

Cycling Action Plan for Scotland: Progress Report

Cycling Scotland's Progress Report on CAPS

September 2012



Cycling Scotland

Table of Contents

Table of Contents	1
1. Executive Summary	3
2. Background to CAPS	5
2.1. CAPS Development.....	5
2.2. CAPS Vision.....	5
2.3. Action Plan.....	5
2.4. CAPS Delivery Forum.....	6
2.5. National Cycling Interest Group	6
2.6. CAPS Progress Reporting.....	7
3. Key Developments in Cycling Since June 2010	8
3.1. Political Action on Cycling	8
Three Year Scottish Government Cycling Budget Agreement	8
Road Safety Framework Cycle Safety Meeting	9
Parliamentary Debate on Cycling.....	9
Establishment of a Scottish Parliament Cross-Party Group on Cycling	10
3.2. Public Action on Cycling	10
The Times Cycle campaign	10
Stop Climate Chaos Scotland Cycle Demonstration.....	10
Pedal on Parliament	11
3.3. Policy and Advocacy Action on Cycling	11
Local Authority Cycling/Active Travel Strategies	11
Cycling Incorporated into other Policy Areas.....	12
National Assessment of Local Authority Cycling Policy	12
Active Travel, Active Scotland: Our journey to a sustainable future.....	12
4. Individual CAPS Section Updates	14
4.1. Section A – Skills Development (Actions 1 – 6).....	14
4.2. Section B – The Network (Actions 7 – 15).....	16
4.3. Section C – Delivery (Actions 16 – 17).....	19
5. Cycling trends and statistics	20
5.1. Scottish Household Survey.....	20
5.2. Cycle Safety Data.....	20
5.3. Sustrans Statistics on National Cycle Network.....	22
5.4. Annual Schools ‘Hands-Up Scotland’ survey.....	22
5.5. Cycle Count Data Collection	22
5.6. Further Cycling Engagement – Events and Membership Organisations.....	22
Pedal for Scotland	22
Other Cycling Events	23
Membership organisations	23
6. Funding Cycling in Scotland.....	24
6.1. Background to Funding	24
6.2. Recent Funding.....	24
6.3. Current and future funding in Scotland	25

6.4. Required Future Funding.....	26
6.5. Benefits from Funding Cycling	27
7. Recommendations	28
7.1. Leadership	28
7.2. A refresh of CAPS by the Scottish Government	29
7.3. Funding.....	30
8. Addendum.....	i
8.1 Table of CAPS actions, commitments and outcomes	i
8.2 SPICe Briefing Cycling	ii
8.3 Consultation on CAPS (2010) document.....	iii
8.4 Extract of minutes of cross party group re: CAPS refresh.....	iv
8.5 Cross-Party Group on Cycling’s Letter to Housing and Transport Minister.....	v
8.6 Response from MSP Keith Brown regarding PoP Manifesto	vi
8.7 Cycle Friendly and Sustainable Communities Projects	vii
8.8 Scottish Government table on manifesto commitments to sustainable transport and active travel funding.....	viii
8.9 Spokes’ table on cycling investment in Scotland (update from Bulletin 111)	ix
8.10 Spokes’ table on Scottish Government active travel spending (from Bulletin 113).....	x

1. Executive Summary

The first ever Cycling Action Plan for Scotland (CAPS) was launched by the Scottish Government in June 2010. The CAPS vision is that “By 2020, 10% of all journeys taken in Scotland will be by bike”. This report on the progress over the first full financial year of funding CAPS provides coverage of the significant developments in cycling since the launch, progress on the action plan, updates on cycling statistics, a discussion on funding issues, and recommendations on the way forward.

The first progress report provides the opportunity to reflect on CAPS and could not have come at a better time given the current high profile of cycling. The issues surrounding cycling as a mode of travel have never been more widely or more passionately debated than in the last 12 months. Active travel organisations have been making the arguments in favour of increasing cycling levels for many years now, but in the last 12 months we have seen national media outlets, politicians and, most significantly of all, the general public, add their voices to the call for better conditions for cyclists.

