

**BRISTOL CITY COUNCIL  
CABINET**

**30<sup>th</sup> October 2008**

**Report of:** Strategic Director - City Development

**Title:** Cycling City Project

**Ward:** Citywide

**Officer Presenting Report:** Colin Knight, Head of Transport Operations

**Contact Telephone Number:** (0117) 9222940

**RECOMMENDATION**

It is recommended that:

1. Cabinet note and endorse the excellent news of the award of Cycling City status for Bristol.
2. The governance arrangements, as set out in Appendix A of this report are agreed.
3. The work programme as detailed in Appendix B & C to this report, be approved for submission to Cycling England.
4. The Capital Programme is amended to include this spending subject to approval by Cycling England and confirmation of match funding.

**Summary**

The report outlines the background to the bid process undertaken in March 2008 leading to the very welcome news of award of Cycling City status in late June. This brings £11.4 million of new funding which, together with match funding, leads to an unprecedented £22.8 million to be spent with the aim of doubling the number of people cycling over the next 2.5 years in both Bristol and South Gloucestershire Council. The report sets out the Governance arrangements and the proposed work programme. At the core of this project is the involvement of a range of key partners which will be essential to the delivery of our Cycling City designation. The work programme includes over £5 million of Smarter Choices, Bike Training and engagement with communities work programmes. This programme is required to be submitted to Cycling England for signing off by the end of October 2008. This is a very exciting project with fantastic opportunities which include

- a step change in how people travel around the city

- improved health for the wider population
- reduced pollution and congestion
- Improved road safety for pedestrians and vulnerable road users.

It should be noted that this is the first stage of a longer term process to ensure a true cycling culture is embedded in Bristol.

**The significant issues in the report are:**

- The requirement for partnership working between Bristol and South Gloucestershire Councils, and other stakeholders, including cycling and environmental groups, health professionals, business and academics in successfully delivering this project.
- Governance proposals.
- The work programme.
- The match funding for project, which in the case of Bristol City Council is £8.2 million

**Policy**

**2. Joint Local Transport Plan**

Corporate Plan:

Our City Ambitious Together - The proposals contained in the report will play a large part in delivering the sustainable transport system that the city demands.

Our City Safer and Healthier - The proposals contained in the report will provide the increased opportunities for Active Travel outlined in the plan, such an important component of a healthy lifestyle.

Our City Better Neighbourhoods - Cycling City measures will contribute to the creation of high quality local environments with easy access to good facilities.

Green Capital

**Consultation**

**Internal**

**3. Jane Hamill, Equalities Officer.**

Richard Mond, Head of Parks, Estates and Sport who commented as follows:

“There are important synergies between the aims of the Parks and Green Spaces Strategy and the aim of increasing cycling. Green spaces provide an attractive environment for cyclists, who in turn provide informal surveillance of parks, increasing their security; and of course parks are destinations as well as through routes for cyclists. Alongside these mutual benefits, there is a need to mitigate potential conflicts - ensuring, for example, that there is space to accommodate both pedestrians and cyclists with detailed design features which encourage co-existence”.

Officers will be consulting with the Parks Forum at the earliest opportunity, following approval by Cabinet, in relation to any proposals affecting parks or open spaces in order that we address specifically the concerns outlined above in Richard Mond's response.

Kate Hoare, Head of Strategic Development.

Kate Champion, Programme Director, Transforming Learning CYPS  
Dr Hugh Annett, Director of Public Health

### **External**

4. Primary Care Trust  
Stakeholder Panel to the Cycling City Project who comprise volunteers representing the cycling organisations and cyclists as customers in the wider sense.

South Gloucestershire Council

### **Context**

5. Cycling England is an organisation who have been charged by the Government to deliver programmes that encourage more people to cycle and are funded by Department for Transport (DfT). They are the body responsible for giving grants to local authorities under the heading of Cycling Demonstration Towns and Cities.
6. 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 and South Gloucestershire Council, with the support of the Primary Care Trust and other stakeholders, submitted a joint bid covering Bristol City Council and that area of South Gloucestershire Council bounded by the M4, M5 and Bristol City. Cycling England awarded the status of England's first Cycling City to Bristol City Council and South Gloucestershire Council on 19<sup>th</sup> June 2008. This recognition of our future plans was strongly

underpinned by the great progress made in developing cycling in the city since 2001 through both the Local Plan and the Local Transport Plan which has increased by 17% since 2005. These future plans will be clearly dovetailed with wider transport programmes via the imminent RFA 2 process, and in due course the next Joint Local Transport Plan. The project will help us greatly in fulfilling our ambition to become a Green Capital. Cycling England visited Bristol in July to discuss our emerging work programme. They were very excited about emerging ideas and the potential opportunities.

