

Report to	Lead Cabinet Member for Transport and Environment
Date	23 March 2009
Report By	Director of Transport and Environment
Title of Report	East Sussex Cycling Strategy
Purpose of Report	To seek approval of a new Cycling Strategy for East Sussex

RECOMMENDATIONS: The Lead Member is recommended to:

- 1. Approve the new Cycling Strategy for East Sussex.**
 - 2. Note the recommendations made in the pilot climate change assessment of the Cycling Strategy as set out in Appendix 3.**
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1. Financial Appraisal

1.1 There are no direct financial implications arising from this report.

2. Supporting Information

2.1 This strategy replaces the County Council's previous Cycling Strategy produced in 2003, and forms part of the wider set of Local Transport Plan (LTP) documents. The strategy has been revised in response to the Scrutiny Review of Cycling which took place in 2007 and was subsequently approved by Cabinet in January 2008.

2.2 The Scrutiny Review prompted a shift in emphasis in cycle policy towards utility cycling rather than recreational cycling and was approved by Cabinet in January 2008. It was felt this has the greatest potential to contribute towards the targets contained in the second Local Transport Plan (LTP2). The Cycling Strategy has been developed to ensure this approach is reflected within it. A copy of the draft strategy is included as Appendix 1.

2.3 The targets contained in the strategy are consistent with those in LTP2, and there will be an opportunity to review the targets and the monitoring regime as part of the development of the third Local Transport plan (LTP3), which is due for publication in 2010/11. The focus on utility cycling is likely to be consistent with the aims and objectives of LTP3.

2.4 The strategy is not intended to be a delivery or implementation plan, but instead is designed to provide a robust framework to guide future investment in cycling facilities with the aim of achieving maximum benefit from any new facilities implemented in the County.

2.5 The effect of the strategy is to prioritise any cycling related expenditure on potential new utility cycling routes and facilities within or between urban areas, while stating that Integrated Transport Capital funding will not be allocated to recreational routes or those located in rural areas. This is in recognition of the potential impact that any new routes would have on LTP2 targets and objectives, with those routes in urban areas that are likely to attract utility cyclists having the greatest potential impact. The strategy will also assist in the process of allocating developer contributions.

2.6 The draft strategy and a questionnaire were uploaded to the County Councils website on 12 January 2009. A 6 week consultation period was then held, ending on 20 February 2009. Letters were sent to identified stakeholders including Sustrans, Cycling England, local cycling groups, public transport operators, disability and elderly groups, and all District,

Borough, Town and Parish Councils in the County. Sustrans also distributed the document widely using their numerous contacts in the area. A number of these organisations also provided evidence during the Scrutiny review.

3. Comments/Appraisal

3.1 A summary of the consultation results is included at Appendix 2. A total of 62 questionnaires were completed and returned along with 20 items of correspondence. Copies of the completed questionnaires and correspondence are available in the Members' room.

3.2 Question 1(a) asked if the strategy is clear and easy to understand. 74% of respondents either agreed or strongly agreed with this statement, compared to 11% who disagreed or strongly disagreed. 15% neither agreed nor disagreed.

3.3 Question 1(b) asked if the respondent is happy with the strategy overall. 53% of respondents either agreed or strongly agreed that they were happy with the strategy overall, compared to 28% who disagreed or strongly disagreed. 19% neither agreed nor disagreed.

3.4 Question 1(c) asked if the focus on encouraging cycling for utility trips is the most effective way to achieve an increase in cycling in East Sussex. 76% of respondents either agreed or strongly agreed with this statement, while 8% of respondents disagreed or strongly disagreed. 16% neither agreed nor disagreed.

3.5 Question 1(d) asked if the objectives and policies set out in the strategy will help to encourage cycling in East Sussex. 68% of respondents either agreed or strongly agreed with this statement, while 14% of respondents disagreed or strongly disagreed. 18% neither agreed nor disagreed.

3.6 Questions 2 and 3 allowed respondents to state whether any additional issues should be covered by the strategy and also provided the opportunity to make any additional comments. Those comments that appeared frequently (3 or more times) have been included in the analysis along with a response from the County Council.

3.7 The analysis of the consultation responses clearly demonstrates overall support for the strategy and the objectives and policies included within it.

3.8 A pilot climate change appraisal has been undertaken on the draft cycling strategy and is included as Appendix 3. The appraisal concluded that cycling produces no greenhouse gas emissions and therefore has the potential to reduce emissions from travel. Also, the focus on delivering utility cycling is a very helpful approach for carbon dioxide reduction and should be extended.

4. Conclusion and Reason for Recommendation

4.1 The proposed East Sussex Cycling Strategy will provide a robust framework to guide future investment in cycling facilities within the County, with the explicit aim of achieving maximum benefit from any new facilities implemented. It is therefore recommended that the strategy should be adopted as County Council policy.

RUPERT CLUBB
Director of Transport and Environment

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Local Member: All

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BACKGROUND DOCUMENTS

Scrutiny Review of Cycling (November 2007)

Cabinet Report 29 January 2008 – Scrutiny Review of Cycling

Consultation Analysis

1. Introduction

1.1 A consultation was undertaken to inform people about the proposed cycling strategy and involve them in its development. Public comments and feedback from the consultation have been incorporated into the final strategy where appropriate.

2. Structure of the consultation

2.2 The draft strategy and a questionnaire were uploaded to the County Councils website on 12 January 2009. The questionnaire could be completed electronically and emailed to cycling@estsussex.gov.uk or alternatively could be printed and returned via the freepost address. A 6 week consultation period was then held, ending on 20 February 2009. Letters were sent to identified stakeholders including Sustrans, Cycling England, local cycling groups, public transport operators, disability and elderly groups, and all District, Borough, Town and Parish Councils in the County. Sustrans also distributed the document widely using their numerous contacts in the area.

3. Questionnaire Analysis

3.1 The questionnaire sought views on the key aspects of the strategy. Respondents were invited to indicate their level of support for a number of statements, and there was also an opportunity to provide additional comments at the end of the questionnaire. There was also an 'about you' section which asked about personal details to assist with the analysis of the results and to help us understand more about the make up of our community.

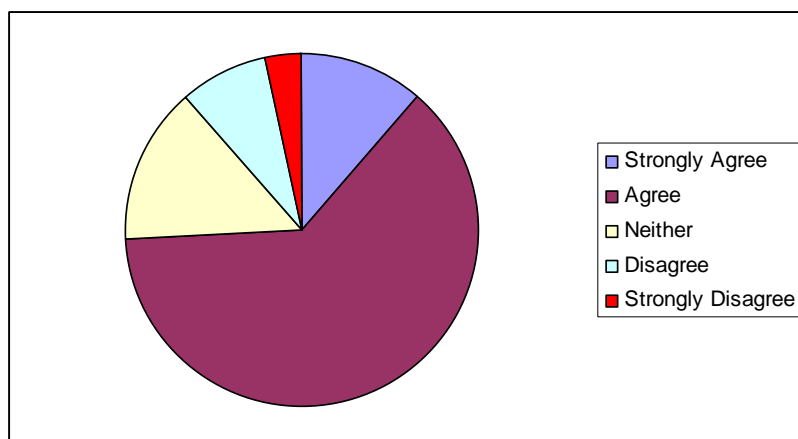
3.2 62 questionnaires were returned along with 20 items of correspondence.

3.3 The responses to the questionnaire are summarised below and the graphs give a more comprehensive breakdown of the responses.

Q1. To what extent do you agree or disagree with the following statements about the draft cycling strategy?