The first sign of a sea-change in attitudes came in January 2012, when hundreds of cyclists descended on Scottish Government offices in Edinburgh to lobby politicians to reverse proposed cuts to funding for cycling. This unprecedented show of support from ordinary cyclists was dwarfed just three months later, when over 3,000 cyclists turned out for the Pedal on Parliament demonstration in Edinburgh. The event, staged by a group of Scottish cyclists to call for better conditions and infrastructure, demonstrated that there is clearly strong public demand for improvements for cycling.

The Scottish Government has responded in a number of ways. A cycle safety summit meeting was called by Keith Brown MSP on 21 March as part of the Road Safety Operational Partnership Group meeting, and, as part of a draft three-year budget for sustainable and active travel, additional funding for infrastructure was announced to address the proposed funding cuts in the draft budget. A Cross-Party Group on Cycling has also now been set up by the Scottish Parliament.

At the same time, The Times launched a wide-ranging campaign calling for better conditions for cyclists after one of its journalists was seriously injured while cycling in London, and there has been a surge in media interest in cycling around the issue of safety. In addition, interest and the potential for participation in cycling has been boosted following British successes at the Olympics, Paralympics and the Tour de France this year, coupled with the anticipation of continued cycling success at the Glasgow 2014 Commonwealth Games.

Despite this increase in public demand and the corresponding actions from Government, there is still a lot of work to be done to create the right conditions so that anybody can choose to cycle and feel that it is convenient and safe. On 29 May 2012 a document ‘Active Travel, Active Scotland’ was published by a number of cycling and walking organisations in Scotland to promote “Our vision for walking and cycling to be the natural choice for short journeys, creating a healthier, socially inclusive, economically vibrant, environmentally

friendly Scotland”. The document highlights that “... funding, strong local action and political leadership are key ingredients for successful delivery of active travel outcomes.” As a result, it is important for local authorities to take the lead, for the Scottish Government to support and encourage the process, and for partner organisations to work together towards an increase in cycling.

This report shows the progress that has been made on the 17 actions in the CAPS document. Progress towards the majority of these actions has been positive, but it is clear that the level of funding available does not match that required to reach the ambitious cycle use target of 10% of trips by 2020.

This report concludes with recommendations for the Scottish Government, Local Authorities and other stakeholders based on the following key themes:

- Leadership;
To be encouraged by establishing an annual Cycling Summit between the Transport Minister and Local Authority Transport Convenors & Heads of Transportation, together with a requirement on Local Authorities to develop strategies and plans to deliver on the 10% target and incorporation of cycling into Single Outcome Agreements (SOAs).
- A refresh of CAPS by the Scottish Government;
To be started as soon as possible and to link outcomes to the funding and stakeholder commitments required to realistically achieve these outcomes, thus producing a fully-costed action plan for implementation with intermediate targets to 2020.
- Increase Funding for Cycling;
To take advantage of the wide ranging benefits of cycling as a preventative spending measure and incrementally increase the amount invested specifically on cycling and active travel to the equivalent of 10% of the transport budget by 2020. To engage with other Government budget areas that gain from the cross-cutting benefits cycling brings to health, education, environment, sport and tourism and for these budget areas to contribute to make up at least the equivalent of 10% of the transport budget. To ensure that when transport schemes are appraised for return on funding, the full range of cycling’s benefits are recognised in the Scottish Transport Appraisal Guidance (STAG).

It is fitting that in the year marking the 200th birthday of Kirkpatrick Macmillan, the Scot who invented the pedal bicycle in the mid-1800s, the step-change in cycling serves as a reminder of the place the bicycle holds in Scotland. However, despite these positive developments and the progress so far on the various CAPS actions, there is still a significant hill to climb to reach the 10% vision. That is why it is crucially important to take advantage of the momentum gained in 2012 and refresh CAPS to ensure that there is the necessary leadership and funding to ensure that all actions required to reach the 10% target are completed. The vision of a Scotland that is more physically active, healthier, less polluted and more pleasant to live in is achievable and cycling will help in making this vision come true, but only if there is leadership, commitment and funding that matches this vision.

