on the highway are fit for purpose</p> <p><b>O12</b> We will support major cycle sport events which inspire participation and bring economic benefit, while minimising impact on affected communities</p>

**2.3 Benefits**

- Residents will benefit from safer cycling opportunities, from cycling as a healthy, affordable means of travel, and improved independence and personal mobility
- Surrey's economy will benefit as a result of alleviated congestion, improved journey time reliability, improved health and productivity of the workforce, and leisure and tourism spend
- Surrey's environment will benefit from reduced dependence on the car and associated pollution and greenhouse gas emissions
- Surrey’s economy will benefit from the county’s role as a centre for sports cycling, while the negative impacts on affected communities will be minimised.

**2.4 Indicators**

We will monitor the effectiveness of this strategy using a range of measures including:

- Countywide cycle count data from a representative sample of locations
- Local 'before' and 'after' counts to assess the effectiveness of new schemes or other interventions
- Police road casualty records
- Survey data to identify the proportion of the population cycling, journey purpose, locality and demographic characteristics, and satisfaction with provision for cycling

Our full monitoring plan is presented in annex 1.

**3. Problems, opportunities and challenges**

The response to our consultation, local market research and high levels of bike ownership in Surrey indicate significant suppressed demand for cycling. However there are a number of issues, challenges and problems in relation to delivering a cycling strategy. Annex 2 includes a review of these issues. These include:



- The challenge of tackling increasing casualties at a time when money for investment in infrastructure is scarce
- The need to equip different road users with the skills to share the road safely and to tackle antisocial behaviour among a minority of motorists and cyclists
- The need to balance the benefits and negative impacts of sports cycling in rural Surrey, particularly to seek ways to manage the impacts of the large numbers of unregulated cycle events
- Funding pressures, with limited funding available for cycling improvements, in the context of limited and reducing levels of funding for public services in general
- Significant support for segregation of cyclists and motorists in the context of competing pressures for space on the highway and very scarce resources
- Improved understanding of the actual and potential economic benefits of cycling

#### 4. Options to achieve our aims and outcomes

In identifying options to achieve the aims and outcomes of our strategy, we looked at examples of good practice and successful approaches within in the UK. This included:

- Cambridge, which has the highest levels of cycling within the UK, with approximately 10% of trips taken by bike<sup>11</sup> (compared to 2% across the UK as a whole)<sup>12</sup>
- Transport for London, which is currently investing significantly in cycling
- Other local authorities in the UK that are now developing ambitious cycling plans, drawing on best practice from the Netherlands and other European cities.

We also looked at international best practice, where cycling levels in some countries and cities far exceed even the best performing areas within the UK:

- The Netherlands and Denmark, with 26% and 19% of trips taken by bike respectively<sup>13</sup>
- Groningen and Zwolle in the Netherlands, with approximately 37% of trips taken by bike, Munster in Germany, with 34% of trips taken by bike, and Vasteras in Sweden, with a 33% of trips taken by bike.

Following the All-Party Parliamentary Inquiry into cycling in the UK (which reported in April 2013 and was debated by Parliament in September 2013), we considered the recommendations that are relevant at the local authority level.

We also carried out market research in Walton on Thames and Leatherhead in 2012 and considered suggestions from colleagues and partner organisations.

<sup>11</sup> Poucher, John and Buehler, Ralph (2008) 'Making cycling irresistible: lessons from the Netherlands, Denmark and Germany', *Transport Reviews*, 28:4, 495-528

<sup>12</sup> Figures from the Department for transport show that cycling levels in Surrey are broadly consistent with the national average

<sup>13</sup> European Parliament, Directorate-General for Internal Policies, Policy Department B, Structural and cohesion policies, The promotion of cycling

## ITEM 13

A summary of this research is presented in annex 3. We used this to develop a list of options, presented in annex 4, alongside an assessment and recommendation for each option. In assessing options we considered costs, benefits, public acceptability and ease of delivery. The recommendations have been incorporated into the proposals presented in chapters 5, 6 and 7 of this strategy.

### 5. Proposed strategy – Overarching approach

#### 5.1 Strategic leadership and oversight

Objective 1: Surrey County Council and its partners will work together to deliver improvements for cycling

We will strengthen relationships between the county council, public sector partners, cycling organisations and other stakeholders. We will establish a Cycling Strategy Board, with cabinet level representation from the County Council, which will meet at least twice per year to oversee delivery of the strategy. In addition, we will establish a wider forum, which will include all stakeholders with an interest in cycling in Surrey, to hear about progress and help to shape future priorities. We will monitor progress through a publicly available annual report.

#### 5.2 Local Cycling Plans

Objective 2: Surrey Local Committees will oversee development of Local Cycling Plans that reflect local priorities and issues

We will identify and deliver cycling improvements through local cycling plans for each of Surrey's 11 districts and boroughs, reflecting local priorities and circumstances. These will be jointly developed by Surrey's local committees, the county council, district, borough and parish councils and other partners including public health colleagues and cycling organisations. They will be developed in accordance with the objectives set out in this document, and will involve local consultation. The plans are likely to include both transport objectives (outlined in section 6), and sport, leisure and tourism objectives (outlined in section 7).

Elements that could be considered as part of the plan include:

- Priorities for new and improved cycling routes and paths, both on and off-road
- Safe routes to schools
- Routes to town centres, stations, colleges, universities, health services and other key destinations
- Cycle parking, including in town centres, at stations and at schools
- Signage, particularly in areas of high numbers of cyclists
- Maps, particularly highlighting preferred, safer routes for cyclists to key destinations such as schools, town centres and rail stations
- Sports and leisure cycling facilities and trails

- Cycle training
- Events and promotional activities
- Links with neighbouring authorities
- Appropriate speed reductions – Local Committees are responsible for setting local speed limits. Surrey County Council and Surrey Police work together to develop speed management plans to tackle sites with speeding problems.

The plans will be based on local information including casualty data, collisions on the journey to school, cycle surveys and counts, roads and junctions that are difficult for cyclists, and areas of deprivation, poor transport provision and poor health. We will carry out local consultation, consider appropriate targets, and seek funding for implementation (potential funding sources for infrastructure improvements are outlined in section 6.2).

The transport infrastructure and supporting measures will, when agreed, be incorporated into the Local Transport Strategies being developed for each borough and district.

There will be a phased approach to the development of the district and borough plans over the next two years.

### 5.3 Training available to all

Objective 3: We will develop a comprehensive training offer and ensure that cost is not a barrier to learning to ride a bike

Each year we provide Bikeability training to 11,000 school children. Bikeability is a national standard introduced by the Department for Transport and consists of three levels:

Level 1: basic balance and control skills in a traffic-free area

Level 2: riding on quieter roads

Level 3: riding on busier roads

Level 2 is the equivalent of the old Cycling Proficiency, but teaches a broader range of skills. The training includes use of safety equipment such as helmets and raising the understanding and awareness of other road users.

The majority of training is provided by the county council through schools, with costs covered through customer charges, subsidised by the Department of Transport. We also offer training directly at all levels and for all ages, usually at full cost, but subsidised through a government grant in the Travel SMART towns (Guildford, Woking and Reigate and Redhill).

Generally, Level 1 is taught to 9-year-olds and Level 2 to 10-year-olds. The county council has also provided training at a small number of secondary schools. All Bikeability Instructors are accredited, mentored, DBS-checked and attend training relating to good professional practice, First Aid and safeguarding awareness.

We will continue to provide Bikeability training at levels 1 and 2 at participating Surrey schools. Our aim is to make our training offer more widely available, and to ensure that cost is not a barrier to

learning to ride a bike. We will allocate funding to subsidise people in target groups and areas, and to support those that are less able to pay. As part of this we will look to expand our service to more secondary schools as this age group makes up a significant proportion of cycle casualties. We also plan to market and promote training that isn't school-based, for example family training, older returners, adult beginners and people who can already cycle but wish to acquire or improve their road cycling skills.

