

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING & TRANSPORT COMMITTEE		
DATE:	19 TH MARCH 2014	AGENDA ITEM:	8
TITLE:	CYCLING STRATEGY 2014 & IMPLEMENTATION PLAN		
LEAD COUNCILLOR:	TONY PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT
SERVICE:	TRANSPORTATION & STREETCARE	WARDS:	ALL
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1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 The purpose of this report is for the Committee to adopt the Cycle Strategy 2014, based upon a review of the summarised consultation responses and subsequent amendments to the document. This report also seeks approval of the proposed Implementation Plan 2014/15 as set out in the programme and budget tables in Appendix A. This Strategy will replace the Cycling Strategy 2008 that was approved as part of the Local Transport Plan 2006-2011 (LTP2) and carried over into the Local Transport Plan 2011-2026 (LTP3). The Cycling Strategy 2014 builds on the work undertaken as part of the previous Strategy and sets out detailed policies on the design principles for delivering infrastructure and route improvements for cyclists on the public highway. Other policies to encourage and promote cycling to different demographics are also described, alongside integration of delivery and policy with public health objectives.

2. RECOMMENDED ACTION

- 2.1 To adopt the updated Cycling Strategy 2014;
- 2.2 To approve the proposed Implementation Plan for 2014/15 to be delivered as part of the Local Sustainable Transport Fund & Local Transport Plan programmes.
- 2.3 To note that further Implementation Plans will be prepared annually and reported to future Committees.

3. POLICY CONTEXT

3.1 Cycling is one of the modal strategies outlined in our adopted Local Transport Plan 3 (LTP3) offering many benefits locally and nationally. The Cycling Strategy was last updated and adopted as Council Policy in October 2008. Since this publication, a network of colour-coded cycle routes has been developed and a series of marketing materials including signs, stickers and route maps produced. Physical improvements to these routes have been identified through consultative workshops. Since Reading's success in winning grant from the Local Sustainable Transport Fund (LSTF) in 2011 and 2012, many of these improvements are being progressed towards implementation. Various measures have moved beyond the policies set out in the Cycling Strategy 2008 and therefore the Cycling Strategy 2014 focuses on setting out the design principles for delivering route improvements and new infrastructure, as well as policies on further encouraging and promoting cycling alongside integration of delivery and policy with public health objectives.

4. THE PROPOSAL

Options Proposed

4.1 The Cycling Strategy 2014 was developed following ongoing consultation with local cycling representatives through the Cycle Forum and measures delivered as part of the Local Sustainable Transport Fund programme and takes into account national guidance, including the All Party Parliamentary Cycling Group Report, 'Get Britain Cycling'. This information has been used to develop proposals for the 2014/15 Cycling Strategy Implementation Plan, including key targets and milestones as set out in this report.

4.2 Proposals to reduce the number of road traffic accidents, particularly those involving vulnerable road users such as pedestrians and cyclists, are reported to Traffic Management Sub Committee in March each year. The vulnerability of cyclists means they are more likely to be involved in a collision with a higher severity level than some other modes of transport.

4.3 The below table illustrates the number of pedal cycles involved in collisions for the latest three year period, dated between 1st January 2011 and 31st December 2013. A plan showing the location of serious pedal cycle accidents is also included in Appendix A.

Years 2011 to 2013	Total number of accidents	Number and % involving pedal cycles
KSI	130	31 (24%)
Slight	935	230 (25%)
Total	1065	261 (25%)

4.4 Appendix B provided an overview of delivery of projects, schemes and initiatives in 2013/14. Appendix C sets out the proposed implementation plan for 2014/15, including major infrastructure schemes such as the pedestrian and cycle bridge, cycle hire and cycle parking hub at Reading Station. Initiatives promoting cycling are also included in the proposed programme.

4.5 The aim of the Cycling Strategy 2014 is to work towards achieving an additional 2,300 daily cycle trips by 2015 and the aspiration to double the number of people cycling to

work to 6% based on 2011 Census data. The Council will work towards these by achieving the following milestones and targets in 2014/15:

Training and Skills

- Deliver 800 combined level one and two Bikeability training places and 200 level three training places to children across Reading.
- Increase the number of adults taking up cycle training.
- Investigate opportunities to offer cycle training as an alternative to Fixed Penalty Notices issued by the Police for cycling on pavements, and action accordingly.
- Increase the number of people participating in other forms of cycle training and sessions.

Events and Campaigns

- Participate in the European Cycle Challenge in May 2014.
- Identify new messages and campaigns aimed at promoting cycling and the benefits.
- Recruit 2-3 new schools as 'Bike It schools'.
- Launch a series of neighbourhood led-rides.

Infrastructure

- Open the Napier Road underpass.
- Launch Reading's cycle hire scheme, ReadyBike.
- Provide an additional 500 cycle parking spaces, including a Cycle Hire Hub at Reading Station.
- Seek approval for new branded road markings and shared-use cycle signs as set out in the Cycling Strategy, and install accordingly.
- Continue to reallocate road space for cycles such as through the annual resurfacing programme.
- Continue to improve junctions for all road users, including cyclists, particularly at key junctions along the branded cycle network such as St Mary's Butts/Castle Street, Church Street and Berkeley Avenue and Bath Road.
- Continue to upgrade street lighting along walking, cycling and public transport routes.

Partnership, Consultation and Community Engagement

- Identify opportunities to engage with neighbourhoods groups, including NAGs on the topic of cycling.
- Continue to strengthen partnerships to encourage cycling for everyday journeys, including working with the Public Health team to embed active travel within emerging strategies and reducing issues such as cycle thefts through events led-by Safer Communities.
- Continue to identify opportunities to improve cycling into/from neighbouring boroughs.

Cycling Strategy Consultation

- 4.6 Consultation on the draft Cycling Strategy 2014 took place between 14th October 2013 and 10th January 2014 and consisted of an online survey aimed at establishing what people thought of the draft policies detailed in the document regardless of whether they currently cycle. The draft Strategy and online survey were promoted through various channels, including a campaign on the rear of eight buses, in the local media

and at local community services such as schools, libraries and local bike shops. Presentations were also delivered to several user groups, including Transport Users Forum, Neighbourhood Action Groups and the Older People's Working Group as well as a workshop with representatives making up the Cycle Forum.

- 4.7 The Council received 349 responses to the online survey over the three month period, in addition to the 19 detailed responses submitted by organisations and individuals, such as national and local cycling organisations, community groups and organisations representing other modes of transport. Of the 349 responses to the online survey, 61 respondents recorded themselves as non-cyclists (17%), 31% as occasional cyclists riding less than 3 times per week and regular cyclists made up 52% cycling more than four times per week. A summary of open questions is provided below and is split into detailed responses received by email and online responses submitted through the dedicated survey. Appendix D to this report contains graphs illustrating the responses to the closed questions included in the online survey.
- 4.8 Of the 61 non-cyclists, 44% said that they would not like to cycle or cycle more. This group has particular concerns about road user behaviour both on and off-carriageway. They suggest that cycle facilities should either be separated from other road users, particularly pedestrians, or that shared use facilities are sufficiently wide enough to accommodate both pedestrians and cyclists and are signed and clutter-free. Specific concerns about road user behaviour relate to red light running, cycling on pavements, inappropriate speed and inconsiderate behaviour. Other comments relate to whether motorcycles should be included in the Cycling Strategy.
- 4.9 The 56% of non-cyclists who said they would consider cycling, feel that the current cycle facilities are dangerous and unsafe and that routes are disconnected and poorly maintained. Other reported barriers to cycling include "the lack of secure town centre parking" and cycle thefts. They suggested barriers to cycling could be overcome by providing physically separated cycling facilities. Two respondents also suggested that responsible pavement cycling should be permitted in order to allow people who are nervous about being on the road the opportunity to cycle away from traffic. Respondents also felt that cyclists and drivers need to be reminded of the Highway Code. There were also comments in support of reallocating road space, particularly hatching, to accommodate cycle lanes and more shared foot/cycle ways. Concerns were also raised about the use of spiral markings on roundabouts and the potential confusion caused to motorists and the preference for separate cycle paths around roundabouts. Again, there were also suggestions to consider motorcycles in the Strategy.
- 4.10 Occasional cyclists riding less than 3 times per week represented 31% of respondents. The comments received from this segment were similar to non-cyclists who would consider cycling, citing safety and dangerous roads as the main barriers as well as disconnected routes. Again, comments reflected concerns about road user behaviour towards cyclists and the need to encourage motorists to "think bike". Traffic was again cited as a barrier with suggestions for improvement being the installation of separate cycle facilities, particularly along main roads. There were several comments that referred to 'children' and 'family' and concerns about on-road cycling when accompanying children. These respondents tended to indicate that off-road facilities would encourage them to cycle more rather than on-road, trafficked routes. The need for secure cycle parking and the provision of more cycle parking, particularly in the town centre was again highlighted by occasional cyclists. There are several comments in support of the cycle hire scheme and the desire to extend the scheme to include

West Reading. In addition, there are various comments highlighting the desire for improved connections from Caversham to other areas of Reading, particularly South Reading.

- 4.11 **Regular cyclists**, making up 52% of respondents, had similar concerns to occasional cyclists. Again, there were a large number of respondents who mentioned 'children' or 'family' and suggested that more cycle or shared use paths should be provided in order to encourage them to cycle more. Regular cyclists appear to be more concerned about maintenance issues such as potholes, drainage and lighting than those who cycle less. Whilst there were concerns about "poor lighting" there was also support for further roll-out of LED lighting. As per non-cyclists and occasional cyclists, there were also concerns about cycle thefts and the need for increased provision of cycle parking; aggressive and inconsiderate road user behaviour and the need for more off-road or separated cycle routes.
- 4.12 Detailed responses to the Cycling Strategy consultation provided by individuals and organisations suggested the inclusion of more ambitious targets, an action plan and increased investment in cycling. Reading Cycle Campaign requested more involvement in the planning and design of facilities and more commitment to the recommendations outlined in the 'Get Britain Cycling Report'. Comments from other road user groups requested that motorcycles and pedestrians are considered within the Strategy. Suggestions included incorporating motorcycles into the document and focussing on 'two-wheels' rather than pedal cycles due to similar characteristics in terms of their vulnerability. Pedestrians focussed on the conflicts between the two user groups and stressed the importance of responsible cycling and enforcement of pavement cycling.