7. The award of this status means that the councils will receive a total new level of funding of £11.4 million (£8.2 million for Bristol and £3.2 million for South Gloucestershire). This has to be 100% match funded, making the total funding for this project £22.8 million, and equates to an investment of £16 per head of population (this is equivalent to best practice in Europe).
8. The aim is to double cycling. This will be measured through five specific targets; cycling to work, cycling to school, occupancy and provision of new cycle parking and number of people who see cycling as a realistic travel option. The achievement of these targets will ensure a major contribution to the promotion of sustainable transport and quality of life concerns such as air quality and congestion and contribute greatly to better health through active lifestyles.
9. The programme of 2.5 years is very challenging but this is only the start of the process of embedding a cycling culture in Bristol. Part of this project will be to ensure that work commences on developing a 10 year plan for growing the number of people who see cycling as a real and convenient mode of transport. This plan needs to “mainstream” cycling so that everyone feels comfortable cycling in their everyday life. The Council, working with its partners, is committed to seeing the full range of benefits emerging from increased participation in cycling ranging from healthier, more active lifestyles to helping combat traffic congestion and air quality pressures.

## **10. Project Governance**

Crucial to the success of the bid is the need to demonstrate wide partnership engagement, and solid governance arrangements. The project governance arrangements have been developed with South Gloucestershire Council and other partners. They are set out in Appendix A. The main points to note are the multi-agency project team and the number of agencies and Stakeholders who are engaged in this project.

## **11. What Works?**

To ensure we achieve our targets we have to focus on projects, programmes and initiatives which have the best chance of increasing the numbers of new people taking up cycling as a regular means of transport. We have therefore commissioned Adrian Davis, a respected Transport and Health Consultant, to give us advice in these respects. Adrian has previously provided advice and worked jointly for Bristol City Council and the Primary Care Trust.

**12.** The main points to note from the research undertaken are as follows:

- There is unequivocal evidence that infrastructure measures to improve conditions for cyclists both on and off road, including design for safe intersection crossing, while placing restrictions on car use, is critical to increasing numbers of cyclists.
- There is clear evidence that off road, traffic free routes, are an invaluable means of travel for many people in urban areas, and that these routes may attract more female cyclists and black and minority ethnic groups. In addition 20mph speed limits are beneficial in increasing cycle numbers, and also reduce through traffic.
- Behavioural change measures, such as personalised journey planning or TravelSmart can increase cycling by between 10-17% among those targeted.
- The critical issue is reaching a level of cycling where it starts to make a perceivable improvement in safety ie “safety in numbers”

**13.** Officers have visited Portsmouth where a citywide 20mph speed limit has been applied to residential roads and not main roads. A 20mph limit is a signing scheme only. The scheme in Portsmouth was well supported by the public and all political parties.

**14.** Evidence from elsewhere shows that the number of people cycling increases as the speed of general traffic reduces and officers will work with stakeholders to investigate suitable opportunities for 20mph speed limit pilots.

## **15. Our Approach**

There are currently 20,000 cyclists a day on Bristol's roads. To achieve our target we need to increase this to 40,000 by 2011. This will be the figure we are most likely to be measured against. However in order to achieve this increase we estimate that there will need to be an increase of somewhere between 100,000-150,000 more people cycling across the whole of Bristol by 2011. This is a great opportunity to use the Cycling City project as a basis for a long term transformation of cycling in the city. The long term aim is to make cycling convenient, safe and the

mode of choice for short journeys within and across the city.

16. To generate this large initial shift, or critical mass, the programme is a balance of highly visible quick wins, and more long term infrastructure projects alongside the essential “hearts and minds” programmes to encourage occasional and leisure cyclists to cycle more, and new cyclists to try cycling, with the best encouragement to make that work. This package of measures will attract larger numbers than other initiatives might. Recognising that a disincentive to cycling is the absence of direct, convenient and continuous routes, a number of schemes will address these missing links. We will also focus our efforts on those people and communities where a large number of people use their cars for journeys of less than 5km in length. We know from our own traffic models that there are 45,000 such trips per day where such journeys are made. We are also working in partnership with the University of West of England Smarter Choices department to ensure we focus messages and campaigns in a focused and targeted manner. We are using an approach used by the advertising industry, in using MOSAIC data, to target these messages at household level.

