

## WRITTEN EVIDENCE FROM CYCLING SCOTLAND

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### Introduction

Cycling Scotland has produced this report in response to the Infrastructure and Capital Investment Committee's call for evidence in their scrutiny of the Scottish Government's Draft Budget 2012-13 and Spending Review 2011.

We have restricted our evidence to the areas of active travel and cycling; the areas that we are funded to deliver on behalf of Transport Scotland.

This paper addresses Cycling Scotland's concerns that the Scottish Government's Draft Budget for 2012-13 and spending proposals through to 2014-15 contain a dramatic drop in the funding allocated to the promotion of cycling. There is a strong case to show that funding for cycling is vital to achieving key Scottish Government outcomes and long term strategic aspirations, as outlined in both the Cycling Action Plan for Scotland (CAPS) and Low Carbon Scotland: Report on Proposals and Policies.

### Background

Cycling Scotland is the national cycling promotion charity for Scotland. Our programmes and projects focus on making Scotland a nation of cyclists. Our aim is to establish cycling as an acceptable, attractive and practical lifestyle option. We work together with our partners and stakeholders to increase the number of people cycling and improve the environments they can do so in.

Cycling Scotland chairs the Cycling Action Plan for Scotland<sup>1</sup> Delivery Forum<sup>2</sup> that is responsible for monitoring and coordinating the delivery of the 17 actions in (CAPS), co-ordinates cycle training including Bikeability Scotland and organises Scotland's biggest bike ride Pedal for Scotland. We support workplaces, schools and community groups to encourage more people to cycle instead of using the car in these key settings through our Cycle Friendly programmes. We provide advocacy and training to local authorities to help them provide the facilities and infrastructure that cyclists need. We assess our performance against a set of Key Performance Indicators agreed annually with Transport Scotland.

### Cycling and Scottish Government Policy

Active travel helps the Scottish Government achieve progress towards all five of its Strategic Objectives - Wealthier and Fairer, Smarter, Healthier, Safer and Stronger and Greener.

Achieving a significant mode shift from cars to cycling would realise benefits across society – such a shift would contribute directly to improved health outcomes, less traffic congestion, reductions in carbon emissions, improvements to local environments, deliver tangible economic benefits, and create more inclusive and safer communities as well as improving our quality of life.

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<sup>1</sup> Cycling Action Plan for Scotland. Edinburgh. The Scottish Government (2010)

<sup>2</sup> The CAPS Delivery Forum consists of representatives from all 32 Local Authorities, Cycling Scotland the Society of Chief Officers of Transportation, Sustrans, Transport Scotland and Paths for All

Indeed this is already recognised across a host of Scottish Government policies. Over a dozen individual Scottish Government policies advocate achieving an increase in the proportion of short journeys made by walking and cycling or increases in cycling and cycle promotion to support safety and health outcomes. Some of these are highlighted below.

### **Cycling Action Plan for Scotland**

The Cycling Action Plan for Scotland (CAPS) was launched in 2010 and has as its overarching aim that 10% of trips to be made by bike by 2020. Other targets include, delivering an increase in on-road cycle training (Bikeability Scotland), completing the missing links National Cycle Network, review of 20mph zones in residential areas and collision liability, and increasing the amount of cycling in communities, schools and workplaces through promotional interventions.

### **Low Carbon Scotland Report on Proposals & Policies<sup>3</sup>**

Low Carbon Scotland sets the achievement of the CAPS 10% target as one of its milestones for 2020.

### **The National Transport Strategy<sup>4</sup>**

“By investing in better infrastructure links between community facilities such as health centres, transport hubs and schools, we believe that cycling and walking as travel options are realistic alternatives to using the car for journeys to work, school and for leisure purposes.”

### **Climate Change Delivery Plan<sup>5</sup>**

“There is a need for additional planning and demand management measures through to 2020 to reduce the need for travel and the carbon intensity of travel; and to maximise active travel (e.g. walking and cycling).”

### **Preventing Overweight and Obesity in Scotland: A Route Map towards Healthy Weight<sup>6</sup>**

The national obesity strategy states “We will create environments that make walking and cycling part of everyday life for everyone.” sets the 10% CAPS figure as one of its targets in addition to the completion of the National Cycle Network.