Recommendations for the Cycling Strategy 2014

- 4.13 The Cycling Strategy 2014 has been updated to reflect comments received through the consultation process, some of which have been incorporated into the appended Cycling Strategy document. In summary the main changes are:
- Minor changes have been made to Section 4: Encouraging Cycling, an updated image for cycle hire and more information on 20mph as detailed in January's Traffic Management Sub-Committee report.
 - Section 5: Evaluation has been expanded to include more information on monitoring processes, such as our intention to set annual targets in the implementation plan.
 - Strengthening Section 6: Partnership, Consultation and Community Engagement to outline how various Council departments will work together to encourage more people to consider cycling as a mode of transport, particularly for local journeys.
 - Section 8: Implementation has been amended to help clarify the main points raised through the consultation. This includes the development of an implementation/action plan containing annual targets and cycle safety information such as accident plots.
 - Relevant sections supporting the recommendations outlined in the 'Get Britain Cycling' report have been referenced.

Future cycle engagement proposals

- 4.14 How we work and communicate with internal and external stakeholders to ensure that schemes are delivered to meet local needs and encourage more people to cycle is outlined in section 6 of the Strategy. However, due to continuing reductions in revenue expenditure imposed by central government and fewer available staff, and for the need for these cuts to be shared across all Council activities, we will need to review the structure of future consultation arrangements whilst retaining our commitment to active public engagement.
- 4.15 In relation to Stakeholder Meetings, the Cycling Strategy 2008 supported a Cycle Forum made up of cycling groups to identify improvements to the cycling network. Therefore, infrastructure measures have increasingly been suggested through these consultative meetings attended by the public and representatives from local cycle groups, investigated by officers and recommended for implementation as part of the LSTF programme where appropriate.
- 4.16 We are now proposing to host community workshops held in neighbourhoods to better understand the issues communities experience when travelling locally and what we can do to encourage them to cycle for such trips or use other sustainable modes. These workshops will enable us to engage with local people who do not currently cycle or do so infrequently. Proposed schemes will be shared with local groups and other stakeholders as described in the Strategy.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The updated Cycling Strategy 2014 contributes to the following strategic aims:
- To Develop Reading as a Green City with a sustainable environment and economy at the heart of the Thames Valley
 - To promote equality, social inclusion and a safe and healthy environment for all
- 5.2 The Strategy also seeks to integrate the public health function within transport and vice-versa by targeting interventions at specific demographic groups, including those with health problems.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 Consultation took place between 14th October 2013 and 10th January 2014 via an online survey which was also available in hardcopy. Details of the consultation were available on the Council and Travel Reading Live websites and promoted in the local media. Participants of various cycle initiatives were also contacted, including those that took part in the workplace cycle challenge. In addition, transport officers delivered presentation to groups including Neighbourhood Action Groups, Older People's Working Group and the Transport Users Forum.

7. LEGAL IMPLICATIONS

- 7.1 There are currently no legal implications.

8. EQUALITY IMPACT ASSESSMENT

8.1 In addition to the Human Rights Act 1998 the Council is required to comply with the Equalities Act 2010. Section 149 of the Equalities Act 2010 requires the Council to have due regard to the need to:-

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

8.2 The Council has carried out a equality impact assessment scoping exercise, and considers that the proposals do not have a direct impact on any groups with protected characteristics.

9. FINANCIAL IMPLICATIONS

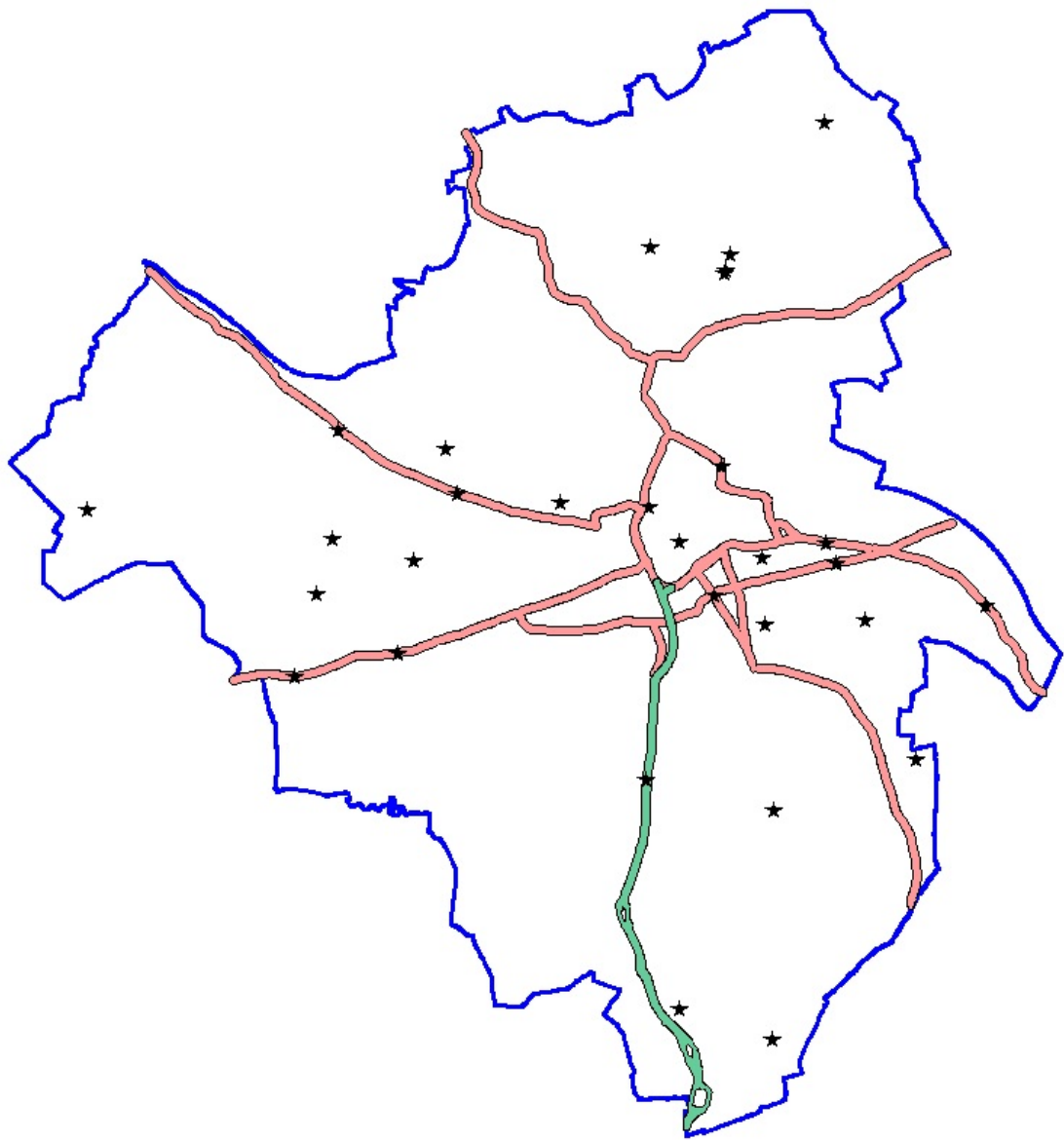
9.1 Strategy delivery will be initially funded through the 'Active Travel' element of the Reading Local Sustainable Transport Fund (LSTF) Small Package and the LSTF Large Partnership Package as approved by the DfT. Both packages comprise both revenue and capital ring-fenced grants and local contributions.

9.2 Future expenditure beyond the LSTF period would be intended to be met through transport budgets, including staff time.

10. BACKGROUND PAPERS

10.1 Cycling Strategy 2008
Draft Cycling Strategy 2013: 'Bridging Gaps & Overcoming Barriers'

Appendix A - Location Plan of Serious Cycle Accidents 2011-2013



Appendix B - Delivery Highlights in 2013/14

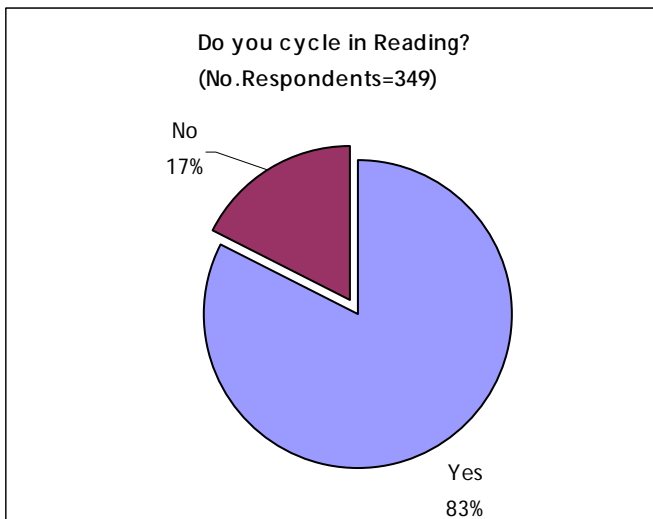
Cycling Strategy 2014 Bridging Gaps, Overcoming Barriers & Promoting Safer Cycling	STRATEGY THEMES						Key Achievements 2013-14
	Support the local economy	Deliver wider social benefits	Reduce carbon emissions	Improve safety	Promote increased physical activity	Improve air quality and wider environmental benefits	
Training & Skills							
Bikeability		✓	✓	✓	✓	✓	Over 450 children were trained between April 2013 and February 2014. A further eleven courses are scheduled to take place in March 2014.
Adult Cycle Training		✓	✓	✓	✓	✓	20 adults have received cycle training promoted through workplaces, community groups and cycle initiatives.
Maintenance Sessions		✓		✓	✓		110 people have attended maintenance sessions promoted through 21 sessions held at workplaces, community groups and cycle initiatives.
Events & Campaigns							
Bike It	✓	✓	✓	✓	✓	✓	Bike It delivered at eleven Reading Primary Schools, including various events such as bikers breakfast, bike skills sessions and maintenance classes for parents.
Personalised Travel Planning		✓	✓		✓	✓	Personalised travel planning has been delivered across workplaces and residential properties. The smoothie bike was taken to 4 of these sessions with 32 participants.
Dr Bike Sessions		✓		✓	✓		19 Dr. Bike events have been delivered with 342 participants.
Workplace Cycle Challenge	✓	✓	✓		✓	✓	Second Reading Cycle Challenge attracted over 1000 participants from 67 organisations, including over 350 new cyclists.
Infrastructure							
Pedestrian and Cycle Bridge	✓	✓	✓	✓	✓	✓	Consultation undertaken and planning application submitted and approved.
Cycle Parking	✓	✓	✓	✓	✓	✓	Cycle parking facilities have been provided at 7 new locations, including local shops, a youth centre and Town Hall Square. 36 additional spaces have also been provided at Southcote Primary.
Cycle Hire	✓	✓	✓	✓	✓	✓	Procurement process undertaken and winning contractor, Hourbike, announced. Scheme branding, ReadyBike, also launched.
Signs and Road Markings				✓	✓	✓	De-cluttering carried out along London Road shared-use path.
Cycling on Pavements	✓	✓	✓		✓	✓	Shared-use facilities introduced along the Vastern Road. Public Realm improvements complete at Town Hall Square, including the installation of cycle parking and new lighting. Contract awarded for Eastern Area Transport Study, including improvements to existing shared-use paths and new facilities.
Traffic Calming	✓	✓	✓	✓	✓	✓	Proposals for a 20mph zone scheme outlined in January 2014 to support infrastructure improvements in East Reading.
Street Lighting	✓		✓	✓	✓	✓	Street lighting upgraded along main corridors, including Wokingham Road, Kings Road, Bath Road, Broad Street and the University.
Maintenance			✓	✓	✓		Potholes repair programme undertaken along major routes, including parts of the branded cycle network
Monitoring & Evaluation							
Monitoring	✓	✓	✓	✓	✓	✓	Ongoing monitoring carried out, including the annual cordon count, off-carriageway cycle counters, accident data and surveys carried out as part of scheme development.
Partnership, Consultation & Community Engagement							
Engagement		✓	✓	✓	✓	✓	Ongoing quarterly meetings with local cyclists held, including two focussed on specific topics. Other meetings attended as part of the Cycling Strategy consultation process, including Neighbourhood Action Groups, Transport Users Forum and the Older People's Working Group.
Funding							
Bikeability Grant		✓	✓	✓	✓	✓	£40,000 was secured from the Department for Transport to deliver up to 1000 cycle training places in 2014/15