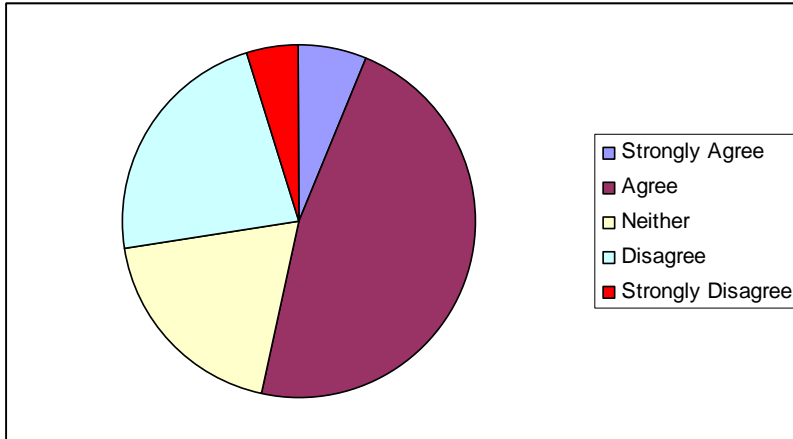
A – The strategy is clear and easy to understand

- 74% of respondents either agreed or strongly agreed with this statement
- 11% disagreed or strongly disagreed.
- 15% neither agreed nor disagreed.



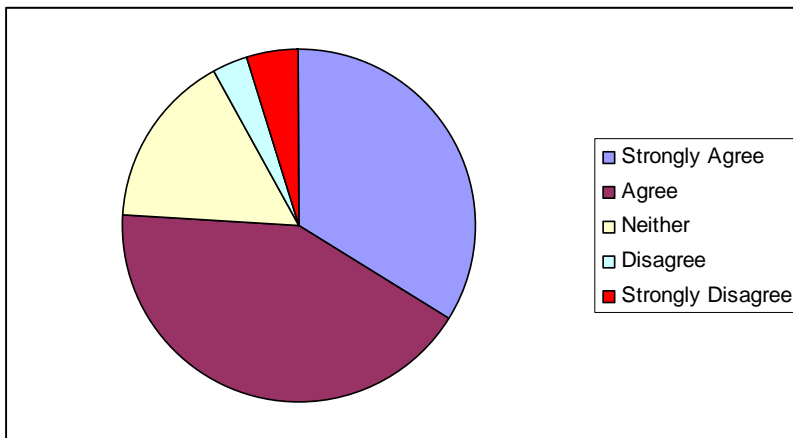
B - I am happy with the strategy overall

- 53% of respondents either agreed or strongly agreed with this statement
- 28% disagreed or strongly disagreed
- 19% neither agreed nor disagreed



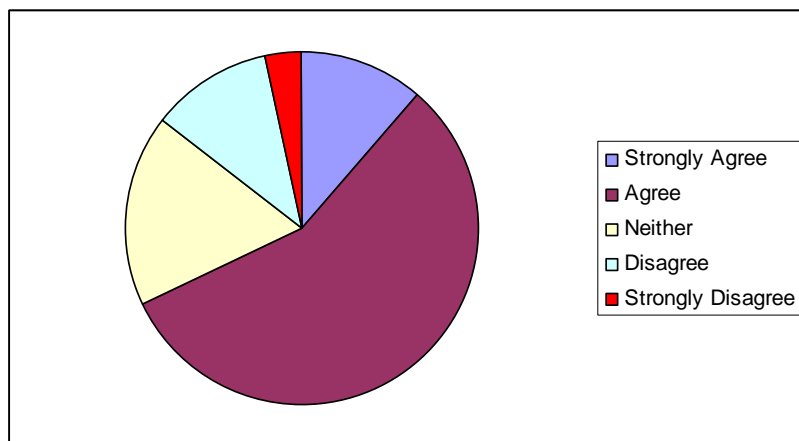
C - The focus on encouraging cycling for utility trips (e.g. to work or school) is the most effective way to achieve an increase in cycling in East Sussex

- 76% of respondents either agreed or strongly agreed with this statement
- 8% disagreed or strongly disagreed.
- 16% neither agreed nor disagreed



D - The objectives and policies set out in the strategy will help to encourage cycling in East Sussex

- 68% of respondents either agreed or strongly agreed with this statement
- 14% disagreed or strongly disagreed
- 18% neither agreed nor disagreed



Q 2 & 3 - Is there anything else that should be covered within the strategy / Are there any other general comments or suggestions you would like to make about this strategy?

3.4 The comments made under questions 2 and 3 have been analysed and those repeated on 3 or more occasions are included in the table below. In each case, the number of times that comment was made has been recorded and a response has been provided accordingly. A number of other, more specific comments were made and where appropriate these have been incorporated into the final version of the strategy.

No. of Comments	Comment	ESCC Response
46	Comment about a specific route / facility / area	The strategy is not intended to address specific routes or facilities. These will be considered for inclusion in the Integrated Transport Capital Programme (ITCP) through the Balanced Scorecard process used to appraise transport schemes.
20	Generally supportive of the strategy	Noted.
13	Lack of funding for cycling is a major problem / more funding required / specific cycling budget required	Funding for cycling measures must be considered in the overall context of spending on transport measures through the ITCP. The lack of revenue support from Central Government to facilitate the implementation of LTP2 continues to be a significant barrier to achieving the stated aims and objectives of the County Council and its partners. The amount of revenue funding available is significantly below the levels required and therefore difficult decisions have to be made and investment priorities established. The cycling strategy therefore aims to identify clear priorities for cycling to ensure the limited funding can be invested to achieve maximum benefit.
12	Need to establish more routes /	It is acknowledged that additional facilities

	facilities for cyclists	are required for cyclists. The revised strategy is intended to ensure new facilities are implemented in areas of greatest need and where they are likely to have the greatest impact.
11	Recreational cycling / rural areas should be given a higher priority	East Sussex is very well served by recreational cycle routes (e.g. Cuckoo Trail, Forest Way), and many of the rural roads are well suited to leisure cycling. There is also a 597 mile network of bridleways and other Rights of Way where cycling is allowed and encouraged. We will therefore continue to publicise and make best use of our existing recreational cycle networks to encourage leisure cycling wherever possible. However, it is recognised that recreational cycling will have a limited impact on the targets contained in the LTP2, and that ITCP funding must be prioritised on initiatives that will help achieve the targets in the LTP2. Opportunities for developing new recreational routes will therefore be largely dependant on securing external funding.
11	Should work more closely with partners / co-ordinate policies	The County Council works closely with partners including the Highways Agency, Sustrans, Cycling England and other local cycling groups. However, opportunities to strengthen links with partners are always welcome and will be considered where practicable.
10	Specific comment relating to the wording of the strategy	Where appropriate the wording has been updated accordingly.
9	Cycling on the road is dangerous and unpleasant	Noted. Opportunities to improve conditions for cyclists on identified networks will be considered through the balanced scorecard process.
8	Drivers / cyclists need better education	The County Council provides cycle training in line with national standards to 97% of primary schools in the County. This equates to over 2500 pupils in 2007/08. It is also anticipated that an increase in the number of cyclists using the roads will result in improved driver behaviour and awareness towards cyclists.
8	Cycle parking is required at key locations	The County Council has worked in partnership with Southern Railway to provide jointly funded secure cycle parking facilities at rail stations across East Sussex, including Eastbourne, Lewes, Polegate, Hampden Park, Bexhill and Berwick stations. It is anticipated that this will be extended to additional stations in the future. Opportunities to provide cycle parking at other locations can be considered on a case by case basis through the Balanced Scorecard process.
8	Monitoring regime needs to be reviewed	A review of the monitoring regime was undertaken in 2008 in conjunction with Sustrans. A number of measures have been introduced following the review and we will monitor the effectiveness of these changes before considering further

