
CARDIFF CYCLING PROGRAMME UPDATE

Reason for the Report

1. To provide Members with an update on the ongoing development of Cardiff's cycling programme. In doing so they can consider:
 - Why is cycling important;
 - Current and projected trends;
 - Future development;
 - Infrastructure plans;
 - Partnership working;
 - Cycling challenges in Cardiff; and,
 - Cycling related 'Headline Actions' – Planning, Transport & Environment Directorate Delivery Plan 2018/19.

Background

❖ **Why is Cycling Important?**

2. Cycling is widely considered to be an important tool in for managing the future growth of the city. Key reasons for this include:
 - **Building a Liveable City** – A city that is good for cycling is an attractive city to live and invest in. Many European cities with a strong reputation for the quality of life they offer their residents provide excellent facilities for cycling.
 - **Travel Time** – In a dense urban environment like Cardiff, cycling can offer the quickest way of travelling from point to point. A three mile journey can be cycled

at a comfortable pace within 20 minutes, which is a competitive travel time compared to the car, particularly during peak periods of congestion.

- **Efficient Use of Urban Space** – Cycling requires less space to accommodate on the highway network compared to the private car. Twelve cycles can be securely and conveniently parked in the space required to park one car.
- **Economic Benefit** – Based on the current levels of cycling in Cardiff there is a £14 million a year saving to individuals and the local economy for trips which are cycled instead of driven and a £28 million a year benefit for all trips that are cycled instead of driven in Cardiff.
- **Managing Growth** – The efficiency of cycling as a mode of transport makes it a realistic means of managing the increase in journeys on Cardiff's transport network as the city grows. By providing the right infrastructure in the right places many journeys starting within Cardiff could be made by bike instead of by car. The city's highway network is already under pressure, particularly at peak times. Expanding road space to accommodate additional traffic is neither affordable nor sustainable. Therefore, as the city grows, road space must be reallocated from private cars to more efficient transport modes including footways, cycle tracks and public transport to enable more people to move around the city as quickly and efficiently as possible. This will also ensure that adequate provision remains for those trips where the private car is the only reasonable option.
- **Health** – The health and wellbeing benefits of regular exercise are well documented and cycling for everyday journeys is an effortless way of realizing these benefits. Improvements to local air quality through reducing unnecessary car trips will also have a significant impact on health.
- **Active Travel Duty** – All local authorities in Wales have a duty to plan for and make continuous improvement in the provision of facilities for cycling under the Active Travel (Wales) Act 2013. Cycling also has a significant contribution to make to all seven of the wellbeing goals as set out in the Wellbeing of Future Generations (Wales) Act 2015.

❖ **Key Policy Documents**

3. Cycling policy in Cardiff is focused on and designed around the following key documents:

- Cardiff Local Development Plan 2006 to 2026;
- Cardiff Local Transport Plan 2015 to 2020;
- Cardiff Integrated Network Map;
- Cardiff Public Realm Manual;
- Managing Transport Impacts Supplementary Planning Guidance;
- Cardiff Residential Design Guide Supplementary Planning Guidance;
- Welsh Government Active Travel Design Guidance;
- Manual for Streets Editions 1 & 2.

❖ **Current & Projected Trends**

4. The proportion of Cardiff residents travelling to work by bike in 2017 was 16.5%, compared to 51.6% who travel to work by car. The proportion of residents travelling to work by bike has more than doubled since 2005.
5. The Cardiff Bike Life 2018 survey indicates that 26% of Cardiff residents say that they do not currently cycle, but would like to. The Council believes that this is a significant target market that could be accessed if conditions for cycling could be improved.
6. The majority of car trips starting within Cardiff are of a short enough distance to comfortably cycle. 52% of car journeys in 2011 were less than 3 miles, and would have taken 20 minutes or less by bike.

❖ **Future Development**

7. The population of Cardiff is expected to grow by 79,918 between 2006 and 2026. During this period the number of jobs in Cardiff is expected increase by 40,000, this in turn means that the number of trips within the city is expected to grow by 14%.