APPENDIX C - Implementation Plan 2014/15

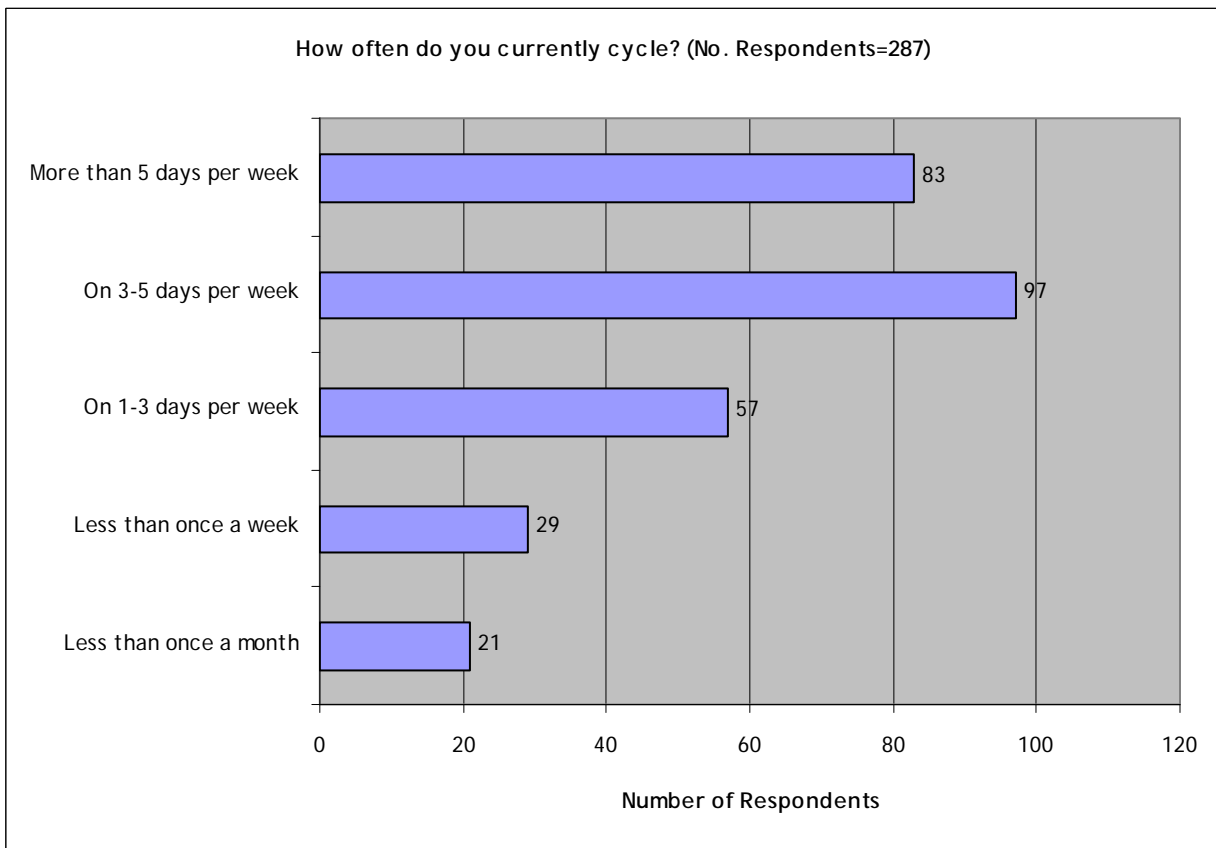
Project Name	Action Plan Area	Estimated Project Cost
A33 Pinch Point Scheme	2 - Southern	> £200,000
Annual Resurfacing Programme	0 - All	> £200,000
Bath Road	3 - Southwestern	£12,500 - £25,000
Bike It	0 - All	£50,000 - £100,000
Bikeability	0 - All	£25,000 - £50,000
Church Street Caversham Improvements	5 - Northern	£12,500 - £25,000
CTC Programme (including Bike Week)	0 - All	£100,000 - £200,000
Cycle Hire	Multiple Areas	> £200,001
Cycle Parking	0 - All	> £200,001
Cycle Route Improvements	Multiple Areas	£50,000 - £100,000
East Reading Transport Study	6 - Eastern	> £200,001
European Cycle Challenge	0 - All	< £12,500
Napier Road Underpass	6 - Eastern	> £200,001
Other Junction Improvements	Multiple Areas	£50,000 - £100,000
Oxford Road Transport Study	4 - Western	> £200,000
Pedestrian and Cycle Bridge	5 - Northern	> £200,000
Pocket Places	2 - Southern	TBC
Reading Station/Cow Lane	4 - Western	> £200,000
Review and Upgrade of Barriers	Multiple Areas	£12,500 - £25,000
Road Safety Programme	Multiple Areas	£100,000 - £200,000
Signing	0 - All	< £12,500
St Mary's Butts Junction Upgrade	1 - Central	> £200,000
Wokingham Road	7 - Southeastern	< £12,500

APPENDIX D - Graphs for Cycling Strategy Consultation Questions

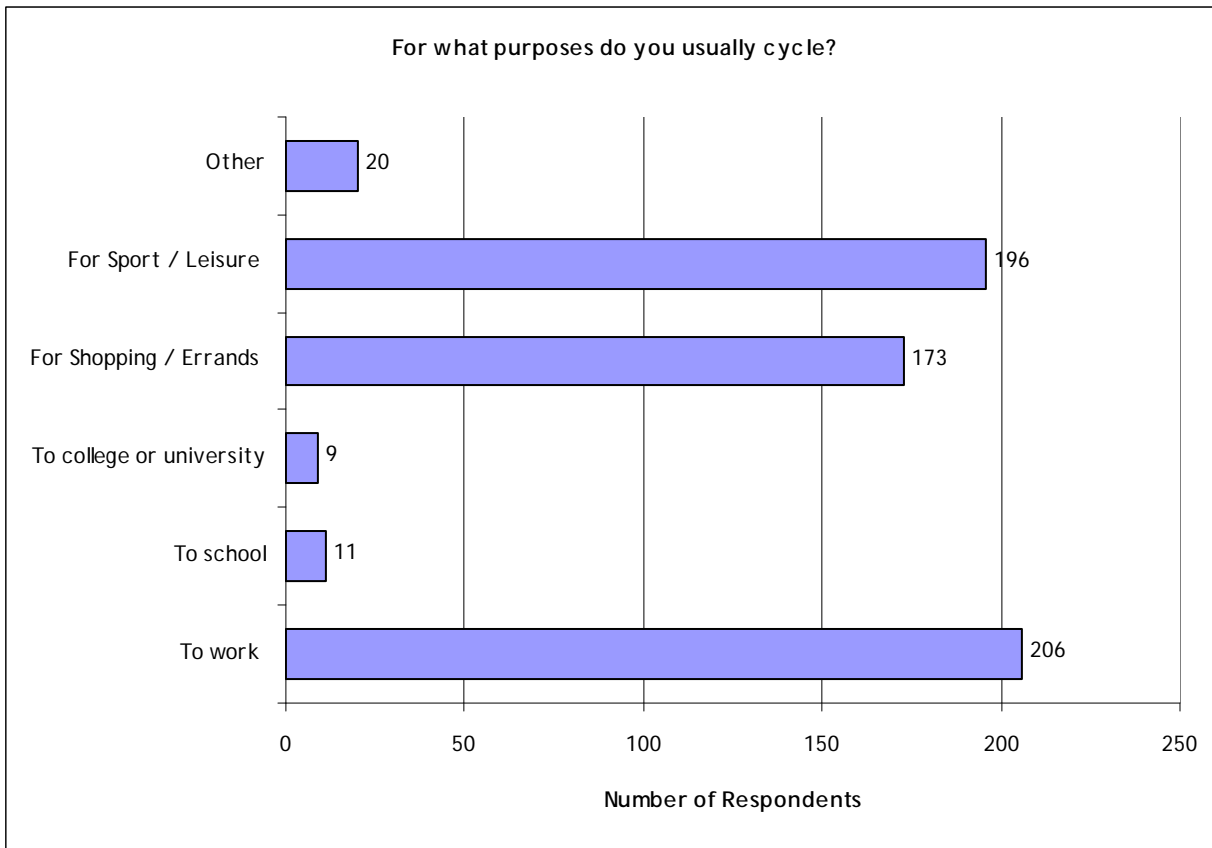
Do you currently cycle in Reading?