		modifications.
7	Vehicle drivers have a poor attitude towards cyclists	Noted. It is anticipated that an increase in the number of cyclists using the roads will result in improved driver behaviour and awareness towards cyclists.
7	Road surfaces / conditions need to be improved to encourage cycling	Road surfaces are maintained in accordance with the standards set out in the LTP2 Transport Asset Management Plan. Budgetary pressures mean that repairs and resurfacing works have to be undertaken on a needs basis, with the highest level of priority afforded to principal roads. The LTP2 contains ambitious targets for maintaining roads and footways in good condition, and there is a commitment to addressing hazardous damage to the road network within 24 hours of an incident being reported.
6	Public Transport / Cycle integration should be encouraged	The County Council has recently worked in partnership with Southern Railways to implement high quality cycle parking at rail stations across East Sussex. The current policy to ban normal cycles on peak hour trains is the responsibility of the train operating company, and representations have been made to determine if this can be relaxed.
6	Reducing speed limits / traffic volumes would be an effective way to encourage cycling	Agreed. This is consistent with the 'Hierarchy of Provision' which is supported by ESCC.
6	Current transport Policy is biased towards cars	The Second East Sussex Local Transport Plan sets out the overarching transport objectives for the County and is clear in its support for sustainable transport modes including walking, cycling and public transport.
6	Issues relating to the Balanced Scorecard	The Balanced Scorecard process is a separate issue and does not relate directly to this consultation exercise. However, the Department for Transport has included the ESCC balanced scorecard process as an example of best practice in its recent review of small scheme appraisal methodology. Furthermore, a number of cycling schemes have scored sufficiently highly through the balanced scorecard and have therefore been included in the Integrated Transport Capital Programme.
6	More staff resources are required	It is considered that current staff resources are adequate to deliver this cycling strategy.
5	Cycling Schemes have good cost/benefit ratios compared to other transport schemes.	Noted.
4	Strategy should include cycle tourism as a priority	It is recognised that there is great potential for cycle tourism in East Sussex. We will therefore continue to publicise and make best use of our existing recreational cycle networks to encourage cycle tourism where practicable. However, it is also recognised that cycle tourism will have little impact on the targets contained in the LTP2, and that ITCP funding must be prioritised on

		initiatives that will help to achieve an increase in utility cycling trips. Opportunities for developing new recreational routes will therefore be largely dependant on securing external funding.
4	Generally negative about the strategy	Noted.
4	Requirement for better signposting	Signing is considered as an integral part of any new route or facility and opportunities for improving signing can be considered on a case by case basis.
4	The cycle audit process needs to be reviewed	The cycle audit was only introduced in September 2008 and its effectiveness needs to be monitored before changes are made to the process.
3	Cyclists need segregating from general traffic / pedestrians	For existing urban highways, the preferred form of provision is to try to achieve conditions where cyclists are content to use the carriageway. This is because in urban areas there is seldom the opportunity to provide a quality off-carriageway route that does not compromise pedestrian facilities or result in potential hazards and loss of priority for cyclists at side roads. This is consistent with the 'Hierarchy of Provision' promoted by Cycling England and DfT. There may be some cases where segregation is the preferred option, for example safe routes to schools, or where car traffic is particularly high and the potential to reduce it is low.
3	There should be a greater emphasis on completing the Avenue Verte	Efforts to identify external funding to complete the Avenue Verte are ongoing. However, it is not considered appropriate to allocate significant ITCP funding to this project as many sections are located in rural areas and will not be attractive to utility cyclists.
3	Support the inclusion of cyclists in bus lanes	Noted.

Climate Change Appraisal of the draft Cycling Strategy (Pilot)

Appraisal

1. The County Council will develop techniques to bring a consideration of climate change in the mainstream of its work. As part of this, a method will be developed to appraise significant strategies, policies, programmes and projects in terms of their contribution to the reduction of greenhouse gas emissions (mitigation) and responding to climate change effects (adaptation). The draft Cycling Strategy provides an early opportunity to consider how this appraisal might work in practice and provide valuable ideas for the development of appraisal techniques.

Conclusions

2. Cycling produces no greenhouse gas emissions and has the potential to reduce emissions from travel. The focus on delivering utility cycling is a very helpful approach for carbon dioxide reduction and should be extended. When replicated across the County, small actions to switch from car to bicycle will make a big difference: for example, 100,000 drivers choosing to switch once a month to cycling just one journey of 3 km, and back, will save over 1,200 tonnes of carbon dioxide – 1.6% of the total reduction required from local action in East Sussex by all sectors over the three year Local Area Agreement (LAA). In light of the positive role of cycling in CO₂ reduction, cycling targets should be reconsidered along with other targets as part of the preparation of LTP3.

3. Cycling is sensitive to a changing climate – people will not cycle in strong winds and heavy rain, and paths will be inundated. This will happen more frequently in the future but is still likely only to be occasional and is not critical as there will generally be alternative routes and means of transport. At especially vulnerable locations, such as at the coast and beside rivers, proposed cycle facilities will need to be assessed for their vulnerability to extreme weather.

Mitigation

4. In 2006, 3,126,000 tonnes of carbon dioxide (CO₂) were emitted from East Sussex (Government methodology, National Indicator for local government 186); 918,000 tonnes (29%) from road transport.

5. The East Sussex Local Area Agreement includes targets for National Indicator (NI) 186: CO₂ per capita emissions reduction of 10% over the three years 2008/9 – 2010/11, with four-fifths of this as a result of national action, one-fifth due to local action; 75,000 tonnes of local reduction effort is required. Of the local effort, 1,500 tonnes is estimated to be contributed by the County Council but the source of this contribution is not prescribed. No target is prescribed for transport emissions.

6. No target has yet been set for the reduction of CO₂ emissions from the County Council's own operations, such as heating, lighting, travel at work and the emissions from contractors operating on our behalf (NI 185). A baseline will be established for 2008/9, and a target for improvement set after sources and the scale of emissions have been considered.

7. The national, statutory targets, for CO₂ emissions are a reduction by at least 26%

from 1990 to 2020, and by 80% from 1990 to 2050¹. By 2007, emissions had been reduced by 8.5% (excluding emissions trading), requiring a further annual reduction of around 3.5% per year to reach the 2050 target – in line with the East Sussex LAA slope of reduction.

8. Cycling has a special role in achieving emission reductions through a change from motorised transport, especially cars. On average in the UK, each car produces 170g CO₂/vehicle/km, bus travel 69g CO₂/person/km and rail travel 60g CO₂/person/km; whereas walking and cycling are assumed to produce no emissions. The most easily substituted journeys are short ones, and around 20% of CO₂ emissions from transport within the UK are the result of car journeys of 5 miles (8 km) or less².

9. At a national level, the Committee on Climate Change (CCC) has suggested that 600,000 tonnes of reduction could come from a switch from car use to cycling, if total cycling distance was doubled and if all of this extra cycling came from car users³. “Even if modest shift in traffic volume away from high-carbin intensive modes could be achieved useful levels of emissions reduction would result.” (CCC. First Report p290). The Department for Transport is preparing a strategy for emissions reduction.

10. Methane and nitrous oxide are powerful greenhouse gases, each contributing around 5% of the global warming potential of total greenhouse gases in the UK. Emissions from East Sussex are unknown but will be investigated.

¹ Department for Energy and Climate Change, 3 February 2009. Press Notice 2009/010. UK Climate Change Sustainable Development Indicator: 2007 Greenhouse Gas Emissions, Final Figures.

² Department for Transport, July 2008. Carbon Pathways Analysis. Informing Development of a Carbon Reduction Strategy for the Transport Sector.

³ Committee on Climate Change, First Report, December 2008. “Building a Low Carbon Economy – the UK’s Contribution to Tackling Climate Change.” p.291.