2. Background to CAPS

2.1. CAPS Development

The Cycling Action Plan for Scotland (CAPS) was launched by the Scottish Government in June 2010. It was developed in partnership with the following CAPS Board Member organisations: - The Association of Directors of Education in Scotland, The Convention of Scottish Local Authorities (COSLA), Cycling Scotland, The Cyclists Touring Club (CTC), Health Scotland, Paths for All, Scottish Cycling, Scottish Natural Heritage (SNH), Sustrans, Transport Scotland, and the Society of Chief Officers of Transportation in Scotland (SCOTS). Other organisations who contributed were: Road Safety Scotland, Royal Society for the Prevention of Accidents (RoSPA), Association of Chief Police Officers in Scotland (ACPOS), and The West of Scotland Road Safety Forum.

The development of CAPS was underpinned by extensive public consultation carried out by Cycling Scotland in 2008. Over 6,000 responses were received which identified the barriers to increased cycle use, and the measures people felt were required to get 'more people cycling more often' (see Addendum 8.3).

2.2. CAPS Vision

The CAPS vision is that:

“By 2020, 10% of all journeys taken in Scotland will be by bike.”

This shared vision for cycling in Scotland sets a challenge for central and local government, businesses, employers, active travel stakeholders, and individuals. By working in partnership, there is a need to enable more people to cycle more often and develop a cycling culture in Scotland.

The first ever Cycling Action Plan for Scotland sets out how cycling, within the wider context of walking and active travel, contributes to the Scottish Government's purpose, particularly through improving health, reducing congestion, reducing carbon emissions and providing a realistic transport alternative to persuade people out of their cars, particularly for short trips.

2.3. Action Plan

The actions developed in CAPS aim to increase cycling across Scotland, supporting people who currently cycle and the large numbers of people who say they would cycle in the right conditions as fed back through the CAPS Public and Stakeholder Consultation (2009), with key findings showing concerns about road safety, practicality and culture and perception of cycling. The actions outline a framework for delivering the vision, setting out what the Scottish Government will do, what other partners are expected to do and what outcomes these actions are expected to achieve.

The seventeen point action plan was developed to address the three key themes of Skills Development, The Network, and Delivery, which in combination offer the best way forward to achieve the vision.

2.4. CAPS Delivery Forum

In order to focus key partners on their requirements in the delivery of CAPS, a Delivery Forum was established to meet twice a year to review progress and share best practice. This forum has met regularly over the past two years with partners self-assessing progress on actions they are leading. The CAPS Delivery Forum is chaired by Cycling Scotland and membership is comprised of representatives from the 32 local authorities, COSLA, Cycling Scotland, Paths for All, Sustrans, SCOTS and Transport Scotland.

2.5. National Cycling Interest Group

In parallel to the Delivery Forum, it was also decided to formalise a National Cycling Interest Group (NCIG), chaired by Paths for All, to coordinate at a national policy level all the key organisations enabling delivery of cycling across Scotland outwith the CAPS Delivery Forum and including voluntary sector representatives. This group is now up and running and is set up to meet three times per year.

Membership of the NCIG is comprised of representatives from the Scottish Government, the Bike Station charity based in Perth, Edinburgh and Glasgow, Cycling Scotland, CTC Scotland, Forestry Commission Scotland, Developing Mountain Biking in Scotland, Paths for All, Scottish Cycling, Scottish Natural Heritage, Spokes (The Lothian Cycle Campaign), sportscotland, and Sustrans.

The purpose of the NCIG is to develop and promote cycling in Scotland. This will be accomplished through championing cycling, advocacy and policy development, engagement with all stakeholders, exchanging information and co-ordinating activities of the Group's members and delivering joint projects (including events).

