

Cycling in the City – 5% Transport Spend Commitment and the Delivery of the Active Travel Action Plan

Transport, Infrastructure and Environment Committee

13 September 2012

1 Purpose of report

- 1.1 To respond to the motion raised by Councillor Jim Orr that was approved at the 18 June 2012 Committee regarding the expenditure of the 5% commitment made in the February 2012 budget and the delivery of the Active Travel Action Plan (ATAP). The report recommends the transfer of Capital and Revenue budgets to achieve the target spend on cycling and the appointment of an additional Project Officer post to ensure the funding is spent effectively. In addition, the report provides information on a number of specific aspects of the delivery of the ATAP.

2 Summary

- 2.1 At the February 2012 Council meeting a budget was approved that included a commitment to spend 5% of the Council's Transport Capital and Revenue budgets on cycling. It was also agreed that each year this figure would be increased by 1% per annum.
- 2.2 The review of the programming of this budget commitment concludes that the additional expenditure has been planned for in 2012/13 and that work is in progress to ensure that this is the case in future years. However, the report recommends that an additional Project Officer post is created to ensure the effective delivery of the projects associated with the additional funding.
- 2.3 Spokes and the Cyclists' Touring Club (CTC) have been consulted regarding the proposed expenditure of the 5% Transport budget commitment.
- 2.4 A briefing has been given to TIE Committee members regarding this report and the other issues raised in relation to the delivery of the ATAP.

3 Main report

3.1 At the February 2012 Council meeting the following motion was approved:

“Council agrees that the percentage of transport spend (net of specifically allocated external transport funding) allocated to cycling shall be a minimum of 5%, for both Revenue and Capital, in 2012/13 and that the percentage of spend on cycling will increase by 1% annually. Council therefore instructs the Director of Services for Communities to provide a report to a meeting of the Transport, Infrastructure and Environment Committee in September each year detailing, the allocation of cycle funding, progress towards the Council's Charter of Brussels commitments, and progress on the cycle aspects of the ATAP”.

3.2 The motion approved at the 18 June 2012 TIE Committee stated that:

- 1 As part of the Coalition Agreement, the Council is committed to spending 5% of the Transport budget on provision for cyclists.
- 2 Committee is requested to call for an urgent review of how it is intended that this element of the Budget will be spent in 2012/13 and in future years. The Director of Services for Communities be instructed to arrange a briefing session for Members of the TI&E Committee to allow views to be fed into the review at an early stage.
- 3 In addition, the views of SPOKES and other appropriate organisations be sought and fed into the briefing session, with a view to a report on the matter being submitted to the August meeting of the Committee.
- 4 Notes that the Council's recently agreed Active Travel Action Plan 2010-20 includes a range of initiatives and project to promote cycling for which funding has not been specifically identified. And therefore that the 5% transport budget spend can contribute towards the ATAP.
- 5 Notes that there is one Cycling Officer in the transport department and that this may limit progress on cycling. Therefore the review into how the budget for cycling is spent should also include an assessment of staffing requirements.
- 6 Notes that Council agreed at the time of the last Budget 2011/12 that the 5% of the transport budget spend on cycling will increase by 1% each year to 2016/17. The review of how funds are to be spent on cycling should therefore take into account this annual increment.

3.3 This report aims to address the issues raised by the motion. The opportunity is also being taken to brief Committee members on the following issues:

- Active Travel Co-ordinator post
- Critical review of the ATAP
- Cycle Forum and the proposed Transport Forum
- Shared pedestrian/cyclist spaces

- Segregated cycleways
- Cycle priority at signalised junctions.

Review of Spending the 5% (+1% per annum) Commitment

- 3.4 A review of the expenditure of the 2012/13 cycle budgets has been provided below. Funding for 2013/14 onwards will be decided as part of the Council's overall budgeting process.

