

# **Report of the Strategic Director, Place to the meeting of the Regeneration and Environment Overview and Scrutiny Committee to be held on Tuesday 16 April 2019**

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## **Subject**

**BRADFORD DISTRICT CYCLE STRATEGY 2016 – 26 PROGRESS UPDATE**

## **Summary statement**

Bradford District Cycle Strategy 2016-2026, entitled 'Keeping the Wheels Spinning', co-produced with the local cycling community, key cycling charities and the Council, was endorsed by Environment & Waste Management Overview and Scrutiny committee on 18 April 2017 and then by the meeting of Executive on 17 November 2017.

This report provides an update on the progress with implementing the Bradford District Cycle Strategy and Action Plan (Top 10 Priorities and KPIs) in accordance with the resolution at the meeting of the Committee on 17 April 2018 that a progress report would be presented in twelve months.

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## **1.0 SUMMARY**

- 1.1 Bradford District Cycle Strategy 2016-2026, entitled 'Keeping the Wheels Spinning', co-produced with the local cycling community, key cycling charities and the Council, was endorsed by Environment & Waste Management Overview and Scrutiny committee on 18 April 2017 and then by the meeting of Executive on 17 November 2017.
- 1.2 This report provides an update on the progress with implementing the Bradford District Cycle Strategy and Action Plan (Top 10 Priorities and KPIs) in accordance with the resolution at the meeting of the Committee on 17 April 2018, that a progress report would be presented in twelve months.

## **2.0 BACKGROUND**

- 2.1 The Cycle Strategy, endorsed by the Council is explained in the "Document Keep the Wheels Spinning" produced in 2012 by a partnership of a range of people from all the major sectors that have an interest in cycling including Bradford Council. Whilst the contents have been endorsed by the Council no commitment exists for implementation of all projects which are subject to resources across both the Council and partners.
- 2.2 The strategy objectives and Key Performance Indicators (KPI's) were also endorsed to monitor progress on cycle scheme implementation.
- 2.3 The Action Plan is a 'live' document which is intended to function as a catch all for the aspirations of cycling development work in the District. As highlighted in the previous report to the Committee on 17 April 2018, it was proposed that an Action Plan 'Top 10 Priorities' list should form the basis of future reporting to the Committee – to present the key issues as understood by the cycling community, raise awareness of these issues within the authority and explore possible solutions to which the authority might be able to contribute towards or progress.
- 2.4 Council Officers have worked with their partners (some of the independent Groups and B-Spoke) on the production of this report and have attended their meetings. During the B-Spoke latest meeting on 4th March 2019 the current and potential future Objectives of the cycling strategy implementation were discussed.
- 2.5 The report sets out performance against the selective key Performance Indicators (KPIs). The first part sets out performance in terms of cycle accidents and personal injuries. Cyclists and pedestrians are among the most vulnerable road users. The Stats 19 records show a slow rate of reduction in Casualties (killed or seriously injured (KSI). Details of the extents of personal injury accidents in terms of "Killed or Serious" accident severity based upon the "Stats 19" Police records (Note; A Serious Injury is one that requires detention on Hospital) are presented. The records show a low rate of reduction in cyclist injuries over the last 5 years.
- 2.6 The second part sets out performance with reference to the priority Cycle Strategy objectives and presents progress with reference to individual cycle

facilities/schemes that have been implemented or in the process of being implemented - either as a “stand alone” scheme or as part of larger projects. As will be noted some projects achieve more than one strategy objective. This shows the scale and breadth of on-going work to support cycle provision at a range of scales.

- 2.7 The final part outlines the work by the various cycling bodies and partners in support of the Strategy.

### **Cycle Strategy Objectives**

- 2.8 The Cycle Strategy objectives have been defined from detailed discussions with independent Groups and Partners who have an interest in cycling and Council Officers.

- 2.9 The ten priority objectives referenced in the “*Keep the Wheels Spinning*” Document (2016 – 2026) are :-

1A. Strategic Route Development (Canal Road Greenway; Shipley routes)

1B. Local Network Development (Scheme interventions for cycling)

1C. Way finding and Maintenance (On-going maintenance)

1D. Destination Infrastructure (Incorporated into development proposals)

2A. Championing Cycling. ( Council support & Cycle Clubs)

2B. Cycle Training (Council & Cycle Clubs)

2C. Support for Cycling events& activities.

