

# **SOUTH GLOUCESTERSHIRE COUNCIL**

## **SELECT COMMITTEE FOR PLANNING, TRANSPORT AND STRATEGIC ENVIRONMENT**

**DATE OF MEETING 15<sup>th</sup> October 2008**

### **'GREATER BRISTOL' CYCLING CITY PROJECT – PROGRESS REPORT**

#### **Purpose of Report**

1 To advise Members of progress with the 'Greater Bristol' Cycling City project and to seek the views of this Committee for consideration by the Executive Member.

#### **Policy**

2 The Council's transport policies are set out in the Joint Local Transport Plan for the West of England sub-region. The Plan's aims and objectives are:-

- To tackle congestion, particularly by:
  - Promoting use of alternatives to the private car;
  - Encouraging more sustainable patterns of travel behaviour; and
  - Managing the demand for travel by the private car.
- To improve air quality;
- To improve accessibility for all, particularly to educational services, to health centres, and to employment; and
- To improve the quality of life.

#### **Background**

3. In March 2008 Cycling England invited bids from Local Authorities for the second round of Cycling Demonstration Towns which included for the first time a large City. Bristol City Council submitted a bid covering the whole of Bristol and a large urban area of South Gloucestershire. (Filton, Downend, Mangotsfield, Kingswood, Staple Hill, Stoke Gifford, and Bradley Stoke). This bid was supported by South Gloucestershire Council. (See appendix 1 showing geographical boundary).

4. Cycling England awarded the status of England's first Cycling City to Bristol City Council and South Gloucestershire Council on the 19th June 2008. The project has been named the 'Greater Bristol' Cycling City project. The other competing cities were Manchester, Nottingham and Leicester.

5. The Cycle City status award was for £11.4 million (£8.2 million for Bristol and £3.2 million for South Gloucestershire) these figures have to be match funded by each Council giving a total of £22.8million. The funding made available was based on population - the Greater Bristol urban area has a population of approximately 570,000 of which 160,000 is within South Gloucestershire.

6. The figure of £22.8 million equates to an investment of £16 per head of population per year for 2.5 years within the Greater Bristol area; this is equivalent to best practice in Europe. The project runs from October 2008 through to March 2011.

7. This new funding stream is to be a mixture of both revenue and capital and as such offers more flexibility than is normally the case with government funding streams. The local authority contribution would be assessed over the lifetime of the project and not on a yearly basis so contributions could vary for each year. Both authorities are still awaiting confirmation from the Department of Transport as to how financial arrangements will be established. However, it is understood that the Department of Transport will make payments to the lead authority, Bristol City Council, South Gloucestershire Council would then claim the costs from Bristol.

8. A two day visit by representatives from Cycling England took place on the 23<sup>rd</sup> and 24<sup>th</sup> July. The aim of this visit was to meet representatives from the two Councils and provide advice on the type of measures and initiatives which could assist in achieving the targets set out in the bid document.

## **The Targets /Aims**

9. The Cycle City award has an ambition not just to inspire other areas in England, but also to act as a beacon for other cities worldwide - showcasing best practice cycling initiatives which lead to a change in attitudes and significant increase cycling.

10. The Greater Bristol bid aims to:

- double cycling to work
- double cycling to school
- double the use of on-street public cycle parking facilities
- Double the number of people who see cycling as a realistic travel option, increasing the number of total journeys that are made by bike in the Greater Bristol area from 3-4% to 7-8%.

11. To achieve these targets a list of criteria has been proposed by Cycling England (CE) and is set out below,

- a) Bristol City Council and South Gloucestershire Council will provide matched funding for cycling-specific schemes, at least equal to the Cycling England contribution, during the period of the funding. ("cycling-specific schemes" do not include those schemes which have only a general benefit to cyclists.)