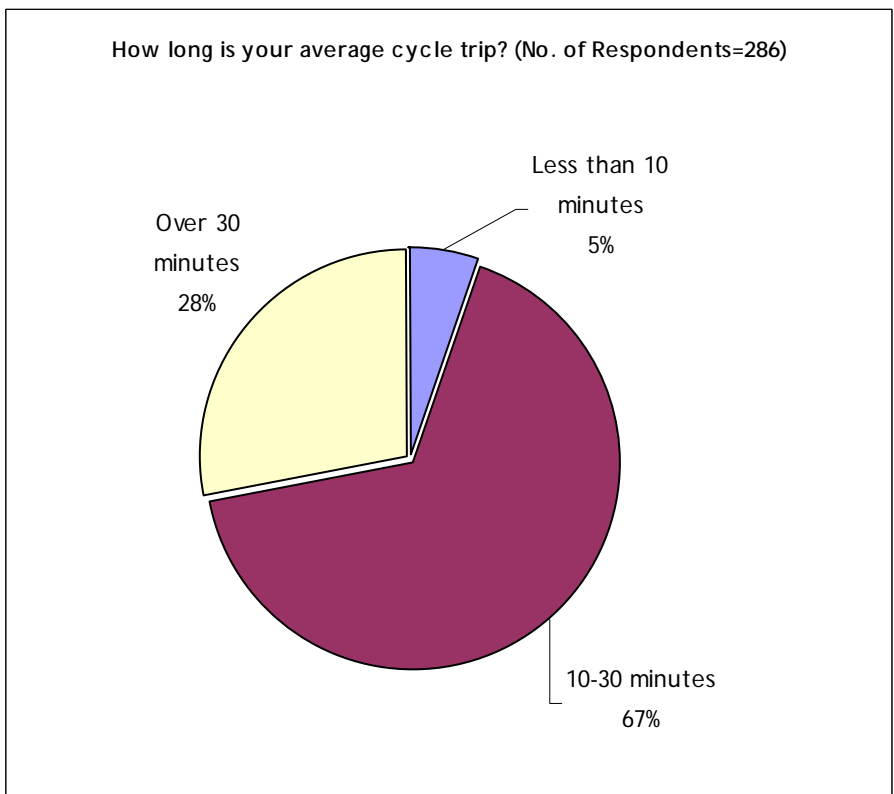
How often do you currently cycle in Reading?



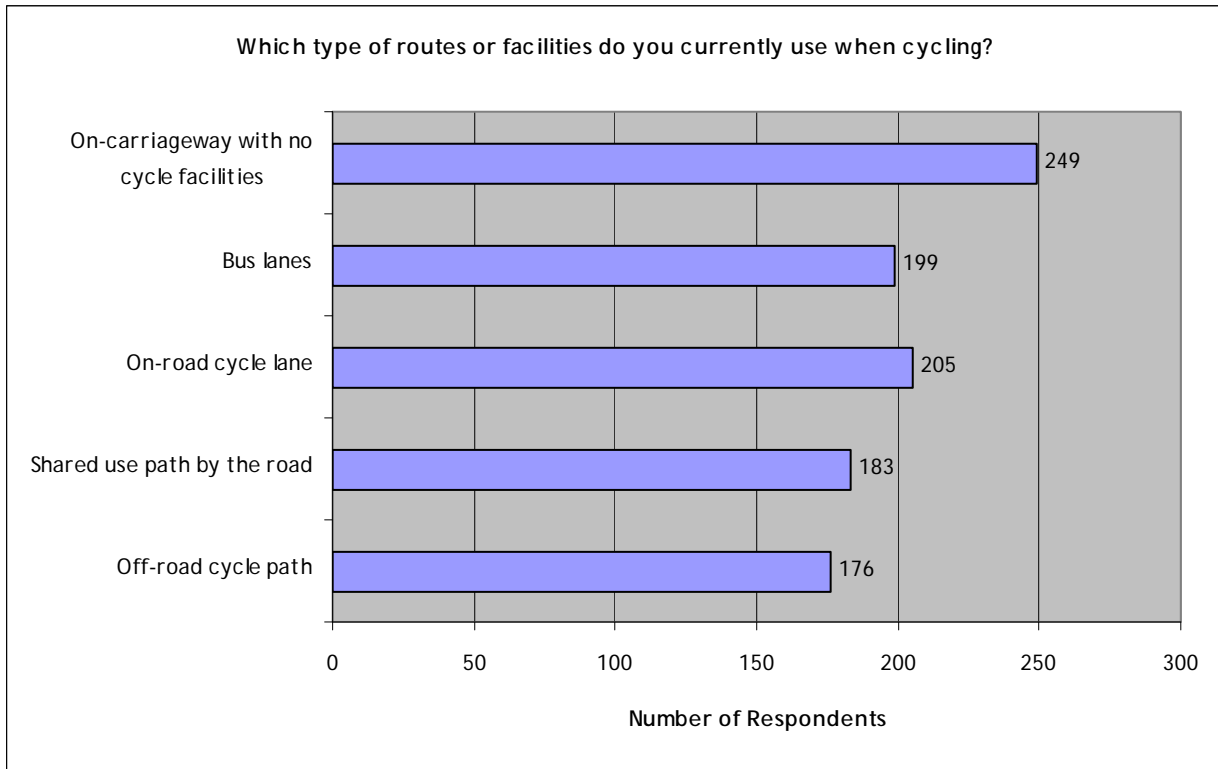
For what purposes do you usually cycle? Please tick all that apply.



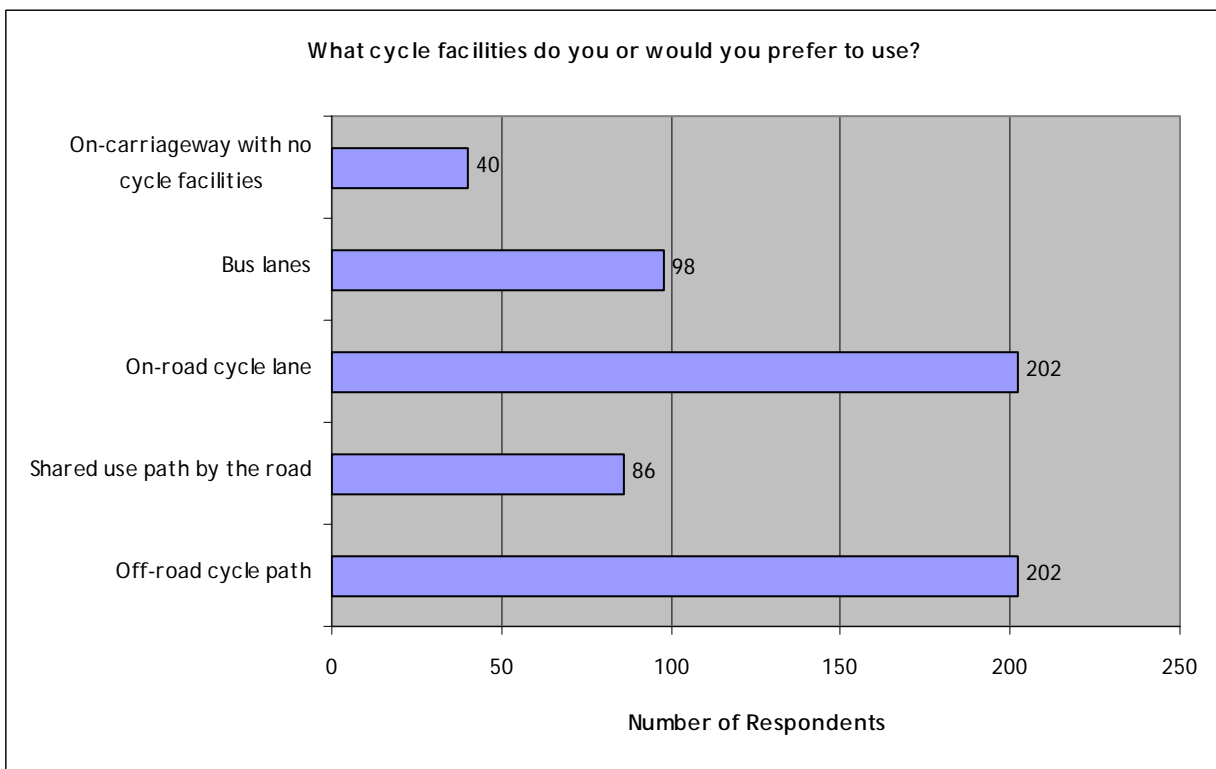
How long is your average cycle trip?



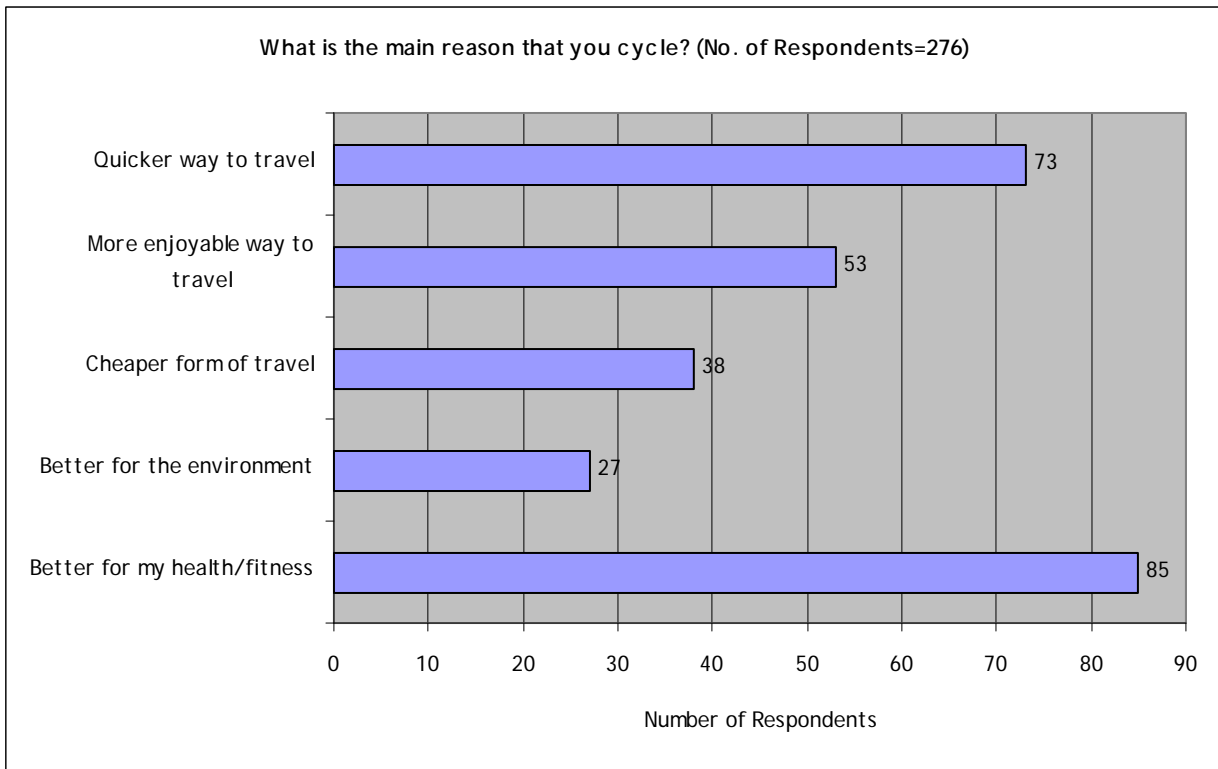
Which type of routes or facilities do you currently use when cycling? Tick all that apply.