### **Let’s Make Scotland More Active<sup>7</sup>**

The national physical activity strategy is a 20-year plan that sets national targets to achieve “50% of all adults aged over 16 and 80% of all children aged 16 and under meeting the minimum recommended levels of physical activity by 2022”. The strategy recognises the importance of “having access to a range of physical activities including...cycling.” In addition, sets as a target an increase in short trips made actively.

### **The Scottish Physical Activity Charter<sup>8</sup>**

The Charter was written by NHS Health Scotland’s Physical Activity & Health Alliance (PAHA) and is currently a draft document out for consultation. It includes the 10% CAPS figure, completion of the National Cycle Network and lowering the urban speed limit to 20mph in residential areas in its targets. The Scottish Charter has been developed in response to the publication of the Global Advocacy for Physical Activity’s Toronto Charter for Physical Activity.

### **Go Safe – Scotland’s Road Safety Framework<sup>9</sup>**

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<sup>3</sup> Low Carbon Scotland: Meeting the emissions reduction targets 2010-2022. The Report on Proposals and Policies. Scottish Government (2011)

<sup>4</sup> Scotland’s National Transport Strategy, Scottish Executive, 2006

<sup>5</sup> Climate Change Delivery Plan: Meeting Scotland’s Statutory Climate Change Targets. Scottish Government (2009)

<sup>6</sup> Preventing Overweight & Obesity in Scotland, A Route Map towards Healthy Weight. Scottish Government (2010)

<sup>7</sup> Scottish Government, Physical Activity Task Force. ‘Let’s Make Scotland More Active – Make it Happen’ A Strategy for Physical Activity <http://www.scotland.gov.uk/Publications/2003/02/16324/17895>

<sup>8</sup> Scottish Charter for Physical Activity. Scottish Government (2011)

<sup>9</sup> Go Safe on Scotland’s Roads it’s Everyone’s Responsibility: Scotland’s Road Safety Framework to 2020. Scottish Government (2009)

“Ensure that all road users receive appropriate education and training messages about cycling in the road environment, including journeys to and from school and in residential areas.”

These national level policies directly influence how Local Authorities arrange themselves to deliver for cycling. The Cycling Action Plan for Scotland is a key component of newly developing Local Authority cycling and active travel plans and strategies, such as the Glasgow Strategic Plan for Cycling and the Edinburgh Active Travel Action Plan. Other Local Authorities use their contributions towards the CAPS actions as reporting milestones for delivering other, complementary strategies for example Fife Council's Cycling Charter and Aberdeenshire Council's Cycling and Walking Strategy.

Other trans-national level strategies are also being adopted by Local Authorities to drive the local development of cycling. For example, the City of Edinburgh Council has signed the Charter of Brussels<sup>10</sup>, committing itself to achieving a modal share for cycling of 15% by 2020

### **Draft Budget 2012-13 and Spending Review 2011**

To quantify the impact of the 2012-13 budget proposals it is important to understand the current position of funding for active travel in Scotland. Whilst it is difficult to determine the exact amount of expenditure, the respected analysis by Spokes, the Lothian Cycle Campaign, and endorsed by the Scottish Parliament Information Service (SPICe)<sup>11</sup> estimates that in each of the last 5 years the figure was £20m+/-£4m, equivalent to very roughly 1% of the total transport budget, or £3.50-£4.50 per head of population. Spokes estimate this falling to 0.8% of total transport spending, under £3 per head, if the draft 2012-13 budget goes ahead. This needs to be set in the context of advice from the Association of Directors of Public Health, which recommends 10% of transport spending going to active travel<sup>12</sup>. Additionally, the evidence from England's Cycle Demonstration Towns and Northern Europe, particularly the Nordic countries, indicates spending of around £10 per head of population is required to achieve the kind of shifts in modal share necessary to meet Scottish Government targets<sup>13</sup>.

The majority of this funding comes via two main sources; funding for Transport Scotland's Sustainable Transport Team and through Cycling Walking and Safer Streets This is a ring-fenced budget allocated to local authorities on a per-capita basis. Local Authorities can draw down funding to implement a variety of schemes all of which have direct benefits for active travel.