- b) Bristol City Council and South Gloucestershire Council agree to deliver 'Bikeability' cycle training with National Standard accredited instructors. Within the period of the Programme, and as a minimum they will offer all children in the Cycling Town / City area the opportunity to achieve Bikeability level 2 before they leave primary school. Up to one half of the funding required for this may be met from CE Cycling Towns and Cities funding and the rest match funded. Additional central Bikeability funding may be available to help offer Bikeability to all children in the funding area in future. This will not be possible in 2008/9.
- c) Bristol City Council and South Gloucestershire Council agree to establish 'cycling champions' to work with a minimum of 10 schools per annum to boost cycling levels to school and a series of after school cycling clubs to support the above. CE will offer an optional centrally commissioned school champion's package to all Cycling Towns and Cities.
- d) Bristol City Council and South Gloucestershire Council agree to maintain the National Cycle Network for which they are responsible.
- e) Bristol City Council and South Gloucestershire Council agree to take part in CE's national online cycle journey planner project. This project is funded separately to the Cycling Towns and Cities Programme and requires only collaboration with CE's data collection agent. In return the Local Authorities will be given a set of free up-to-date high quality cycle data upon which it may base maps and other information; as well as becoming part of CE's National Online Cycle Journey Planner project.
- f) Bristol City Council and South Gloucestershire Council agree to form a local stakeholder and steering group upon which sit a range of the Programme's stakeholders. This should include (at least) other local authorities involved in delivery of the project; the local PCT(s); station / rail franchisee(s); key employers, key developers; and local cycling organisations.

12. Bristol City Council and South Gloucestershire Council are wholly responsible for ensuring delivery of the work programme and that the aims of the programme are achieved.

13. Four key themes have been identified to deliver the targets set out in paragraph 10 and increase the number of people cycling in the Greater Bristol area, these are;

- 1) improvements to infrastructure
- 2) increased levels of cycle training (bikeability)
- 3) Smarter choices**
- 4) Partnership/Community Engagement

14. The funding allocation proposed for each of the themes is that approximately 70% of funding should be allocated to infrastructure, 11% on cycle training and 13% on Smarter choices and Partnership/Community Engagement. The remaining % will be used to finance the project team and undertake monitoring. This equates to

Infrastructure – £2,240,000

Cycle training - £360,000

Smarter choices/Promotion and Partnership/Community Engagement – £400,000

for South Gloucestershire

15. The reason for the high % for infrastructure is based on advice received during the two day visit by Cycling England and by available research into increasing cycling levels. It can be confirmed that further research has been initiated with the University of the West England to establish definitive evidence with regard to increasing cycling levels by either infrastructure measures or softer measures (bikeability /Smarter choices)

16. In terms of the four key issues and the progress to date in formulating proposals,

### **1) Infrastructure**

17. The Initial proposals are only early indications of what might be implemented and will be subject to detailed design and consultation. The proposals are prescribed and suggestions will be welcomed for consideration. Proposals being investigated include

- New off-road and on-road cycle corridors to link the North Fringe from Bristol centre
- Cycle review (aimed at improving cycle safety) on major radial routes i.e. A38 and A432
- Cycle safety measures at accident cluster sites
- New cycle parking facilities at schools, railway stations, public buildings.
- Clear signing of cycle routes

18. New cycle corridors to the North Fringe could include

1) City Centre to Parkway Station

2) Parkway Station to Cribbs Causeway

3) Parkway Station to Bradley Stoke Leisure Centre & Community School

4) Bradley Stoke to Cribbs Causeway

5) Henbury to Cribbs Causeway

6) Bradley Stoke to Cribbs Causeway via Northfield

7) Ring Road Path

8) Emerson's Green - links to village centre

9) Northern link to UWE

10) Southern link to UWE

11) Western link to UWE

12) Eastern link to UWE

13) Yate Spur

14) Bradley Stoke area - New cycle route signage / improved links

Possible future schemes if funding is made available after March 2011

- Bristol to Winterbourne via the Frome Valley
- Yate Spur extension towards Iron Acton

### **Staff Resource to deliver infrastructure**

19. To deliver the schemes identified it is recognised that additional staff resources are required in the Traffic Management Team. Initial estimations suggest that given the high work load proposed 3 additional staff members are required. A senior engineer a senior technical officer, and a technical officer to design, consult, and supervise installation of the programme of works. These posts would be on a fixed term contract and last for the duration of the project. The costs would be borne by the Cycling England grant.