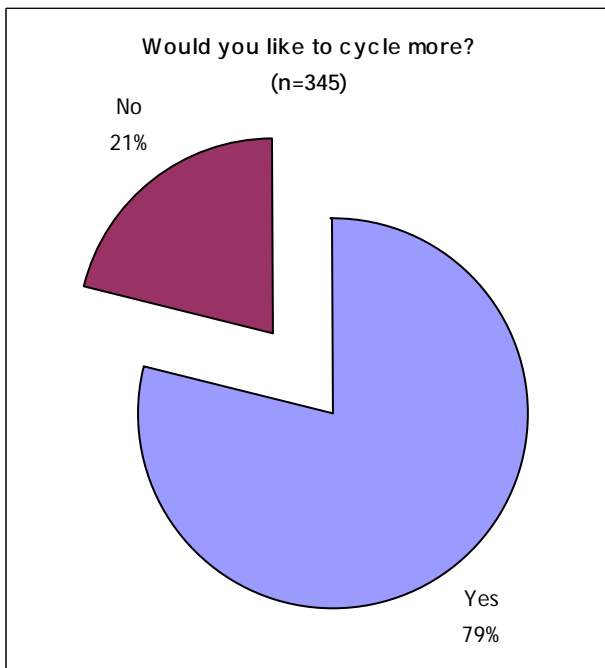
What cycle facilities do you or would you prefer to use? Tick all that apply



What is the main reason that you cycle?



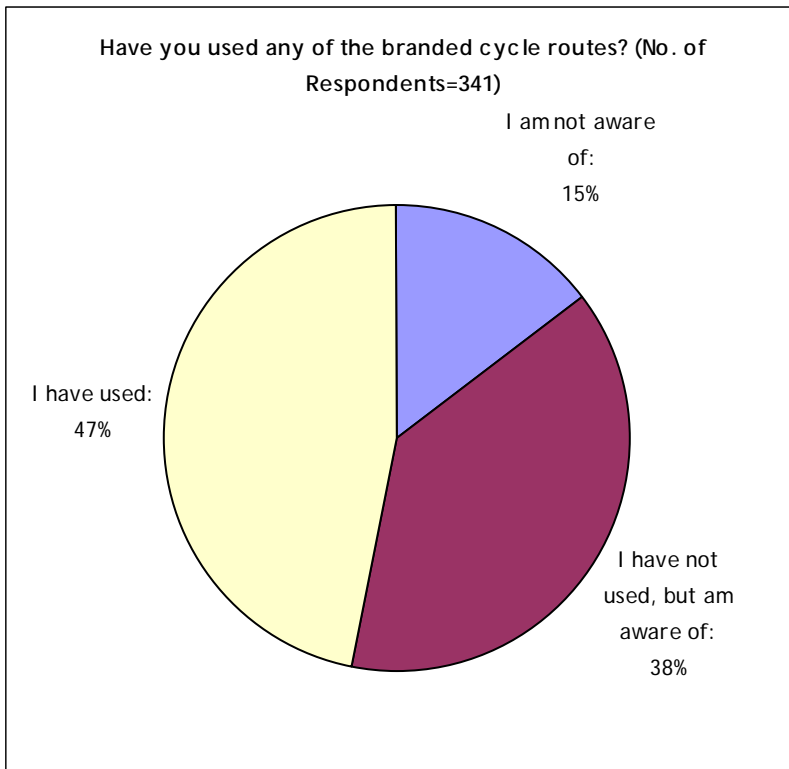
Would you like to cycle or cycle more?



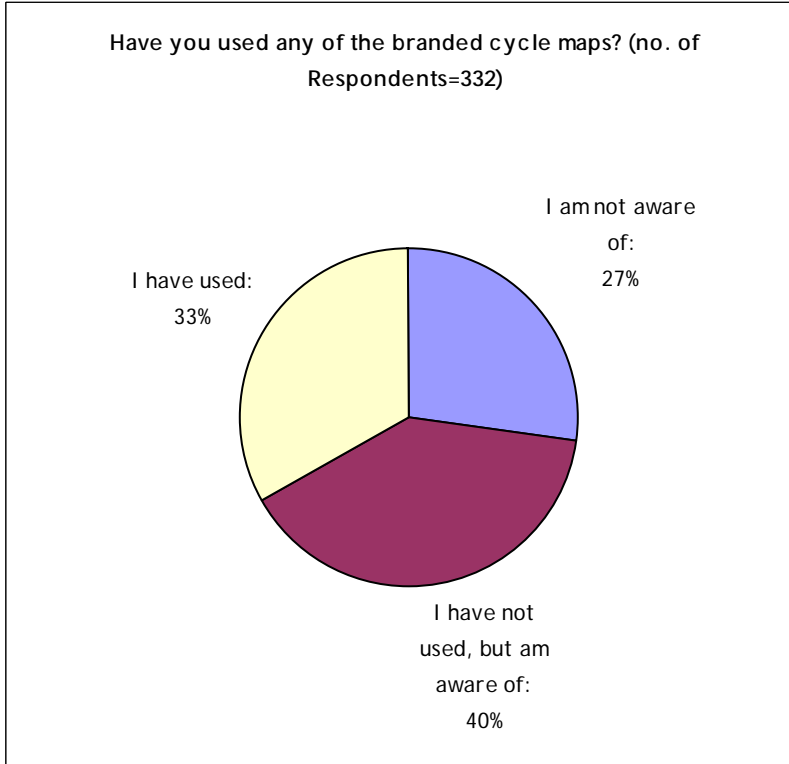
If yes, what stops you from cycling or cycling more and what could be done to help you cycle more?

A summary of responses has been provided in the main body of this report.

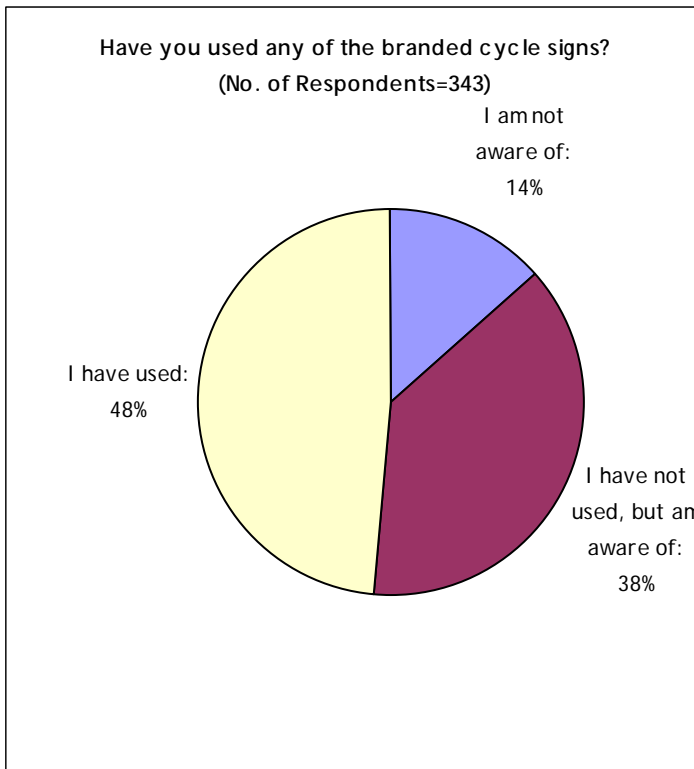
Have you used any of the branded cycle network routes?



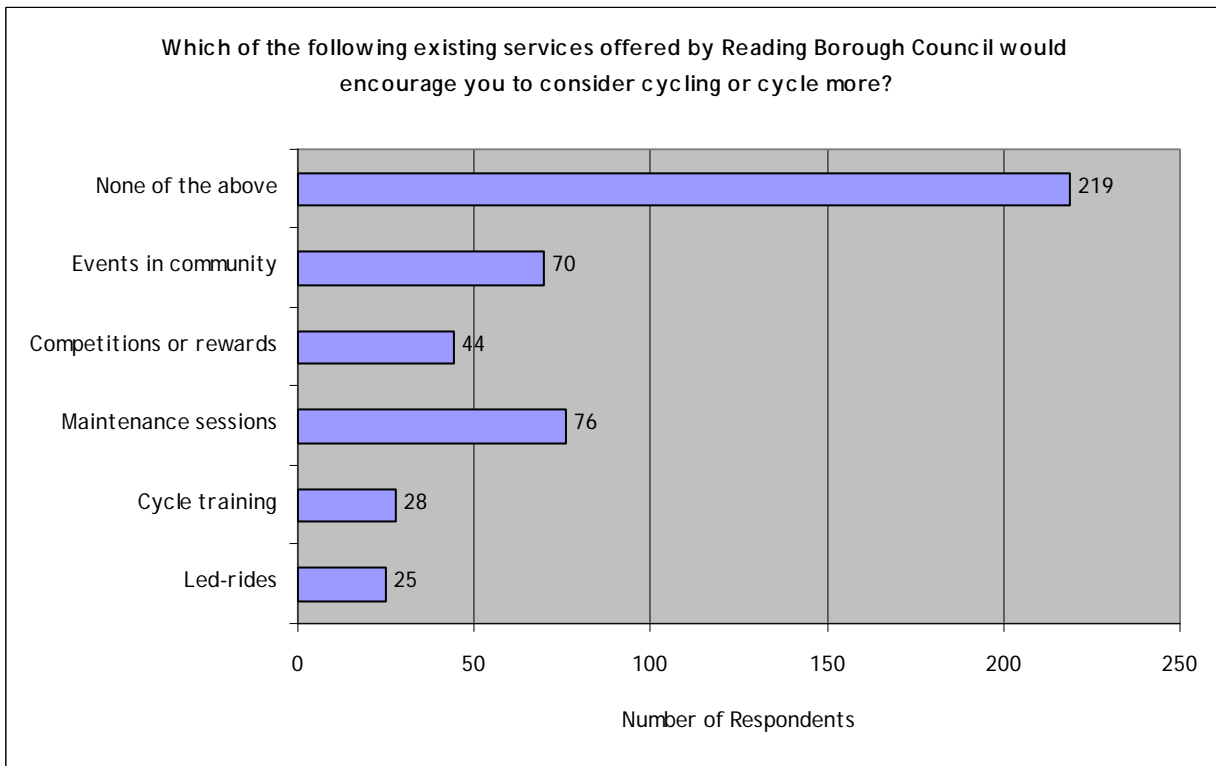
Have you used any of the branded cycle network maps?