The proposals contained within the Draft Budget are for a reduction in Transport Scotland Sustainable and Active Travel in 2012-13 from £25M per year to £16M per year. At the end of the spending review period the 2015-16 budget will be £10.1M less than in 2011-12, a reduction, in cash terms, of approximately 40.2%.

Furthermore, this budget line will now have to support the additional demands of the Halbeath park and ride project and the core Glasgow Fastlink scheme. Figures submitted by the Cabinet Secretary to the I&CI Committee identifies in 2012-13, £11M of this £16M budget line will be allocated to these schemes.

Additional funding for active travel is available from Cycling Walking and Safer Streets (CWSS). This is a ring-fenced budget allocated to local authorities on a per-capita basis. Local Authorities can draw down funding to implement a variety of schemes all of which have direct benefits for active travel. The Draft Budget and Spending Review do not provide further detail on whether CWSS funding will continue after this financial year as this is subject to negotiations between the Scottish Government and COSLA. The split should be shown in the 2012-13 Local Government Finance Circular that is due to be issued in December 2011.

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<sup>10</sup> <http://www.velo-city2009.com/assets/files/VC09-charter-of-brussels.pdf>

<sup>11</sup> Scottish Parliament Information Service, 2010 SPICe briefings SB09-48 and SB10-62 Cycling in Scotland

<sup>12</sup> Association of Directors of Public Health, 2010 Take action on active travel

<sup>13</sup> Transform Scotland & Sustrans Scotland, 2010 Civilizing the Streets: How strong leadership can deliver high quality of life and vibrant public spaces

It is often the case that Local Authorities use CWSS to match funding from their own budgets or funds from Transport Scotland, channelled through Cycling Scotland and other organisations such as Sustrans and Cycling Scotland, in order to put together a more substantial and meaningful capital budget for active travel.

Any cut in CWSS funding therefore has the potential to have a multiplicative effect and reduce the effective spend by significantly more than the headline figures detailed in the draft budget.

In addition, it is likely that the general reduction in capital for local authorities proposed in the budget will also have a serious adverse impact on walking and cycling with funding remaining small, if it exists at all, for the active healthy modes of transport.

Individually and in combination, these proposed cuts to the funding of Active Travel by the Scottish Government will but the promotion of cycling, maintenance and development of infrastructure and support for practitioners in serious jeopardy.

Recent years have seen a period of relatively stable funding for Active Travel and a greater degree of partnership working, coordination and cooperation amongst the Scottish Government and its partners in delivery for cycling. This culminated in 2010 with the Scottish Government demonstrating its belief that cycling can help deliver strategic outcomes with the creation for the Cycling Action Plan for Scotland (CAPS).

This coordinated effort and the modest levels of investment over the last few years have already begun to show strong early results:

- Scotland now has a unified multi-level cycle training scheme, Bikeability Scotland, which is giving the next generation of young Scots the skills and confidence to choose to cycle more often. Bikeability Scotland is the present day incarnation of cycling proficiency and is offered to all primary schools along with resources and training to help them deliver increased participation in cycling.
- The National Cycle Network in Scotland has seen a 44% increase in usage in the last three years, with 40 million trips being made on it last year. Over 35% of those trips were made by commuters, using the growing network of paths and short links to get to work by bike, up from just 3.7% in 2008<sup>14</sup>.
- We can see that when the conditions are right, people are keen to cycle. Over 14,000 Scots got out on their bikes on 11<sup>th</sup> September this year, as freshnlo Pedal for Scotland offered a range of routes where cyclists were prioritised to make people confident enough to cycle between Glasgow and Edinburgh. This makes Pedal for Scotland the 3<sup>rd</sup> largest participation event in the country.

There is a formula for getting more people to cycle, that many other countries have followed successfully<sup>15</sup>. We believe the Scottish Government's Cycling Action Plan for Scotland covers all of the actions necessary to see that happen in this country.

There simply needs to be adequate funding available to carry the out the plan.

### **Priorities for Getting Scotland Cycling**

To make the best use of the funding available there are several areas of the Cycling Action Plan for Scotland that should be prioritised.

