



Department
for Transport

Response to the consultation on the draft Cycling Delivery Plan

March 2015

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Introduction

The Department for Transport (DfT) launched a consultation on the draft Cycling Delivery Plan¹ that ran for an extended period of six weeks starting from 16 October to 27 November 2014. The consultation invited general views on the content of the draft Delivery Plan with no set questions for respondents to answer.

Views on the draft Cycling Delivery Plan were received by email, webchat and seven dedicated regional engagement events.

Around 500 email responses to the consultation were received via a dedicated mailbox. Respondents included cycling and walking campaign groups, local government including local authorities, transport, planning, health and rural professionals, Transport for London (TfL), business and members of the public. In addition, two webchats were held and around 140 comments were made.

Seven dedicated regional engagement events were held in Manchester, Birmingham, Exeter, Bedford, York, Durham and London. These were hosted by DfT and around 300 stakeholders attended these sessions. At the events, participants were asked to consider the policy proposals they considered should remain or be strengthened in the draft Delivery Plan and the policy proposals that in their view should be removed. Participants were also asked to share their views on each of the four themes set out in the draft Delivery Plan: vision, leadership and ambition; funding, infrastructure and planning; and safety and perceptions of safety.

This document summarises the main responses to the consultation and provides Government's position on each of main issues raised.

¹ Department for Transport (2014) Cycling Delivery Plan - draft, London
<https://www.gov.uk/government/consultations/cycling-delivery-plan-informal-consultation>

1. Summary of Responses and Government Position

Long-term and sustainable funding commitment

Summary of responses

- 1.1** The issue of funding for cycling and walking was by far the most common matter to be raised in feedback to the consultation. A large number of respondents said a long-term commitment to funding was central to implementing aspirations and actions in the draft Delivery Plan and that the document could not be considered a 'delivery plan' unless actions were supported by funding.
- 1.2** In particular, respondents considered that government's aspiration to explore funding of £10 per person per year for cycling with local government and business was not a stretching or firm enough commitment for the future sustainability of cycling. There was also concern about the lack of direct acknowledgement of funding for walking. Respondents called for specific and targeted funding for cycling to drive up the per person spend, that this funding should include revenue as well as capital spend, and some suggested that there is a need to target investment specifically on cycling and walking for new infrastructure as well as for maintaining existing infrastructure.

Government position

- 1.3** In response to the many calls for a firmer funding commitment, the Government added section 21 to the Infrastructure Act 2015 that places into law a commitment on the Government to produce a Cycling and Walking Investment Strategy (CWIS)². The section stipulates that the strategy must specify the objectives to be achieved during the period to which it relates, and the financial resources to be made available by the Secretary of State for the purpose of achieving those objectives. Government is now considering how best to

² <http://www.legislation.gov.uk/ukpga/2015/7/contents/enacted>

develop a long-term investment programme for cycling and walking, drawing upon expert advice from cycling and walking stakeholders including the Active Travel Consortium³, and research being carried out to identify areas of the country with the greatest propensity to cycle.

- 1.4** In the draft Delivery Plan the Government set out an ambition to double the number of bicycle stages made each year and to increase the percentage of children aged 5 to 10 that usually walk to school to 55% by the year 2025. Since publication of the draft Delivery Plan, government has committed to further dedicated funding for cycling and walking. In November 2014, the Deputy Prime Minister announced a further £114 million to extend the Cycle City Ambition Grants. Allocations for the eight cities for three further years - 2015/16 to 2017/18 were announced on 2 March 2015.
- 1.5** Through the Roads Investment Strategy, a further £100 million between 2015 and 2021 will be made available to improve the conditions for cyclists and walkers travelling alongside and crossing the Strategic Road network. Since 2010, government investment of £29.5 million will have enabled the tripling of the number of cycle parking spaces at stations across England. Cycle journeys to stations have increased by 14 million from 25 million in 2010 to a current all-time high of 39 million cycle-rail journeys per annum in 2012/13, partially as a result of new and improved cycle facilities at stations.
- 1.6** This now brings total funding by this Government on cycling to £588 million, with more than £10 per person per year being spent on cycling in our eight Cycling Ambition Cities and London.
- 1.7** In addition, just under £6 billion is available for local highways maintenance to improve the condition of all road surfaces, which will benefit all road users including those cycling and walking. This includes a long-term funding commitment of over £400 million for cycling and walking, available to every local authority in the country until 2021. This can be used for structural renewals and the introduction of Dutch-style segregated cycling infrastructure.