### 5.4 Capturing economic benefit

Objective 4: We will work with partners to ensure that Surrey's economy benefits from more people cycling for every day journeys and from Surrey's role as a centre for cycling

As a county, Surrey suffers from high levels of congestion, costing the economy an estimated £550m per annum. An important aspect of the Surrey Congestion Programme is the need to encourage alternatives to car travel. For short journeys, particularly in our towns, there is real potential to increase cycling levels. This is a key element of the Travel SMART programme currently being delivered in Guildford, Woking, Redhill and Reigate. We will continue to develop this approach through seeking funding to extend the Travel SMART programme and through enhancing cycling provision through the congestion programme.

Cycling also helps the economy by providing a fast and affordable way to reach shops and leisure destinations. The health benefits of cycling are another boost to the economy, with a healthier population resulting in lower healthcare costs and improved productivity of the workforce.

Surrey's countryside is well-suited to cycling, and recent high-profile cycling events such as the Olympic road races have provided high-profile coverage of the county as a cycling destination and as a beautiful place to visit. This provides an excellent opportunity to build on this to ensure that Surrey businesses, particularly in rural areas, reap these benefits.

We will work with partners to develop the county's tourism offer through a variety of activities, which could include improved provision of cycle tourism information, promoting cycle routes, providing advice to businesses on how to make the most of the increase in leisure and sports cycling in Surrey, and encouraging accommodation and hospitality venues to adopt the 'welcome to cyclists' branding.

We will also ensure that, where there are road closures for major events, the event organiser puts in place measures to minimise adverse business impact on the day.

## 6. Proposed strategy – Cycling as a means of transport

This section sets out our strategy for developing and improving cycling as a means of transport – e.g. for commuting to work or school, and for business or shopping trips.

Our approach includes:

- Providing high quality infrastructure, guided by the principles in section 6.1, delivered primarily through local cycling plans, subject to funding

- Encouraging participation in cycling as a means of transport through the provision of information, promotional activities and practical support
- Improving cycling safety and encouraging respect between different road users through targeted campaigns and initiatives
- Ensuring that training is available to all that want it at an affordable price

### 6.1 Infrastructure design and delivery

Objective 5: We will seek funding to improve infrastructure to make cycling a safe, attractive and convenient mode of transport for people of all ages and levels of confidence

We aim to ensure that new infrastructure is of high quality, drawing from national and international best practice and learning from our experience as we deliver new cycling infrastructure schemes. We aim to adopt the principles in the following table where possible. Cycling routes in Surrey should be:

Inclusive	<p>Schemes should consider the needs of all road users, including:</p> <ul style="list-style-type: none"> <li>• Less experienced cyclists, including young children and older people</li> <li>• More experienced cyclists</li> <li>• Pedestrians, including young children, disabled people and parents with buggies</li> <li>• Impact on motorists and journey times</li> </ul>
Safe and secure	<ul style="list-style-type: none"> <li>• On busy roads, physical separation of cyclists from motorised vehicles and pedestrians is preferred</li> <li>• Traffic calming measures may be needed to make less busy roads safe and appealing</li> <li>• Cycle routes should take into account personal security concerns, for example off-road routes should be well lit and not too isolated</li> </ul>
Comfortable and well maintained	<ul style="list-style-type: none"> <li>• Cycle paths should be built to a high standard with good quality of surface</li> <li>• Cycle paths should be clear from obstacles and debris and be well maintained</li> </ul>
Continuous	<ul style="list-style-type: none"> <li>• Transition onto and off the cycle route needs to be considered at both ends and at junctions</li> <li>• Cyclists going straight on should have priority at side roads where this can be safely accommodated</li> <li>• Cyclists should be able to cross major junctions safely and conveniently</li> </ul>
Go where people want to go	<p>Priority destinations could include:</p> <ul style="list-style-type: none"> <li>• Town centres</li> <li>• Areas of employment</li> <li>• Schools, colleges, universities</li> <li>• Hospitals, health centres and GP surgeries</li> <li>• Stations and public transport links</li> <li>• Sports, leisure and tourism amenities</li> <li>• Crossings over major roads, rail and waterways</li> </ul>

There are a number of challenges to be overcome in achieving the above principles, including cost, shortage of space on some roads, level of local support and impact on traffic locally. These will need

## ITEM 13

to be considered on a case-by-case basis, and development of new schemes will require consultation with residents.

One solution that has sometimes been adopted is the designation of shared use pavements or footpaths, particularly where there is not enough space to create fully segregated facilities. These are welcomed by many users, particularly by parents with young children, and our consultation activities have demonstrated demand for these, particularly along busier roads or those with high levels of casualties. A number of residents have also expressed concern or opposition, in relation to bicycles passing too close, fear of collisions, and shared use paths being slower for cyclists. The appropriateness of shared use pavements will therefore depend on local circumstances, for example the level of pedestrian usage, width available, and the safety record of the adjoining road. The drawbacks will need to be balanced against the potential benefits, and considered on a case-by-case basis for individual schemes.

A further comment that has been raised in relation to cycle paths and shared use pavements is reported aggression from drivers towards cyclists that choose not to use these facilities. We recognise that these facilities are often not appropriate for faster cyclists - in some cases the infrastructure may be aimed at less confident cyclists or children. Where funding can be obtained, we aim to provide facilities that are as inclusive as possible. However we accept that cyclists can choose not to use such facilities and have a right to cycle on the highway.

We will make cycling an integral consideration within our Highways programmes, processes and projects. We will explore the opportunity to integrate cycling needs within our rights of way network, highways scheme design and within our planned maintenance programme, Operation Horizon. We will also seek to ensure that those commissioning and designing schemes within Surrey County Council's Highways department are suitably trained in the latest best practice in cycle infrastructure design, and seek expert advice as appropriate.

### 6.2 Possible infrastructure solutions

As outlined in section 5, cycling infrastructure improvements will primarily be delivered through local cycling plans.

Based on the options assessment in the appendix, and guided by the principles presented above, the following table outlines measures that could be considered within local cycling plans. These measures may not be appropriate in all circumstances, but should be considered as possible options that could be adopted depending on local needs and priorities.

<b>Recommended measure</b>	<b>Comment</b>
Cycle routes and paths	High-quality cycle routes and paths, built in accordance with the principles in section 6.1, are key to enabling more and safer cycling along busier routes and to key destinations
Routes off the highway	Parks and river tow paths may provide an opportunity for low-cost, safe and pleasant routes linking key destinations. It is important that these are of a suitable quality, well lit and maintained, and avoid creating conflict with pedestrians.
Encouraging bicycles	One approach that has been very successfully adopted in European

and cars to use different roads	countries such as the Netherlands is encouraging bicycles and cars to use different roads. One way of achieving this is by closing roads to through traffic where there is a suitable alternative route, particularly shortcuts through residential areas. This could be considered where there is local support.
Bicycle priority at side roads	One of the drawbacks of cycle paths on the pavement is the need to give way at side roads and junctions. Therefore priority for bicycles going straight on should be considered where it can be safely accommodated. In some cases it may not be possible where visibility is reduced.
Bicycle priority at difficult junctions	Some local authorities have introduced approaches at difficult junctions such as an advanced green light for cyclists or an all-cycle green phase (to avoid cars overtaking bicycles while going through the junction). This could be considered at appropriate locations, taking into account impact on traffic flows and safety for other users.
Traffic calming	Measures such as removing centre markings and reducing the width of the carriageway have been shown to slow down traffic without the need for enforcement, creating safer conditions for cycling without significantly impacting motorist journey times.
Increased cycle permeability of town centres	One-way streets can present an obstacle to cycling where the alternative is a significantly longer, busier route. Segregated contraflow cycling may provide a solution, where it can be safely accommodated.
Toucan crossings	These are controlled pedestrian crossings (i.e. with traffic lights), which accommodate cyclists as well as pedestrians
Cycle parking	Provision of cycle parking is relatively cheap and effective measure to encourage cycling, particularly at town centres stations, schools and hospitals. Secure, locked and covered facilities may be helpful in some locations.
Residential cycle storage	Lack of storage space may be a barrier for some people in taking up cycling, particularly for people living in flats or without a shed or garage.
Comprehensive route signing	Comprehensive route cycling can raise awareness of safe routes and encourage cyclists to use the most appropriate streets for reaching their destination.
Advance information and diversions for cyclists around roadworks	This may be helpful, particularly in relation to newly laid surface dressing where cyclists may be adversely affected by loose chippings.