## **2) Cycle Training / Bikeability**

20. South Gloucestershire Council is one of the first Authorities in the Country to be accredited with Bikeability, is recognised nationally as a leading Authority and has provided guidance to other authorities. Currently cycle training is free for participants and is to Bikeability standard. As part of the Cycle City project it is proposed to double the number of school children receiving cycle training.

21. Given the additional funds available it is proposed to undertake the following initiatives,

- Currently 1,100 children per year are being trained, mainly at level 2. There is a potential market of 6,500 school pupils who attend primary school and large increases of bikeability training could be achieved, particularly at level 1. This figure would increase to 2,200 per year
- Adult cycle training to be developed
- Link with the Primary Care Trust to deliver a programme of cycle training as an aid to recovery and recuperation.

22. Staff resource required to meet these targets

23. Cycle training is currently managed on a day to day basis by an Assistant Road Safety Officer working 25 hours per week and reporting to the Road Safety Officer. That officer is an Accredited Bikeability Trainer. The administration support is provided by a part-time clerical officer also working 25 hours per week. There is also currently two cycle training co-ordinators who mentor new instructors, quality assure existing instructors in addition to delivering training.

24. To deliver the targets set out in paragraph 10 the proposed staffing requirement would be,

- **A full time Road Safety Officer** to manage the overall bikeability package for the next two and a half years and deputise for the Senior Road Safety Officer who will be lead officer on bikeability.
- **Clerical support** would be needed. The current clerical officer works 25 hrs per week and this may need to be increased with an additional part-time officer to cater for the additional workload of the team.
- **Accredited Bikeability Trainers.** Four full time bikeability trainers will be needed to provide sufficient training to cover bikeability and adult cycle training. All appointees will have to be trained to accreditation standards.

25. The Council currently spends £140,000 per year on the provision of bikeability training and this figure will need to double each year during the two half years of the project. The additional £140,000 for each year will be funded by Cycling England.

### 3) Smarter choices and Promotions

26. Key to the Cycle City project is the role of Smarter Choices and promotion. It is essential that the programme of infrastructure works is well promoted to ensure that people use it and therefore achieve the aspirations of the project to double cycling in the area. Similarly in order to achieve this stretching target it is important to encourage people who currently don't cycle to work.

27. The promotion element of this work will look at undertaking market research to understand why people currently don't cycle and to look at things that would encourage these non-cyclists to get on a bike. There is recognition that the work programme for this cannot pre-empt the market research and as such will require further development over the coming months.

28. The project is anxious to raise the profile of the Cycling City. Discussions including holding a series of events all over the Greater Bristol area will take place whilst this is at the initial conception stage. Further work will be undertaken in the coming months. Branding will feature high on the agenda and proposals will include a dedicated website.

29. A major factor for delivering smarter choices in South Gloucestershire will be to engage with industries employing large numbers of employees to promote cycling in workplaces. The major employers in the North Fringe and at Aztec West will be the main focus for the emerging Smarter Choices programme. It is key to engage with local employers in order to identify how best to approach the programming of this workstream.

30. Other issues under consideration include:

- Employer travel plans – to encourage businesses to promote cycling as a viable commuter alternative.
- Publication of more free maps and guides from a cyclist's perspective including developing the new web-based journey planner

- Roadshows carried out at employment sites to promote cycling and the wider Smarter Choices agenda to employees
- Promoting cycling events and holding more of them, targeting all promotion activities to target audiences and not a one size fits all approach
- Surveying residents and employers on what cyclists need

31. Staff resource to deliver the Smarter Choices and Promotions elements.

32. It is not possible at the moment to dictate an exact programme of works for these elements of the project as there is a need for research and engagement with local businesses and communities to facilitate the successful implementation of the project. The funding available for the Smarter Choices and Promotions elements of the project is £400,000. This is a significant increase in the existing budget for these elements of work.