³ ATC membership consists of: British Cycling, CTC, Living Streets, London Cycling Campaign, National Obesity Forum, The Ramblers Association, Sustrans, Campaign for Better Transport, UK Health Forum and Walk England.

Local authority partnership projects expressions of interest

Summary of responses

- 1.8** The proposal for local authority and central government partnership projects set out at Annex B of the draft Delivery Plan was widely welcomed and much of the basic proposal was considered as a positive step towards increasing cycling and walking. In almost all of the regional engagement events, which were largely attended by local authority and local highways authority representatives, a significant volume of comments were received about the lack of guidance and clear steer on the criteria for the proposed partnership projects. Respondents requested clarity on the types of authorities that would qualify for partnerships, the deadline for submitting expressions of interest, clarity on the timetable and process for partnership projects, and further information on what Government will provide to those that sign up to partnership projects.

Government position

- 1.9** The Government intends to ask the Active Travel Consortium to further develop the partnership model proposed in the draft Delivery Plan before the scheme is officially launched and open to local authorities. In the meantime, government will take steps to facilitate improved knowledge sharing between those working to increase walking and cycling. For example, a dedicated group will be launched on the Local Government Association's Knowledge Sharing Hub to enable all those local authorities that have expressed an interest to work with government to access information and examples of good practice and to discuss issues of concern between themselves and with the Government. The Knowledge Hub group will be launched and made available to interested local authorities as soon as possible.

Walking

Summary of responses

- 1.10** At all of the engagement events, feedback was received that walking should be included in the Delivery Plan title and that there should be a better balance of plans and actions between walking and cycling throughout the document. Some felt that

two separate delivery plans should be produced - one for cycling and one for walking, whilst others supported the idea of a single document but wanted walking to be given better prominence than in the draft Delivery Plan. In addition, whilst respondents supported the target in the draft Delivery Plan⁴, it was suggested that walking target(s) should be extended to other population groups such as older people. Some respondents also considered that the existing ambition - for cycling as well as walking - was not stretching enough. Respondents also raised concerns about the lack of local level data on school travel rates.

Government position

- 1.11** There is strong evidence on the health benefits of cycling and walking⁵ as forms of physical activity, notably through associated reductions in all-cause mortality, cardiovascular disease, disability and some cancers as well as making contributions to other aspects of health such as weight control and mental health. Government believes the best way for people to become more active is to incorporate activity into their everyday life and among the best interventions are walking and cycling. Building more physical activity into daily lives is a government priority and for this reason walking and cycling will continue to be considered together rather than separately.
- 1.12** While developing the Cycling and Walking Investment Strategy, as well as considering the walking target proposed in the draft Delivery Plan government will explore the possibility of extending ambitions for walking to other population groups such as older people. In support of the Government's ambition to increase levels of walking, DfT has provided grant funding to Living Streets of over £1 million to encourage more children to walk to school through a School Outreach programme, to be delivered during 2015. Funding will also enable Living Streets to develop a School Travel Tracker programme to monitor the amount of walking. This is in addition to the £100 million made available to improve the conditions for cyclists and walkers alongside and crossing the Strategic Road Network.