### 6.3 Condition of the road network

Surrey County Council is investing in the road network through Operation Horizon, a five year £100 million investment programme to improve the condition of Surrey's roads. As part of this there is an opportunity to integrate cycling infrastructure into the programme, including securing additional investment to achieve quality routes in line with the principles outlined above.

### 6.4 Use of off road routes for transport cycling

There are opportunities to use off road locations such as bridleways, canal towpaths and common land to create green corridors to take cyclists off the road and onto other trails for commuting and

leisure purposes. The Rights of Way Improvement Plan is an important element of identifying opportunities to enhance current off road provision.

**6.5 Link to wider transport initiatives**

The toolkit of measures in appendix 5 shows how the Surrey cycling strategy contributes to the Surrey Transport Plan objectives and will be used as a tool to identify linkages between cycling and the other thematic strategies. The district and borough cycling plans will contribute to the existing local transport strategies and implementation programmes for each area. We will also work with neighbouring authorities to consider any cross-boundary issues.

**6.6 Current schemes**

We will progress and complete current cycling infrastructure schemes. At the time of writing, these include:

- The Redhill Balanced Network, a traffic management scheme that includes provision for cycling
- Travel SMART cycle infrastructure improvements in Guildford, Woking, Redhill/Reigate
- Walton Bridge links cycle path (currently awaiting approval following consultation), linking Walton Bridge to Walton town centre, Elmbridge leisure centre and Upper Halliford
- Leatherhead to Ashted cycle path (currently awaiting approval following consultation)

**6.7 Infrastructure funding**

Funding to support infrastructure delivery will be sought through local plans. Potential sources include:

Local Enterprise Partnership - Local Growth and structural funds	Local Enterprise Partnerships (LEPs) are business led partnerships to ensure economic growth and development. There are two LEPs that cover Surrey – Enterprise M3 and Coast to Capital. These are likely to be an important source of external funding.
Government grants or other external funding	Government grants help subsidise Bikeability training, and have contributed to a number of our current infrastructure schemes. Further grant funding may become available, although it is likely from now on that most government funding for local transport schemes will be managed through the Local Enterprise Partnerships.
Developer contributions	As part of new development in the county (e.g. business, retail, residential) it is a requirement for developers to make a financial contribution towards local infrastructure. This is generally through Section 106 or the Community Infrastructure Levy.
Highways budget	There may be opportunities to fund or partially fund cycle improvements through the county council’s highways budget, either centrally or through highways funding allocated to local committees
Support from volunteers	For example in building and maintaining off-road / mountain bike trails
Other funding sources	There may be opportunities through European Union funding streams, income from cycling events, grants from organisers of major events, and preventative health funding.



We will actively seek and bid for external funding for new schemes, including specific cycle funding streams and funding for major schemes that integrate cycling provision, such as the Egham Sustainable Transport Package.

### 6.8 Information, promotional activities and practical support

Objective 6: We will encourage cycling as an inclusive, healthy and affordable means of travel through the provision of information, promotional activities and practical support

Measures to encourage and facilitate cycling include:

- Safe Routes to schools initiative<sup>14</sup>
- Cycle maps
- A comprehensive website including a journey planner<sup>15</sup>
- Support for schools and businesses in developing travel plans
- Annual Travel SMART cycle festivals
- Surrey Cycle Challenge<sup>16</sup> - an annual event to encourage cycling in participating Surrey workplaces
- The Golden Boot Challenge<sup>17</sup> - an inter-class competition at participating Surrey schools.

We will also explore opportunities to widen access to cycling. This could include identifying opportunities to expand the Guildford Bike Project model to help those that want to cycle to do so at an affordable price and provide valuable skills to those seeking employment, and working with Wheels for All to increase opportunities for people with disabilities to use adapted cycles.

Through the proposed cycling strategy forum, we will work with local access forums and representative groups to identify how cycling can be inclusive for all and barriers to participation for people with disabilities are recognised and reduced.

We will ensure that information is accessible to all, including people with disabilities, people whose first language isn't English, and older people who are less likely to have Internet access. We will provide alternative formats on request, and make sure that campaign imagery is appropriate for and reflective of the target audience. For example for young people we aim to portray cycling as fun and appealing, and use appropriate role models.

The Guildford Bike Project was established to refurbish and resell unwanted bikes. As well as providing volunteers with skills to improve employability, they provide affordable bikes to local people. In partnership with Guildford College, Surrey Lifelong Learning Partnership and the County Council they are establishing a Travel SMART hub in Westborough, Guildford where bikes will be available to buy.

<sup>14</sup> <http://www.saferoutestoschools.com/>

<sup>15</sup> [www.travelsmartsurrey.info](http://www.travelsmartsurrey.info)

<sup>16</sup> <http://cyclechallenge.surreycc.gov.uk/>

<sup>17</sup> <http://www.saferoutestoschools.com/gbc/index.php>

## 6.9 Campaigns on cycling safety and sharing the road

Objective 7: We will work with Surrey Police and other partners to improve cycle safety and encourage respect between different road users through targeted campaigns and initiatives.

We will continue to monitor cycle casualty rates and locations, and target efforts at those groups and locations with high incidence of cycle casualties. In addition to the infrastructure measures described above, we will seek funding to continue to deliver media and publicity campaigns targeted at motorists and cyclists as well as specific groups such as commuter cyclists, school children and horse riders. Motorists will be encouraged to look out for cyclists at junctions and to give cyclists sufficient room when overtaking, and cyclists will be encouraged to wear bright clothes, use lights and cycle away from the gutter and parked cars. We support the right of cyclists to use the road safely and considerately, and encourage all road users to take responsibility for both their own safety and the safety of others.

Alongside this, we will work with Surrey Police to ensure enforcement is undertaken in a consistent, fair and appropriate manner. We will also look at the potential to refer cyclists and motorists for further training where they are found to have committed an offence or contravened the Highway Code in relation to cycle safety.

We had numerous comments in the consultation about the need to educate all road users about sharing the road safely. Respondents pointed out that driving and cycling on Surrey's narrow, rural roads were a particular challenge, and for motorists, knowing how to pass groups of cyclists safely was crucial. For cyclists, understanding how to pass horses safely, particularly when cycling in groups, is also very important in rural Surrey. There is clearly more that needs to be done nationally in this area and we will be seeking to work with other local authorities and central government to ensure a consistent and sustained approach to information and communication about cycle safety and sharing the road.

To that end, we will also engage with the Department for Transport to call for the driving test to incorporate understanding and awareness of sharing the road with cyclists.

We will address the dangers presented by heavy goods vehicles by including cycle safety requirements for HGV fleets within future SCC contracts.

## 6.10 Licensing and Taxation

A number of responses to the strategy consultation called for greater licensing and taxation for cyclists. In particular, requests that cyclists should be required to pass a test before being allowed to cycle on the road, to display a number plate and to insure their bicycle. Some respondents also felt that cyclists should be required to pay a 'road tax'.

We consider these to be national issues but have some concerns about their implementation. With regard to a licensing scheme and permits to cycle, we are concerned about the cost of setting up and administering such a scheme and that it would act as a barrier to those people who have the most to benefit from cycling, including children and people who cannot afford to own a car. With regard to taxation, it should be noted that road tax was abolished in 1937. Motorists pay Vehicle Excise Duty

which is a tax on cars based on engine size and emissions. The funding for roads comes from general taxation and we would not support the principle that any single group should be required to pay a road tax.

