

Active Travel Action Plan

Transport, Infrastructure and Environment Committee

21 September 2010

1 Purpose of report

- 1.1 To seek approval for the Active Travel Action Plan (ATAP).
- 1.2 To respond to a motion by Councillor Burgess on Safe Cycling in Edinburgh.
- 1.3 To respond to a motion by Councillor Whyte on Bike Share schemes in Edinburgh.

2 Main report

Introduction

- 2.1 Travelling more actively helps meet several important government objectives, for example improving health, reducing obesity, and reducing carbon dioxide emissions. Walking and cycling contribute to reducing congestion. Cycling and especially walking create 'social supervision'. And pedestrian-friendly streets help support city and town-centre shopping.
- 2.2 The Active Travel Action Plan (ATAP) is aimed at achieving these objectives and benefits by encouraging more people to cycle and walk, more often and more safely. It builds on the objectives and policies in the 2007-2012 Local Transport Strategy and will contribute to achieving the recently approved Transport 2030 Vision. The full plan forms Appendix 1 to this report. Appendix 1 is available on line and copies have been placed in the Group Rooms.
- 2.3 Edinburgh's planning policies and investment in supporting walking and cycling have helped it achieve the highest levels of cycling and walking amongst Scotland's cities; currently 36% of all journeys by city residents are made on foot or by bike. But fully three-quarters of all trips made in Edinburgh are shorter than 5 km, a distance ideal for cycling and walking. So there is considerable scope for further growth.

- 2.4 Various attempts have recently been made to quantify the benefits of more physical activity or of higher levels of cycling and/or walking. For example the Sustainable Development Commission's most recent report, 'Getting There'¹ (2010) estimates that each extra new cyclist creates £540-640 economic benefit per year. See also Appendix 2.

Objective and Targets

- 2.5 The core objective of the ATAP is to increase the numbers of people in Edinburgh walking and cycling, both as means of transport and for pleasure.
- 2.6 Mode share: The Charter of Brussels sets a modal target of at least 15% of journeys to be made by bicycle by 2020. The ATAP adopts this percentage for cycling to work, for which the current percentage is estimated at around 5%. It sets a target of 10% of all trips by bike by the same date - the current figure is around 2%. For walking the ATAP seeks to further increase, by 1%, the 34% of all trips by Edinburgh residents that are currently made on foot.
- 2.7 A full updated set of mode share targets for the city is included in Appendix 3. Achieving these targets and those in the ATAP will require continuation of policies to prioritise public transport, walking and cycling as set out in the Transport 2030 Vision.
- 2.8 Safety: The Council recently adopted a new Road Safety Plan. This includes targets to reduce the casualty rate for pedestrians and cyclists killed and seriously injured by 50% by 2020. Perception of danger has a key role in deterring people from cycling, so achieving this target is very important to achieving the other aims and targets of the ATAP in relation to cycling. On the other hand, evidence suggests that more cyclists on the roads means better safety for those cyclists, so more cycling in the city will help achieve this safety target.

Development of the ATAP

- 2.9 The Action Plan has been prepared by the City of Edinburgh Council in Partnership with NHS Lothian, Living Streets, Spokes and Sustrans. A workshop was held to obtain the views of other key stakeholders, for example Universities and groups representing disabled people. Towards the end of the development process, the stakeholders were also invited to comment on the draft Action Plan. A list of the stakeholders consulted is included as Appendix 4.

¹ http://www.sd-commission.org.uk/publications/downloads/SDC_GettingThere_w.pdf

Key initiatives

- 2.10 Appendix 5 lists the ATAP's headline actions. These are divided into joint actions, affecting both walking and cycling, walking actions and cycling actions. A brief summary of the some of the key actions is given below.

Joint Actions

- a) Improved design guidance and staff training.
- b) Better marketing and promotion of walking and cycling.
- c) Introducing an area-wide sign-only 20mph speed limit pilot.

Walking

- a) Prioritisation of areas and corridor for investment and maintenance.
- b) Reducing street clutter and reviewing and where appropriate removal of pedestrian guardrail. (See Paragraph 3.23)
- c) Improving crossing and junction facilities for pedestrians.
- d) Tackling footway parking.
- e) Improving access to bus and future tram stops and to railway stations.