3A Advertising and promotion (eg Capital for Cycling & West Yorkshire Safer Roads Group/ Cyclist Clubs)

3B Educating partners (eg Capital for Cycling / Council & Cycle Clubs)

3C Leadership, responsibility & delegation (Council & B-Spoke)

### **The Key Performance Indicators (KPI's)**

- 2.9 Progress in implementing the Cycle Strategy is explained in this report in terms of specific KPI's that are associated with the strategy objectives in terms of the following schemes and cyclist user groups :-

- Cycle accidents Personal Injuries.
- New cycle schemes
- New cycle routes
- Actions of Independent Cyclist user Groups

## Cycle Accidents (KPI's)

- 2.10 It is not the intention that detailed information is presented in this report on specific cycle accident locations and extents. Investigations of that type are carried out by the Council Road Safety Unit and Scheme Designers. There is also a lag in the data and analysis being available, which means this report is based upon the 2017 information.
- 2.11 The statistics on personal-injury collisions and casualties in 2017 on public roads (including footways) in Bradford were recorded by the police on the "Stats 19" forms. These forms compile data on individual personal-injury accidents. They do not include damage only crashes, private roads or car parks. The following references are extracted from the "*Annual Report 2017: Statistical Release* (Leeds City Council on behalf of City of Bradford MDC).
- 2.12 In the Road Casualties in 2017 Report (9 July 2018) "*The overall number of casualties in Bradford has fallen, consolidating the overall long term trend, which remains downward. However, the slow rate of decrease among the most vulnerable road users, particularly among cyclists and pedestrians, requires attention*".
- 2.13 "*Collisions involving cyclists (85%) took place within 30mph speed limit roads. At junctions 41% were at "T" junctions; 11% on roundabouts and 10% on cross roads. 30% of cyclist collisions occurred away from a junction*" (page 7)"
- 2.14 Road traffic levels are affected by a wide range of factors including population, personal travel choices, demand for services and fuel costs. In West Yorkshire traffic levels increased from 2016 to 2017 by 7 %. Cyclists are exposed to collision risks with road vehicles when no segregated cycle routes exist.
- 2.15 The Vulnerable Road Users (VRU) pedestrians (30%), cyclists (14%) and motorbike riders (20%) aggregate the highest share of high severity casualties (64%) in 2017. The number of KSI's were not reduced significantly (3%) among pedestrians and cyclists over the 2016/17 period.
- 2.16 Casualties among the most vulnerable road user groups have shown a slow but persistent rate of reduction. The need to continue strategies that focus on this group is emphasised in order to significantly reduce the level of Killed & Serious Injuries (KSI,s).
- 2.17 Comparison of KSI's referenced to cyclists in 2017 and the average for 2012 to 2016 for the stated age groups follow in Tables A and B.

**Table A – Pedal cycle casualties in 2017 in Bradford District**

<b>2017</b>	<b>0-4</b>	<b>5-15</b>	<b>16-19</b>	<b>20-29</b>	<b>30-59</b>	<b>60 +</b>	<b>All Ages</b>
Fatal	0	0	0	0	0	0	0
Serious	0	3	3	1	17	1	25
Slight	1	23	7	13	37	3	84
<b>Total</b>	<b>1</b>	<b>26</b>	<b>10</b>	<b>14</b>	<b>54</b>	<b>4</b>	<b>109</b>

**Table B – Average 2012 to 2016 Pedal cycle casualties Bradford District**

<b>2012/16</b>	<b>0-4</b>	<b>5-15</b>	<b>16-19</b>	<b>20-29</b>	<b>30-59</b>	<b>60 +</b>	<b>All Ages</b>
Fatal	0	0	0	0	0	0	0
Serious	0	5	0	3	12	2	23
Slight	1	20	7	17	46	4	95
<b>Total</b>	<b>1</b>	<b>25</b>	<b>7</b>	<b>20</b>	<b>58</b>	<b>6</b>	<b>118</b>

- 2.18 Tables A & B show that the aggregate number of casualties (KSI) in 2017 (25) was similar to the average for the period 2012 to 2016 (23). Slight injury accidents in 2017 (84) were less than the preceding 5 year average (95). Overall the 2017 Personal Injury Accidents (PIA's) of 109 are less than the previous 5 year average of 118. The reduced number of Slight injuries in the age group 30-39 accounts for some reduction but in the age groups the 2017 age 5-15 and age 16-19 there are slight increases. The increased number of Serious injuries from 12 -17 occurred in the 30-59 age group. Clearly no consistent trend is evident in all the age groups.