NCIG has close links to the CAPS Delivery Forum. NCIG keeps the CAPS Delivery Forum engaged with the evolving policy and strategy landscape that impacts upon cycling and where cycling can influence outcomes. The group also provides the opportunity for members to provide and receive feedback on the progress of the CAPS Delivery Forum and vice versa.

The members of NCIG were given the opportunity to comment on the progress of CAPS in May 2012. There were limited responses to this consultation and differing ideas from those that responded. However, the lack of consensus does not reflect a lack of interest or commitment but rather the complexity and size of the cycling agenda in Scotland and the range of interests involved. It is therefore anticipated that NCIG will have the opportunity to look at the full report in due course and input at a later stage to further development of CAPS.

2.6. CAPS Progress Reporting

After the first full financial year of investment of CAPS, Cycling Scotland has prepared this progress report detailing significant developments in cycling since June 2010, progress made to date by the organisations with a CAPS action, up-to-date statistics on cycle use, availability of funding to deliver the plan, and recommendations for implementation over the remainder of the CAPS delivery period.

3. Key Developments in Cycling Since June 2010

Since June 2010, a number of significant developments in cycling have occurred that are of relevance to the delivery of CAPS. These events have led to a heightened awareness amongst the general public, civic society, and the political establishment at both a local and national level, of both the promise and the challenges of delivering the vision by 2020.

3.1. Political Action on Cycling

Three Year Scottish Government Cycling Budget Agreement

The Holyrood manifesto, on which the SNP Government was elected in 2011, promises:

“To increase the proportion of transport spending on low-carbon, active and sustainable travel.”

For the first time all the main parties referenced cycling in their 2011 election manifestoes. In 2012, the SNP further strengthened their commitment to cycling and active travel in their national manifesto applicable to all councils for the local elections, including commitments if the SNP is in power locally to: *develop a green transport plan to cut carbon and encourage walking, cycling or alternative forms of transport; improving cycling safety to help encourage a shift to more active travel alternatives; and to ensure all our school pupils are offered on-road cycle training to keep them safe.*

The Government’s draft 2012/13 budget initially proposed to cut funding related to sustainable and active travel from approximately 1% of total transport funding to 0.7%. This prompted considerable lobbying and provision of written and oral evidence to the Scottish Parliament Infrastructure and Capital Investment Committee by cycle interest groups, individuals, politicians, agencies delivering cycling projects, and civic society. As a result, the Housing and Transport Minister, Keith Brown MSP, and the SNP took the opportunity provided by additional UK Consequentials and the Future Transport Fund in February 2012 and increased the amount for sustainable and active travel compared to the initial amount in the draft budget.

Although the amount of funding for sustainable and active travel changed when compared to the initial draft 2012/13-2014/15 period, there are still concerns amongst stakeholders that this amount is not sufficient to reach the 10% CAPS vision. In addition, the alteration in funding levels after the initial prospective cut is still not in line with the general increase in transport funding overall, as the Government has found money to significantly increase total transport spending in other areas such as motorways and trunk roads. In addition, the Sustainable and Active Travel funding streams are not solely for cycling and walking schemes, and a significant proportion of this funding is already earmarked for public transport schemes and low carbon vehicles.

The funding situation is discussed in further detail in Section 6; however, the key issues of insufficient amounts and lack of clarity of funding specifically for cycling has led to some

criticism of the Government's position and this is reflected in many of the following key developments.

Road Safety Framework Cycle Safety Meeting

Following four cycling fatalities over a 12 month period in the City of Edinburgh, the Scottish Government's Road Safety Framework Operational Partnership Group met on 21 March 2012 to discuss cycle safety. The high profile meeting brought together safety experts, politicians, civil servants and cycle campaigners to debate measures that could help prevent future road deaths. Various initiatives were discussed including the extension of 20 mph zones in urban areas, provision of European style segregated cycle ways, and the provision of better training and education for all road users. Keith Brown, Housing and Transport Minister commented that, "A note will be taken of all the suggestions that have been made. These are things which touch on the UK government, the government here, and local authorities. What we need to do is to try to make sure that we can work in concert to try and improve cycle safety." The next meeting is scheduled for 25 September 2012 in Edinburgh and will focus on vulnerable road users, including cyclists.