Cycling

- a) Creating a comprehensive Family Network suitable for less confident cyclists and families. (See Appendix 6 maps 1 and 2)
- b) Creating a Cycle Friendly City Network for day to day cyclists.
- c) Better integration with public transport.
- d) Improved signing and lighting of cycleways/cycle paths.
- e) Better maintenance of on-road and off-road cycle facilities.
- f) Cycle training of children and adults.
- g) Seeking to progress bike share; initially small scale schemes.

Implementing the ATAP

- 2.11 The ATAP covers the period 2010 to 2020, with more detail for the early years of the decade. The Plan includes actions for the Council itself but also for partner organisations.

- 2.12 Some of the actions require funding, but many are about modifying practice or amending priorities. (This for example applies to footway maintenance.) Projects to encourage walking and cycling high rates of return against modest costs (See Appendix 2). This makes them especially attractive in a climate where finance is very limited.
- 2.13 In the current year around £900,000 is planned to be invested in capital cycle projects and approximately £600,000 in pedestrian improvements. Around £410,000 of **each** of these amounts, ie £820,000 in total, comes from the Scottish Government's Cycling, Walking and Safer Streets (CWSS) allocation. Approximately £7M will be spent on footway maintenance.
- 2.14 In addition significant effort and funding are currently going into initiatives to promote walking and cycling in the city. The Bike Station's 'Better Way to Work' project, which is promoting cycling, walking and public transport use in small and medium sized companies, is funded over an 18 month period by a £750,000 grant from the Scottish Government's Climate Challenge Fund. Alongside this NHS Lothian and the Council are jointly supporting the 'ActivCity' initiative which is promoting and encouraging walking and cycling in North Edinburgh.
- 2.15 If current levels of capital funding continue, including the CWSS programme, and some continuing funding for marketing and promotion (albeit not necessarily at the current high level), it is considered that significant progress can be achieved with the ATAP. Without the CWSS funding, or a substitute, progress will be much more difficult.
- 2.16 Funding for implementing the ATAP can come from a variety of sources. For example the Council this year has secured around £200,000 of funding from Sustrans for cycle capital projects. Approximately £75,000 of European finance is currently being sought for a marketing and promotion initiative that would start in 2011. It is nevertheless important to note that almost all external funding requires some form of matching expenditure by the Council, typically the split is 50-50.
- 2.17 Fully implementing the actions in the ATAP would require an increase in staff input from the Council and/or other organisations. In the current financial situation it is proposed that the Council focus on supporting the efforts of others. In particular there is considered to be merit in working closely with NHS Lothian on the promotion of Active Travel, and in seeking to support continuation of aspects of the 'Better way to Work' programme. As noted in paragraph 2.5, the possibility for bringing in extra staff resource from partner organisations at no cost to the Council is currently being discussed.

Monitoring and Review

- 2.18 The ATAP includes several targets and indicators which will be reported on annually. It is proposed to review the actions themselves every two years.

Notices of Motion

Safe Cycling in Edinburgh

- 2.19 The motion raised by Councillor Burgess on Safe Cycling in Edinburgh is included as Appendix 7 to this report.
- 2.20 The most recent Road Safety Plan for Edinburgh, to 2020 (March 2010) includes a number of interventions to make cycling safer in Edinburgh. These include:
- a) Identifying at-risk groups and interventions targeting these groups, (e.g. awareness raising, enforcement, training and traffic management).
 - b) Supporting national and initiate local campaigns aimed at safer cycling and the health benefits of cycling.
 - c) Promote the Scottish Cycle Training Scheme to all schools, with a focus on areas of deprivation. Also promote adult cycle training.
 - d) Ensuring cyclists' needs are accommodated in new road and maintenance schemes.
 - e) Considering piloting an advance green signal phase for cyclists on a corridor in the city.
 - f) Training initiatives seeking to ensure safer interaction between all road users including cyclists.

Bike Share Scheme in Edinburgh

- 2.21 Bike Share Schemes have had a role in changing the perception of cycling where they have been implemented. As reported previously, work in Edinburgh has concluded that there is potential demand for a bicycle share scheme in central Edinburgh. However a scheme was forecast to predominantly attract people already walking, using buses and a small number of car users. Furthermore income is not expected to cover the costs of a scheme.
- 2.22 Income from advertising/sponsorship revenue could help to fund a scheme. However this avenue is not open before 2014 when the current street advertising contract is due for renewal. Even then, devoting revenue to supporting bike share would involve choices about what not to fund; the contract currently funds the provision and maintenance of over 500 bus shelters, including all shelters in the city centre (World Heritage Site).
- 2.23 In the meantime, there may be potential to facilitate small scale schemes taken forward by third parties and an action in the ATAP suggests that this is taken forward.