Have you used any of the branded cycle network signs?



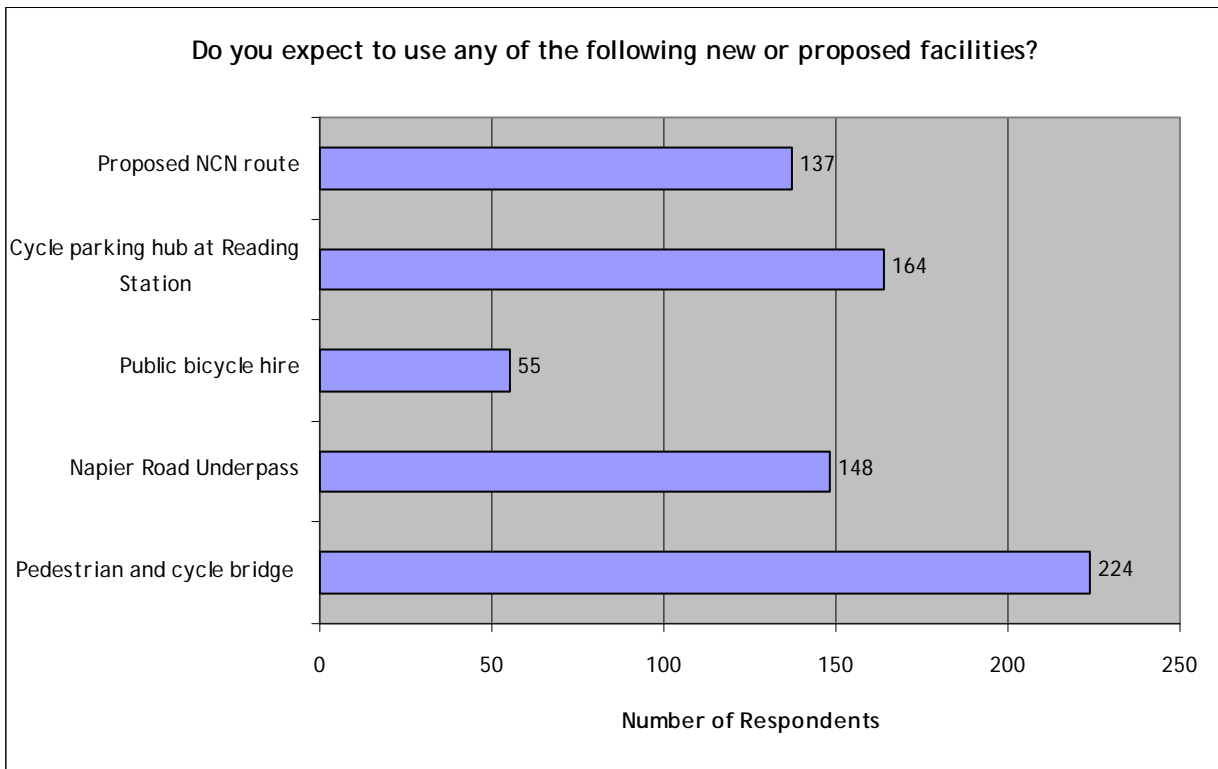
Which of the following existing services offered by Reading Borough Council would help you consider cycling or to cycle more? Tick all that apply



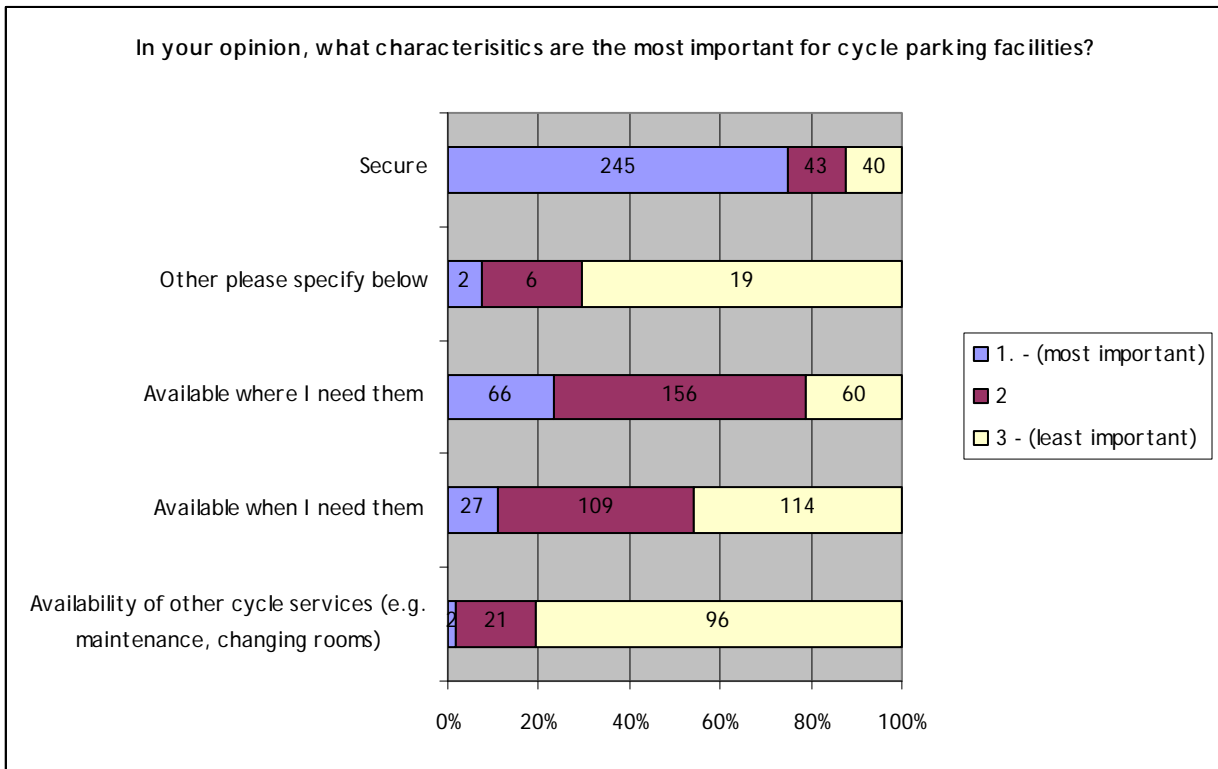
The below table illustrates the type of respondent and the cycle initiatives they would consider participating in to help encourage them to cycle or cycle more.

	Regular Cyclists	Occasional Cyclists	Non-Cyclists
Led-Rides	14	8	3
Cycle training	15	10	3
Maintenance sessions	41	24	11
Competitions or rewards	26	15	3
Events in the community	40	17	13
None of the above	109	72	38

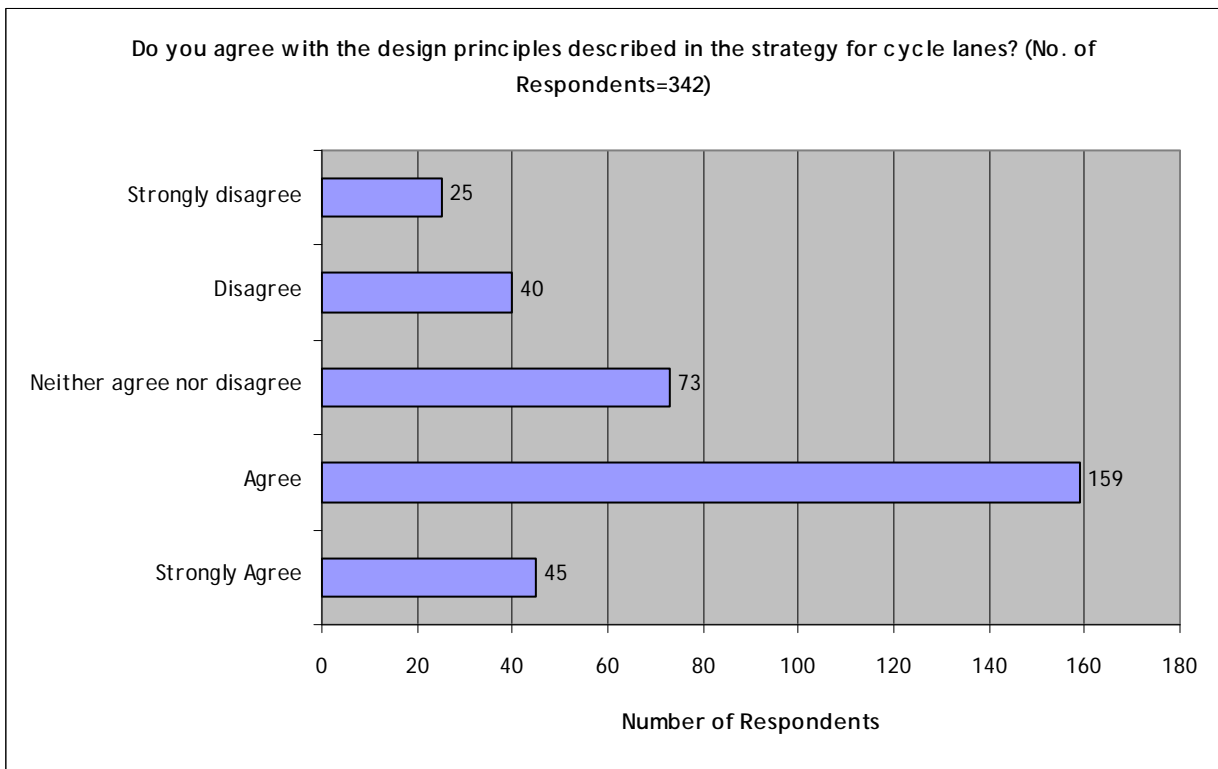
Do you expect to use any of the following new (or proposed) facilities? Tick all that apply