Capital programme

- 3.5 The total Capital Investment Programme (CIP) for Traffic Engineering, Transport Planning and Roads for 2012/13 has been budgeted at £19,148,000. To meet the 5% commitment it has been calculated that £957,400 should be spent on cycling and it is proposed that this will be achieved using the following budgets:

- a) Cycle Capital programme = £772,197 (£600,000 existing Capital budget plus £172,197 from the Capital Roads Renewals budget); and
- b) Capital Roads Renewals - existing renewals that benefit cyclists (eg renewal of surfacing in Advanced Stop Areas, cycle lanes and bus lanes (1st 1.5m), etc) = £185,203.

- 3.6 A Capital cycle projects programme was developed in March 2012 for the 2012/13 financial year that took this budget in to account. This additional funding (£172,197) formed part of the Council's matched funding (50%) for a number of successful bids awarded by Sustrans for cycling/walking projects totalling £425,500. It should be noted that the successful bids include a significant number of projects to design and prepare cycle schemes for implementation in future years which will assist with the expenditure of the 5% (+1% p.a.) commitment and in bidding for further Sustrans funding (which is set to increase over the next two years).

- 3.7 Delivering additional projects to the value of £344,944 (£172,197 of additional funding from CEC matched with an additional £172,197 from Sustrans) will require additional staff resource in the form of client, project management and design time. Of these the critical constraint is currently the Cycling Team who undertake the client role and who are operating over capacity. Regarding the additional projects funded by the 5% commitment/Sustrans, 12 of these are for design of the schemes only in 2012/13 (with construction planned for 2013/14) which will require a significant amount of client involvement in their development. It is therefore estimated that an additional three and a half days per week would be required to act as client for these extra projects.

- 3.8 A draft programme of ATAP Capital cycle projects has also been developed for the 2013/14 and 2014/15 years in order to assist with forward planning. This takes in to account the 5% commitment, the additional 1% per annum increase and potential matched funding from Sustrans.

- 3.9 It should be noted that where 'cycling projects' create or improve off-road routes or provide crossings of roads there are usually also significant benefits provided for pedestrians.

Revenue programme

- 3.10 Net Revenue expenditure budget for Roads and Transport for 2012/13 (adjusted for external income) is estimated to be £9,213,535. On this basis the 5% target Revenue cycling budget has been calculated as £460,677. It is proposed that this will be achieved using the following budgets:
- a) Revenue Roads Maintenance (central Roads function) – existing maintenance work that benefits cyclists (eg Street Lighting, Winter Maintenance, Gully Cleaning and Cycling Events on cycle routes) = £50,077 (to be reviewed quarterly with any spare budget to be reallocated to other Revenue cycle work);
 - b) Revenue Roads Maintenance (central Roads function) – existing non-cycling-related maintenance allocation to be transferred to cycling Revenue budget = £45,050;
 - c) 5% of the Neighbourhood Teams 'Area Roads third party payment' to be dedicated to cycling Revenue maintenance = £154,950; and
 - d) 'Sustainable transport' budget (2012/13 only) = £210,000.
- 3.11 It should be noted that the £210,000 'sustainable transport' budget was a one-off allocation for 2012/13 and a replacement for this funding will be needed from 2013/14 onwards in order to meet the revenue cycle spend target for future years.
- 3.12 A Revenue cycle maintenance/promotion/monitoring budget was developed in March 2012 for the 2012/13 year. This took account of the additional funding from the 5% commitment. The cycling Revenue programme for future years will be developed in autumn 2012 based on the development of the current year programme and consultation with cycling organisations (Spokes, CTC and Sustrans) and TIE Committee members. It will also be informed by the Active Travel Action Plan 'Communications Strategy' which is currently in development.
- 3.13 The responsibility for spending the cycling Revenue budget will be shared by the Local Neighbourhood, central Roads Services, Road Safety and Cycling teams. It is expected that the additional staff resources required to deliver the maintenance work will be minimal as this was already budgeted to be spent by the teams involved. However, in order to develop the promotional programme there is an additional staffing requirement for the Cycling Team which is estimated at one day per week.