⁴ Increase the proportion of pupils aged 5 to 10 that usually walk to school to 55% by 2025

⁵ Everybody Active Everyday – the evidence, Public Health England, October 2014

<https://www.gov.uk/government/publications/everybody-active-every-day-a-framework-to-embed-physical-activity-into-daily-life>

Cycle proofing

Summary of responses

1.13 In August 2013, as part of a wider announcement on cycling, the Prime Minister committed to cycle proofing the Strategic Road Network so that cyclists are considered at the design stage of all new roads. Responses to the consultation indicated wide support for the proposal. However, it was apparent that respondents were not clear on the Government's interpretation of cycle proofing and requested clarification - for example, on whether government's cycle proofing ambitions related to local roads as well as the Strategic Road Network.

Government position

1.14 Cycle proofing is an important element of the Government's vision to make England a cycling nation. It is about designing roads with cycle use in mind from the start, so that they are seen to be safe, convenient and pleasant for cycle use by people of all ages and abilities.

1.15 This is why government created a Cycle Proofing Working Group⁶ to take forward actions on cycle proofing. The Group has the remit of advising government on cycle proofing policy and engaging with the development of cycle proofing policy and activity in the UK more generally. DfT believes cycle use should be considered from the beginning of an inclusive design process which aims to maximise benefits to all road users.

1.16 In response to remarks in the consultation, the Working Group intends to create a Cycle Proofing Project Plan that will include:

- Research and innovation
- Training and support on cycling infrastructure design
- Knowledge sharing
- Standards (including advice on good practice)

⁶ Cycle Proofing Working Group Members; British Cycling, CTC - the national cycling charity, Sustrans, Chartered Institute of Highways & Transportation (CIHT), Chartered Institute of Logistics and Transport (CILT), Association of Directors of Environment, Economy, Planning and Transport (ADEPT), Institution of Civil Engineers (ICE), Institute of Highways Engineers (IHE), Transport for London (TfL), local authority, highways agency and DfT representatives.

- Policy integration, including planning and development control
- Maintenance of cycling infrastructure.

1.17 Information about the Group is available on a website⁷. The Group has already devised a clear definition of cycle proofing for stakeholders and interested bodies to note, as follows;

- Cycle proofing is a process which over time ensures that the built environment generally, and roads specifically, are seen to be safe, convenient and pleasant for cycle use by people of all ages and abilities.
- Cycling proofing involves:
 - consideration of the extent and quality of existing cycling conditions on urban and rural networks of roads, streets, junctions, crossings, off-highway cycle-routes and public transport networks; and
 - identification and prioritisation of measures to improve cycling conditions in the context of all transport and other infrastructure schemes and programmes, including planned road maintenance works, new developments and the creation or management of rights of way and other off-highway routes; its aim is to progressively create comprehensive and coherent transport networks for cycle use.

National design standards

Summary of responses

1.18 Many respondents to the consultation considered that putting in place national cycling infrastructure design standards were important in preventing bad road design and ensuring cycling infrastructure was designed and built fit for purpose. Some respondents referred to the Dutch cycling infrastructure design standards (the CROW manual) as a good example of what England should adopt in this respect.

Government position

1.19 The Government does not consider that the adoption of a single national cycling infrastructure design standard is the best way forward for England at this present time. Instead the

⁷ <https://www.gov.uk/government/groups/cycle-proofing-working-group>

DfT wants to encourage a combination of measures aimed at ensuring good design - this includes, the sharing of good practice designs which the Cycle Proofing Working Group will take forward in delivering. In addition, local authorities have a variety of quality guidance to draw on when designing for cycling and walking. The Welsh Government has recently published its Active Travel Design Guidance⁸. It is a well-evidenced, practical guide and is recommended for use by local authorities in England. It is likely to be particularly useful for rural authorities in England. TfL has recently published their revised London Cycle Design Standards⁹ providing much useful advice on designing good cycling facilities.