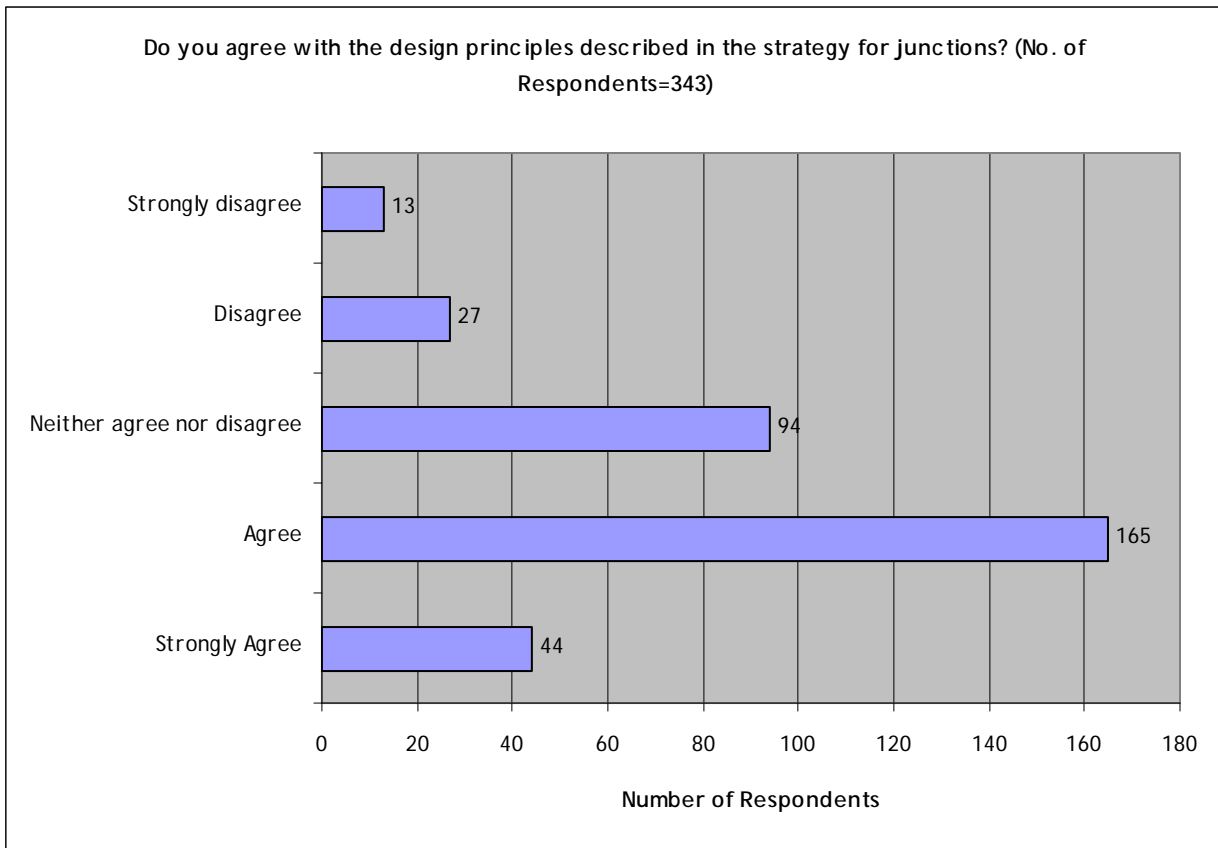
**In your opinion, what characteristics are the most important for cycle parking facilities?
Please rank you top three answers.**



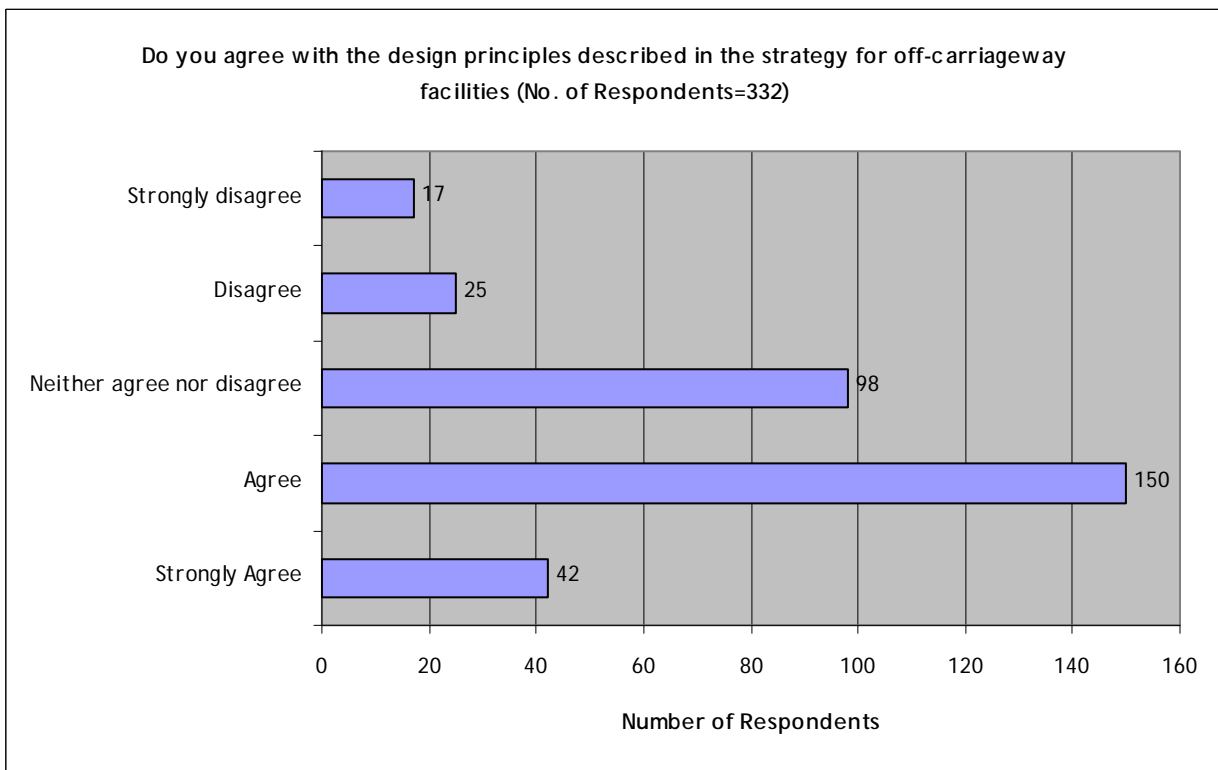
Do you agree with the design principle policies described in the Strategy for cycle lanes?



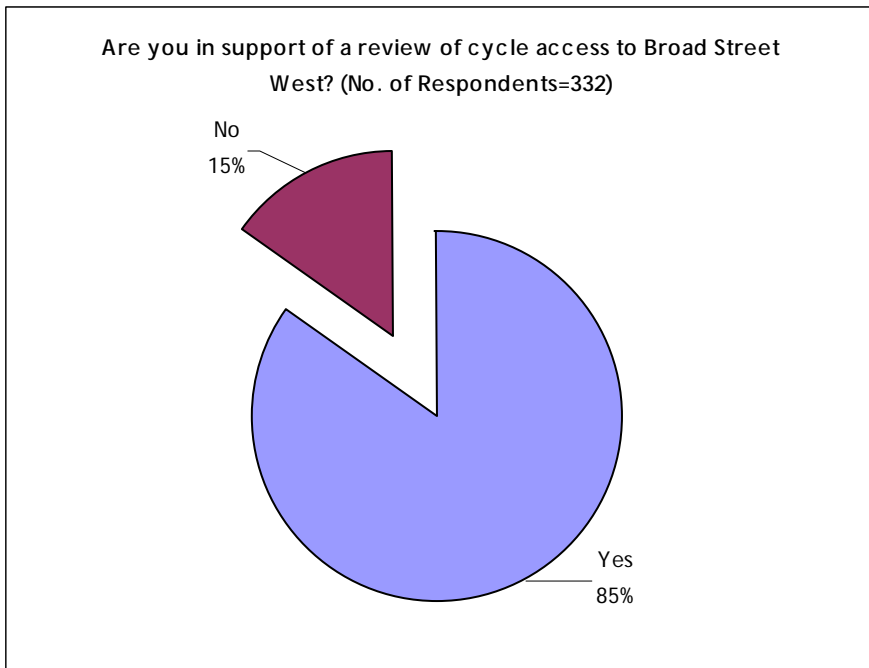
Do you agree with the design principle policies described in the Strategy for junctions?



Do you agree with the design principle policies described in the Strategy for off-carriageway facilities?