33. The success of these work streams is dependent upon the people resource available to proactively take them forward. In order to successfully implement a programme of smarter choices and promotion, it is envisaged that 2 FTE officers would be required for the life of the project.

#### **4) Partnership / Community Engagement**

34. Officers currently hold regular liaison meetings where cycling issues either form part of the main discussion or are high on the agenda. These liaison meetings include;

- South Gloucestershire cycle forum meetings (6 meetings per year)
- Joint Cycleway Group meetings (4 meetings per year)
- Green Commuter Club meetings (4 meetings per year)

35. These liaison meetings will continue and the experience of working with these groups will help assist in engaging with the wider public.

#### **Work Programme**

36. A Work Programme has to be formally agreed and signed off with Cycling England by the end of October 2008. The work programme will include information of projects to be initiated and or delivered within the first 6-9 months of the project lifecycle that requires funding from Cycling England. The indicative breakdown of funding available for the next two and half years is,

- 2008/09 (6 months) - £1.4 million (£400,000 for South Glos)
- 2009/10 - £5 million (£1.4 million for South Glos)
- 2009/10 - £5 million (£1.4 million for South Glos)

37. Also, the work programme will provide information concerning the longer term aspirations and in particular how they sit within the overall programme / strategy based on the four key themes highlighted in paragraph 13 of this report. Approximate cost amount for each project and proportion of total required from Cycling England will also be required at this time.

38. The funding available for the first 6-9 months will finance the commencement of detailed design and consultation for a number of infrastructure corridor schemes (listed in paragraph 18). It will also allow for improvements to existing cycle facilities particularly in the Bradley Stoke and Emerson's Green areas of South Gloucestershire. Measures include junction treatments, new cycle paths, and improved signing/carriageway markings.

39. Additional cycle training will be provided for schools within the project area and adult cycle training will be rolled out during the course of this financial year. Smarter choices work will commence in earnest to enable delivery of this particular theme.

## **Stakeholder Engagement**

### Stakeholder Panel

40. To further engage with stakeholders a Stakeholder Panel has been formed. It is the role of this panel to represent views of the wide range of different user and stakeholder groups which exist. The purpose or terms of reference of this group would not be strictly defined and it is likely that this panel will evolve as the project moves forward and grows. This group would be a way of engaging on the Cycling City project, providing regular updates, discussing and agreeing ideas or projects/programmes as they arise. A simple description could be that they act as "sounding board". The stakeholder panel comprises of 8 members with representations from the CTC, cycle campaign groups and community groups. Three members of the stakeholder panel attend South Gloucestershire cycle forum meetings on a regular basis.

### Stakeholder Group

41. It is vital that all the stakeholders are involved in the programme. It is imperative that the community feel empowered by the Cycling City Project and without that engagement the project may receive negative input. Evidence has shown that the existing demonstration towns have had very successful and positive relationships with stakeholders and they have been very much involved throughout the life of those projects. There is still much to do to share the vision with the community and empower them to be part of the Cycling City. This process is in its infancy and will evolve and grow with the project. It should be stated that the stakeholder group are not all cyclists.

## **Governance Arrangement**

42. A project champions group, project board and project team have been established to lead this project on behalf of both South Gloucestershire and Bristol City Council. The project team reflects the focus of both the emerging work strategy and the work programme. The stakeholders panel will meet with the board on a regular basis to ensure that a wide range of stakeholders have input to the board and its decision making. The emerging governance arrangement is detailed in appendix 2 of this report.

43. The Project Board comprises the following,

Project Executive – Bristol City Council  
Senior Representative – South Gloucestershire Council  
Senior Representative – Bristol City Council  
Customer Representative – PCT (Bristol / South Gloucestershire)  
Customer Representative – Cyclists (Sustrans)

Reporting to the project board is the project team comprising of

A Project Manager (Bristol City Council)  
A Deputy Project Manager (south Gloucestershire Council)

44. The Project team has been formed to deliver on these key issues and at present interim appointments have been made from existing staff to progress the project. It is intended to recruit into these positions for the duration of the project.