- 2.24 Appendix 8 contains the original motion by Councillor Whyte on bike share schemes in Edinburgh and the decision of this Committee when it considered an update report on the matter on the 5th May 2009. It also includes a more detailed consideration of the points raised in the Committee decision.

3 Financial Implications

- 3.1 The Plan can be taken forward at present levels of spend. However this level of spending will mean, for example, that some key links in the 'family' network will have to use lower cost on-road solutions rather than higher cost largely off-road or segregated routes.
- 3.2 The current financial climate means that efforts to bring in funding from non Council budgets will need to be redoubled. Any withdrawal of the Scottish Government's CWSS funding is likely to have serious implications for the potential to implement the ATAP. Targets, especially the ambitious cycling targets, are unlikely to be met in this scenario.

4 Environmental Impact

- 4.1 There are no adverse environmental impacts arising from the ATAP; if implemented successfully it is likely to be environmentally beneficial. A SEA Pre-Screening assessment was submitted to the Scottish SEA Gateway on 28 April 2010 and is available as a background paper to this report.

5 Equalities and Health Impacts

- 5.1 There are no adverse equalities or human rights implications arising from the ATAP. Given the aims of the ATAP a Health Impact Assessment (HIA) pre-screening was also carried out. Both a Pre-screening Equalities Impact Assessment and the pre-screening HIA are available as background papers to this report.

6 Conclusions

- 6.1 The ATAP sets on a list of short, medium and long term actions, for delivery by the Council and the partners, intended to make Edinburgh a safer and more attractive place to walk and cycle.

7 Recommendations

7.1 It is recommended that Committee:

- a) approve the "Active Travel Action Plan" document.
- b) authorise the use of the Active Travel Action Plan in guiding the work of staff, partners and other key stakeholders to achieve the objectives it sets out.
- c) Instruct the Director of City Development to seek to maximise external funding to help take forward the Active Travel Action Plan.
- d) discharge the Motion of 5 May 2009 on 'Safer Cycling in Edinburgh' by Councillor Burgess
- e) discharge the Motion of 24 May 2007 on 'Bicycle Station Scheme for Edinburgh' by Councillor Whyte



Dave Anderson
Director of City Development

Appendices	<ol style="list-style-type: none"> 1 Active Travel Action Plan (Due to its size this Appendix is not attached. Paper copies are available in the Group Rooms and it is available on line at www.edinburgh.gov.uk/cpol). 2 Recent work quantifying benefits of Active lifestyles and Active Travel 3 Proposed mode share targets for Edinburgh, 2015 and 2020. 4 List of Stakeholders 5 Summary of main actions in the Active Travel Action Plan 6 'Family Network' maps 7 Motion by Councillor Burgess 8 Motion by Councillor Whyte
Contact/tel/Email	Phil Noble – 0131 469 3803 – phil.noble@edinburgh.gov.uk
Wards affected	All
Single Outcome Agreement	<p>The Active Travel Action Plan will contribute to the current National Outcomes:</p> <p>(1) - We live in a Scotland that is the most attractive place for doing business in Europe.</p> <p>(6) - We live longer, healthier lives.</p> <p>(9) - We live our lives safe from crime, disorder and danger.</p> <p>(10) - We live in well-designed, sustainable places where we are able to access the amenities and services we need.</p> <p>(12) - We value and enjoy our built and natural environment and protect it and enhance it for future generations.</p> <p>(14) - We reduce the local and global impact of our consumption and production.</p>
Background Papers	<p>Strategic Environmental Assessment 28/04/10</p> <p>Health Impact Assessment : 03/09/10</p> <p>Equalities Impact Assessment: 01/07/10</p>

Appendix 1: Active Travel Action Plan

Due to its size this Appendix is not attached. Paper copies are available in the Group Rooms and it is available on line at www.edinburgh.gov.uk/cpol .