Parliamentary Debate on Cycling

Alison Johnstone MSP of the Scottish Green Party led the debate on cycling held at the Scottish Parliament on 29 March 2012. The motion passed had cross-party support, and is quoted here in full:

"That the Parliament welcomes the growing number of cyclists in Scotland and the 12% drop in cycling accident casualties between 2000 and 2010; believes that investing far more in infrastructure for cyclists and pedestrians will boost jobs, reduce business costs, cut congestion and climate-changing pollution and improve Scotland's health by improving air quality and reducing obesity; recognises the central importance of cycling safety and the perception of safety on the road to encouraging more people to cycle; considers that active travel is a cross-cutting priority for central and local government and that active travel champions should be represented on relevant transport and land-use forums, and calls on the Scottish Government to place active travel at the heart of the planning system, to work with local authorities to implement a rolling programme to upgrade infrastructure for pedestrians and cyclists as part of every road improvement, to expand the use of 20 mph zones in residential and shopping streets, to consider reviewing all urban speed limits and simplifying the Traffic Regulation Orders process, to provide the necessary support to ensure that all road users have access to increased cycling safety training and to work with local authorities to ensure that every child in Scotland has the opportunity to undertake on-road cycle training by 2015, and reaffirms the Scottish Government's target of 10% of journeys made by bike by 2020."

Establishment of a Scottish Parliament Cross-Party Group on Cycling

Given the recent number of initiatives/events reported above, a number of MSPs have now agreed to the establishment of a Scottish Parliament Cross-Party Group on Cycling. The Group met for an initial meeting on 22 May 2012 chaired by Alison Johnstone MSP. The stated purpose of the group was agreed by those present:

“To raise the profile of cycling within the Scottish Parliament and to promote cycle-friendly policies and priorities”

The group met again on 21 June 2012 where the topic of discussion was the refresh of CAPS, with the Group to feed back on how they would wish to see the plan evolve. The comments of the Cross-Party Group on CAPS are included as Addendum 8.4, with the feedback letter to the Housing and Transport Minister in Addendum 8.5.

Alison Johnstone MSP (Green) and Jim Eadie MSP (SNP) are the co-conveners, Sarah Boyack MSP (Scottish Labour) is the deputy convener and Cycling Scotland acts as the secretariat of the Group. The Group is also composed of representatives from CTC Scotland, Pedal on Parliament, Spokes, East Dunbartonshire Cycle Co-op, The Andrew Cyclist Charitable Trust, Scottish Cycling, Scottish Sports Association, Edinburgh Racing Club, SPICe, Sustrans, Paths for All, Transform Scotland and Living Streets and the following MSPs – Claudia Beamish (Scottish Labour), Marco Biagi (SNP), Neil Findlay (Scottish Labour), Jim Hume (Scottish Lib Dem), John Lamont (Scottish Con and Unionist), Richard Lyle (SNP), Fiona McLeod (SNP), and Elaine Murray (Scottish Labour).

3.2. Public Action on Cycling

The Times Cycle campaign

The Times has been running a safer cycling campaign following a reporter’s serious injury whilst cycling to work in London. The Times’ current ‘Cities Fit for Cycling’ campaign, calls for greater investment in cycling and for more to be done to protect cyclists’ safety. Increased press interest in cycling is leading to heightened public perception of the needs of cyclists, and raises the issue in politicians’ minds at both national and local levels on the need for a sustained investment in safe cycling provision.