Monitoring of spend

- 3.14 It should be noted that the expenditure of the 5% commitment is subject to a report being presented to TIE Committee every September detailing how the budget has been spent and on progress towards achieving the Charter of Brussels and ATAP targets. This will require ongoing budget management and liaison with the other teams tasked with the expenditure in their areas. This task has been allocated to the Cycling Team and it is estimated that this will require an additional half a day per week to manage.

Consultation with TIE Committee members and Spokes

- 3.15 A briefing for TIE Committee members was held on 20 August 2012 which covered the issues raised in this report, and in Appendix 1
- 3.16 Spokes are kept informed of the Council's cycling programmes via the Cycle Forum and by regular correspondence. In addition, representatives of Spokes were specifically consulted on the 2012/13 cycle Capital programme at a meeting on the 9 March 2012. In response to the motion a further meeting has been held with representatives of Spokes and CTC to discuss the Revenue cycle programme and the latest Capital cycle programme.

Staffing Resources

- 3.17 It is estimated that in order to effectively deliver the 5% cycling spend in 2012/13 and to support the development of schemes for 2013/14 onwards an additional Professional/Project Officer post will be needed within the Cycling Team. In order to meet this demand it is proposed that a new Professional/Project Officer post is created that is funded by the existing cycle Capital (80%) and Revenue (20%) budgets.

Active Travel Coordinator Post

- 3.18 In order to assist in the delivery of the ATAP's walking related actions a new, 18 month, Active Travel Coordinator post has been created. The initiative is to be jointly funded from the health inequality element of the Council's Social Justice Fund, allocated through the relevant community planning partnership (the Health Inequalities Standing Group), and the 'Paths for All Partnership' (a charity that promotes access to paths and greater physical activity). The new Coordinator is expected to start in autumn 2012 and will be responsible for helping to develop the new Street Design Guidance, a 'Walkability Action Plan' and pedestrian 'Priority Corridors and Areas', amongst other tasks. They will in effect act as a champion for pedestrians within the context of the ATAP.
- 3.19 At present ATAP Capital investment walking actions are funded by elements of the Road Safety budget (pedestrian crossings, pedestrian corridors, pedestrian routes to tram stops) or the Scottish Government's 'Cycling, Walking and Safer Streets' fund (which varies year to year).

Critical review of the ATAP

- 3.20 The Active Travel Action Plan was developed in partnership with a number of internal and external partners whose remit relates to better provision for pedestrians and cyclists. The external partners included NHS Lothian, the University of Edinburgh, Spokes, Living Streets and Sustrans and they were able to provide a critical input as the plan was developed.
- 3.21 Two external reviews of the Council's cycling policies (including the ATAP) are currently in the process of being carried out:
- a) **CHAMP project** – as part of the Council's participation in this European project a self-assessment of our cycling policies was undertaken earlier this year which was then peer reviewed by a visiting team from other leading cycling cities. Strengths and areas of improvement were identified and the latter will be addressed through policy recommendations and two EU funded interventions.
 - b) **Cycling Scotland National Assessment** – this is undertaken periodically to assess the cycling policies of Scottish Local authorities and an assessment for 2012 is currently in progress which will include the ATAP. It is expected that the results will be available by autumn 2012.
- 3.22 It is considered that these reviews, alongside any creative criticism received, will provide a comprehensive and robust critique of the ATAP without the need to allocate further resources to this task.
- 3.23 In addition, a report will be presented to the November TIE Committee on progress on delivering the ATAP actions and meeting the ATAP targets. This will be repeated at 2 yearly intervals over the course of the delivery of the ATAP.

Cycle Forum and the proposed Transport Forum

- 3.24 The Cycle Forum is currently held 3-4 times per year to discuss the Council's policies to encourage cycling as a mode of transport. It has traditionally been chaired by the Transport Convener and includes representatives of Spokes, the CTC, CityCyclingEdinburgh.info, Sustrans, Cycling Scotland and relevant departments of the Council.
- 3.25 In the context of the proposed new Transport Forum, Spokes, CTC and Living Streets have been asked for their views on whether the Cycle Forum should be merged in to a joint pedestrian and cycling, 'Active Travel', forum.