Appendix 2: Recent work quantifying benefits of Active lifestyles and Active Travel

- A2.1 The Scottish Government strategy document 'Let's Make Scotland More Active'¹ (2003) states that physical activity reduces the risk of premature death and the risk of developing major chronic diseases such as coronary heart disease, stroke, diabetes and cancer. A **1% reduction** each year in the number of **inactive Scots** for the next five years would result in **£85.2 million savings** due to preventing deaths from these diseases and **£3.5 million savings** due to reduction in hospital admissions for these diseases.
- A2.2 The Sustainable Development Commission's most recent report, 'Getting There'² (2010) states that each extra new **cyclist** creates **£540-640 economic benefit per year** while each extra car **driver** would **cost £172-250 per year** to the economy.
- A2.3 The UK Department for Transport's report on the Cycling Demonstration Towns³ (2010) states that investment in their Cycling Demonstration Towns has provided economic returns of **at least £3 for every £1 invested** when improvements in health are taken in to account.

¹ <http://www.scotland.gov.uk/Publications/2003/02/16324/17895>

² http://www.sd-commission.org.uk/publications/downloads/SDC_GettingThere_w.pdf

³ http://www.dft.gov.uk/cyclingengland/site/wp-content/uploads/2010/05/making_a_cycling_town_qualitative_report1.pdf

Appendix 3: Proposed mode share targets for Edinburgh Residents: 2015 and 2020.

Journey to Work/Education¹

	2010 ²	2015	2020
Walking	20 ³	20.5	21
Cycling	5	10	15
Public Transport	30	31	32
Other (inc motorcycle)	3	3	3
Private Car	41	35.5	29

All trips

	2010 ²	2015	2020
Walking	34 ³	34.5	35
Cycling	2	5	10
Public Transport	19	20	21
Other (inc motorcycle)	2	2	2
Private Car	43	38.5	32

- Notes:
- 1 = Education trips by over 16s only.
 - 2 = Estimates based on latest available Scottish Household Survey information. Adds to 99% as Cycling % averaged from 2005 to 2008. Figure for 2008/2009 was 6% but small sample means low reliability.
 - 3 = Journeys to work tend to be longer than average and less suited to walking.

Appendix 4: List of Stakeholders

Stakeholders who have responded to the ATAP Consultation

- ChangingPace
- TIE Ltd
- RNIB
- NHS Lothian
- Sustrans

- Cycling Scotland
- Lothian and Borders Police Road Safety
- Lothian and Borders Police Crime Prevention
- Lothian Buses
- Essential Edinburgh
- Scottish Cycling
- University of Edinburgh
- Bike Station / Better Way to Work
- Cycling Touring Club
- Spokes
- SDG representing ActivCity Cycle North Edinburgh
- MACS
- Scottish Government, Sustainable Transport
- Living Streets Scotland Edinburgh Access Panel
- Transform Scotland
- Paths for All
- Cockburn Association

Appendix 5: Summary of main actions in the Active Travel Action plan

Joint actions

- A5.1 It is proposed to set up a co-ordinating Group for Active Travel initiatives, including Council and external (e.g. NHS, Universities, Spokes, Living Streets, Sustrans) representation. One of the Groups' early tasks will be to produce a communications plan and to steer communications initiatives, including upgrading of web-based marketing and information on cycling and walking.
- A5.2 Existing design guidance relating to cyclists and pedestrians will be revised and updated.
- A5.3 The programme of introducing 20mph zones will continue - there is evidence that lower speed limits have played an important part in encouraging cycling and walking elsewhere in Europe. Subject to successful consultation and the issuing of suitable revised guidance, it is hoped that the coverage of 20mph zones and limits can be rapidly extended. See a separate report to this Committee.

Walking Actions

- A5.4 It is proposed to implement a package of pedestrian improvements on the Haymarket to Dalry Corridor during 2010 and 2011, as a first stage in a programme of corridor improvements. This initial project will be funded from the Scottish Government's 'Cycling Walking and Safer Streets' (CWSS) budget. If this budget does not continue beyond 2010/2011 the future programme will be in jeopardy.
- A5.5 The ATAP includes draft mapping of Edinburgh's streets according to their importance for pedestrians. It is proposed to use a finalised version of this map to inform a revised prioritisation process for the maintenance of footways and footpaths.
- A5.6 It is proposed to take forward programmes to review pedestrian guardrail and street furniture with a view to programmes of removal of unnecessary guardrail and street clutter.
- A5.7 Walking is important as a means of access to public transport as well as in its own right. A programme of enhancements to bus and tram stops is proposed, though this too is vulnerable to the potential withdrawal of the CWSS budget.