### **Monitoring**

45. Bristol City Council and South Gloucestershire Council will fund the purchase and installation of cycle counters, at locations to be agreed with Cycling England; carry out other cycle monitoring, as required by Cycling England; and make available to Cycling England or its agents the necessary data to enable effective and consistent monitoring across the programme.

46. C E has tendered for a monitoring contract and this will be awarded in September. This will allow for a team of monitoring and evaluation experts to work with Greater Bristol to draw up a monitoring plan to measure levels of cycling. The contracted monitoring team will make a series of recommendations about our current monitoring and where this needs to be adapted or improved. This may require the purchase and installation of automatic cycle counters that will need to be funded from our 2008/9 cycling city budget.

### **Finance, Legal & Personnel Implications (GS) (AW) (IW)**

47. The advice from Cycling England is that match funding does not have to be provided in terms of each and every individual project and programme on an equal basis. Some projects will be fully funded by the authority (mainly those that had already been programmed) and some will be fully funded by Cycling England. The important thing is that over the 2.5 years, a total of £22.8M is spent by both councils on cycling. Officers have identified both revenue and capital streams of match funding related to work already being undertaken by the council in terms of existing projects and programmes including section 106 monies and other capital programmes.

48. This financial year (08/09) the funding for cycling is;

- Cycle training (including staff costs) - £140,000
- Cycle Revenue (mainly spent on promotion and publicity) - £38,000
- Local Transport Capital Programme cycle schemes for 08/09 (including staff costs) - £510,000

- Local Transport Capital Programme schemes for 08/09 which would a direct benefit cycling i.e. GBBN (including staff costs) - £300,000
- Developer funded cycle schemes for 08/09 - £100,000

49. In addition, there will be developer funded schemes mainly in the North Fringe which should be implemented over the next 3 years which would benefit cycling. The proportion of costs for cycling equates to approx 500-750K each year

### **Sustainability Implications**

50. The promotion of cycling as an alternative means transport to the motor car is a primary objective of the Council Transport Policy in terms of improving the environment by reducing pollution and congestion.

### **Equalities and Racial Impact Assessment**

51 It is considered that an assessment is not required in relation to the issues addressed in this report.

### **Risks, Mitigations, and Opportunities**

52. A risk assessment has not yet been completed for this project as it will follow on from the approval and agreement of the work programme. One issue that needs to be addressed and be prepared quickly is a risk register. This register needs to be an honest assessment of the risks to ensure that the timetable for delivery is real and achievable.

53. The financial reward provided by Cycling England is a fixed amount and must be match funded by the local authorities. It has been established that match funding is available for the first year of the project but as part of the forthcoming Local Transport funding allocation for 2009/10 and 2010/2011 funding should be maintained for cycling schemes as in previous years to cover the match funding element.

### **Conclusions**

54. The Work Programme has to be formally agreed and signed off with Cycling England by end of October. The work programme will include information of projects to be initiated and possibly delivered within the first 6-9 months. Initial works will be focused on the four themes and is described in paragraphs 38 and 39 of this report.

55. The work programme will provide information concerning the longer term aspirations and in particular how they sit within the overall programme / strategy, again, based on the four key themes. Approximate cost amount for each project and proportion of total required from Cycling England will also be required at this time.

56. It is too early yet to form any conclusions. When the work programme has been agreed with Cycling England and then that will start to give an indication of progress and cost. As a consequence, further update reports will be presented during the course of this project.

## **RECOMMENDATION**

That Select Committee provide comments and observations with regard progress made to date with regard the 'Greater Bristol' Cycling City project. Also, Committee endorse the initial work programme for the first 6-9 months of the project.