### **Scheme Interventions**

- 2.19 As Highway Authority the Council has a Statutory Duty to ensure that highways are fit for purpose of use in terms of safety and other factors. The *Highways Act 1980* provides the main basis for Local Authority actions but there are other legislative instruments that require the same end. For example *Road Safety Audits* are carried out in 4 Stages (From concept, to feasible design, to construction design and after opening the scheme) to ensure that the safety of all users is acceptable.
- 2.20 Interventions in the form of creating new or altered highways can involve the inclusion of facilities for the safe passage of cyclists (eg carriageway widening/ junction alterations / road marking & signage). *Road Safety Audits* are carried out to assess the safety performance of designs. Where necessary, construction designs are modified to incorporate mitigation features for cyclists.

- 2.21 The progress on cycling in terms of new routes, new cycling schemes and cycle promotion actions are detailed as follows and are linked to the relevant strategy objectives.

### **Non-Motorised Infrastructure Schemes: New Routes KPI's**

- 2.22 Individual Schemes are described and assigned as meeting a stated objective or stated objectives, as follows.

- 1) The Government is actively implementing policies aimed at encouraging walking and cycling to promote health and to persuade people to reduce dependence on the use of the private car. The policy requires the production of a **Local Cycling and Walking Infrastructure Plan (LCWIP)** by each local authority covering their Administrative Areas. The *LCWIP's* are proposed to cover the whole of each local authority area following completion over a 10 year period. So far Keighley Town Centre and adjacent residential areas have been assessed in regard to walking routes to the Railway Station and College.

An Audit has been completed for the sector extending from the City Centre to Euroway referenced to assessments of cycle routes.

The outcomes will be a Report for inclusion in the LCWIP. The Report is to be published in April this year which details any problems and the suggested mitigation measures for both Keighley and South Bradford. **(OBJECTIVES 1A,1B,1C,1D,3A,3C)**

- 2) A review of the operation of *Salts Mill and Village* is taking place to identify access problems and mitigation measures. The Sites are listed as *World Heritage*. The City of Bradford has been assigned the responsibility of maintaining its fabric and managing its accessibility by all travel modes including access for cyclists. A Travel Plan is being prepared **(OBJECTIVES 1C & 1D)**
- 3) The *Wharfedale Greenway* (a route for cyclists/ walkers and horse riders) is being developed from Otley/ Burley to Ilkley. CBMDC Officers are advising the promoter- Ilkley Parish Council - on the highway aspects. **(OBJECTIVES 1A,1B, 1C, 3A)**
- 4) *Queensbury Tunnel* is the subject of investigations into the issues related to its use by visitors and cyclists to provide a sustainable transport connection between Halifax and Bradford. The investigations have been completed and discussions are taking place on the future of the tunnel. **(OBJECTIVES 1A, 1B,1C, 1D, 2C,3A)**

- 5) The *Great Northern Trail* is being promoted by the Town & Parish Councils in the Keighley Area. CBMDC Officers and Members have discussed with the Promoters localised issues and connections (**OBJECTIVES 1A,1B,1C,1D, 3A**)
- 6) Site inspections by CBMDC Officers have taken place in the City Centre with “B- Spoke” representatives to identify local impediments to cyclists (eg kerb heights/routes) and connection of Valley Road with the Leeds/Bradford super highway (also from Church Bank to and through Centenary Square).(**OBJECTIVES 1B,3A,3C**).
- 7) All Planning Applications are assessed by CBMDC Officers from the point of view of provisions for cyclists in terms of satisfactory cycle parking and route accessibility. If a development proposal is deficient either a Section 106 of the Town & Country Planning Act is stipulated or Planning Conditions to achieve acceptable provisions for cyclists.(**OBJECTIVES 1B,1D,3C**)
- 8) The former Wyke Manor School, Wilson Road, Wyke is proposed to be redeveloped as a community sports village including a substantial cycle track.(**OBJECTIVES 1D, 2A, 2B ,2C, 3A**)
- 9) Keighley, North Street. Potential diversion of cyclists to Cross Street is being considered – alterations to junction priorities. **OBJECTIVE 1A.**

### **Multi-Mode Infrastructure Schemes (KPI's)**

2.23 Facilities for cyclists are incorporated in schemes including motorised users as follows:-

- 1) *Canal Road* (segregated cycleway)
- 2) *Tong Street A650* ( alterations to roundabouts ,Pelican crossings)
- 3) *Steeton A629 New Footbridge*.(safe crossing A629)
- 4) *Manningham Lane* ( diversions of through traffic to Canal Road)
- 5) *ShIPLEY interchange realignments* (Route alternatives, segregated cycleways.)
- 6) *Canal Towpath conversions* to cycle ways (ShIPLEY to Silsden)
- 7) *Cycle crossings on highways*.

### **Actions of Cyclist User Groups KPI's**

2.24 There are over 14 cycling clubs in the District offering a variety of services including training, education, organising trips, advertising and promotion. Consequently the activities of the Groups achieve **OBJECTIVES 2A, 2B, 2C, 3A.3B**. Examples of these independent Groups and there activities are outlined below.

