



Department  
for Transport

## Equality Impact Assessment (EIA) – Crime and Policing Bill Dangerous and Careless Cycling Offences

### 1. Name and outline of policy proposal

This equality impact assessment covers the following measures included in the Crime and Policing Bill:

1. Dangerous and Careless Cycling Offences.

#### **Dangerous and Careless Cycling Offences**

Introducing the new cycling offences, to tackle those instances where a cyclist's behaviour has been dangerous or careless and resulted in the death or serious injury of another road user.

The proposed new offences will be the equivalent to causing death or serious injury by dangerous or careless driving. They will not criminalise new behaviours but ensure that individuals who cause harm because of their bad cycling behaviour, which is already a criminal offence, face the same penalties as drivers of cars who cause the same level of harm.

The offences and their sentences are as follows:

- **Causing death by dangerous cycling.** On indictment up to life sentence imprisonment.
- **Causing serious injury by dangerous cycling.** On indictment 5-years or a fine or both. Summarily, the general limit in the magistrates' court (currently 12 months) (in England and Wales), or 12 months (in Scotland); or the statutory maximum fine, or both.
- **Causing death by careless or inconsiderate cycling.** On indictment 5-years or a fine or both. Summarily, the general limit in the magistrates' court (currently 12 months) (in England and Wales), or the maximum term of imprisonment on summary conviction (currently 12 months) (in Scotland); or the statutory maximum fine, or both.
- **Causing serious injury by careless or inconsiderate cycling.** On indictment 2 years or a fine or both. Summarily, the general limit in a magistrates' court (currently 12 months) (in England and Wales), or the maximum term of imprisonment on summary conviction (currently 12 months) (in Scotland); or the statutory maximum fine or both.

These offences extend to roads and other public places to match the motoring offences. This is to account for locations which are not roads, but which might see a mix of pedestrians and cyclists. For the same reason, we will also be extending the existing cycling offences of dangerous and careless cycling to other public places.

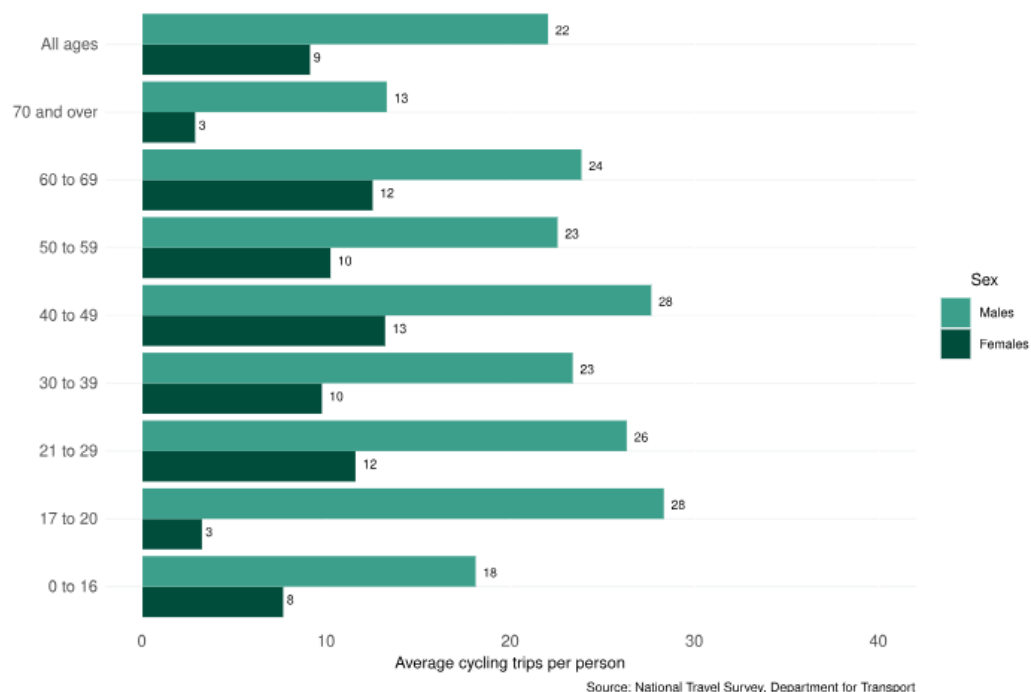
## 2. Summary of the evidence considered

The statistics collected by the Department for Transport, show that more males make more cycling trips compared to females across all age groups. And in respect to age groups, for males those aged 17 to 20 and 40 to 49 years old made the most cycling trips. This suggests, in respect to the protected characteristics under the Equality Act 2010 that males in the age ranges of 17 to 20 and 40 to 49 may be disproportionately impacted.

The Department collects statistics on cycling, using two main data sources: (1) National Travel Survey (NTS); and (2) Active Lives Survey (ALS). And publishes these statistics in the [Walking and cycling statistics, England: Introduction and main findings \(National Travel Survey\)](#).