## **17. Work Programme**

Officers are working towards the completion and sign off (formal approval) of what is termed the Work Programme by Cycling England at the end of October 2008. The Work Programme will identify all of those projects, programmes or initiatives which are to be delivered within the lifetime of the project and is based on the approach outlined above. The work programme will be under continuous review and there will be flexibility within it to amend as schemes and programmes progress and dialogue and community engagement continues. A summary of the allocation of funding proposed for the work programme can be found in Appendix B with short description of those schemes whose costs are estimated at greater than £500,000. The three schemes identified show the wide range of ambitions contained within the programme new or improved routes linking the centre of Bristol to North Somerset, Bath and North East Somerset and South Bristol as well as providing excellent cycling links to Filton and the northern fringe.

18. In addition to these three schemes there is the Greater Bristol Bus Network project which offers the opportunity to address the serious road safety issues on radial routes and to provide quality on road facilities. We will work local stakeholders to audit routes. Our experiences of earlier major radial schemes of this nature e.g. Bus Corridors 1 and 2, are that this has resulted in increases in number of people cycling. Opportunities to improve cycling provision as part of BRT and other major public transport projects will be developed. A plan showing the major elements of the new infrastructure programme is shown in

## Appendix C.

- 19.** The programme sees a huge “step change” in what might be termed “softer measures” with funds for smarter choices, promotion/branding and bike training totalling £5.3 million. This is a large proportion of the total funds available in recognition of the importance that these initiatives can play in changing behaviour/attitudes. Bristol is very fortunate to have a significant group of specialist providers in these service areas, and the project will be strengthened by their expertise in delivering many of the initiatives. There is an opportunity for them to be at the forefront of this provision by bidding for this work through the commissioning and procurement process. Engagement with communities is essential and during the Cycling England visit in July the representatives from Cycling England visited the Knowle West Media Arts Centre. They were very impressed by the opportunities offered by engaging with communities through such organisations and local champions. These initiatives will all play a part in the Council delivering on other LAA targets, for example Providing the Environment for a Thriving Third Sector (NI7).
- 20.** Some “quick wins” works are already happening with new bike racks and cycle path improvement underway. The challenging timescale means an early start is essential however, and the following are planned to be delivered in the first 6-9 months;
- Shuttle working on Prince Street Bridge
  - First phase of the new northern route to Lockleaze
  - New route along Hartcliffe Way linking south Bristol to the city centre via the Malago Greenway
  - Urgent procurement of “softer measures” providers to commence adult cycle training, personalised travel planning and such like
  - Bike It officers working in over 20 schools encouraging children to cycle to school
  - A wide range of community events in local community areas promoting and encouraging people to cycle
  - Partnership working with local champions as a means of engaging with communities especially those disadvantaged communities.
  - Start of consultation on pilot 20mph speed limit areas
  - Signing the Bristol to Bath Railway Path and links to and from it.
  - Secure Cycle Parking

Other opportunities will also be explored to link up Cycle City initiatives with other areas in the spirit of achieving wider partnership aspirations, for example working with environmental and cycling organisations and community partners to refurbish dumped bikes, thereby reducing land-fill and increasing recycling rates, and providing valuable bike maintenance skills for young people. Cycling City also gives an

opportunity to add to other initiatives planned during the funded period such as completing cycle links around the Floating Harbour as an element of the proposed 200<sup>th</sup> anniversary project.

## **21. Compulsory Purchase Orders**

When considering new or improved infrastructure routes it is hugely important that no single barriers remain on a route. Evidence is quite clear that the existence of only one such barrier deters cyclists as what it means is that the route is neither coherent or continuous. Officers have therefore reviewed the work programme to identify those sites where it will be necessary to buy land to remove barriers. An early start on land requirements is essential and we are working with Property Services (Central Support Services) to try and reach agreement with landowners. However in the event that this is unsuccessful we would need to proceed with compulsory purchase orders (CPO) of such land. If it is necessary to pursue CPOs a further report will be brought to cabinet.