Other issues relating to the delivery of the Active Travel Action Plan

3.26 A short briefing note has been prepared regarding the following issues and can be found in Appendix 1:

- Shared pedestrian/cyclist spaces;
- Segregated cycleways;
- Cycle priority at signalised junctions.

4 Financial Implications

4.1 There will be no net financial impact on the Council's budget through the implementation of the 5% spending commitment in 2012/13. However, it will result in the following reallocations of existing budgets internally:

- a) £172,197 from the Capital Roads Renewals budget (central Roads function) to the Cycle Capital Infrastructure budget;
- b) £154,950 from the Neighbourhood Revenue budget to a dedicated cycling Revenue budget;
- c) £45,050 from Revenue Roads Maintenance (central Roads function) to a dedicated cycling Revenue budget; and
- d) £210,000 from the 'sustainable transport' budget to a dedicated cycling Revenue budget.

4.2 The 5% cycling spending commitments in 2012/13 are calculated as a proportion of existing Roads, Transport and Neighbourhood budgets (revenue and capital). If existing budgets were to change in the remainder of the financial year this would impact proportionally in the level of cycling spend.

4.3 Funding for 2013/14 onwards will be decided as part of the Council's overall budgeting process.

4.4 The Council's contribution to the Active Travel Coordinator post (£30K) will be funded through monies allocated by the Joint Health Inequalities Standing Group. The proposed Professional/Project Officer (Cycling) post would be funded from the Capital and Revenue cycling budgets (80%/20% split) and is estimated to cost £60K (including all associated staff costs such as National Insurance, Superannuation, office overheads, etc.).

5 Equalities Impact

5.1 An Equalities Impact Assessment pre-assessment was undertaken for the ATAP and concluded that it is unlikely to have significant adverse impacts on any race, disability, gender, age, sexual orientation or religion/belief group as a result of this report. As such, no full Equalities Impact Assessment is required.

6 Environmental Impact

- 6.1 If the ATAP is implemented successfully it is expected that there would be positive environmental benefits. The additional budget for cycling will assist in the delivery of the ATAP actions relating to cycling.
- 6.2 A Strategic Environmental Assessment pre-screening assessment was undertaken for the ATAP which concluded that there are unlikely to be significant adverse environmental impacts arising from its implementation.

7 Conclusions

- 7.1 The review of the programming of the 5% budget commitment concludes that the additional expenditure is planned for in 2012/13 and that work is in progress to ensure this is the case in future years. However, the report recommends that an additional Professional/Project Officer post is created to ensure the effective delivery of the projects associated with the additional funding.
- 7.2 Spokes and CTC have been consulted regarding the proposed expenditure of the 5% transport budget commitment.
- 7.3 A briefing has been given to TIE Committee members regarding the other issues raised in relation to the delivery of the ATAP.

8 Recommendations

- 8.1 It is recommended that the Committee:
- a) notes the contents of the report;
 - b) approves the proposed 2012/13 Capital and Revenue budget transfers to achieve the 5% spending commitment;
 - c) notes the creation of an additional Professional/Project Officer post in the Cycling Team to ensure the expenditure of the 5% (+1% per annum) cycling commitment;
 - d) notes the creation of an Active Travel Coordinator post to assist in the delivery of the ATAP's walking related actions; and
 - e) discharge the motion.

Mark Turley
Director of Services for Communities

Appendices	Appendix 1 - Issues relating to the delivery of the Active Travel Action Plan
Contact/tel/Email	Chris Brace, 0131 469 3602, chris.brace@edinburgh.gov.uk Phil Noble, 0131 469 3803, phil.noble@edinburgh.gov.uk
Wards affected	All wards
Single Outcome Agreement	<p>Supports Local Priority Outcome 1 - Edinburgh's economy delivers increased investment, jobs, and opportunities for all.</p> <p style="padding-left: 40px;">Improved cycle facilities will help to deliver access to employment opportunities for all.</p> <p>Supports Local Priority Outcome 2 - Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health.</p> <p style="padding-left: 40px;">Cycling allows people to integrate health improving physical activity into their daily lives.</p> <p>Supports Local Priority Outcome 3 - Edinburgh's children and young people enjoy their childhood and fulfil their potential</p> <p style="padding-left: 40px;">Cycling can help children and young people to develop their independence and lead healthier lives.</p> <p>Supports Local Priority Outcome 4 - Edinburgh's communities are safer and have improved physical and social fabric</p> <p style="padding-left: 40px;">Improved cycling facilities supports greater accessibility to jobs, services and communities and encourages the safer use of our streets.</p>
Background Papers	<p>Active Travel Action Plan (September 2010)</p> <p>Full Council meeting minutes (9 February 2012)</p>