These show the average cycling trips per person per year, by age and sex, England up to 2023 as follows:

**Chart 7: Average cycling trips per person per year, by age and sex, England, up to 2023 (NTS0601)**

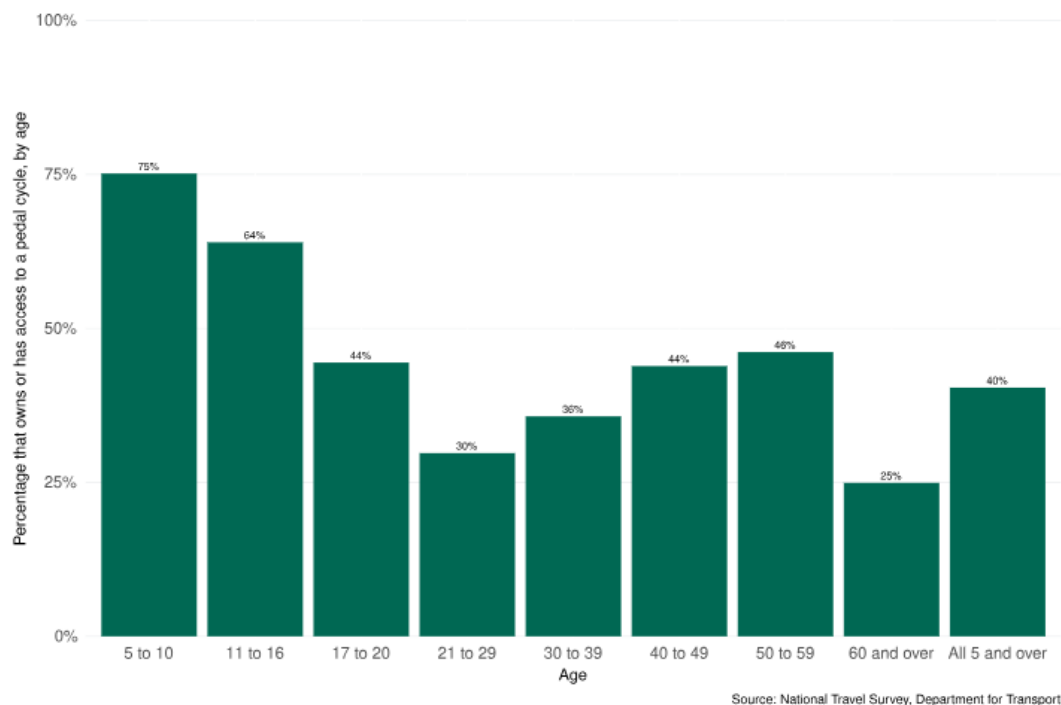


This shows that:

- Males made more cycling trips compared to females across all age groups.

- Males of all ages made over 2 times more cycling trips than females of all ages.
- Among males, those aged 17 to 20 and 40 to 49 years old made the most cycling trips (an average of 28 trips).
- Among females, those aged 40 to 49 years old made the most cycling trips (an average of 13 times).
- Those aged 70 and over made the fewest cycling trips across both sexes (an average 13 cycling trips in males and 3 trips in females).

**Chart 8: Percentage who own or have access to a pedal cycle, by age group, in England, 2023 ([NTS0608](#))**



This shows that:

- 40% of those aged 5 and over had access to or owned a pedal cycle
- younger age groups (school aged) were more likely to have ownership or access to a pedal cycle compared to older age groups (75% for those aged 5 to 10, 64% for those aged 11 to 16)
- 25% of those aged 60 and over had access to or owned a pedal cycle, which is lower than any other age bracket

The Department collects statistics on fatalities and serious injuries caused by cyclists:

- In 2023, there were 4 fatalities and 185 serious injuries where a pedestrian was hit by a cyclist.
- Over the last 10 years, an average of 3 pedestrians were killed per year by a cyclist.

The Government, also collects statistics on convictions for dangerous and careless cyclists:

- 44 pedal cyclists were prosecuted or convicted for careless cycling in 2023, compared to the previous year's total of 47.
- 5 pedal cyclists were prosecuted or convicted for reckless or dangerous cycling in 2023 (the same number as 2022).

These offences are designed to provide an appropriate avenue to appropriately prosecute cyclists whose behaviour is dangerous or careless. Like all road users, cyclists are required to comply with road traffic law in the interests of the safety of other road users, and this is reflected in the Highway Code.

If cyclists' behaviour is dangerous or careless, they can already be prosecuted under the offences of:

- sections 28 and 29 of the Road Traffic Act 1988 ("the 1988 Act") of dangerous, and careless or inconsiderate, cycling, parallel to those of dangerous, and careless or inconsiderate driving. The maximum penalties for these offences are currently a fine of £2,500 for dangerous cycling and a fine of £1,000 for careless cycling.
- wanton and furious driving under section 35 of the Offences Against the Person Act 1861, if bodily harm is caused by the cyclist. The maximum penalty is two years' imprisonment.
- section 30 of the 1988 Act of riding a cycle if one is unfit due to drink or drugs. The maximum penalty for this offence is a £1,000 fine.