## 7. Proposed strategy – Health, leisure, sport and events

### 7.1 Cycling for health and leisure

Objective 8: We will promote and encourage cycling for health and leisure

Cycling has significant potential to improve health. The government's Chief Medical Adviser recommends physical activity including cycling to help prevent or manage over 20 long-term conditions, including heart disease, stroke, type 2 diabetes, some cancers and mental health problems<sup>18</sup>. Physical inactivity is estimated to cost NHS Surrey £12.8 million per year.

We will encourage cycling for health and leisure by providing accessible information about cycling in Surrey. This will include cycle maps and a comprehensive website. We will also promote cycling through events and activities such as the Travel SMART cycle festivals. We will also offer family cycling training to enable parents to enjoy cycle rides safely with their children.

A partnership approach is needed to improving our understanding of the barriers to cycling and how best to address them, focusing on those Surrey residents with poorest health. As part of the local cycling plans, we will identify local areas and groups of people that experience poor health, and consider ways in which cycling can be encouraged among this target audience. This could include identification of new cycle routes and paths, training and led rides. In addition, we are exploring the potential to integrate cycling into the Surrey exercise referral programme.

We will work with Active Surrey to promote sport cycling, particularly amongst Surrey's young people through engagement with British Cycling, Surrey cycling clubs and the Surrey School Games.

### 7.2 Off-road cycling

Objective 9: We will encourage the provision of off-road cycle trails and activities while managing the impacts on Surrey's countryside.

Surrey is blessed with beautiful countryside, particularly in the Surrey Hills, which is used by many on a daily basis. Off-road cycling is a large part of the use in these areas. The geography of the hills makes it interesting and challenging for users. The Hurtwood Control recently recorded over 700 cyclists were using trails in the Peaslake area per day at a weekend, compared to 200 users per weekend day in Wales. The Surrey Hills is regarded as one of the top locations for mountain biking in the UK<sup>19</sup>.

<sup>18</sup> Surrey Joint Strategic Needs Assessment chapter on Physical Activity, [www.surreyi.gov.uk](http://www.surreyi.gov.uk)

<sup>19</sup> Evening Standard 2011 forlf

## ITEM 13

The consultation has highlighted that mountain biking can result in conflict between different users and can also cause damage to local habitats, particularly with the proliferation of unplanned trails over the heaths and commons. In order to address this, the Surrey Hills Mountain Bike Working Group has been developing purpose built trails to reduce conflict by segregating users and protecting sensitive sites.

There are also the potential to maximise the economic benefits of mountain biking to rural areas through the development of business opportunities and use of existing car parks, particularly outside village centres, to reduce the impact on local communities. This includes the development of the Surrey Hills Cycle Centre at Hook Woods as a centre of excellence for the elite sport, engaging professionals and young people. This will also be the focus for developing a volunteer resource to help promote and maintain the trails to optimise the experience and minimise the liability on landowners.

### 7.3 Managing high levels of sports cycling on Surrey's roads

Objective 10: We will take action to minimise the impacts of high levels of sport cycling on roads and communities in Surrey

There has been a surge in interest in competitive cycling in recent years in the UK and, as a result of the success of the 2012 Olympic road races, Surrey is increasingly seen as one of the premier locations for sports cycling in the UK. We welcome the benefits of this, in terms of inspiring our residents to engage in physical activity and in bringing economic benefits to the county, in particular supporting rural shops and cafes. However we recognise that this can also bring negative impacts particularly for rural communities for example where multiple events take place in an area on one day. We will take steps to address these impacts as far as possible, including by:

- Establishing an events calendar to improve information for local communities on events taking place in their area
- Working with British Cycling and cycle clubs to develop and promote a code of conduct for cycling
- Working with British Cycling and event organisers to ensure that events are properly run and generate minimal negative impact on local communities and explore opportunities for affected communities to receive some benefits from events
- We will also work with event organisers and business intermediary organisations to ensure that measures are in place to assist rural businesses to realise the economic benefits.

Objective 11: We will lobby central government to ensure that regulations governing events on the highway are fit for purpose

The current regulations governing cycling events on the highway<sup>20</sup> do not cover events such as sportives that are not classified as races. The regulations date back to 1960 and we are concerned that they no longer reflect the situation, with a sharp increase in events that are not covered by the

---

<sup>20</sup> Cycle Racing on the Highways Regulations, 1960.

regulations. We are very concerned that, with no requirement for event organisers to notify the police or highways authority, there are risks to safety as well as potential inconvenience to local communities.

We will work with other local authorities who are experiencing similar challenges with high volumes of cycle events in their areas to make the case to central government of the urgent need to revisit the current regulations and ensure that they properly reflect the current situation.

#### **7.4 Managing major cycling events**

Objective 12: We will support major cycle sport events which inspire participation and bring economic benefit, while minimising impact on affected communities

We will support nationally significant elite cycling events and use these as an opportunity to promote cycling to Surrey residents. We will put in place a robust events management process. In future we will support and promote events which bring economic, health, social and environmental benefits to Surrey whilst considering and minimising the impacts on local communities. In particular, we will manage the cumulative impacts of events on a community. We will only close a road once a year for a major event. Any additional major event would involve a road closure only when there is clear evidence that there is strong local resident and business support to do so.

We will also encourage all event organisers to notify us of events and make this information widely available so that communities are informed of forthcoming events.

Full details of our approach is set out in the County Council's Framework for Coordinating and Approving Events on Surrey's Highway.

## **8 Delivery of the preferred strategy**

### **8.1 Delivery in partnership**

Surrey County Council will establish a Cycling Strategy Board to oversee delivery of the strategy. The Board will meet at least twice per year and will include Cabinet member representation. The Board will be responsible for an annual report on progress against delivery of the strategy.

The County Council will also establish a Cycling Strategy Forum that will hear progress updates and will help to shape future development and delivery of the strategy.

The local plans will be developed under the guidance of the local committees and we will work with neighbouring authorities to address cross-boundary issues.

### **8.2 Funding**

The extent of cycling improvements will be determined by the amount of funding we can secure.

Capital funding for infrastructure improvements will be sought from developer contributions, local highway budgets and external sources such as government and Local Enterprise Partnership grants.

Revenue funding for promotional campaigns, events and activities will come in the short-term primarily from the Travel SMART Programme (currently funded to March 2015) and from the Drive SMART Partnership. Work will continue to look for alternative sources of funding to augment and continue existing activities. We will explore potential to access health funding to support activities that target those groups who can benefit most from physical activity. Training will be funded through a government grant and participant charging.

In-kind contributions and the work of volunteers will also be critical to successful implementation of the strategy.

### **8.3 Monitoring of benefits and outcomes**

Delivery of the strategy and progress in relation to our vision and outcomes will be monitored as set out in the monitoring plan in the appendix. We will review and publish the data on a regular basis.