Mitigation Appraisal

Emissions and Targets	Comment	Recommendation
Current emissions in East Sussex.	None from cycling. Unknown (but probably small amount) from building cycling facilities and running campaigns to encourage modal shift to cycling. Strategy commendably acknowledges the scale of emissions from transport and recognises a role for cycling in CO ₂ reductions.	
Construction emissions as a result of strategy (CO ₂ , methane and nitrous oxide).	Works to provide space for cycling on the highway and as separate paths. Emissions from use of highways materials and machinery but in small quantities; off-road path construction to shallower depth than for road vehicles. Emissions unknown, could be determined but likely to be small.	Spend small amount of time to determine significance of issue. Ask national bodies for guidance on emissions and options for reduction.
Operation emissions as a result of strategy (CO ₂ , methane and nitrous oxide).	The approach of concentrating on delivering extra utility cycling journeys is a very helpful one for delivering CO ₂ reductions.	Continue with approach, target non-car share journeys.
Scope for contribution to ESCC own estate reduction in CO ₂ emissions (NI 185).	Scope for some short distance journeys by car to be transferred to bicycle.	Examine scope for this in work on NI 185.
Scope for contribution to East Sussex LAA reduction in CO ₂ emissions (NI 186). (75,000 tonnes total)	Local effort on transport emissions reduction needs to be around 6,000 tonnes per year; cycling should have a significant role in this as short journeys by car (8 km or less) in East Sussex probably lead to around 30 times this amount of CO ₂ . As an illustration, 1,200 tonnes of reduction could be delivered by 100,000 people switching from car to bicycle for one journey of length 3km out and 3 km back, each month ⁴ .	Consider role of cycling in CO ₂ reduction and reconsider cycling targets in preparation of LTP3. Assess schemes in terms of CO ₂ reduction potential as part of balanced scorecard process.
Scope for contribution to CO ₂ emissions reduction beyond LAA (-3.5% per year to 2050)	Great deal of scope for further contributions as short car journeys in East Sussex likely to be emitting around 183,000 tonnes of CO ₂ .	Develop continuing programme.
Scope for contribution to methane emission reduction.	Unknown emissions share from local transport, requires further work.	Examine relevance and scope for this in 09/10 work on climate change.
Scope for contribution to nitrous oxide reduction.		

⁴ 918,000 tonnes of CO₂ were emitted from transport in 2006. If travel in East Sussex is in line with national patterns, 20% of emissions were from cars traveling 8km or less, around 183,000 tonnes – showing a great deal of scope for reductions from a shift to cycling. A 3.5% annual reduction of emissions from these local journeys would be 6,426 tonnes per year. 1,224 tonnes of reduction could be achieved by persuading 100,000 people to switch from traveling on their own by car (at 170g/km), to traveling by bicycle, on 12 journeys per year, of 3 km length out and 3 km return. Continuing reductions would require an additional journey each month each year.

Adaptation

11. Cycling is vulnerable to extreme weather. Work carried out in preparation for the strategy shows that cycling rates drop in periods of heavy rain, but even the wettest extended periods will not deter only some cycling: 2007 was the wettest May-July on record in the UK, but despite this cycling in East Sussex was maintained at 83% of the previous year's levels (draft Cycling Strategy Table 5.1).

12. Cycle paths and roads used for cycling will inevitably be in locations vulnerable to high winds in a seaside county, indeed off-road paths beside the sea will be particularly attractive (in fair weather).

13. Revised climate predictions for local conditions (25 x 25 km areas), will be published in Spring 2009. These will enable a better assessment of the changes to be expected in East Sussex.

Adaptation Appraisal

Adaptation and Targets	Comment	Recommendation
Current adaptive situation.	Cycling and cycle paths are vulnerable to extreme windy and wet weather but this is not critical. Strategy mentions the vulnerability of cycling to weather.	Spend a small amount of time considering the consequences for cycling of the 2009 climate predictions when published.
Planning for adaptation.	No adaptation approach is suggested in the strategy or needed just for cycling, but should form part of consideration for all transport modes as a whole.	Consider adaptation for cycling in an adaptation action plan for transport as a whole.
Construction risk.	There may be particular risks for construction in particular locations, especially beside sea and rivers. Commendably, an individual scheme (Bexhill-Hastings Connect 2, seafront) has been assessed for its adaptation issues.	Carry on with the established approach, including consequences of climate predictions.
Operation risk.	There may be particular risks for cyclists in particular locations, these can be considered as part of safety audits for individual schemes.	Carry on with the established approach of safety audits for schemes, including consequences of climate predictions.

ESCC Cycling Strategy – Final Draft

March 2009

Robin Reed
Principal Transport Planner

Executive Summary

This strategy replaces the previous County Council Cycling Strategy produced in 2003, forming part of the wider set of Local Transport Plan (LTP) documents. It is not intended to be a delivery or implementation plan, but instead is designed to provide a robust framework to guide future investment in cycling facilities with the explicit aim of achieving maximum benefit from any new facilities implemented in the County.

The revised strategy has been produced in response to the Scrutiny Review of Cycling that took place in 2007, and prompted a shift in emphasis in cycle policy towards utility cycling rather than recreational cycling. Utility cycling, for the purposes of this strategy, is any cycling that is done purely as a means of transport, as opposed to primarily for fitness, recreation, or sport. The main recommendation of the review was that the Cycling Strategy be revised to reflect this approach.

Cycling levels in East Sussex, especially for utility trips, are highest along the flat and densely populated coastal strip and, therefore, the potential for significantly increasing cycling is considered to be greatest in these and other larger urban areas, where cycling can replace many shorter car journeys of less than 10 km.

It is recognised that cycling for recreational purposes is a positive activity that can contribute towards improving health and wellbeing, and also that there is a link between increased levels of recreational cycling and take up of cycling for utility trips. However, County Council transport funding will not be allocated towards implementing such facilities as they are likely to have little impact on reducing congestion and therefore achieving targets in the LTP2. Future development of such routes will therefore be largely dependant on identifying external funding (e.g. development contributions).

Completion of the National Cycle Network (NCN) in East Sussex remains a priority for the County Council, but must be considered in the overall context of this strategy. Whilst some sections have been completed to a high standard, other lengths exist only as signed routes along busy roads or Rights of Way and will require significant investment to achieve the standard recommended by Sustrans. Many of these incomplete sections are located in rural parts of the County and there is little potential for significant utility cycling in these areas. Therefore, such sections are unlikely to warrant inclusion in the County Council's Integrated Transport Capital Programme and will also be reliant on external funding.

Development of utility cycle routes and facilities in the larger urban areas, linking residential areas with major trip attractors such as schools, shopping centres and major employment centres will have greater potential to achieve modal shift and therefore contribute to achieving the targets contained in the LTP2.

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1. Introduction and Background

General

- 1.1 The County Council recognises the role that cycling can play in reducing congestion and improving access to services by providing greater travel choices. The transfer of journeys from cars to cycles will contribute to achieving the objectives of the second Local Transport Plan (LTP2), specifically those relating to reducing congestion, managing the need to travel by car, improving road safety and improving the environment. Increasing cycling levels will also help to mitigate other issues such as the rising cost of transport that restricts access to those on low incomes, rising car ownership and perceptions of safety for vulnerable road users.
- 1.2 There are also numerous health arguments for encouraging cycling and it has been shown that undertaking regular physical exercise such as cycling can reduce the risk of many serious forms of ill health including Coronary Heart Disease, cancer and obesity and so contributes to achieving the Government's health priorities.