8. To help meet this growth and manage travel demand the Council has set a vision for 50% of all trips to be made by sustainable modes by 2026, i.e. walking, bike and other modes of public transport. This objective is set out in the Council's Local Development Plan as an essential tool in helping to accommodate the levels of growth predicted for the city within the transport network.
9. To help achieve these targets the Council hopes to double the number of cycle trips by 2026, continuing on from the growth since 2005. In practical terms this means that the network must be able to accommodate an additional 38,000 cycle trips a day.

Infrastructure Plans

10. The Council has identified a series of infrastructure priorities that it needs to deliver its long term cycling ambitions, these are:
 - **Key Corridors** – Plans will be developed to create five Cycle Superhighways as an exemplar for all ages and abilities cycling, to connect new development sites to major destinations across the city, including the City Centre and the Bay.
 - **City Centre** – Plans will be developed to improve cycling connections through the City Centre as a part of a City Centre Movement Strategy.
 - **Missing Links** – Missing links across the network will be identified and addressed, including schemes to address severance across the network, and local neighbourhood improvements to cycling conditions on local streets.
 - **Maintenance** – Maintenance of cycle routes will be prioritized to ensure that they continue to provide safe and comfortable conditions for cycling.
 - **New Development** – High quality cycling infrastructure will be fully integrated into new development from the outset, to provide an extensive internal network of routes and connections to the wider cycle network.
 - **Integration with Highway Activity** – Whenever work is being undertaken on the highway, opportunities will be taken where relevant to make improvements to cycle facilities at the same time.

- **Involving Stakeholders** – Engagement with stakeholders, including local residents and businesses, will be an important part of designing solutions to get the best possible results.
- **Promotional Activity** – Implementation of new cycling infrastructure will be complemented by promotional activities to maximize the impact of infrastructure investment.

❖ **The Cardiff Cycle Network**

11. The Cardiff Cycle network sets out a comprehensive network of cycle routes linking existing communities and strategic development sites with key destinations across the city.
12. **Cycle network Plan** – A Cycle Network Plan has been approved as a part of Cardiff’s Integrated Network Map, identifying the routes which are to be developed over the next ten years and beyond. This includes Cycle Superhighway routes which will connect strategic development sites with existing communities and major destinations. These Cycle Superhighways will be the Council’s first priority for delivering continuous route corridors that provide the right conditions for all ages and abilities of cycling.
13. The Council will also seek to address missing links across the wider network to improve conditions for cycling, increase the options for everyday journeys, and address severance in key locations through a prioritised plan to include:
 - Safety improvements to major junctions.
 - Segregated facilities on main roads in key locations.
 - Provision of new shortcuts, including bridges, contraflows, and cycle access through road ends.
 - Improvements for on road cycling on quiet local streets, including 20mph limits and traffic calming.

❖ Infrastructure Standards

14. To double the number of cycle trips in the city, it is essential to provide infrastructure that gives everyone the confidence to cycle in Cardiff, including adults who do not cycle often and school children. Cycling safety is a major concern to Cardiff residents. It is essential that cycle routes in Cardiff provide a safe environment, including segregation from motor traffic where it is needed.
15. For cycling to be an attractive travel choice, cycling infrastructure must be comfortable to use. This means that that it addresses the poor perception of safety, by providing segregation where needed, good quality surfaces and sufficient space to cater for the number of people using the route.
16. One of the benefits of cycling in an urban environment is that it offers point to point travel. For this benefit to be realised, cycle routes must be well connected, with a dense network of routes and high quality links between cycle routes and the basic network of local streets. Cycle routes must be convenient to use, providing direct routes to destinations and wayfinding that is intuitive to follow.
17. As with any mode of transport, journey time is important when cycling. A bicycle journey time saving of one minute is worth 12.5p per person, per trip.

❖ Key Infrastructure Measures & Scheme Design

18. Cardiff Council will incorporate the following measures into scheme design where needed to ensure provision for all ages and abilities of cycling:
 - **Safety** – segregation from motor traffic on main roads; 20mph speed limits and traffic calming on streets with lower volumes of traffic; early start for cyclists at signal junctions; parking protected cycle lanes.
 - **Connectivity** – Good network density; high quality links between segregated routes alongside roads, off street paths and traffic calmed minor roads to create a coherent network.