**Bradford Capital of Cycling** (support and connect cycling events):-

- > Learn to Ride Sessions (6 to 14 year olds)
- > Confidence building fun bike rides.
- > Balance bike sessions (3 to 6 year olds)

**Bikeability :-**

- > Sessions run by CBMDC and School Sports Partnerships for age groups 10-11 & 11-18.

**City Connect (WYCA):-**

- > Scheme implementation.
- > training.
- > work with schools
- > Discussions with businesses.

**B-SPOKE**

- 2.25 B-SPOKE are a critical partner who have high expectations and ambitions in terms of cycling and progressing the Cycle Strategy and are actively engaged with a range of bodies/partners and the Council.
- 2.26 B-SPOKE has relative freedom to set out their own ambitions for cycling development in the Bradford District. (B-SPOKE established since 2010, as a non-constituted consultation and discussion forum for cycling in Bradford District that interacts, defines opinions and shares ideas) Bradford Council and other bodies are all represented on an informal basis.
- 2.27 The meetings of B-SPOKE are attended by representatives of the independent Groups aforesaid and by Officers of the City Of Bradford Metropolitan District Council (“Council”)
- 2.28 At the meeting on 4<sup>th</sup> March 2019 the objectives of the cycle strategy detailed in “*Keep the Wheels Spinning*” were discussed. Personal preferences of objectives were identified on a collective basis from attendees and have fed into this report.

**Bradford Cycling Campaign**

- > Campaign for better cycling infrastructure.
- > Promote cycling as a priority for health benefits.
- > Encourage modal shift
- > Plan for cycling being a preferred transport mode.

## **Great Northern Railway Trail Development Group (GNRTDG)**

> A Development Group has been set up to promote the creation of a cycle, walk and bridleway on part of the disused railway line from Cullingworth to Denholme. A Meeting in Keighley on 12<sup>th</sup> March 2019 discussed coordination with CBMDC

### **3.0 OTHER CONSIDERATIONS**

3.1 Campaigns and Initiatives on cyclist safety by the *West Yorkshire Safer Roads Group* have taken place through the following media:

- Radio
- School parking (radio)
- Leaflets

### **4.0 FINANCIAL & RESOURCE APPRAISAL**

4.1 “*Keep the Wheels Spinning*” does not place any direct obligation on the Council in terms of finance or resource. It is likely that partners (eg B-SPOKE) expectation in relation to delivery may increase in association with this document on progress however this will be managed by the Council. The Council will continue to explore appropriate funding in order to support delivery of the Cycle Strategy ambitions with regards to wider District priorities and general available resources to progress schemes and initiatives.

4.2 B-SPOKE and other partners have relative freedom to set out their own ambitions for cycling development in the Bradford District but this will be subject to resource availability.

## **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

5.1 There are no significant risks arising out of the implementation of the proposed recommendation.

## **6. LEGAL APPRAISAL**

6.1 There are no direct legal implications arising from this Report. The Council has powers under the Cycle Tracks Act 1984, Highways Act 1980, Traffic Regulation Orders and the general power of competence contained in S.1 of the Localism Act to facilitate cycling within its area.

## **7.0 OTHER IMPLICATIONS**

None

## **7.1 EQUALITY & DIVERSITY**

None

## **7.2 SUSTAINABILITY IMPLICATIONS**

Positive impact in encouraging sustainable travel behaviours and healthy life styles.

## **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

Positive impact in encouraging sustainable travel behaviours and healthy life styles.

## **7.4 COMMUNITY SAFETY IMPLICATIONS**

Cycling can and does have a relationship to safety, particularly in highway contexts. A key onus of various elements in the endorsed Bradford District Cycle Strategy is to improve cycling with infrastructure and training opportunity improvements.

## **7.5 HUMAN RIGHTS ACT**

None

## **7.6 TRADE UNION**

None

## **7.7 WARD IMPLICATIONS**

The Cycle Strategy is a District wide document which is relevant to all wards.

## **7.8 IMPLICATIONS FOR CORPORATE PARENTING**

None.

## **7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

None

## **8.0 NOT FOR PUBLICATION DOCUMENTS**

None

## **9.0 OPTIONS**

9.1 N/A

## **10.0 RECOMMENDATIONS**

- 10.1 That the Committee notes the progress being made on the implementation of the Bradford District Cycle Strategy.

## **11.0 Appendices**

- 11.1 None

## **12.0 Background Documents**

- 12.1 'Keeping the Wheels Spinning' – Bradford District Cycle Strategy 2016 – 2026