Purpose of the Strategy

- 1.3 This strategy replaces the County Council's previous Cycling Strategy produced in 2003, and forms part of the wider set of LTP documents. It is considered to be the framework which informs and co-ordinates all policies and programmes of action which can help to promote cycling in East Sussex. It will provide a coherent overview of existing, proposed and potential provision for cyclists and will inform the statutory planning process as well as contributing to other County Council policies and strategies impacting on health, air quality management, equality, road casualty and traffic reduction, and social inclusion.
- 1.4 The strategy is not intended to be a delivery or implementation plan, but instead is designed to provide a robust framework to guide future investment in cycling facilities with the explicit aim of achieving maximum benefit from any new facilities implemented in the County.
- 1.5 In 2007, a Scrutiny Review of cycling took place and its recommendations were approved by Cabinet in January 2008. This review resulted in a number of recommendations and clearly states the council's direction and commitment to promoting cycling. Most notably it also prompted a shift in emphasis in cycle policy towards utility cycling rather than recreational cycling as it is felt this has the greatest potential to contribute towards LTP2 targets. One of the main recommendations of the Scrutiny Review was that the Cycling Strategy be revised to reflect this approach.
- 1.6 This Cycling Strategy is also strongly influenced by the wider funding situation and the LTP2 spending programme. The lack of revenue support

from Central Government for capital borrowing allocations to facilitate the implementation of LTP2 continues to be a significant barrier to achieving the stated aims and objectives of the County Council and its partners. The amount of revenue funding available is significantly below the levels required and therefore difficult decisions have to be made and investment priorities established. This strategy therefore aims to identify clear priorities for cycling to ensure the limited funding can be invested to achieve maximum benefit.

Cycling – Local Context

- 1.7 East Sussex lies in the densely populated southeast of England and has a population of approximately 500,000 people. Its landscape is predominantly flat along the coast and in the Low Weald but there are, especially in the High Weald and the South Downs, some hilly areas with the Ditchling Beacon being the highest point at 248m. The majority of the population lives in the coastal strip and the combined population of Hastings, Eastbourne, Bexhill and Seaford accounts for almost half of the total population of East Sussex. However, most areas of the County, especially further north, are of a very rural character with a high number of small settlements; the biggest towns being Crowborough, Hailsham and Uckfield.
- 1.8 Cycling, especially for utility trips, is highest along the flat and densely populated coastal strip. For these reasons, any strategy aimed at increasing the overall level of cycling in East Sussex must predominantly be targeted at the coastal areas. There is also great potential for integrating cycling with other modes of transport (e.g. rail) as part of longer journeys in these areas. The County Council will, nevertheless, still be looking to maximise the role of cycling across the whole county, through for example, the promotion of School Travel Plans (STP's) which encourage walking and cycling.
- 1.9 There are approximately 70km of dedicated off-road cycle routes in the County, the majority of which form part of the two NCN routes (2 & 21). The longest continuous off-road routes are the Cuckoo Trail, which for approximately 11 miles follows a former railway line between Polegate and Heathfield, and the Forest Way, another former railway line running for 10 miles between Groombridge and East Grinstead (West Sussex). Further off-road routes can be found between Newhaven and Seaford, between Polegate and Pevensey via Eastbourne (NCN Route 2) and along Hastings Promenade.
- 1.10 In addition to the designated routes, a 597 mile network of bridle paths and other Public Rights of Way available to cyclists exists in the County and some places such as the South Downs and Friston Forest near Seaford offer some excellent rides for families as well as the more ambitious

mountain biker. It is clear, therefore, that the County is fairly well served by cycle routes, particularly those of a recreational nature.

- 1.11 The County Council also offers a popular guided rides programme ('Cycling East Sussex'), where volunteers lead groups of cyclists, and has published a number of leaflets describing and promoting recreational cycle routes.
- 1.12 Currently around 1.7% of trips to work and school in East Sussex are undertaken by cycle (Census, 2001). This is below the national average of 2.7%. Cycling is most popular in the Eastbourne area, with 3.5% of trips to school and work undertaken by cycle.
- 1.13 Monitoring undertaken as part of the LTP2 progress reporting procedure shows that cycling levels in East Sussex have fallen by 13% from a 2005/06 baseline. This can partly be attributed to the current monitoring regime and difficulties in gathering accurate usage data from the network of Automatic Cycle Counters, as well as particularly poor weather conditions. Nonetheless, clearly this is a trend that the County Council would like to reverse and it is envisaged that the objectives and policies contained in this policy will assist in achieving this.

2. Policy Context

National Policy

- 2.1 The Government's aim is to encourage more people to cycle as cycling helps tackle pollution caused by motor vehicles, congestion and also promotes good health. This is demonstrated in a number of key policy documents as outlined below.
- 2.2 In the Eddington Report (2006), a number of references are made to walking and cycling, most notably:
- *“small-scale interventions such as walking and cycling schemes are often the most cost-effective solutions”*
 - *“walking and cycling schemes can offer some very strong welfare returns with wider Benefit Cost Ratios (BCR's) well in excess of 10”*
 - *“well-targeted small-scale walking and cycling schemes can have a beneficial impact on the environment owing to the mode shift from car to these non-polluting modes”*
 - *“Encouraging cycling, walking and smarter choices has the potential to provide benefits to the economy and welfare through both reduced congestion and the associated likely reduction in greenhouse gas emissions and other pollutants, and improved health.” DfT analysis suggests that with high intensity uptake of smart measures, some 21 percent reduction in urban traffic could be achieved.*
- 2.3 The Government's response to the Eddington study, entitled *‘Towards a Sustainable Transport system’* (2007), acknowledges transport's contribution to economic growth and productivity, and outlines how transport will play its part in delivering the overall level of reductions in carbon emissions recommended by the Stern Review of the Economics of Climate Change. Secondly, it sets out the Department for Transport's ambitious policy and investment plans for the period to 2013-14. The report states that substantial investment will be provided for local and regional transport outside of London between 2009 and 2014. Much of this will be for councils to spend on small local improvements, such as new cycle routes, which often represent particularly good value for money.
- 2.4 The most recent Government white paper on transport; *The Future of Transport (2004)*, acknowledges that walking and cycling offer a healthy and enjoyable alternative, particularly for short trips.
- 2.5 The Government's aim for the next 20 to 30 years is to increase walking and cycling and make it a more convenient, attractive and realistic choice for many

short journeys, especially those to work and school. This will help to reduce car use and help to tackle social exclusion, making towns and cities safer and more pleasant places to live; help to reduce congestion and improve air quality; and increase levels of physical activity and improve public health. Moderate physical activity such as walking and cycling helps reduce obesity, heart disease, stroke, cancer and diabetes.

Regional Policy

2.6 The South East England Regional Assembly's (SEERA) Regional Transport Strategy, published in July 2004, includes a number of policies relating to cycling.