- **Comfort** – Segregation from motor traffic and pedestrians on main roads; segregation from pedestrians on off road paths; adequate space to accommodate both the current and expected number of route users; good quality running surface; appropriate lighting; implementation of 20mph speed limits.
- **Convenience** – Direct routes to destinations; cycle parking in convenient locations; intuitive wayfinding.
- **Travel Time** – Adequate space to accommodate the number of route users; signal changes to reduce waiting time at junctions; give priority to segregated cycle routes and footways over side roads; contraflows for cycling on one way streets; provide cycle access through road ends; provide bridges to reduce severance caused by natural or man-made barriers.

❖ **Partnership Working - Schools**

19. 4% of Cardiff children currently travel to school by bike, however, 25% say that they would prefer to travel to school by bike. In contrast, 41% of Cardiff children travel to school by car. 16% of all trips undertaken on a weekend are escort trips (trips taken to transport somebody else) and just over half of these trips are made as a car driver. Escort trips represent a significant cost to the individual, both in terms of time and transport costs. If children are able to travel to school independently, this saves their parents time and money.
20. Government guidelines state that children and young people should engage in moderate to vigorous physical activity for at least 60 minutes a day. Cycling to school and for other short trips can contribute to increasing the amount of physical activity that children undertake. The benefits of cycling for children and young people include improved cardiovascular and bone health, maintaining a healthy weight, improved self-confidence and development of social skills.

❖ **Promoting Cycling in Schools**

21. **Cycle Training** – The Council offers cycle training to all primary schools in Cardiff to give children the skills that they need to cycle short journeys such as cycling to

school or to local shops. Training is also offered during the school holidays for children who are unable to attend training through their schools.

22. **Active Journeys** – The Active Journeys in Wales project is delivered by Sustrans to provide information, training and support to pupils, teachers and parents to enable more children to travel to school by bike, scooter or on foot. Schools are supported intensively over a three year period to enable them to establish a good foundation to become an independent active journeys school.

❖ **Partnership Working - Workplaces**

23. Around 16.5% of journeys to work currently made by Cardiff residents are by bike and a third of all cycle trips made by Cardiff residents are for work purposes. However, there is significant scope to increase the number of people cycling to work in Cardiff, since 56% of Cardiff residents could reach their workplace within 20 minutes by bike.
24. The number of jobs in Cardiff is expected to grow with several new employment sites to be located in and around the City Centre, including the redevelopment at Central Square. Increasing the number of people cycling to work in Cardiff is an important measure to manage the impact of this growth on the transport network.
25. Cycling can offer many benefits to employers and employees in Cardiff. It is an easy way to incorporate physical activity into daily life, which benefits health and wellbeing and leads to a more productive workforce. Cycling reduces pressure on the demand for car parking spaces, and cycle parking takes up significantly less space than car parking. Cycling can also offer a cost effective option for business travel over short distances in an urban area due to the lower running costs and competitive travel times compared to the car.
26. To increase the uptake of cycling to work and for business travel, the Council must address the missing links within the cycle network to facilitate the journeys between where people live and work in the city. Accompanying workplace based initiatives can maximise the impact of infrastructure improvements. The Council will continue

to engage with local employers to identify priority areas for improvement and share knowledge on best practice for workplace initiatives.

27. The key workplace initiatives to increase cycling are:

- Secure cycle parking;
- Showers and changing facilities;
- Pool bikes for business travel;
- Cycle mileage for business travel;
- Tax free bikes through the Cycle to Work scheme.

❖ **Partnership Working - Retail**

28. Cardiff city centre is a major shopping destination at a national level with over 40 million visitors a year. Local shops, including those provided at district and local centres, provide important services to local communities and support the local economy, particularly small businesses.

29. Cardiff residents currently make around 3 million cycle trips to the shops every year.

30. As a mode of transport well suited to short, urban journeys, cycling can offer residents a means to access shops quickly and conveniently, with the right provision of infrastructure in the right place, including speed reduction measures on local streets near local shops and provision of short stay cycle parking in convenient locations. These facilities will make shops in Cardiff, both within the city centre and at local shopping areas, more attractive to visit and encourage residents to spend locally, increasing the number of shorter shopping trips undertaken by bike, will ensure that car parking and road capacity is available for customers who need to drive.