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<sup>14</sup> Walking & Cycling Outcomes for Sustrans in Scotland: assessment against key performance indicators 2008-2011. Sustrans Scotland (2011)

<sup>15</sup> Pucher, John and Buehler, Ralph (2008) 'Making Cycling Irresistible: Lessons from The Netherlands, Denmark and Germany', *Transport Reviews*, 28:4, 495 — 52.

**Bikeability Scotland** is an essential component of Scotland's transport future. The most common reason people give for why they don't cycle is the lack of confidence to cycle on Scotland's roads<sup>16</sup>. Bikeability Scotland's focus is on training young people to cycle in an on-road environment and teaching them how to make journeys on today's roads. Ensuring every child gets the opportunity to learn to ride a bike on-road will ensure the biggest barrier to cycling that currently exists is erased by focussing on moving from the playground to on-road training whilst at the same time increasing the overall proportion of school children who receive Bikeability Scotland training. Table 1 illustrates the current pattern of delivery. Currently 35.4% of children receiving training get Bikeability Scotland on-road.

**Table 1: Cycle Training Report October 2011<sup>17</sup>**

Schools offered training, resources and support	100%
Schools delivering Bikeability Scotland	71%
Schools delivering on- road	25.6%
Schools delivering off- road	48.3%

Cycling Scotland is using funding from Transport Scotland's Sustainable Transport team to train and equip schools, teachers, parents and volunteers to deliver Bikeability Scotland. We plan to increase the delivery of Bikeability Scotland by 10% over the next 5 years. Continued funding is essential to maintain progress in this key area for delivery in Scotland's transport future.

**Segregated Cycle Infrastructure** in Scotland's towns and cities is also essential in delivering a major shift in the modal share of cycling trips. The extensive research Cycling Scotland carried out for the Cycling Action Plan for Scotland revealed that the major change Scottish people said would encourage them to cycle more was good quality, well planned segregated cycle lanes.

The City of Edinburgh provides an example that shows sustained investment and a degree of prioritisation can produce the desired results. Edinburgh has a rate of cycling to work of 5%<sup>18</sup>. This is significantly higher than the average in Scotland (2%) and due to dedicated on road features and a substantial network of off-road paths.

In addition, to ensure that cycling is an activity that is accessible to all<sup>19</sup>, Scotland should seek to implement large-scale public bike hire schemes such as those already in place in cities like Dublin, Seville, London and Paris. Such schemes were identified as a popular intervention with the Scottish public during the CAPS consultation and have been successful components in driving a cycling renaissance in many European urban centres.

**Promotional measures** also play a crucial role in encouraging non-cyclists to get back on their bikes. Cycling Scotland's Give Me Cycle Space campaign has had impressive results in encouraging more children to cycle to school, increasing the modal share significantly in the areas it has been run. In the areas in which this social marketing campaign was deployed it has helped to increase significantly the number of children cycling to school from an average of 4.7% to 10%, substantially above the national average of 4.2%<sup>20</sup> for the target Primary 5-7 age group.

Events like freshnlo Pedal for Scotland provide the impetus for thousands of people each year to get back on a bike for first time, and discover how quick, easy and enjoyable cycling is. Cycling Scotland works with over 80 Cycle Friendly Employer and more than 100 Cycle Friendly Schools that have

<sup>16</sup> Cycling Action Plan for Scotland: Consultation  
<http://www.scotland.gov.uk/Publications/2009/05/28093408/2>

<sup>17</sup> This output is based on the sample data submitted by 17 Local Authorities as of 27/10/11 and covers approximately 1,200 schools.

<sup>18</sup> Active Travel Action Plan City of Edinburgh Council (2010)

<sup>19</sup> The Scottish Household survey indicates that only 34% of households have a bicycle that can be used by adults.

<sup>20</sup> Hands Up Scotland, National Results. Sustrans Scotland (2010)

proven themselves highly effective in encouraging these workplaces and schools to provide the right infrastructure and incentives to encourage more cycling.

## Investing in the Future

All of the benefits that cycling can bring will lead to a brighter future for Scotland.

Encouraging more Scots to use a bike for short trips can significantly reduce the huge contribution road transport makes to CO<sub>2</sub> emissions, as outlined in the recent Low Carbon Scotland: Report on Proposals and Policies published by the Scottish Government.

Cycling can help reduce the road congestion which costs the UK economy £20billion a year.