## **22. Match Funding**

Details of match funding to be provided can be found in Appendix D. Officers have provisionally identified both revenue and capital streams of match funding for Bristol totalling in excess of £8.2 million related to work already being undertaken by the council in terms of existing projects and programmes including section 106 monies and other capital programmes. It should be emphasised that no funding is being reallocated to be included as match funding. All of the streams identified in Appendix D are transport related. Again, similar to the point made in paragraph 19 the total of match funding being focussed on, what might be termed “softer measures”, bike training and smarter choices, is £1.3 million.

## **Other Options Considered**

- 23.** A number of options have been considered. Prompt implementation of the first elements of the programme is essential, hence the early schemes are those for which development work has already been undertaken. However, as the project progresses we will scrutinise, through the governance structure, progress and, in partnership with stakeholders, refine the programme to ensure our target is achieved.

## **Risk Assessment**

- 24.** A full risk assessment will be carried out for all elements of the work programme once more detailed proposals are available. The main risks of not agreeing to this course of action are as follows:-

If we do not use the funding provided by Cycling England on the agreed work programme there is a risk that they will withdraw funding.

**25.** The main risks of agreeing to this course of action are as follows:-

We ensure that the necessary staff are in place having the appropriate skills.

**26.** The action taken to mitigate these risks is:-

Staff have been seconded into the project team on an interim basis in order to make an early start on the project. A national advert will be placed in late October to fill these positions permanently.

### **Equalities Impact Assessment**

**27.** Officers have met with Jane Hamill who is the recently appointed Equalities Advisor for City Development. However, at this time we do not believe that specific assessments are required for Faith or Lesbian, Gay or Bisexual groups because it is not foreseen that there will be a differential impact for these residents in the community. For the other groups of Gender, Race, Disability and Age, assessments are required because there could be a differential impact on them. Officers recognise that further work is required to develop the Equalities Impact Assessment as the project is progressed, to ensure that the positive impacts for all sectors of society are enhanced, and the negative impacts mitigated.

### **Environmental Impact Assessment (EIA)**

**28.** The significant impacts of this proposal are:

The aim of this project is to double the number of cyclists. If we assume that a large number of these new cyclists are transferring from journeys currently undertaken by cars or public transport, then this will have a positive impact in reducing emissions of Co2 a greenhouse gas, reducing air pollution, reducing noise levels and reducing congestion. In addition to this there is evidence from Europe that an increase in cycling numbers, achieving a critical mass, where it is apparent that there is "safety in numbers", results in actual improved safety for both pedestrians and cyclists. The other significant impact is evidence shows (Active Travel) that where exercise can be built successfully into peoples daily routines, as part of their journey to/from work, they are more likely to continue with it, and the health benefits that result are significant for these people. Detailed EIAs will be prepared for individual projects.

**29.** The proposals include the following measures to mitigate the impacts:

None

**30.** The net effects of the proposals are:

Improved health for the wider population of the city, reduced pollution and congestion. Improved road safety for pedestrians and vulnerable

road users.

Please refer to Appendix E for Eco Impact assessment and summary of impact and mitigation.

## **Legal and Resource Implications**

**Legal** The City Council has a key role to play in its capacity as traffic and highway authority in delivering the Work Programme referred to in this report. The partnership working arrangements will be subject to the formal entering into of legal agreements in which the Council's legal and financial interests will be protected. With respect to restriction or regulation of vehicular and other traffic - this can only be made by means of a Traffic Regulation Order (TRO) under the Road Traffic Regulation Act 1984. The promotion of a TRO must be processed in accordance with the relevant procedure regulations including statutory public consultation. Any objections received in response to the consultation must be considered by the Council before any decision can be made in respect of any advertised proposals. Sight must also not be lost of the Council's general duty to tackle congestion under the Traffic Management Act 2004 when promoting any TRO proposals.

Apart from this, there is a power for highway authorities to improve highways under section 62 of the Highways Act 1980 as well a power to create cycle tracks and undertake other miscellaneous highway-related matters not requiring a TRO.

Reference has already been made elsewhere in this report to the possibility of requiring Compulsory Purchase Order(s) in appropriate cases which may be the subject of a further report to Cabinet, if such steps prove to be necessary.

***Legal advice given by: Peter Malarby, Senior Solicitor, Highways & Transport, Legal Services***

**Financial** DfT Cycling England has awarded Bristol and South Glos a grant of £11.4m for both capital and revenue cycle related infrastructure work and schemes that must be expended over a 2.5 year period ending March 2011.