## 9. Implementation

### Overarching approach

#### Strategic Leadership and oversight

Action	Who	When	Progress
Establish a Surrey Cycling Board to oversee implementation of the strategy	Surrey County Council Sustainability Group	By end of January 2014	
Establish a Surrey Cycling Forum to inform future development of the strategy	Surrey County Council	By March 2014	
Publish an annual report on progress	Surrey County Council Sustainability Group	Ongoing, starting in November 2014	

#### District and Borough cycling plans

Action	Who	When	Progress
Oversee production of district and borough cycling plans	Local committee for each district or borough	By end of 2015	
Provide expert input and local intelligence	Surrey boroughs and districts	Ongoing to end 2015	
Provide expert input on training and infrastructure	Surrey County Council	Ongoing to end 2105	
Provide cycle counts, training and casualty data at the local level	Surrey County Council Sustainability Group	On request from local committees	

#### Training available to all

Action	Who	When	Progress
Continue to provide the school bikeability service	Surrey County Council Sustainability Group	Ongoing	
Allocate funding to support cycle training among priority groups or those less able to pay, to ensure that cost is not a barrier to learning to ride a bike	Surrey County Council Sustainability Group	Funding plans in place by June 2014	
Expand and promote customised training to meet the needs of our residents and encourage safer cycling	Surrey County Council Sustainability Group	Ongoing - review annually	

#### Capturing economic benefit

Action	Who	When	Progress
Implement the Travel SMART programme, including investment in cycling to support economic growth	Surrey County Council	Ongoing – funding currently until March 2015	
Bid for funds to extend the Travel SMART approach	Surrey County Council	Ongoing	
Work with Visit Surrey to develop a cycling tourism offer and to support Surrey businesses to make the most of the increase in leisure and sports cycling in the County	Surrey County Council Visit Surrey	Ongoing Review annually	

## Cycling as a means of transport

### Infrastructure design and delivery

Action	Who	When	Progress
Progress current infrastructure schemes (Walton Bridge Links, Leatherhead to Ashted, Travel SMART improvements in Woking, Guildford and Reigate and Redhill, Redhill Balanced Network)	Surrey County Council	Ongoing -review annually	
Ensure any new cycling infrastructure takes account of principles for design and delivery set out in chapter 6.1 of the strategy	Surrey County Council Highways Projects and Contracts Group / Sustainability Group	Ongoing - review annually	
Consider infrastructure solutions set out in chapter 6.2 as part of local plans (cycle paths, cycle friendly streets, safe crossings and junctions, cycle parking and storage, route signage, cross-border infrastructure and advanced information and diversions for cyclists around roadworks)	Surrey County Council, districts, boroughs, parishes and local committees	Ongoing - review annually	
Develop a cycle audit process for new highway infrastructure	Surrey County Council Highways Service	Cycle audit process in place by June 2014	
Identify opportunities for cycling improvements within Surrey's planned maintenance programme (Operation Horizon) and within Rights of Way improvement plan	Surrey County Council Sustainability Group	Opportunities identified by June 2014	
Ensure that staff who are involved in commissioning and designing schemes within Surrey County Council's highways department are trained in the latest best practice in cycling infrastructure design	Surrey County Council Highways Projects and Contracts Group	Training plan in place by June 2014	
Improve road surfaces through Project Horizon	Surrey County Council Highways Projects and Contracts Group	Ongoing up to 2018	
Bid for funds for cycling infrastructure investment	Surrey County Council Sustainability Group / Surrey District and Borough Councils	Ongoing – review annually	

### Information, promotion and practical support

Action	Who	When	Progress
Provide comprehensive information about cycling in Surrey through the Travel SMART journey planner website	Surrey County Council Sustainability Group	Ongoing	



Review Surrey cycle map provision and funding arrangements	Surrey County Council Sustainability Group	June 2014	
Promote cycling to Surrey residents, schools and businesses through events and activities (cycle festivals, Golden Boot Challenge, Surrey Cycle Challenge)	Surrey County Council Sustainability Group	Ongoing	
Explore options to expand the Guildford bike project model	Surrey County Council Sustainability Group	Dec 2014	
Provide advice to businesses on how to promote cycling as a means of transport for staff and visitors	Surrey County Council Sustainability Group	Ongoing	
Support development of school travel plans	Surrey County Council Sustainability Group	Ongoing	

### Cycling safety and sharing the road

Action	Who	When	Progress
Continue to monitor cycle casualty rates and locations and include in the annual progress report	Surrey County Council Road Safety Team	Ongoing - report annually	
Commission and deliver media and publicity campaigns targeted at cyclists and drivers to encourage safety and mutual respect on the road	Surrey County Council Surrey Police	Ongoing - review annually	
Embed a consistent, fair and appropriate approach to enforcement for cyclists and other road users with regard to cycle safety	Surrey Police	Ongoing - review annually	
Engage with Department for Transport on the need for an ongoing and consistent approach to communication and education on sharing the road safely	Surrey County Council	By March 2014	
Develop plans for cycle safety requirements for HGV fleets within future SCC contracts	Surrey County Council	By June 2014	

### Action plan – Cycle sport, events, health, leisure and tourism

#### Cycling for health and leisure

Action	Who	When	Progress
Provide accessible information on cycling through maps and a comprehensive website	Surrey County Council Sustainability Group	Ongoing	
Identify the main areas and groups of residents with poor health and explore barriers to cycling among these groups.	Surrey Public Health Unit Surrey County Council Sustainability Group	July 2014	
Ensure that areas of deprivation and poor health, and barriers to cycling in these areas, are considered as part of local plans.	Surrey Public Health Unit	Ongoing as part of local plan development	

## ITEM 13

Work with Active Surrey to explore opportunities to encourage sports cycling amongst Surrey's young people	Surrey County Council Sustainability Group Active Surrey	Plan in place by June 2014	
--	--	----------------------------	--

### Off-road cycling

Action	Who	When	Progress
Identify opportunities for external funding the development and maintenance of a network of Mountain Bike trails in the Surrey Hills.	Surrey County Council / Surrey Hills Mountain Bike Working Group	Development Plan by June 2014	
Identify opportunities for off-road cycling improvements within Surrey's planned maintenance programme (Operation Horizon) and within Rights of Way improvement plan	Surrey County Council Sustainability Group/ Countryside Group	Opportunities identified by June 2014	

### Managing high levels of sports cycling on Surrey's roads

Action	Who	When	Progress
Work with cycling organisations to develop and promote a code of conduct for cycling event organisers in Surrey	Surrey County Council	March 2014	
Work with other local authorities and the Local Government Association to lobby for revision to the current regulations governing cycle events on the highway to ensure that they are fit for purpose reflecting modern circumstances	Surrey County Council Surrey Police	Ongoing	
Create and disseminate an annual events calendar	Surrey County Council	March 2014	
Establish a hotline number for the public to raise concerns about cycling events and behaviours	Surrey County Council	April 2014	

### Lobbying Central Government

Action	Who	When	Progress
Engage with local authorities facing similar changes in relation to high volumes of unregulated events	Surrey County Council	March 2014	
Work with Local Government Association to lobby central government for changes to current regulations	Surrey County Council	Ongoing	

### Managing major cycling events

Action	Who	When	Progress
Ensure safe and effective delivery of Prudential Ride London Surrey events for 2014-2017	Surrey County Council Emergency Management Team	Ongoing	
Ensure that all future decisions	Surrey Events	Ongoing	

regarding major events requiring road closures are carried out in accordance with the Framework for coordinating and approving events on the highway.	Coordination Group		
---	--------------------	--	--

## Annex 1 Surrey Cycling Strategy Monitoring Plan

### Objectives

Set against the Surrey Cycling Strategy aim of “more people in Surrey cycling more safely”, the monitoring plan sets out methods to:

1. Measure if that is happening.
2. Collect information that will help us to improve our interventions, for example identifying:
  - a. Behaviours that may make people more prone to becoming a casualty.
  - b. Geographic factors that can support Local Cycling Plans, such as an area of below-average physical activity.
  - c. Factors that might increase cycling levels through surveying a cross-section of the local population.

### Reporting

We will produce an annual Countywide report which will include:

- casualty analysis.
- number of people cycling, journey frequency and modal share with additional sampling of journey purpose – eg, work, leisure, shopping.
- results of qualitative surveys of users and non-users.

As well as these essential outcome measurements, a number of other input and output indicators will be monitored, such as the number of people undertaking cycle training and length of cycle route built to policy standards.

There will be individual reports for Districts and Boroughs that will be developed to be relevant to local circumstances.

### Summary of available data sources

#### Police casualty records

Data collected by the police are the source of casualty analysis. These are consistent over time (with incremental changes resulting from planned reviews) and across the country.