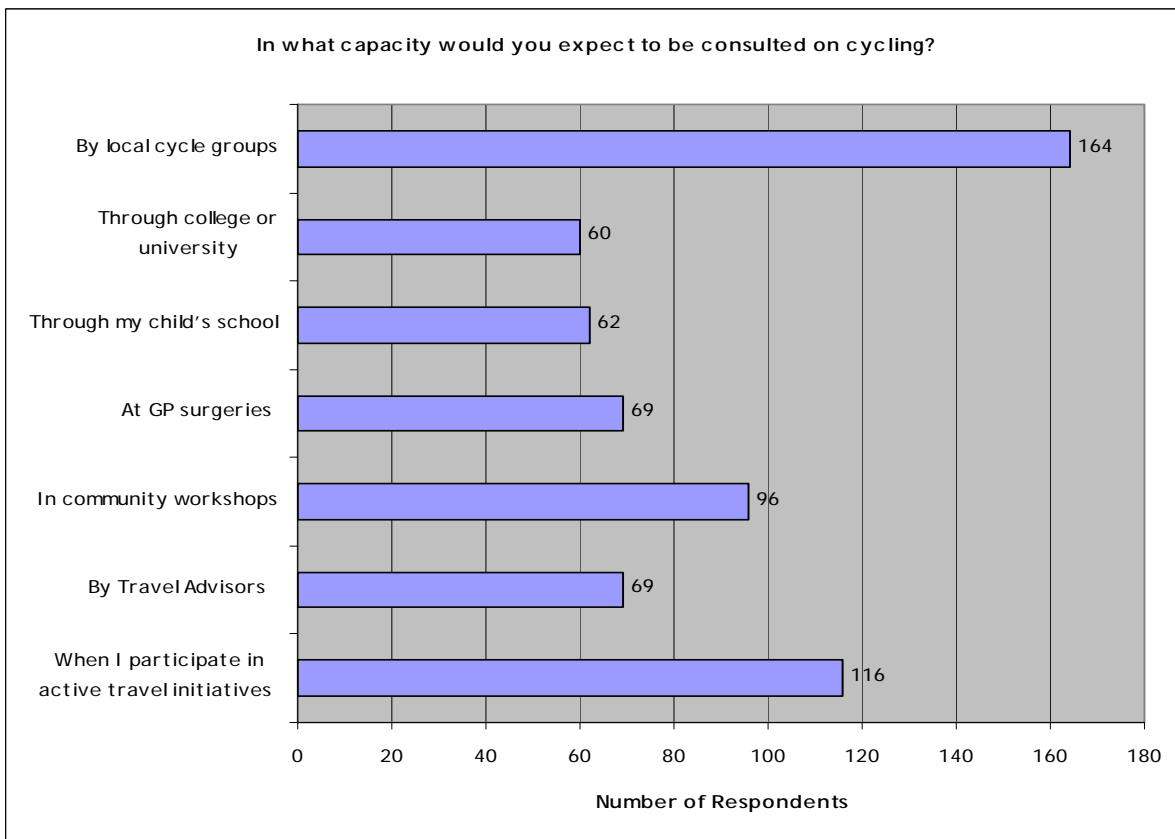
Are you in support of a review of cycle access to Broad Street West (the section between Queen Victoria Street and the junction with West Street)?



Do you have any other comments on Chapter 4: Design Principles to Encourage Cycling?

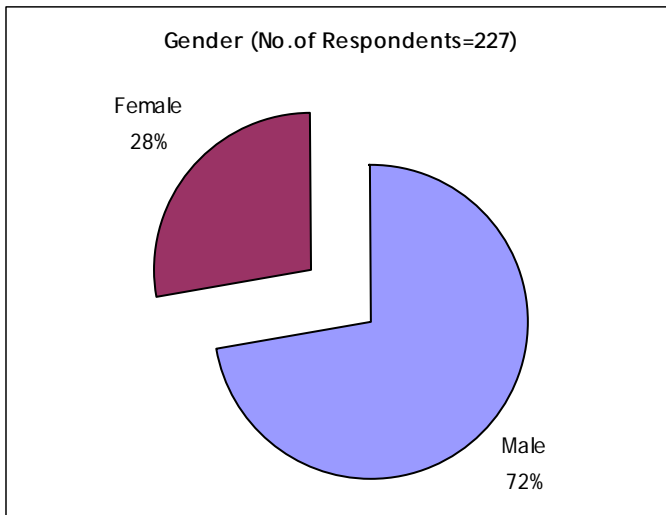
A summary of responses has been provided in the main body of this report.

How would you expect to be consulted on cycling in the future? Tick all that apply

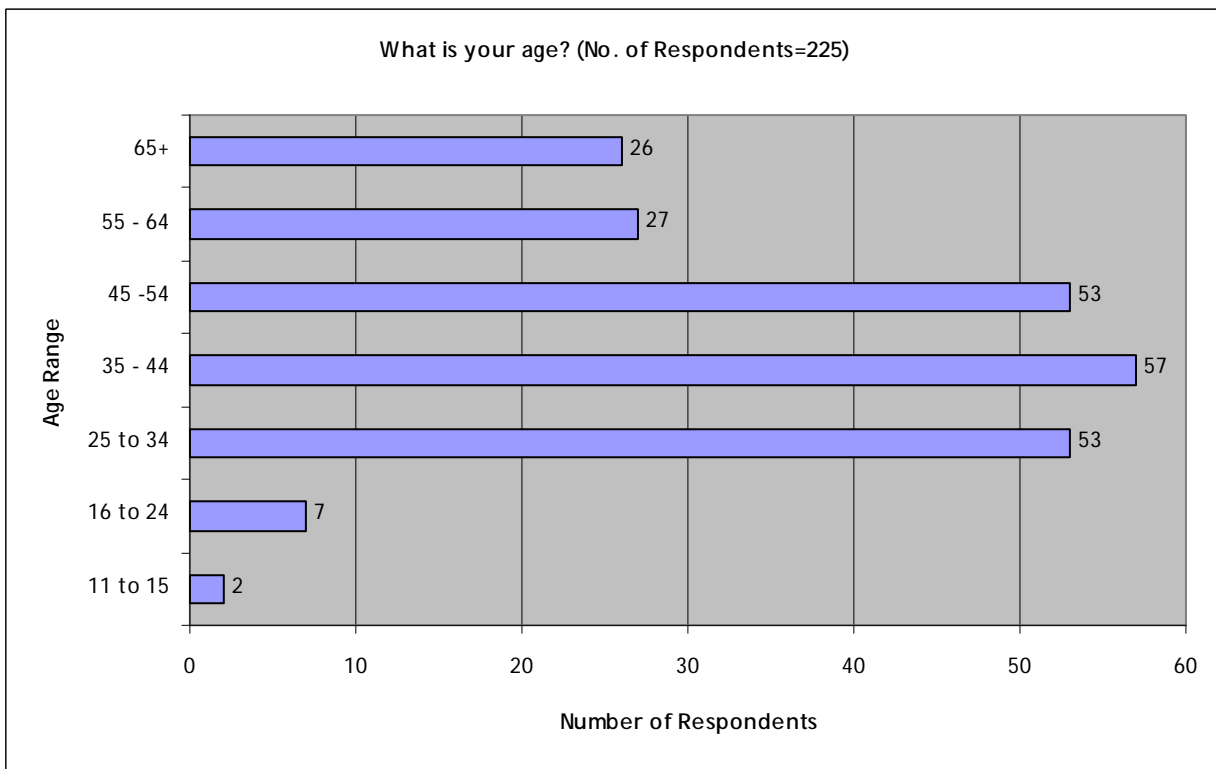


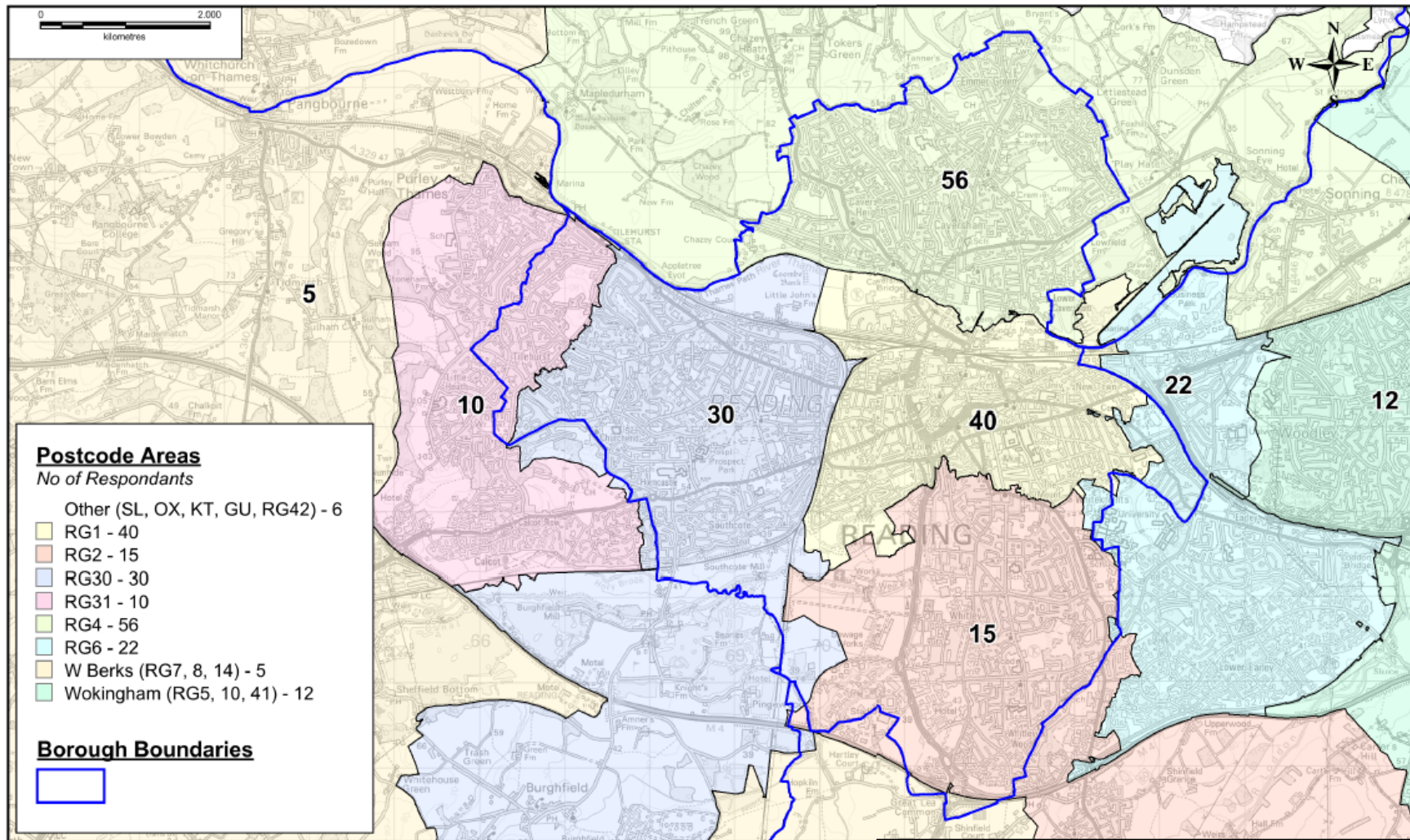
Other suggestions for ongoing consultation include various media channels such as the local press, social media and information available on the Council website and through email. There was also interest in providing information at local services such as libraries, sports centre and religious establishments.

Gender



What is your age?





Title: **Responses by Postcode Area**
Cycling Strategy Consultation

Date: 13/02/2014 Scale at A4: 1:60000

Produced by GIS & Mapping Services

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