31. The key initiatives required to increase cycling to shops are:

- Improvements to infrastructure to provide direct and comfortable access to shopping locations;
- Provision of short stay cycle parking in locations close to shops in sufficient numbers to meet demand.

❖ **Cycling Challenges in Cardiff**

32. The Council has identified a number of challenges that could potentially provide a barrier to increasing the level of cycling in Cardiff, these are:

- **Fragmented Network** – The existing Cycle Network is fragmented and incomplete, as demonstrated by the 2015 Existing Route Map which only shows those routes which meet the minimum standards set out in Welsh Government Design Guidance. Some routes could be improved by addressing relatively short sections of missing links. However, many parts of the city, in particular the east, have very limited provision for cycling.
- **Retrofitting Infrastructure in Existing Streets** – Constrained urban corridors need to serve competing demands which makes the retrofitting of cycling infrastructure challenging. There are housing developments in Cardiff which have been constructed with limited public transport access and no purpose built cycling connections at all.
- **Safety: Actual & Perceived** – Cardiff residents feel that cycling is significantly less safe than other modes of transport. Although the number of people cycling for everyday journeys is growing in Cardiff, in order to maintain this growth, it is clear that safety issues, both real and perceptual, need to be addressed.
- **Resources** – Cardiff Council's current annual capital expenditure on cycling infrastructure, including both Council capital funding and external grant funding, equates to £4.54 per resident. This has funded a number of recent improvements across the network, but is not sufficient to develop a comprehensive network of high quality routes. 79% of Cardiff residents would like to see more investment in cycling in Cardiff.

❖ **Planning, Transport & Environment Directorate Delivery Plan 2018/19 – Headline Actions**

33. The Headline Actions that are set out in the Planning, Transport & Environment Directorate Delivery Plan 2018/19 to achieve the Council's cycling objectives are:

- **Headline Action - 42699** - Develop a spatial masterplan to create new high quality shared space for pedestrians, cyclists and vehicles throughout the city centre and key neighbourhoods by 2018/19.

Key Milestones – 2018/19

- **Q1** – Continue to refine master plan proposals for shared spaces, active travel routes (including proposed cycle superhighways) and bus priority/bus routing improvements; progress concept designs for Westgate Street bus routing and public realm measures to support bus interchange.
 - **Q2** – Consultation on Westgate Street proposals.
 - **Q3** – Detailed design.
 - **Q4** – Tendering for construction subject to funding.
- **Headline Action - 42700** - Support the delivery of the Council's Active Travel agenda by working with the Active Travel Advisory Groups.

Key Milestones – 2018/19

- **Q1** – Continue to work collaboratively with active travel stakeholders through regular meetings of the Cycling Advisory Group., HSBC Officer Working Group and ad-hoc engagement on specific projects and events including Cardiff Car Free Day and HSBC Let's Ride City Ride in May 2018.
 - **Q2** - Continue to work collaboratively with active travel stakeholders through regular meetings of the Cycling Advisory Group., HSBC Officer Working Group and ad-hoc engagement on specific projects.
 - **Q3** - Continue to work collaboratively with active travel stakeholders through regular meetings of the Cycling Advisory Group., HSBC Officer Working Group and ad-hoc engagement on specific projects.
 - **Q4** - Continue to work collaboratively with active travel stakeholders through regular meetings of the Cycling Advisory Group., HSBC Officer Working Group and ad-hoc engagement on specific projects.
- **Headline Action - 42701** - Make Cardiff roads safer by implementing 20mph speed limits through a phased programme delivery, focusing on Gabalfa, Butetown & Grangetown during 2018/19.

Key Milestones – 2018/19

- **Q1** – Finalise design and prepare for public consultation on Grangetown 20 mph limit area.
- **Q2** –Public Consultation full potential.
- **Q3** – Tendering.
- **Q4** – Implementation of 20 mph limit area and commence preparation for Plasnewydd and Adamsdown schemes.