Bristol's share of the grant award is £8.2m and the grant conditions require match funding of 100% to be provided by the Council. Spending will be contained within grant levels and confirmed match funding. Appendix D of the report schedules match funding that has been provisionally identified, comprising existing and proposed cycle related schemes.

***Financial advice given by: Mike Harding,  
Financial Services & Business Planning Manager,  
City Development Finance***

**Land** See Paragraph 21 above.

**Personnel** See Paragraphs 25/26 above.

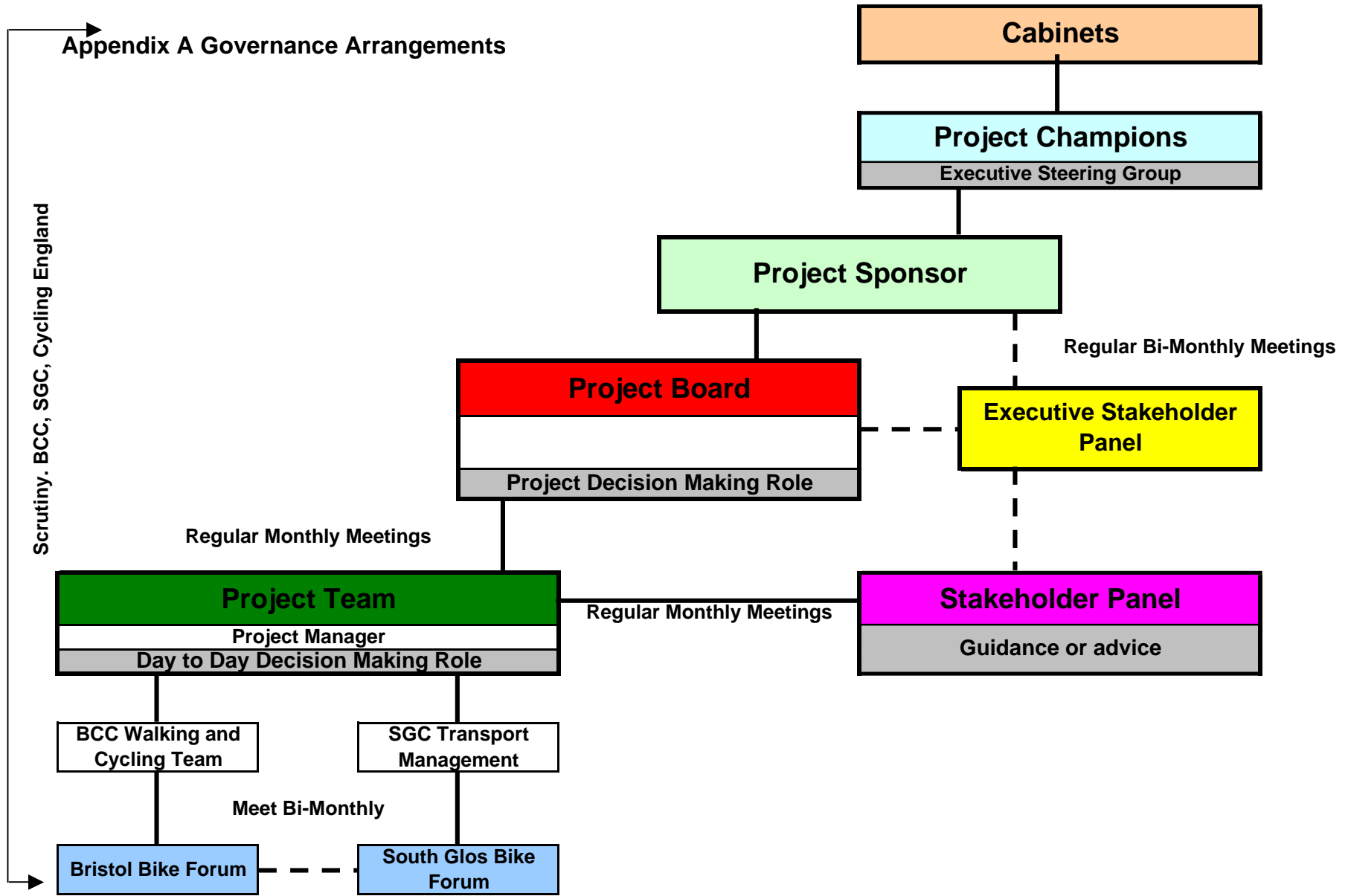
**Appendices:** Appendix A - Governance Structure  
Appendix B - Work Programme  
Appendix C - Work Programme-Major Schemes  
Appendix D - Bristol City Council Match Funding  
Appendix E - Eco Impact Assessment

## **ACCESS TO INFORMATION**

### **Background Papers:**

None.