#### Count data

Source	About	Strengths	Weaknesses
<b>DfT minor road counts</b>	Manual counts; 120 locations set in 2010 review and these will be used every year until next review	<ul style="list-style-type: none"> <li>• 120 locations throughout Surrey</li> <li>• Raw count data is accurate</li> <li>• Hourly over 12 hours</li> <li>• Shows modal share</li> <li>• Enumerators count cyclists on pavement</li> <li>• Free to SCC</li> </ul>	<ul style="list-style-type: none"> <li>• One day a year per location</li> <li>• Sites may change</li> <li>• Not designed to be representative at a local level</li> </ul>

			<ul style="list-style-type: none"> <li>Collected nationally so can compare Surrey to overall trends</li> </ul>
<b>DfT major road counts</b>	Manual counts; 295 sites in Surrey on an eight-year cycle, 121 of which counted every year	As above	As above
<b>SCC automatic counters</b>	Permanent sensors in ground, data collection boxes plugged in as required; 72 sites in Surrey have been established	<ul style="list-style-type: none"> <li>Can collect data for as long as we want where we want, so can track seasonal variations</li> <li>Most locations pick up other vehicles flows so showing modal share</li> </ul>	<ul style="list-style-type: none"> <li>Cost money</li> <li>May not pick up pavement cycling</li> </ul>
<b>Golden Boot Challenge baseline data</b>	Collected from all participating schools usually in May	<ul style="list-style-type: none"> <li>We have 8 years worth of data in a database</li> <li>Shows modal share</li> </ul>	<ul style="list-style-type: none"> <li>One day per year</li> <li>Participating schools only</li> <li>Does not cover the secondary school sector</li> </ul>
<b>SCC manual counts</b>	Collected by Transport Studies team, will include cycles		
<b>Counts in cycle sheds</b>	Commissioned by Surrey County Council, mainly at schools and railway stations	<ul style="list-style-type: none"> <li>Gives a very accurate record for appropriate locations</li> <li>Users also relatively easy to target for qualitative surveys</li> </ul>	<ul style="list-style-type: none"> <li>Cost money</li> <li>Can't tell us modal share</li> </ul>

### National Data

National Travel Survey and census data provide some cycling information and enable comparisons with other areas of the country. Sport England Active People Survey identifies how participation varies from place to place and between different groups in the population. The survey also measures involvement in organised sport/competition. The findings can be segmented by a broad range of demographic information, such as gender, social class, ethnicity, household structure, age and disability. The Sport England Market Segmentation Data further enables us to understand how many people currently participate in sport and how many are keen to participate.

### An annual survey collecting quantitative and qualitative data

We will design, undertake and analyse a standard survey that is applied annually to a sample of people in Surrey to collect relevant information including:

1. Journey length
2. Origin-destination
3. Population profiling

## ITEM 13

4. Journey purpose
5. Journey experience
6. Frequency of cycling trips
7. Suggestions for improvements
8. Contribution to Surrey economy
9. Reasons people are not cycling

## Annex 2 - Review of Issues

This annex outlines some of the main issues relating to cycling in Surrey, in terms of potential opportunities, problems and challenges in delivering the strategy. Opportunities include:

- Improved economic benefit to the county and individual
- Improved environment
- Improved health
- Increased independence, personal mobility and travel choice

Problems that need to be addressed include:

- Increasing numbers of cycling casualties
- Conflict between different road users
- Impact of high levels of sports cycling on Surrey's roads
- Complaints resulting from road closures due to major events
- Impact of off-road cycling on Surrey's countryside

Challenges in delivering the strategy include:

- Funding pressures
- Competing pressures for space on the highway
- Barriers to cycling take-up

### 1 Opportunities for Surrey's economy

Encouraging and maintaining economic growth in Surrey is a priority for the county council. The economic benefits of cycling for transport, leisure and sport result from:

- Reduce congestion
- Improved transport choice
- Better health of residents, resulting in reduced health care costs and improved productivity of the workforce
- Leisure and tourism spend
- Spend on bikes and accessories

#### 1.1 Economy and congestion

Many areas of Surrey experience heavy traffic levels which can cause delays and reduce productivity. Encouraging modal shift from car to bicycle for shorter journeys can help relieve pressure on the highways network, particularly if focused on key routes e.g. to schools, town centres and major employment centres.

The Surrey Congestion Programme identifies key congestion hotspots and identifies cycling as an important element of tackling congestion through encouraging a shift to cycling for short journeys.

#### 1.2 Economy and transport choice

## ITEM 13

Cycling is a fast and affordable means of transport for shorter journeys. It can enable increased independence for people without access to a car (e.g. children and young people, and older people that are no longer able to drive). Safe cycling provision will encourage trips to town centres for leisure and shopping and could provide increased access to jobs in areas with less public transport provision. There is a particular opportunity in Surrey's town centres and urban areas.

### **1.3 Economy and public health**

Section 3 below outlines the health benefits of cycling. Improving the health of Surrey's residents will bring economic benefits through reduced health care costs, reduced absenteeism from work and improved productivity of the workforce.

### **1.4 Economy and leisure / tourism**

The Olympic programme brought in £800m to the local economy, with the Olympic cycle races alone bringing £44m in local benefit due to increased visitors to the area and local people spending in high streets whilst events are taking place. Some businesses on popular routes have reported increased turnover as a result of the increased popularity of cycling, but this is by no means a consistent picture. There are further opportunities to attract visitors to Surrey's countryside and encourage leisure and tourism spend.

### **1.5 Economy and the cycling industry**

Increased levels of cycling will encourage spend on bikes and accessories.

## **2 Environment**

Mode shift from car to bicycle reduces harmful greenhouse gas and other emissions, improves local air quality and reduces associated poor health, particularly in urban areas.

Reducing traffic levels can also make town centres more attractive places.

## **3 Health**

The cycling strategy provides an opportunity to improve access to cycling in areas with high levels of health problems and encourages people to use cycling as a regular exercise regime to reduce obesity and improve general health.

The National Institute of Health and Care Excellence supports walking and cycling for short journeys, as these activities can help to reduce the risk of coronary heart disease, stroke and type 2 diabetes by up to 50%, and are also important for good mental health.

For people with limited access to green space, cycling can provide an opportunity to exercise and improve access to the countryside.

## **4 Increased independence, personal mobility and travel choice**

Cycling can improve access to services and personal independence in areas of low car ownership, poor public transport or amongst those who do not have access to a car, including children and young people.



In areas of deprivation with low levels of car ownership, cycling can be important in supporting access to employment and training.

Cycling can improve mobility for those who do not have access to a car and do not live in close proximity to facilities, particularly in rural areas.

### **5 Traffic danger and increasing casualties**

The number of seriously injured cyclists in Surrey has increased over recent years, more than doubling since 2008. Government figures show that nationally the number of cyclist casualties far outstrips the growth in cycling<sup>21</sup>.

In urban areas, accident clusters around side roads and major junctions are a significant cause of casualties. In rural areas there has been an increase in casualties particularly at weekends, and a significant proportion with no other vehicle involved or involving a collision with a cycling companion.

The perception of danger is also a barrier for many people to taking up cycling, particularly among women, children and old people.

### **6 Conflict between different road users**

Feedback from residents has highlighted road user behaviour as a significant issue, with complaints about unsafe behaviour displayed by some drivers and cyclists. Increased tensions between different road users risks deterring people from cycling and increases the risk of collisions.

Following the 2012 Olympic Cycling events, there has been a major increase in sports cycling on and around the Olympic road race route. This has caused some tension with local communities and other road users in this area.

There is a further tension around the use of shared-use paths and pavements (by cyclists and pedestrians). While many people, particularly parents with young children, welcome the opportunity to cycle away from traffic, many others, in particular representatives of disabled people, have highlighted concerns regarding feeling threatened by cyclists that pass too close.

### **7 Impact of high levels of sports cycling on Surrey's roads**

A number of residents have expressed concerns relating to the large number of sports cyclists on Surrey's roads, particularly around Box Hill and the route of the Olympics road race. Concerns include the effect on journey times and unsafe or antisocial behaviour among a minority of cyclists.