- **Headline Action - 42702** - Improve the cycling and walking network in Cardiff by delivering prioritised routes within the Active Travel Integrated Network Map, including phase 1 of the Cycle Super Highway by 2021 - Phase 1: Connecting the Heath Hospital, City Centre (Dumfries Place) and Newport Road / Broadway.

Key Milestones – 2018/19

- **Q1** - Finalise concept designs for St Andrews Crescent – St Andrews Place – Senghennydd Road - Cathays Terrace Phase, carry out public consultation and apply for Traffic Regulation Orders; Commence investigation work to inform development of concept designs for next sections of Phase 1 of Cycle Superhighway; Progress investigation and design work for other key routes including South West Link feasibility study.
- **Q2** - Consider consultation feedback on St Andrews Crescent – St Andrews Place – Senghennydd Road scheme and progress detailed design; Continue to progress investigation work to inform development of concept designs for next sections of Phase 1 of Cycle Superhighway including internal external consultation; Progress investigation and design work for other key routes including South West Link feasibility study.
- **Q3** - Complete detailed design and tendering for St Andrews Crescent – St Andrews Place – Senghennydd Road scheme; Continue to progress investigation work to inform development of concept designs for next sections of Phase 1 of Cycle Superhighway including internal external consultation; Progress investigation and design work for other key routes; completion of South West Link feasibility study
- **Q4** - Commence construction of St Andrews Crescent – St Andrews Place – Senghennydd Road scheme; Continue to progress investigation work to

inform development of concept designs for next sections of Phase 1 of Cycle Superhighway including internal external consultation; Identify preferred option(s) to progress to next stage of design of South West Link.

- **Headline Action - 42704** - Launch the On-Street Bike Hire Scheme in May 2018

Key Milestones – 2018/19

- **Q1** – Support formal launch of scheme in May 2018 with the completion of Phase 1 - provision of 250 bikes on 25 stations; Support nextbike presence at Cardiff Car Free Day.
- **Q2** – Support scheme promotion and roll out of Phase 2 docking stations.
- **Q3** – Completion of Phase 2 roll out through provision of 500 bikes on 50 stations.
- **Q4** – Continue to support nextbike in promotion and operation of scheme.

- **Headline Action - 42705** - Ensure every school in Cardiff has developed an Active Travel plan - including training and / or infrastructure improvements by 2020.

Key Milestones – 2018/19

- **Q1** - Work with Education team to formulate and agree action plan and programme for the roll out Active Travel Plans across all Cardiff Schools by 2020; Work with Education team to agree and recruit additional staff to support Active Travel Plans roll out.
- **Q2** - Make arrangements to begin roll out of Active Travel Plans starting in academic year 2018/19.
- **Q3** - Progress roll out of Active Travel Plans programme.
- **Q4** - Progress roll out of Active Travel.

- **Headline Action - 42712** - Support the delivery of the Central Transport Interchange & Cycle Hub Development

Key Milestones – 2018/19

- **Q1** - Provide ongoing input to revised scheme on transport planning, highways development management issues and delivery of supporting city centre transport infrastructure to support delivery of scheme by 2020.

- **Q2** - Provide ongoing input to revised scheme on transport planning, highways development management issues and delivery of supporting city centre transport infrastructure to support delivery of scheme by 2020.
- **Q3** - Provide ongoing input to revised scheme on transport planning, highways development management issues and delivery of supporting city centre transport infrastructure to support delivery of scheme by 2020.
- **Q4** - Provide ongoing input to revised scheme on transport planning, highways development management issues and delivery of supporting city centre transport infrastructure to support delivery of scheme by 2020.

Way Forward

34. Councillor Caro Wild, Cabinet Member for Strategic Planning & Transport has been invited to attend for this item. He will be supported by officers from the Planning, Transport & Environment Directorate.

Legal Implications

35. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

36. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATION

The Committee is recommended to:

- i. Note the contents of the report; and,
- ii. To consider future actions in relation to future scrutiny of this item.

DAVINA FIORE

Director of Governance & Legal Services

26 September 2018