Appendix A Governance Arrangements



## Appendix B

### Work Programme

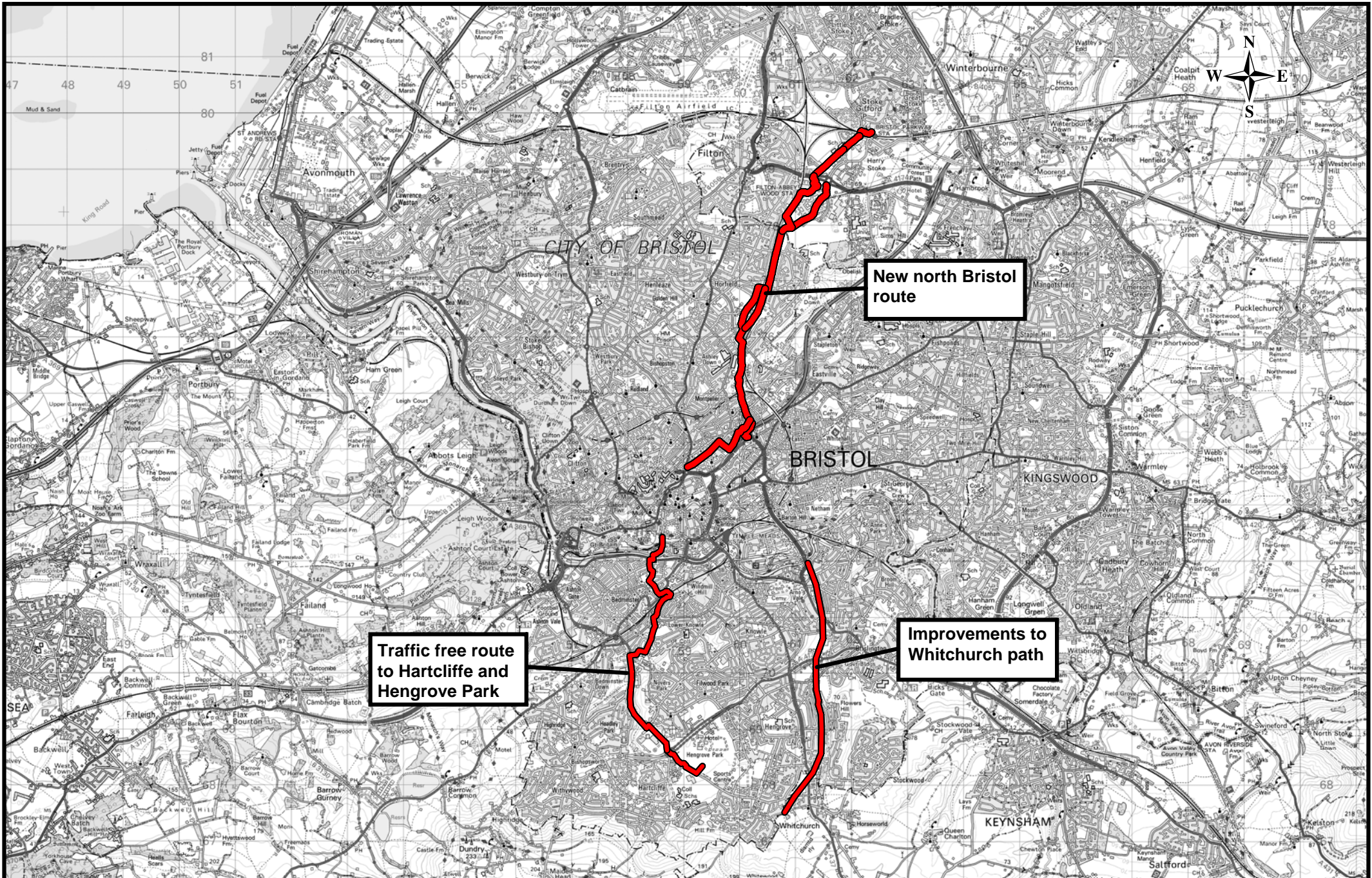
The allocation of funding proposed for the Cycling City Project in total, including both Bristol and South Gloucestershire Council is detailed in the table below. The proportion of funding allocated is based on evidence of “What Works” and the strategy for this project as detailed in paragraph 11-16 of this report.