Stop Climate Chaos Scotland Cycle Demonstration

Over 350 people, most of them on their bikes, gathered outside the Edinburgh HQ office of the Scottish Government on Wednesday 11 January 2012, as a result of the proposed cut to sustainable and active travel funding in the draft budget to, “urge Scottish Ministers to increase funding for cycling and walking instead of funding expensive road-building programmes that will increase Scotland’s carbon footprint”.

Housing and Transport Minister, Keith Brown MSP, spoke at the event and addressed the protestors regarding funding. The demonstration received considerable media coverage and extensive reporting on social media websites.

Pedal on Parliament

An estimated 3,000 people pedalled from Edinburgh's Meadows to the Scottish Parliament on Saturday 28 April 2012, for the biggest demonstration for safer cycling in Scottish history. Over 3,900 people have signed up to the petition calling for MSPs and local councillors to "Make Scotland a cycle-friendly nation". To help enact this vision, and to help the Scottish Government meet its target of achieving 10% of journeys by bike by 2020, the group that organised the campaign has put together an eight point manifesto.

The manifesto calls on all of Scotland's politicians, local and national, of all parties, to sign up to the following eight point manifesto in order to make cycling a realistic choice for everyone from eight to eighty, and show the rest of the UK that cycling doesn't just belong to continental Europe, but in the country where it all began.

The eight points are:

- Proper funding for cycling
- Design cycling into Scotland's roads
- Safer speeds where people live, work and play
- Integrate cycling into local transport strategies
- Sensible road traffic law and enforcement
- Reduce the risk of HGVs to cyclist and pedestrians
- A strategic and joined up programme of road user training
- Solid research on cycling to support policy-making.

Keith Brown MSP met with the organisers of Pedal on Parliament (PoP) on 31 May 2012 to discuss their manifesto. The PoP Manifesto can be accessed from:

<http://pedalonparliament.org>. The Minister also provided a written response to each item raised in the manifesto (see Addendum 8.6).

3.3. Policy and Advocacy Action on Cycling

Local Authority Cycling/Active Travel Strategies

Local authorities have a key role to play in delivering growth in cycling at the local level through provision of safe routes, delivery of school and adult cycle training, and travel planning campaigns such as Smarter Choices/Smarter Places programmes. CAPS is a key component of 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, Aberdeenshire Council's Cycling and Walking Strategy and North Lanarkshire Council's Walking and Cycling Strategy.

The City of Edinburgh Council (CEC) provides an example that shows how sustained investment and a degree of prioritisation can produce the desired results. The Scottish Household Survey (2009/10) shows that Edinburgh has a rate of cycling to work of greater

Cycling Scotland

than 7%. This is significantly higher than the average in Scotland (2%) and is due to the provision of many dedicated on-road features and a substantial network of off-road paths.

The CEC made a decision on cycling investment in its 2012/13 budget, setting a new standard that other councils should consider. Cycling will receive 5% of council's own roads and transport capital and revenue budgets (5% of total capital spend, including on roads renewals and 5% of net revenue spend - to cover both routine maintenance and promotion – amounting to £957K capital and £478K revenue in the current financial year. Note: this is from the CEC's own budget and does not include match funding from Sustrans or Cycling, Walking and Safer Streets funding). Recent Committee approvals should mean that the 5% will rise by 1% a year up to 2016/17. Edinburgh has also signed up to the Charter of Brussels and has cycling targets of 15% of work journeys and 10% of all journeys in the capital by 2020.

Cycling Incorporated into other Policy Areas

Achieving a significant mode shift to walking and 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, delivery of tangible economic benefits and creation of more inclusive and safer communities, all for a better quality of life.