Continuity of Bikeability

Summary of responses

1.20 A large number of respondents called for government to commit to continue funding Bikeability cycle training and general training on cycling. These respondents considered that it was vital in ensuring and encouraging future generations to take up cycling. Many respondents considered that teaching children how to ride a bike would create an awareness of cycling from an early age and therefore promote the culture of cycling and travelling by bike. Training will help to establish wider understanding of cyclists' actions on the road, both in the short term for parents of young cyclists and in the long term.

Government position

1.21 Government recognises the benefits that Bikeability brings, both in boosting participation in cycling and giving children the life skills they need to be able to cycle on the road safely. Indeed, research recently undertaken by the DfT in conjunction with the National Foundation for Educational Research has shown a significant improvement in children's ability to perceive and respond to road hazards following their Bikeability Level 2 training¹⁰. 1.3 million children have received Bikeability training over the course of this Parliament, and the government has committed to supporting Bikeability in

⁸ <http://gov.wales/topics/transport/walking-cycling/active-travel-design-guidance/?lang=en>

⁹ <http://www.tfl.gov.uk/corporate/publications-and-reports/cycling>

¹⁰ <https://bikeability.dft.gov.uk/publications/>

2015/16. Future funding of Bikeability will be determined at the next spending review.

1.22 Government is currently exploring expanding the Bikeability programme. For example, Government is currently piloting Bikeability Plus which comprises a number of modules (such as led rides and using balance bikes) each designed to address a specific barrier to cycling for both children and adults. Government is also funding the expansion of the Modeshift STARS school award scheme¹¹. The scheme supports increases in walking and cycling levels to school through a variety of different initiatives such as Living Streets Walk to School programme funded by the Local Sustainable Transport Fund (LSTF), ultimately leading to the development of a sustainable school travel plan.

¹¹ <http://modeshiftstars.org/>

2. Summary of Actions and Next Steps

- 2.1** In light of consultation responses and based on the feedback received via the seven engagements events and various stakeholder meetings, this Government has made clear its commitment to cycling and walking in the long-term by placing a duty in the recently passed Infrastructure Act 2015 requiring government to produce a Cycling and Walking Investment Strategy. The new duty requires government to put in place a Strategy which must set out the financial resources which Government will make available towards meeting our cycling and walking objectives.
- 2.2** In the meantime, government will continue to develop as many of the actions in the draft Delivery Plan as it can and continue to work towards the targets set out in that document. Government will continue to support local authorities that are serious about increasing cycling and walking by for example, supporting the eight Cycling Cities with implementing new measures and launching a Cycle Proofing website¹² containing expert advice and examples of good practice infrastructure designs. In addition, this Government has recently allocated further dedicated funding to cycling bringing the total government funding for cycling since 2011/12 to £588 million.
- 2.3** Government is now considering how best to develop a long-term investment programme for cycling and walking, building on commitments in the draft Cycling Delivery Plan and drawing upon expert advice from cycling and walking stakeholders including the Active Travel Consortium, and a suite of ongoing research projects - for example on identifying parts of the country with the greatest propensity to cycle. Government also intends to ask the Consortium to consider how to develop the local authority and central government partnership model outlined in the draft Delivery Plan.

¹² <https://www.gov.uk/government/groups/cycle-proofing-working-group>

- 2.4** The Department for Transport's High Level Group of Cycling and Walking Stakeholders, chaired by the Minister with responsibility for walking and cycling, will monitor progress on increasing walking and cycling and will further consider ways to achieve the cycling and walking ambitions stated in the draft Delivery Plan. Through the duties confirmed in the Infrastructure Act 2015, Government will also be held to account by Parliament.
- 2.5** DfT will also continue to work across government through the Moving More, Living More (MMLM)¹³ initiative to ensure a strong and lasting commitment by government and the Mayor of London to promote physical activity through cycling and walking.

¹³ <https://www.gov.uk/government/publications/moving-more-living-more-olympic-and-paralympic-games-legacy>