- *Policy T4: Regional Hubs, emphasises the importance of supporting regional hubs by giving priority to measures that increase the level of accessibility by public transport, walking and cycling*
- *Policy T10: Mobility Management, states that LTP's should aim to rebalance the transport system through a package of measures including pedestrian and cycle routes.*

Local Policy

2.7 The 'East Sussex and Brighton & Hove Structure Plan 1991-2011' is concerned with development and conservation and contains a number of transport policies. Under the Planning and Compulsory Purchase Act 2004, Structure Plans are to be replaced by Regional Spatial Strategies (RSS) and Local Development Frameworks (LDFs). However, a number of policies in the Structure Plan were saved by approval of the Secretary of State. Those relating to cycling are listed below:

2.8 Policy TR5 states that improved facilities for cyclists, both for utility and recreational purposes, will be encouraged and supported including:-

- *the provision and maintenance of safe and convenient cycle routes;*
- *the improvement of roads and rights of way to provide for the needs of cyclists, including the provision of priorities for cyclists at junctions and other appropriate locations;*
- *the development of coherent local cycle networks;*
- *the provision of safe, secure cycle parking facilities at appropriate locations, including town centres, schools, places of employment, and transport interchanges; and*
- *ensuring development proposals provide for the needs of cyclists in terms of both access and parking facilities.*

- 2.9 Policy TR6 states that the construction and promotion of a strategic network of cycle routes within the plan area will be supported. As part of this, the development of a South Coast Cycle Route, through the development of cross-boundary initiatives with Kent, West Sussex, Hampshire and other south coast authorities and the realisation of the National Cycle Network will be encouraged and supported.
- 2.10 The *second East Sussex Local Transport Plan (LTP2)* recognises that increasing cycling will help mitigate a number of issues such as the cost of transport that restricts access to those on low incomes, rising car ownership and perceptions of safety for vulnerable road users by managing the demand for travel, reducing congestion and improving access to services by providing greater travel choices.
- 2.11 It is also recognised that the transfer of journeys from cars to cycles helps to achieve the specific LTP2 objectives relating to 'reducing congestion', 'managing the need to travel by car', 'improving road safety' and 'improving the environment'. It is also recognised that the potential for cycling is greatest in urban areas where utility cycling, for example to work or school, can replace many shorter car journeys of less than 5 miles.
- 2.12 The *East Sussex Local Area Agreement (LAA)* includes a target to reduce Carbon Dioxide (CO₂) emissions over the three year period 2008/09 – 2010/11 by 10%. Four-fifths of this reduction is to come from the effects of national policies and programmes, but one-fifth must come from local efforts. The Government states that transport in our area emitted 918,000 tonnes of CO₂ in 2006, and the challenge is to reduce all emissions by 3.5% per year to achieve the LAA target of a 10% reduction. This would equate to a reduction of 32,130 tonnes of CO₂ per year for transport and increasing cycling can contribute towards achieving this reduction.
- 2.13 In addition, overarching spatial strategies are currently being prepared for areas and settlements as part of District and Borough *Local Development Frameworks (LDF's)*. The Cycling Strategy will aim to integrate such strategies, while resulting capital schemes will have a role in implementing them, especially where improvements in local cycling facilities/usage are highlighted.

3. Objectives & Policies

- 3.1 This section sets out the overarching objectives and policies for cycling in East Sussex. Included within it are three strategic objectives which set the overarching policy direction while the individual policies will assist in achieving the objectives. A brief discussion is also included below to set the overall policy direction.

Overall Policy Direction

- 3.2 The potential for cycling in East Sussex is considered to be greatest in urban areas where utility cycling, for example to work, school or for shopping trips, can replace many shorter car journeys of less than 10km. Utility cycling, for the purposes of this strategy, is defined as any cycling that is done purely as a means of transport, as opposed to primarily for fitness, recreation, or sport. This form of cycling will also have the most significant impact on the targets and objectives contained in the LTP2. Therefore, the objectives and policies contained in this section are strongly focussed towards maximising the role of utility cycling.
- 3.3 It is recognised that cycling for recreational purposes is a positive activity that can contribute towards improving health and wellbeing, and also that there is a link between increased levels of recreational cycling and take up of cycling for utility trips. Furthermore, the potential for recreational cycling in East Sussex is high and a good network of routes is already in place. However, County Council transport funding will not be allocated towards implementing new routes or facilities primarily for recreational purposes, as these are likely to have little impact on reducing congestion and therefore achieving targets in the LTP2. The future development of primarily recreational routes will therefore be heavily dependant on securing external funding (e.g. developer contributions). We will, however, continue to make best use of existing recreational cycle networks and will promote these in order to encourage leisure cycling and cycle tourism.
- 3.4 Completion of the NCN in East Sussex remains a priority for the County Council, but must be considered in the overall context of this strategy. Some sections such as the Cuckoo Trail have been completed to a high standard and attract a reasonable number of utility cyclists as well as very large numbers of recreational cyclists. Other lengths however, exist only as signed routes along busy roads or Rights of Way and will require significant investment to achieve the standard recommended by Sustrans. Many of these incomplete sections are located in rural parts of the County and it is considered that there is little potential for significant utility cycling in these areas. Therefore, such sections are unlikely to warrant inclusion in the County Council's Integrated Transport Capital Programme (ITCP) and instead will be reliant on securing external funding.

- 3.5 Development of utility cycle routes and facilities in the larger urban areas, linking residential areas with major trip attractors such as schools, shopping centres and major employment centres will have greater potential to achieve modal shift and therefore contribute to achieving the targets contained in the LTP2. Therefore, routes satisfying these criteria and also incorporating incomplete sections of the NCN are most likely to be funded through the ITCP.

Objectives

- 3.6 The following three main objectives comprise the overarching policy framework for increasing cycling in East Sussex and are intended to ensure cycling contributes to achieving the targets and objectives contained in the LTP2. They are each afforded the same level of priority.

Objective 1

To maximise the role of cycling as a mode of transport for utility trips and everyday journeys, thereby reducing car dependence and actively encouraging modal shift from car to bicycle to realise the environmental, economic, health and congestion benefits associated with cycling.

Objective 2

To develop a safe, convenient, efficient and attractive transport infrastructure that encourages and facilitates the use of walking, cycling and public transport, therefore providing greater travel choice.

Objective 3

To ensure, through a programme of education and promotion, that cyclists feel safe and comfortable using the Highway and Cycle Route network and are aware of the needs of other road users including both pedestrians and motorists (and vice-versa).

Policies

- 3.7 These objectives will be achieved by applying the following range of policies that will guide the future development of cycle facilities in East Sussex and ensure that suitable measures are in place to promote cycling as a sustainable form of transport.

Policy 1 – Potential new cycle routes and facilities will be given the following level of priority when being considered for ITCP funding through the Balanced Scorecard process:

Priority 1 – Urban* utility cycle routes under 5 kilometres, especially:

- the NCN where it serves as a utility route
- safe routes to schools and other educational facilities

- routes from residential areas to places of work, shopping and retail centres, public transport interchanges, hospitals/surgeries, parks, open spaces and leisure facilities.

Priority 2 - Inter-urban utility links (e.g. between Seaford and Newhaven or Bexhill and Hastings)

Priority 3 - Rural-urban and rural-rural utility links

Priority 4 - Recreational routes

** For the purposes of this strategy 'urban' is classed as any settlement with a population of at least 5000 people.*

Due to the high number of competing demands on the Integrated Transport Capital Programme (ITCP), only those scheme types identified as Priority 1 or 2 will be considered for ITCP funding through the Balanced Scorecard process (refer to Section 5 for an explanation of the Balanced Scorecard procedure). Scheme types identified as Priorities 3 or 4 will only be considered for ITCP funding where significant external funding can be identified to contribute towards the design process and subsequent construction.

Policy 2 – Cycling schemes under priority 1 or 2 in policy 1 above will be considered for funding on an equal basis with other types of Integrated Transport Scheme through the County Council's Balanced Scorecard assessment process.

Policy 3 – Where new cycle routes or facilities are proposed, the County Council will use the Department for Transport's 'Hierarchy of Provision' to determine the most suitable intervention. For existing urban highways, the preferred form of provision is to try to achieve conditions where cyclists are content to use the carriageway. Facilities that separate cyclists from motor traffic will be considered where a high number of child cyclists are likely to use the route (e.g. Links to Schools), on roads where the speed and volume of traffic is high or where accidents have occurred previously.

Policy 4 - The County Council will encourage recreational cycling and cycle tourism by promoting and making best use of existing recreational cycle routes. This will include the production of leaflets and continuation of the guided cycle rides programme through the 'Cycling East Sussex' initiative.