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Appendix 1

Issues relating to the delivery of the Active Travel Action Plan

Shared pedestrian/cyclist spaces

- 1 There are ongoing concerns regarding the issue of pedestrians and cyclists sharing the same spaces (such as on the city's off-road path network) and the resulting conflicts that can occur. This is an issue that the Council, the Police and Spokes frequently receive complaints about and a joint campaign by these partners is proposed to tackle it. This will build on previous work by the Council (Safer Neighbourhood teams) and Spokes (Bike Polite) to encourage more considerate behaviour by cyclists. To supplement this promotional work it is proposed that 'courtesy signs' are added below existing shared use signs to highlight the need for considerate attitudes by all types of path users towards each other.

- 2 It has been recognised that in order to deliver the ATAP 'Family Network' some existing footpaths/footways will need to be converted to shared use with cyclists (these types of facilities already exist in many locations across the city). This is often required to link existing off-road paths where a busy road provides a barrier to less confident/skilled cyclists or where high traffic volumes/speeds present a safety risk to all cyclists. The number of locations where this is needed are limited and have been defined on a map. Where this type of provision is to be implemented care is taken in the design of the facility to ensure that it will operate safely and is clearly understood by both types of users (pedestrians and cyclists). A briefing (August 2011) and report (September 2011) were presented to the TIE Committee on this issue and the approach proposed received the support of the Committee.

Segregated cycleways

- 3 There is growing public demand for 'continental style', on-road, segregated cycleways which follow main traffic routes but which separate cyclists from general traffic by way of a kerb. It is perceived that these will create the conditions necessary for non-cyclists to consider cycling as an attractive travel option.

- 4 To date the Council's approach has followed that of most UK cities in providing bus and cycle lanes along the main traffic corridors. This enables the hours of operation of these facilities to be flexible with the provision of parking/loading at the kerbside outside of the peak traffic times.

- 5 In order to provide enough space for a segregated cycleway this would typically need to be accommodated either through the removal of parking/loading (on at least one side of the road), by the removal of a traffic or bus lane or by reductions in the widths of footways (or a combination of these options) along the length of the route to be treated. In addition to the impact on other road users and resident/business frontagers that this may have, segregated cycleways are also more expensive to implement than cycle lanes and present issues at junctions where users need to integrate to/from the road network and with pedestrians.
- 6 Due to the obstacles that need to be overcome to deliver on-road segregated cycleways on significant lengths of radial corridors the ATAP only proposes to consider the potential for implementing this approach. However, ATAP schemes to deliver the 'Family Network' include segregation from general traffic at certain locations by the use of wide footways shared with pedestrians. For cycle routes on the main traffic corridors the ATAP focuses on improving the continuity and operation of existing cycle lanes on main routes such as on the Quality Bike Corridor from King's Buildings to George Square. However, it should be noted that there remains significant pressure to trial a segregated cycleway in the city.

Cycle priority at signalised junctions

- 7 Separate traffic lights for cyclists can be installed at signalised junctions to give them a head start over other traffic. This approach is relatively new and has not been used in Edinburgh to date. However, it is being trialled in other parts of the UK and the ATAP proposes a pilot in Edinburgh at up to two locations.
- 8 Issues to be considered in the pilot include the compatibility of the new equipment with the existing, the cost of installation, approval by the Department for Transport and the potential increase in delays to general traffic.