	Cost (£)	Percentage Split
Project Team	890,000	4%
Infrastructure	16,520,000	73%
Smarter Choices	2,300,000	10%
Promotion and Branding	570,000	3%
Bike Training	2,160,000	9%
Advise, monitoring and evaluation	360,000	1%
<b>Total</b>	<b>22,800,000</b>	<b>100%</b>

It should be noted that the sum of both Smarter Choices and Bike training is over £5.0 million and this is an extremely large budget for these areas of work and represents a real step change in funding levels, over and above the comparison for infrastructure, that these areas have historically received. It will include working with employers, personalised travel planning, adult cycle training, community engagement, developing cycle ambassadors and such like.

Of the three work streams Infrastructure, Smarter Choices and Bike Training only three major schemes are estimated to cost more than £500,000 and these are detailed below.

1. New North Bristol Route linking the city centre via Frome Route, St Werburghs through to Filton and Lockleaze and onwards to the northern fringe. This scheme will be primarily off road and follows the main railway line running north out of Bristol. The estimated cost of this scheme is between £500-750,000.
2. Improvements to the existing Whitchurch Railway path and new links including Callington Road and Saltwell Viaduct delivering a new traffic free route linking Temple Meads to Whitchurch Park, Hengrove, Stockwood and Whitchurch village. The estimated cost of this project is between £500-600,000.
3. New traffic free route running parallel to Hartcliffe Way linking into existing traffic free routes on the Malago Greenway in Bedminster and at Crox Bottom. This will provide access to Imperial Park, new Hengrove development, Headley Park, Hartcliffe and Highridge as well as onwards to the city centre. The estimated cost of this scheme is between £400-500,000.



## Appendix D

### Bristol City council Match Funding only

All of the match funding elements identified below are related to exist or proposed transport projects, initiatives and programmes. No funding has been transferred from any project or programme outside of the transport.

	Funding	Revenue/Capital
<b>Transport Capital Programme April 2008-2011</b> Smarter Choices Green and School Travel Plans Health Schools Heels and Wheels Project Greater Bristol Bus Network	£2,630,000	Predominantly capital but some revenue
<b>Transport Revenue Functions</b> Existing Bike Training Maintenance for Greenways Road Safety Programmes targeted at Adult cyclists Salary Sacrifice Hour Bike Bike Hire Including staff costs outside of Cycling City Team	£825,000	Revenue
<b>Events</b> Bristol's Biggest Bike Ride	£125,000	Revenue
<b>Leisure Services Capital programme</b> Resurfacing of the Bristol to Bath Railway Path	£15,000	Capital
<b>Grants from outside Bodies</b> Connect 2 Lottery Active Bristol Bike IT officers Active Bristol funding	£950,000	Capital and revenue
<b>Section 106 Monies</b> City of Bristol Contribution PRow 142 Megabowl Redevelopment Temple Quay North Floating pontoon Other Section 106 schemes	£1,620,000	Capital
<b>Developer Schemes</b> New pedestrian and cycle bridge Temple Quay North Homezone Temple Quay North St Mathias Park Shared Space	£1,300,000	Capital
<b>Growth Point Funding</b> Hengrove Park	750,000	Capital
<b>Total</b>	<b>£8,215,000</b>	

## Appendix E

### Eco Impact Assessment

#### **Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report**

The significant impacts of this proposal are....

(This is an outline proposal, and so impacts will be considered in more detail as specific reports are brought for consideration in the future.)

The aim of this project is to double the number of cyclists. Whilst we cannot be certain about what modes of transport people will transfer from, if this target of doubling cycling is achieved, there will almost certainly be a significant positive impact in terms of reduced CO<sub>2</sub> emissions, noise, congestion, and also pollutants detrimental to local air quality.

Negative impacts are mostly related to the construction of new cycling infrastructure - e.g. consumption of raw materials, and potential impacts on drainage and wildlife & habitats

The proposals include the following measures to mitigate the impacts ...

- The design and construction of new cycling infrastructure will take into account contractor performance, appearance, materials and waste minimization
- New cycling infrastructure will be designed with reference to planning best practice (including drainage) and the Bristol BAP

The net effects of the proposals are positive.

#### **Checklist completed by:**

Name: John Roy verified by Steve Ransom

Dept.: City Development

Extension: x 36670

Date: 20/10/08

Verified by  
Environment and Sustainability Unit