### **8 Complaints resulting from road closures due to major events**

A number of residents have expressed concerns about the impact of road closures, preventing journeys on events days and impacting local businesses.

### **9 Impact of cycling on the countryside**

<sup>21</sup> [Cycle casualties rise faster than bike use](#), The Times, June 28, 2013

## ITEM 13

Off-road cycling can cause damage to the natural environment and create conflict with walkers and horse riders. There is potential to create dedicated areas for off road cycling to reduce wider impacts. Any activity to encourage off-road cycling needs to consider the protection of wildlife habitats.

### **10 Funding pressures**

There is currently limited funding available for public services in general, and cycling improvements have to be considered alongside a number of other competing priorities.

In rural areas it can be harder to access funding due to smaller numbers of potential cyclists.

### **11 Competing pressures for space on the highway**

Historically, dedicated space for cycle facilities has not often been allocated on the highway, so new provision can require a rebalancing of priorities. Limited space can also create difficulties. Measures to reallocate space from motorised vehicles can prove unpopular and may impact congestion locally (either positively, if more people choose to cycle instead of drive, or negatively, if the majority of journeys on a road are longer trips that cannot be easily cycled). As outlined in section 6, shared use pavements can have significant benefits, but also potential drawbacks.

### **12 Barriers to cycling**

Local market research has shown that barriers to cycling (in addition to the safety issues mentioned in section 5) include weather / comfort, bicycle storage, bicycle theft, lack of confidence or personal fitness, and the convenience of using a car.

### Annex 3: Research and best practice

In identifying options to resolve problems, we have explored the measures that have proved successful elsewhere (both within the UK and internationally), recommendations from the "Get Britain Cycling" inquiry and local market research.

#### Approaches based on best practice

Nationally, Cambridge has the highest levels of cycling within the UK, with approximately 10% of trips taken by bike. Measures to encourage cycling have included:

- provision of bike lanes and paths
- roads admitting cycles and buses only
- allowing cyclists to go in either direction on one-way streets
- cycle priority on some streets
- provision of park and ride services, with other motorised vehicles discouraged from the city centre
- bike hire, maintenance and repair facilities that are accessible and clearly signed
- plentiful cycle parking is plentiful, including on the ground floor of the multi-storey car park.

The compact geography of the city and a large number of students also help create high levels of cycling.

Transport for London (TfL) is developing a number of measures to encourage and facilitate cycling. At the time of writing, recent developments have included:

- "cycle superhighways" (cycle lanes on the road on major routes going into central London)
- a large scale bike hire scheme
- cycling events and led rides.

The "cycle superhighways" have attracted criticism, in particular following some high-profile casualties, and TfL are now drawing on Dutch style approaches. Their plans include:

- the development of further cycle superhighways schemes which will be segregated from motorised traffic
- a trial of a Dutch style approach to the Northern Lambeth Bridge roundabout
- a £100 million fund to create a "mini-Holland" in outer London boroughs.

Hackney has supported increases in cycling by ensuring cycling is an integral part of any new schemes, and that these consider the public realm as a whole. Many residential streets in Hackney are no longer permeable to through-traffic, making them pleasant and safe for cyclists and pedestrians.

Internationally, the country with the highest levels of cycling is the Netherlands, where over a quarter of trips are made by bike. Denmark similarly has high levels of cycling and there are examples of good practice across Europe, for example in some cities in Germany and Switzerland. Cycling levels in the Netherlands and Denmark are well above even the best performing areas of the

## ITEM 13

UK (10% in Cambridge and 2% across the UK as a whole). The experiences of these countries have shown that the economic benefits far outweigh the cost of provision.

The Netherlands has achieved high levels of cycling through a variety of measures:

- the key principles are separation and directness - major routes have good quality, wide, segregated cycle paths, built to the same standard as roads
- most towns and villages are bypassed, with no through routes for cars
- traffic management measures are in place to restrict traffic speeds and volumes on shopping streets
- residential streets have low traffic volumes because they generally are not through routes for motorised traffic - a concept known as 'filtered permeability'
- traffic speeds are generally low, bicycles have priority at junctions, cycling takes priority over providing parking spaces for cars, and there is significant investment and engineering to create suitable cycling provision.

Other European cities have achieved very high cycling levels, including some with significant hills and within different legal frameworks and differing historical and cultural factors.

### **Recommendations from the Get Britain Cycling inquiry**

The recent All-Party Parliamentary Inquiry into cycling in the UK has recommended a variety of measures to encourage cycling. Those relevant at the local level include:

- Increased investment in cycling
- Ensuring that cycling needs are considered at an early stage of all new development schemes, and cycle-friendly improvements are delivered
- Extending 20 mph speed limits in towns, considering 40 mph limits on many rural lanes, and strengthening enforcement
- Training and education for people of all ages and backgrounds, with cycling promoted as an activity for all
- Strong political leadership, with a lead councillor responsible for cycling.

The Government published its response to the Inquiry in late August and was subject of a parliamentary debate on the 2<sup>nd</sup> September 2013.

### **Local stakeholder engagement and market research**

Market research carried out in Walton on Thames and Leatherhead in 2012, as part of our bid to the DFT's safe cycling fund interviewed 304 people who lived or worked in the localities. The research explored those factors that would encourage residents to start cycling or cycle more frequently. The most common responses were "if I didn't have a car", "if more of my friends / family went cycling" and "if roads were safer". This suggests that measures to make town centres more cycling-friendly, promote cycling as an activity for all, and provide improved cycling infrastructure may be effective in increasing the numbers cycling.

The research also showed strong support for segregated cycle paths in the areas.

**Other measures suggested by colleagues and partner organisations**

Other measures that could be considered based on the problems and challenges outlined in the strategy are:

- Cycle safety media and publicity campaigns
- Improved cycle route signage on existing and advisory routes
- More proactive marketing of travel planning support to schools and businesses
- Campaigns to encourage considerate and respectful behaviour among different road users towards each other
- Improved facilities for cyclists along key leisure and sports cycling routes and destinations
- Measures to promote cycle tourism

Making our town centres more accessible by bike for shopping trips with cycle parking, maintenance and trailer hire.

## Annex 4: Appraisal of options

Option	Appraisal	Recommendation
Approaches based on best practice from the Netherlands		
Wide, high-quality segregated paths along major routes that are continuous across junctions and have priority at side roads	<ul style="list-style-type: none"> <li>• Appeals to both faster cyclists and less confident ones</li> <li>• Suitable for all age groups including young children and older people</li> <li>• Avoids conflict with motorised traffic and pedestrians</li> <li>• Market research indicates local demand</li> <li>• Requires dedicated funding</li> <li>• Only feasible where road width is sufficient to accommodate</li> <li>• May be less popular where building cycle paths reduces capacity for motorised traffic</li> </ul>	Trial at key locations when funding becomes available.
Bypassing towns and villages, with no through routes for cars	<ul style="list-style-type: none"> <li>• Encourages and facilitates cycling as a result of safer, quieter conditions</li> <li>• Creates a pleasant local environment</li> <li>• New roads would be highly expensive and controversial, with negative impacts on the environment and local communities</li> <li>• Where bypasses already exist, closing town and village centres to through traffic would be highly controversial</li> </ul>	Not within the scope of this strategy. Opportunities for traffic calming can be identified in Local Cycling Plans but will require resources to implement.
Filtered permeability - closing residential streets to through traffic	<ul style="list-style-type: none"> <li>• Encourages and facilitates cycling as a result of safer, quieter conditions</li> <li>• Inexpensive</li> <li>• Could influence traffic movements in surrounding areas. There may be concerns that traffic will be displaced onto nearby roads. However the effect may be positive if more people choose to cycle instead of drive, reducing overall traffic levels.</li> </ul>	Consider piloting approach in one or two appropriate areas as part of Local Cycling Plans, where there is local support.
Reduced speed limits and improved enforcement	<ul style="list-style-type: none"> <li>• Reduced speeds would reduce the likelihood and severity of collisions and encourage cycling through improved (actual and perceived) safety</li> <li>• Safety camera enforcement can be controversial</li> <li>• Likely to require funding for engineering measures</li> <li>• Needs to be appropriate to the location, type and purpose of the road</li> </ul>	Consider as part of Local Cycling Plans within the guidance set out by Surrey County Council's speed limit policy.