The maximum penalties available for these offences are not adequate for those incidents that result in serious or fatal injury, in comparison to similar harm caused by drivers of cars.

the Department for Transport commissioned an independent legal review: [Cycle safety review independent legal report](#), which concluded that there is a persuasive case for legislative change to the law in England and Wales to tackle the issue of dangerous and careless cycling that causes serious injury or death, in order to bring cycling offences into line with driving offences.

A supplementary report: [Cycling and Walking Investment Strategy safety review: supplementary report on the current law in relation to Scotland](#) found that there is not the same gap in Scottish law as regards causing death or serious injury by *dangerous* cycling, but there is as regards such harm caused by *careless, or inconsiderate*, cycling. It also noted that there might be a case for modernising the law.

That is why the Department for Transport carried out a consultation in 2018: [New cycling offences: causing death or serious injury](#); publishing a response to the consultation in 2024: [Consultation outcome: Proposals for new cycling offences: government response to consultation](#).

2,436 responses were received and examined in the published [Analysis of the consultation on new cycling offences report](#). The responses did not raise any concerns in respect to impacts on the protected characteristics under the Equalities Act 2010.

**3a. Consideration of limb 1 of the duty: Eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act**

The Department has considered potential direct and indirect impacts of these measures. Where direct and indirect discrimination is not addressed, that is because at this time the Department has assessed that there is no direct or indirect discrimination to be considered for that measure or in relation to a particular protected characteristic; the Department will keep this under review and update as necessary.

To the extent that there might be an impact, notably on males who are 2 times more likely to make cycling trips than females, and amongst males those aged 17 to 20 and 40 to 49 years of age who made the most cycling trips we consider this to be a proportionate means to achieve the legitimate aim of reducing crime. And to protecting pedestrians and other road users, by reducing the number of cyclists whose dangerous behaviour can lead to fatal or serious injury to pedestrians.

These measures will ensure parity across the “motoring” offences framework. All road users whether they are drivers or cyclists, whose behaviour results in the death or serious injury of another road user will face the same penalties.

**3b. Consideration of limb 2: Advance equality of opportunity between people who share a protected characteristic and people who do not share it**

While it is not generally the role of criminal law legislation to advance equality of opportunity, the Department has considered potential direct and indirect impacts of these measures. Where advancing equality of opportunity is not addressed, that is because at this time the Department has assessed that the measures will not have a positive or negative effect on advancing equality of opportunity between people who share a protected characteristic and people who do not share; the Department will keep this under review and update as necessary.

Consideration has been given to any steps that could be taken to achieve these aims. None have been identified. The proposed measures aim to tackle dangerous or careless behaviour by cyclists in general. These behaviours are already subject to existing criminal offences, so the measures will not seek to tackle new behaviours that could result in a direct or indirect impact.

These measures will ensure parity across the “motoring” offences framework. All road users whether they are drivers or cyclists, whose behaviour results in the death or serious injury of another road user will face the same penalties.

### **3.c. Consideration of limb 3: Foster good relations between people who share a protected characteristic and persons who do not share it**

The Department has considered whether these measures will foster good relations between people who share a protected characteristics and persons who do not share it. The 2018 public consultation, and 2024 publication of the results and analysis of this public consultation demonstrate the fostering of good relations, by helping to build transparency around the intent of the legislation which can be further probed as it is debated in Parliament as part of the Crime and Policing Bill. Where a measure is not addressed, the Department has not identified any impacts; this will be kept under review.

Consideration has been given to any steps that could be taken to achieve these aims. None have been identified. The proposed measures aim to tackle dangerous or careless behaviour by cyclists in general. These behaviours are already subject to existing criminal offences, so the measures will not seek to tackle new behaviours that could result in a direct or indirect impact.

These measures will ensure parity across the “motoring” offences framework. All road users whether they are drivers or cyclists, whose behaviour results in the death or serious injury of another road user will face the same penalties.

### **4. In light of the overall policy objective, are there any ways to avoid or mitigate any of the negative impacts that you have identified above?**

The Department has considered any mitigations from any negative impacts that this assessment has identified. The data does indicate that males, in the age groups 17 to 20 and 40 to 49 could be negatively impacted and statistically have a higher chance of being prosecuted.

However, this is a general measure to improve road safety and tackle dangerous and careless behaviour. They will not be tackling new criminal behaviour because there are already existing offences. They are instead designed to bring parity with the motoring offences if an individual's behaviour is dangerous or careless and causes the fatal or serious injury of another individual.

### **5. Review Date**

The proposals considered in this document will be reviewed throughout the legislative process and will be subject to the normal post-legislative review three to five years after Royal Assent.

### **6. Declaration**

I have read the available evidence, and I am satisfied that this demonstrates compliance, where relevant, with Section 149 of the Equality Act and that due regard has been made to the need to: eliminate unlawful discrimination; advance equality of opportunity; and foster good relations.

SRO Sign Off:

Cathy Miller, Deputy Director, Road Safety

Date: 14 July 2025

For monitoring purposes all completed EIA documents must be sent to [equalities@dft.gov.uk](mailto:equalities@dft.gov.uk)

EIA enquiries must also be sent to [equalities@dft.gov.uk](mailto:equalities@dft.gov.uk)

Date sent to PSED Team: 12 June 2025