Transform Scotland estimate that moving to a modal share of 13% for cycle trips would save the NHS in Scotland around £2billion a year by reducing deaths and illness by increasing physical activity<sup>21</sup>.

Investing in cycling is preventative spending that will pay back in multiple areas, all of which in the long run will *save the Scottish economy money*. Investing in cycling now makes excellent financial sense, as the current economic climate means that individuals trying to reduce their monthly outgoings are much more receptive to using a mode of transport with minimal cost

The analysis of the Cycling Demonstration Towns project led by Cycling England showed the schemes delivered a fantastic return on investment, with a benefit:cost ratio (BCR) of 2.6-3.5:1<sup>22</sup>. The BCR range increases to 4.7-6.1 if the benefits could be sustained for 30 years assuming some on-going investment in behavioural change programmes and training far higher than the level expected of road and rail projects that cost considerably more to implement.

A recent Department of Health commissioned review of investment in walking and cycling<sup>23</sup> examined the costs and benefits, including health effects, from active travel infrastructure and promotion projects from the UK and abroad. The review found a median BCR of 13:1; and for UK data the median BCR was 19:1. Even projects with very modest levels of investment yielded extremely good value for money. Similar work elsewhere has yielded comparable results.<sup>24</sup>

Now is not the time to cut back investment in this area. Investing in cycling works, it will save Scotland more than it costs and it will bring many more benefits as well.

## Conclusions

The Cycling Action Plan for Scotland is less than 2 years old. Cycling Scotland will report to the Scottish Government in May 2012 on the progress towards the vision of 10% of journeys being made by bike by 2020. We believe this report will highlight that real progress is being made on the actions in the plan and it will highlight some of the tremendous achievements that have been made since the process began in 2008.

The proposed cuts to Transport Scotland's Sustainable Transport budget undermine the achievements in delivering an important element of Scotland's transport future. The vision of Cycling Action Plan for Scotland is not deliverable under the proposed funding scenario and the 2022 RPP milestone will not be met. Furthermore, the ongoing preventative spending benefits that active travel brings to the nations health, carbon reduction efforts and economy will be lost.

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<sup>21</sup> Towards a Healthier Economy. Transform Scotland (2008)

<sup>22</sup> Cycling Demonstration Towns: Development of Benefit-Cost Ratios. Department for Transport, February 2010

[http://www.ciltuk.org.uk/download/Cycling\\_Demonstration\\_Towns\\_Development\\_of\\_Benefit\\_Cost\\_Rati.pdf](http://www.ciltuk.org.uk/download/Cycling_Demonstration_Towns_Development_of_Benefit_Cost_Rati.pdf)

<sup>23</sup> Davis A, 2010, Value for Money: an economic assessment of investment in walking and cycling, Department of Health <http://www.apho.org.uk/resource/item.aspx?RID=91553>

<sup>24</sup> Soft measures – hard facts: The value for money of transport measures which change travel behaviour, a review of the evidence.

## Recommendations

Where high modal share for cycling has been achieved this has been done by delivering measures to improve and sustain the safety, convenience and attractiveness of cycling. This means a coordinated package of extensive cycle lanes, comprehensive training and education of cyclists and drivers, a wide range of promotional events, cycle parking and better integration with public transport. None of these measures alone will be successful in making cycling appealing to the public – it is the combination of all of these measures that is the key to getting people on their bikes.

1. The Cycling Walking and Safer Streets funding must remain in place to allow local authorities to deliver the necessary infrastructure for cyclists.
2. Delivery of the National Cycle Network, in particular the Short Links program that integrates the NCN and an on-road network, with an emphasis on high quality segregated cycling facilities, should be seen as a strategic priority and funded as such.
3. To give the long-term stability of funding that is required to underpin further progress on delivering the Scottish Governments aspirations for active travel we recommend that the proposals in the RPP be funded in full.
4. To achieve the CAPS vision the Scottish Government must maintain adequate funding levels for cycling consistently from now until 2020. Our recommendation is that funding for active travel is as a minimum maintained at the 2010/11 £32.5M budget and that over time there is a re-profiling of the transport budget so that 10% is allocated to active travel in order to achieve a modal share of 10% for cycle trips.