Policy 5 - All highway schemes promoted by the County Council will include a Cycle Audit to ensure that schemes provide improvements to, or at least have no negative impact on, the coherence, attractiveness, directness and comfort of routes and facilities used by cyclists, even if the highway scheme in question is not located on a designated cycle route.

The Department for Transport publication 'Cycle Infrastructure Design' (LTN/08) will be referred to where appropriate.

Policy 6 - The County Council will ensure that cycling is integrated with public transport as far as possible to facilitate cycle use as part of longer journeys. Integration will include establishing links from public transport interchanges to local and national cycle networks, the provision of adequate, secure, covered cycle parking at railway and bus stops / stations, and the promotion of the convenient carriage of cycles on trains and buses. Cyclists will be permitted, wherever safe and practicable, to use all bus lanes and other priority measures implemented by the County Council.

Policy 7 - The County Council will ensure that the need for appropriate cycle parking and infrastructure is considered in all new land-use developments in accordance with relevant guidelines and standards, as set out in the East Sussex Supplementary Planning Guidance – Parking Standards at Development document.

Policy 8 - The County Council will make use, wherever possible, of development contributions to improve transport infrastructure to facilitate cycling, walking and the use of public transport. We will also work closely with developers and local planning authorities to ensure facilities for cyclists are considered as an integral part of development proposals.

Policy 9 - Through the School Travel Plan (STP) initiative the County Council will:

- develop a target to reduce the number of car trips made to schools
- encourage schools to provide adequate, secure, covered cycle parking, and
- provide on-road cycle-training for Year 6 Pupils.

The key aims of a STP are to: reduce the number of journeys made by car; ease congestion and reduce pollution; improve health through increased exercise; develop road safety awareness and skills; promote the use of alternative transport; and reduce the dangers on the journey to and from school.

Policy 10 – The County Council will support its infrastructure measures with a sustained programme of publicity to promote the cycle network and other facilities, to emphasise the health, financial and environmental benefits of cycling and the need for reduced dependence on private cars. This programme will include the provision of guided cycle rides (utilising volunteer leaders) and the promotion of those recreational routes which have already been implemented.

Policy 11 – The County Council will ensure that a suitable regime is in place to monitor cycle use (as described in the Targets & Monitoring

section) and will report on targets contained in this strategy and the LTP2 on a regular basis.

Policy 12 – The County Council will establish and maintain a Travel Plan for its employees. The Plan will seek to encourage and support other employers in starting or developing their plans. Such plans aim to promote environmentally friendly travel choices including cycling and reduce reliance on the car.

Policy 13 – The County Council will seek to identify and consider bidding for all possible external funding sources for cycling to meet the targets included in this strategy.

Policy 14 – The County Council will maintain an accurate record of its cycle facilities at all times to assist with maintenance and to enable identification of any gaps in the network that can be considered for funding as and when opportunities arise.

4. Benefits of Cycling

General

4.1 Increasing the number of people cycling and the number of trips has a direct benefit for the cyclist themselves, the health service, employees, other road users and the environment. There are 3 main areas where cycling can make a contribution, namely:

- reducing pollution (locally and globally)
- increasing health and fitness, and
- reducing transport congestion.

4.2 In the last few years Government reports by Stern on the costs of climate change, Eddington on transport, by the Chief Medical Officer on declining levels of physical activity and by the Health Committee on Obesity are all relevant to cycling. An increase in cycling would directly contribute to the objectives set out in each of these reports.

4.3 Research undertaken by Cycling England has shown that cycling investment targeting new cyclists in particular generates substantial additional economic benefit. Where this can be shown to reduce car travel, the combination of health benefits and reduced congestion and pollution represents good value for money.

4.4 The value of increasing cycling is shown to be higher under the following circumstances:

- less active people become active
- older people are encouraged to cycle
- where it replaces car trips, particularly in urban areas, and
- where it is part of a regular journey, i.e. to work or school.

Environmental Benefits

4.5 At the global scale, the increase in carbon emissions is widely accepted as contributing to climate change and one of the major sources of carbon emissions is car traffic. Reducing the number of car trips and distance of trips would help to reduce levels of pollution and help the UK Government meet its CO₂ reduction targets.

- 4.6 The Climate Change Act (2008) sets legally binding targets for reducing greenhouse gas emissions in the UK by at least 80% from 1990 to 2050. Given the slow start nationally, this now means an average reduction of around 3-4% per year. The Government estimates that CO₂ emissions from East Sussex generated by business, domestic users and transport, were 3.2 million tonnes in 2005. This is equivalent to around 6.5 tonnes for each resident of East Sussex every year. Estimates suggest that transport contributed approximately 918,000 tonnes to this overall amount.
- 4.7 Local air pollution in some East Sussex towns caused by traffic is also a serious problem, contributing to poor health. Each year, air pollution in the UK causes up to 24,000 people to die earlier than they otherwise would have. As a result, two Air Quality Management Areas have been introduced in East Sussex (A259 Bexhill Road, Hastings and Fisher St, Lewes). Over half of car trips are less than five miles in distance and it is argued that cycling could provide a viable alternative if the appropriate facilities and conditions were put in place.
- 4.8 Replacing short car trips can have a disproportionate impact on pollution as starting cold engines will release more pollutants than the equivalent distance added to existing journeys.
- 4.9 Cycling can reduce car travel by replacing trips to work, school and for personal business, although there are many factors that will impact on how practical this is.

Health Benefits

- 4.10 There is a strong link between physical activity and health. The current recommendation of 30 minutes exercise, five days a week is being met by only 37% of men and 25% of women. Physical activity reduces the risk of developing major chronic diseases (e.g. coronary heart disease, stroke and type 2 diabetes) by up to 50%, and the risk of premature death by about 20 - 30%.
- 4.11 Physical inactivity costs the economy £8.2 billion a year and obesity a further £3.2 - £3.7 billion. The Primary Care Trusts (PCT's) in East Sussex estimate that the annual cost to the NHS due to inactivity is as much as £10.5 million in the East Sussex area alone. Reducing inactivity and obesity will improve lives, reduce health care costs and improve productivity in East Sussex.
- 4.12 Valuing the health benefits of cycling depends on who the cyclists are and how much cycling they do. The relationship between amount of activity and protection against disease suggests that there is more benefit in getting less active people to cycle (i.e. encouraging new cyclists) than in getting already active people to cycle more. A study undertaken on behalf Cycling England estimates that the average value of each additional cyclist per year is £159.48. This takes into account the value of loss of life, savings to the NHS and productivity gains.

- 4.13 The easiest and most acceptable forms of physical activity are those that can be incorporated into everyday life, which include walking or cycling instead of driving.

Congestion Benefits

- 4.14 Traffic congestion is becoming an increasingly important issue both in East Sussex and nationally. Latest estimates suggest the cost of congestion to the UK economy is around £20 billion.
- 4.15 Cycling is one of the alternative modes of transport which can be used for shorter distance journeys in urban areas where congestion is at its most severe. According to the 2005 National Travel Survey, over half of car trips made in a year are less than five miles in distance and 23% less than 2 miles.
- 4.16 Increasing levels of cycling can contribute towards reducing congestion, particularly in urban areas, thereby benefiting the cyclist directly and other road users indirectly through reduced congestion and therefore improved journey times.
- 4.17 Another important benefit of cycling is that journey times can often be quicker during congested periods when compared to the car. Furthermore, journey times are more reliable as cycles are less likely to be caught in congestion.