**Appendix 6: Motion by Councillor Burgess: Safe Cycling in Edinburgh.
5 May 2009**

“That the Committee:

Welcomes the recent increase in cycling in Edinburgh but regrets the frequency of accidents involving cyclists;

Recognises that various agencies and organisations promote cycling and safe cycling in Edinburgh, including the Council, Lothian and Borders Police, schools, Spokes and The Bike Station, and particularly congratulates Spokes on their ‘Bike Polite’ initiative;

Believes that there is a need for a City-wide, co-ordinated cycling safety campaign involving all parties,

Proposes that such an initiative could include:

- A safe cycling campaign team made up of representatives from all
- Concerned parties.
- The production of safe cycling material to be widely distributed.
- An accompanying website and AV presentation for schools.
- Outreach work to disseminate material
- Identifying good practice from other countries such as Denmark.

Supports the proposal for a safe cycling in Edinburgh campaign and calls for a report on how the Council could co-ordinate and support such an initiative.”

Appendix 7: Motion by Councillor Whyte: Cycle Share Scheme 24 May 2007

Motion

“To call for a report on the introduction of a bicycle station scheme, as outlined in the Conservative manifesto for the Council elections on 3 May; the report to include the possibility of siting these bicycle stations at tram stops, should the tram scheme progress”

Further information

In response to the above motion, work, including Market Research, was carried out to assess the potential for a cycle share scheme. An update on this work was reported to the TIE Committee on 5 May 2009. This Committee decided:

- 1) To note the report.
- 2) To note that clarification was being sought regarding the exclusivity of the existing street furniture – on-street advertising contract with Clear Channel Adshel.
- 3) To approve further work to test the market in the provision of bicycle share schemes.
- 4) To note that the operator proposals resulting from the market testing would be reported to the Transport, Infrastructure and Environment Committee for its consideration in early 2010. The report would then be referred to the Planning Committee for consideration of any planning policy issues in relation to on-street advertising and street furniture.
- 5) To request clarification from the Council Solicitor on the legal status of the provision for on-street/on-bike/by advertising/sponsorship by Companies.
- 6) To ask the Director of City Development to ensure that any implementation of a bicycle share scheme be integrated with the implementation of the Tram Project.

(References – Transport, Infrastructure and Environment Committee 19 February 2008 (item 5), 6 May 2008 (item 11), 29 July 2008 (item 7) and 25 November 2008 (item 6); report by the Director of City Development, submitted.)

Clarification of the situation regarding the exclusivity of the existing on-street advertising contracts has been provided by the Council's Solicitor. The conclusions reached are that:

- There is a risk that the restrictions in the street furniture agreement preclude the Council from entering into agreements with other providers in relation to the provision of bicycle stations which would carry advertising
- It is difficult to see how a bicycle station scheme could be incorporated into the existing agreement without breaching EU procurement regulations governing open competition.
- Advertising could be carried on the bikes themselves on a similar basis to that carried by taxis

In early 2009 Glasgow City Council issued an invitation to tender to run a 250 bike scheme in the city for two years for £250,000. From six initial expressions of interest they received only one tender which would provide only 125 bikes for the same price and period of operation. A decision was then taken by Glasgow City Council and their partners (NHS Greater Glasgow and Clyde) that the project would represent poor value for money and the tender was not awarded.

Due to the lack of interest by operators in running a scheme in Glasgow and the lack of funding sources to support a scheme in Edinburgh a decision was taken not to proceed with the proposed market-testing. Instead discussions have been initiated with organisations who may be interested in developing their own, smaller scale, schemes. Where proposed schemes can demonstrate their viability the Council would consider offering support to assist with their development.

Experience from the continent suggests that most people who use bicycle hire schemes have switched from walking or public transport with some people also switching from car. The market research that was undertaken to gauge interest in a scheme for Edinburgh reflects this pattern with 19% of people who currently walk expressing an interest in using a scheme versus 7% of bus users and 4% of car users.

Continental bicycle hire schemes have in most cases been supported financially by being incorporated in to on-street advertising contracts (e.g. Paris, Lyon, Brussels, etc) or by subsidy from the local authority (e.g. Barcelona from parking charges, London from Transport for London with 18% assistance from Barclays, Montpellier, Avignon, etc).