### **Author**

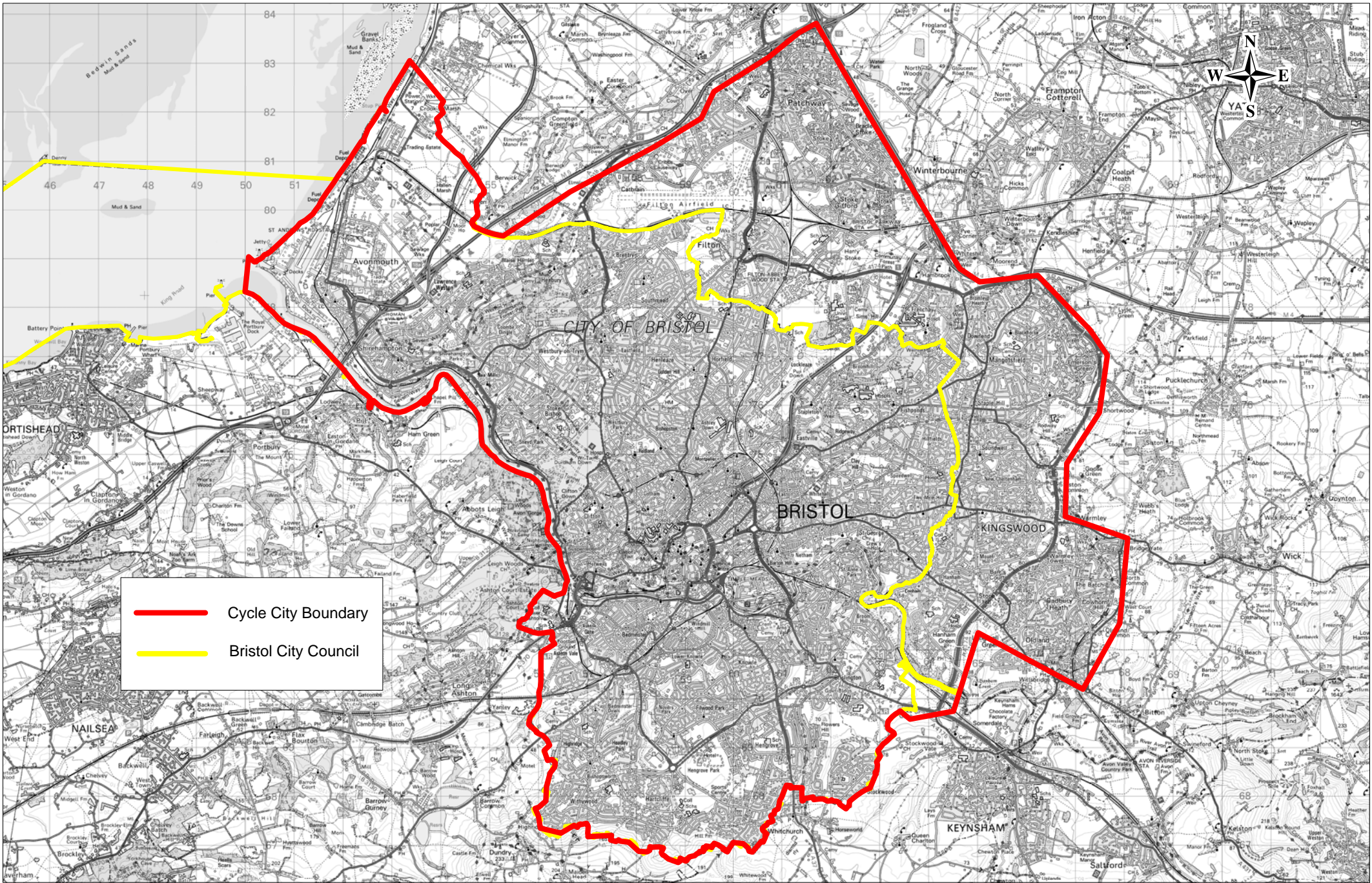
Peter Jackson, Director of Planning, Transportation and Strategic Environment


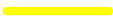
### **Departmental Contract**

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### **Background Papers**

Appendix A – Geographical area  
Appendix B – Roles and Responsibilities (interim)



	Cycle City Boundary
	Bristol City Council

**Traffic Management**

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**ROLES AND RESPONSABILITIES (Interim).**