5. Delivery of the Strategy

Scheme Funding

- 5.1 Potential cycling schemes are considered for inclusion in the County Council's Integrated Transport Capital Programme (ITCP) alongside other schemes such as walking, bus priority and safety schemes. There is no dedicated budget available for the delivery of cycling schemes, and instead, cycling schemes compete with other types of transport schemes for inclusion in the ITCP.
- 5.2 In addition to the County Councils ITCP, funding can also be secured from the following sources:
- development contributions
 - revenue from parking schemes, and
 - other external grants.
- 5.3 When the ITCP is established for any given year, a timetable of planned works is drawn up. Local Area Transport Strategies (LATS) provide the framework within which Integrated Transport schemes are identified, and we also consider requests for transport schemes from members of the public.
- 5.4 Schemes are then assessed and prioritised using the 'Balanced Scorecard' process. This approach comprises an assessment of the extent to which each transport scheme contributes to the objectives of the LTP2. These are to:
- improve access to services by providing greater travel choices and influencing land use decisions
 - manage demand and reduce the need to travel by private car
 - improve road safety and reduce the fear of crime in communities
 - reduce congestion and improve the efficiency of the transport network
 - protect, promote and enhance the environment, and
 - improve maintenance and management of the transport network.
- 5.5 In addition to the balanced scorecard, the following additional factors are taken into account in the decision about which schemes should be included in the Capital Programme:

- **Value for Money** – A calculation of the Balanced Scorecard score divided by the estimated cost of the scheme
 - **The availability of external (non-LTP) funding** – Schemes that can be part funded by external funding will be afforded a higher level of priority than those that rely entirely on LTP funding;
 - **Geographical coverage of the schemes** – schemes should be spread evenly across the County;
 - **Mix of different scheme types** – there should be a range of different scheme types in the Capital Programme at any one point in time.
- 5.6 After considering the above factors, a draft programme is prepared and discussed internally between officers. The draft programme is then discussed informally at a cross-party Member panel before formal approval at the Transport and Environment Lead Member meeting.
- 5.7 The ITCP operates on a 3 year rolling programme, meaning that any scheme that is successful in entering the programme will usually be subject to a 3 year design and implementation timescale.

Scheme Delivery

- 5.8 If a scheme is successful in entering the ITCP through the process described above, then delivery of the scheme will be the responsibility of the Transport Strategy West or East teams, depending on the geographic location of the scheme in the County.
- 5.9 The scheme will need to go through a number of stages including feasibility and preliminary design, public consultation, land acquisition, safety audit and detailed design before implementation can begin on-site.

Delivery of Non - Capital Measures

- 5.10 Whilst this Cycling Strategy is focused more toward the delivery of the cycling elements of the ITCP, it is clear that there are other strategy elements that are crucial to the achievement of LTP2 targets. In particular, there is the education element that covers cycling promotion and training. The delivery strategy for this element is currently being developed and will be included in the revised Cycling Strategy that will form part of the next LTP.

6. Targets & Monitoring

Targets

- 6.1 In 2004, the Government abandoned the national targets for cycling in England. Instead, local highway authorities are required to define 'challenging but achievable' core and local cycling targets for inclusion in LTP2. The targets contained in LTP2 are identical to the primary targets contained within this cycling strategy.
- 6.2 The County Council has worked with the English Regional Cycling Development Team (ERCDDT) on establishing an appropriate target for the whole of East Sussex using the ERCDDT's Cycle Target Setting Methodology set out in the DfT's guidance notes 'Cycling in the second Local Transport Plans (2006/7 – 2010/11).
- 6.3 The methodology takes account of the positive and negative impacts of cycling in relation to a number of criteria including existing levels of cycling in the County, the overall topography of the county, the predicted increase in car ownership, congestion, safety and transport & parking policy restraints included in LTP2. The 2001 Census identified that 1.7% of all trips were undertaken by bike, with the highest proportion in Eastbourne (3.5%) and the lowest in Wealden (1.1%).
- 6.4 The targets included in this cycling strategy have been divided into primary and secondary targets and are outlined below.

Primary Targets

Target 1 - Increase the level of cycling trips in East Sussex by 15% by 2010/11 from a 2005/06 baseline.

Target 2 - Increase the level of cycling trips in Greater Eastbourne/Bexhill and Hastings areas by 30% by 2010/11 from a 2005/06 baseline.

Secondary Targets

Target 3 - To deliver high quality cycling training to at least 50% of Year 6 children in East Sussex schools annually and to expand training to include older children and other groups in line with National Standards training

Target 4 - To ensure that meaningful and effective School Travel Plans have been produced for all of the County's schools by 2009/10, compliant with the government's target

Target 5 - To reduce the number of journeys to school made by car to 33% by 2010/11 from a 37% baseline (2006/07 levels). This will be achieved by promoting measures at those schools where there is the greatest chance of being able to influence the take-up of cycling as a means of home to school transport.

Target 6 – To develop an accurate GIS database of all the County Council’s cycle facilities (e.g. cycle routes and cycle parking) by the end of financial year 08/09. Ensuring an accurate record is maintained will assist with future maintenance and development of new routes

6.5 The targets described above will be reviewed and amended accordingly at the end of the LTP2 period in 2011. Revised targets will be considered as part of the development of the County Councils third LTP due in April 2011.

Monitoring

6.6 Cycle usage figures from Automatic Cycle Counters (ACC’s) installed at representative sites across the county are used to calculate the indicator for progress against the primary targets identified previously. Data from the months of June and September has historically been used to calculate the number of cyclists passing each monitoring location. The location of the ACC’s is shown in figure 1 below:



Figure 1 - Location of Automatic Cycle Counters

- 6.7 Additional counters have been installed since June 2004 and it is planned to increase their number further as new cycle routes are implemented. This will help to derive more robust figures in coming years and to monitor LTP2 targets and trajectories more accurately.
- 6.8 The utilisation figures for years 2006/07 and 2007/08 show a reduction in the number of cycling trips being made across the county compared to the 2005/06 baseline. The figures for the Greater Eastbourne/Bexhill & Hastings areas also show a decline. A combination of poor weather and malfunctioning ACC's has contributed to this decline. This has led to a review of cycle monitoring procedures in conjunction with Sustrans which included an assessment of the suitability of the current monitoring locations, the functionality of the counters, a thorough analysis of the data collected, the effect of weather conditions and benchmarking with national trends.
- 6.9 As a result of this study several issues have become clear:
- there is an extremely close correlation between the number of cycling trips and weather conditions, in particular the amount of rainfall
 - taking data from only two months does not give a sufficiently robust outcome whereas data from the entire twelve month period would present a more reliable picture
 - that in 2004/5 (the baseline year) weather conditions were much better than in the subsequent two years (explaining the significant drop in trip numbers)
 - trends in 2006 and 2007 in East Sussex do not correspond with national trends which increased for the same period, possibly explained by localised weather conditions, and
 - decreased level of automatic counter functioning might be responsible for part of the decline in figures.
- 6.10 In response to these findings the data collection regime has been improved to reduce lack of functionality in the counters and the data from the entire year is now used in the assessment as opposed to June and September only. The revised figures for the countywide target are shown in table 5.1 below:

Table 5.1 - Countywide cycle usage figures using revised methodology

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
Actual (%)	100	83	87			
LTP2 Target (%)	n/a	103	106	109	112	115

6.11 Importantly, the data based on the entire year shows an increase in 2007 compared to the 2006 figures when weather conditions were not dissimilar. This would appear to indicate a trend towards the target trajectory based on a real increase in cycling levels.

6.12 The utilisation figures for the Greater Eastbourne/Bexhill and Hastings areas (Primary Target 2) are shown in table 5.2 below:

Table 5.2: Greater Eastbourne/Bexhill and Hastings cycle usage figures

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
Actual (%)	100	80	86			
LTP2 Target (%)	n/a	105	111	117	124	130

6.13 Again, the data based on the entire year shows an increase in 2007 compared to the 2006 figures. This also appears to indicate a trend towards the target trajectory based on a real increase in cycling levels in these areas.