Bicycle priority at junctions	<ul style="list-style-type: none"> <li>• Appropriate implementation could reduce casualties as junctions are common accident spots</li> <li>• May impact on traffic flows and levels of congestion (either positively, if changes encourage modal shift to cycling, or negatively, if it reduces time available for cars).</li> <li>• Cost and ease of delivery would depend on the type of junction and whether bicycle priority measures could be included within existing works</li> </ul>	<p>Consider on a case-by-case basis.</p> <p>Aim to provide priority for cycle paths across side roads and safe crossings at major junctions where feasible as a starting point.</p>
Prioritising road space to cycling (over traffic lanes and parking)	<ul style="list-style-type: none"> <li>• Creates space to provide high-quality cycling provision, encouraging more people to cycle and improving safety</li> <li>• Any measures that increase congestion or reduce parking are likely to be highly controversial</li> </ul>	<p>Consider on a case-by-case basis where there would be reasonable public support.</p>
<b>Additional measures as adopted by UK best performers</b>		
Cycle paths and lanes	<ul style="list-style-type: none"> <li>• Effectiveness is dependent on quality of design and construction</li> <li>• Dependent on the availability of funding</li> </ul>	<p>Build high-quality cycle paths in key locations where funding can be secured.</p>
Roads permitting cycles and buses only	<ul style="list-style-type: none"> <li>• Creates safer and more attractive conditions for cycling</li> <li>• May have implications for traffic movement and congestion</li> <li>• Many cyclists will not want to share space with buses, particularly young children. May work if buses and cycles are fully segregated.</li> </ul>	<p>Consider on a case-by-case basis as part of Local Cycling Plans.</p>
Two-way cycling permitted on one-way streets	<ul style="list-style-type: none"> <li>• Makes town centres far easier and more appealing to navigate by bike</li> <li>• May be space constraints on some one-way streets</li> </ul>	<p>Consider on a case-by-case basis as part of local cycling plans.</p>
Accessible and clearly signed bike hire, maintenance and repair facilities	<ul style="list-style-type: none"> <li>• Will encourage and facilitate cycling</li> <li>• May be feasible in larger towns</li> </ul>	<p>Review effectiveness of existing/ planned Brompton Dock schemes in Travel SMART towns.</p>
Extensive dedicated cycle parking facilities	<ul style="list-style-type: none"> <li>• Cheap to install, popular and uncontroversial</li> </ul>	<p>Currently funded in Travel SMART towns through Cycle Improvement Fund</p> <p>Consider as part of local cycling plans.</p>

ITEM 13

Integrating cycling into all new schemes	<ul style="list-style-type: none"> <li>• More cost-efficient</li> </ul>	The Cycling Strategy and congestion programme both establish the principle that cycling should be considered in new schemes at an early stage.
Recommendations from the "Get Britain Cycling" inquiry		
Increased investment in cycling	<ul style="list-style-type: none"> <li>• Increased funding pressures on local government and competing priorities can make funding difficult to secure</li> <li>• Costs are outweighed by economic benefits</li> <li>• Local Authorities heavily dependent on central government (and now LEPs) for transport funding</li> </ul>	Local Plans will provide the basis for future funding.
Ensuring cycling needs are considered as an early stage of all new development schemes	<ul style="list-style-type: none"> <li>• As above</li> </ul>	
Providing cycle training	<ul style="list-style-type: none"> <li>• SCC already has an excellent track record in delivering training</li> <li>• Need to look at ways to improve access for those less able to pay</li> </ul>	Review and expand current offer.
Promoting cycling as an activity for all	<ul style="list-style-type: none"> <li>• Challenge to access harder to reach groups</li> <li>• Need to get the infrastructure right to appeal to less confident and returning cyclists</li> </ul>	Consider as part of any publicity or campaigns.
Strong political leadership with a lead councillor responsible for cycling	<ul style="list-style-type: none"> <li>• Importance of political leadership to address barriers and challenges</li> </ul>	Establish governance structure (Board and Forum) to ensure political leadership and involvement from key organisations.
Other measures for consideration		
Cycle safety media and publicity campaigns	<ul style="list-style-type: none"> <li>• Relatively low cost approach</li> <li>• Important in raising general awareness</li> <li>• Needs to be supported by other measures to improve safety and perception of safety</li> </ul>	Being taken forward as part of the Drive SMART partnership.
Provision of comprehensive route signage	<ul style="list-style-type: none"> <li>• Cycle Woking demonstrated value of signage which indicates travel time as well as distance</li> <li>• Relatively low cost means to promote</li> </ul>	Consider as part of the development of Local Cycling Plans.



	<p>existing routes</p> <ul style="list-style-type: none"> <li>• Needs to be carefully managed to avoid increases in street clutter</li> </ul>	
Travel plan support for schools and businesses	<ul style="list-style-type: none"> <li>• Can enable organisations to take steps to encourage cycling</li> <li>• Likely to require funding to deliver elements of travel plans</li> </ul>	Being taken forward as part of Travel SMART and for new developments. Consider potential for more self help resources for schools and businesses to support travel plan development.
Campaigns to promote considerate behaviour	<ul style="list-style-type: none"> <li>• Relatively low cost approach</li> <li>• Challenge in reaching target audiences</li> </ul>	Being taken forward through Drive SMART. More work required to look at managing conflict between cyclists and other modes of transport including drivers, pedestrians and horse riders.
Promotion of cycle tourism and associated facilities	<ul style="list-style-type: none"> <li>• Supports economic growth, particularly in rural areas</li> <li>• Impact of more cyclists in rural Surrey needs to be managed</li> </ul>	Measures being developed to address the negative impact. Work with Visit Surrey to develop appropriate proposals to support rural businesses to benefit from impact of Surrey's role as a centre for cycling.

**Annex 5 - Toolkit of transport measures**

All of the Surrey Transport Plan strategies include a toolkit of options, which indicate how they contribute towards the Surrey Transport Plan objectives. They provide a useful summary setting out a practical range of types of measures which may be introduced. For the cycling strategy, our toolkit of transport-related measures is as follows:

<b>Measure</b>	<b>Eff</b>	<b>Rel</b>	<b>Saf</b>	<b>Sus</b>	<b>Strategy which is the main promoter of the measure</b>
Surrey Cycling Board and forum	X	X	X	X	Cycling
District and borough cycling plans	X	X	X	X	Cycling
Dedicated funding to support training for children and young people who would not otherwise be able to afford it	X	X	X	X	Cycling
Travel Smart programme	X	X	X	X	Cycling
External funding bids	X	X	X	X	Cycling
New and improved cycle routes and paths	X	X	X	X	Cycling
Principles for cycling infrastructure design and delivery	X	X	X	X	Cycling
Cycle audit process	X	X	X	X	Cycling
Road maintenance activities	X	X	X	X	Asset planning
Off-road cycle routes	X	X	X	X	Cycling
Training in cycling design	X	X	X	X	Cycling
Information (cycle maps, website, cycling journey planner)	X	X	X	X	Cycling
Activities to encourage participation including school and business travel plans, cycling festivals	X	X	X	X	Cycling
Media and publicity campaigns to encourage safe and considerate use of the roads among both cyclists and motorists			X		Road safety
Code of conduct for cycling event organisers		X			Cycling
Annual events calendar		X			Cycling
Public events hotline number		X			Cycling
Framework for approving events on the highway	X	X	X	X	Cycling