The acknowledgement that active travel brings a range of benefits to a wide range of policy areas is represented in a host of Scottish Government policies each promoting increased active travel to help deliver their outcomes (some prior to June 2010):

- Cycling Action Plan for Scotland (2010)
- Low Carbon Scotland Report on Proposals and Policies (2011)
- The National Transport Strategy (2006)
- Climate Change Delivery Plan (2009)
- Preventing Overweight and Obesity in Scotland: A Route Map towards Healthy Weight (2010)
- Let's Make Scotland More Active (2003)
- The Scottish Charter for Physical Activity (draft 2011)
- Go Safe – Scotland's Road Safety Framework (2009)
- The National Walking Strategy (recently announced)
- Designing Streets (2010)

National Assessment of Local Authority Cycling Policy

The 3rd National Assessment of Local Authority Cycling policy is underway. This report is due to be published by the end of March 2013.

Active Travel, Active Scotland: Our journey to a sustainable future

At the Walking, Cycling, Connecting Communities 5th National Active Travel Conference held in Glasgow on 29 May 2012 the 'Active Travel, Active Scotland' advocacy document was launched (this can be accessed from the Walking, Cycling, Connecting Communities website: <http://walkcycleconnect.org/>)

The success of this vision would see:

- 10% of all journeys by bike and 25% of all journeys by walking by 2020.
- The completion of the National Cycle Network
- Delivery of on-road cycle training to all P6 pupils.
- The implementation of the active travel elements of Core Path Plans including the signing, maintenance and development of off road routes.
- Street audits leading to priority for pedestrians on all routes to key destinations in towns and cities.
- The re-allocation of road space to create traffic free cycle lanes on all arterial routes in all towns and cities.

In order to achieve this vision we would need:

- Championing – by politicians, local councillors, heads of transport, public health directors and others – to advocate active travel.
- To achieve more creative and appropriate use of existing transport budgets to allocate more to active travel schemes on the basis that they clearly deliver better value for money than most traditional transport schemes.
- To invest in people and places, not modes of transport.
- To develop better partnership working to help align policy objectives and to achieve common outcomes and benefits.
- Integrated funding approaches (e.g. health and transport).
- More holistic and effective planning and appraisal systems that truly recognise the benefits walking and cycling schemes bring.

4. Individual CAPS Section Updates

CAPS provides a framework for delivering the vision, setting out what the Scottish Government will do, what is expected of others, and what outcomes these actions are expected to achieve. Leadership will be required at all levels to achieve the vision. Central and local government policies and programmes need to acknowledge that active travel can help deliver their wider policy outcomes. In particular, mechanisms which will support the achievement of the national indicators and the identification of local indicators through the Single Outcome Agreements (SOAs), should be developed and strengthened.

The action plan was developed in three sections, and progress is reported under these headers. Addendum 8.1 tabulates the CAPS actions, commitments and outcomes. Each action is led by specific partner organisations that have provided progress updates for this report. These organisations have self-assessed whether they are on target to complete their actions.

4.1. Section A – Skills Development (Actions 1 – 6)

Action 1: To establish a new Cycle Training Standards and Delivery Support Group (CTSDSG), to formulate a plan by end 2010 to deliver a coordinated approach to training; an increase in the number of volunteers available to deliver training and support a network of volunteers; and support for local authorities in offering the 3 levels of training, including on-road.

This action, led by Cycling Scotland, is on target and resulted in the establishment of the Bikeability Delivery Group in 2010. The Bikeability Delivery Group agreed an action plan to increase the number of children receiving on-road cycle training. The group aims to increase the delivery of on-road training at level 2 to 40% by 2015/16 increasing by 2.5% year on year. Data collected in 2011 showed 95.2% of schools were offered Bikeability resources, 69.5% of schools delivered training, **with 31.5% of training being delivered on-road.** To date, Cycling Scotland has trained 710 Cycle Trainers and 534 Cycle Training Assistants to up-skill the local authority officers and volunteers who deliver training to over 34,000 children per year.

Action 2: To work with key stakeholders and the tertiary education sector to offer accredited modules on how to integrate cycling best practice within their professional sphere.

This action is led by Cycling Scotland, with funding support from Transport Scotland, through the delivery of Making Cycling Mainstream (MCM) courses. In addition, some of the courses are delivered through three Scottish universities (Heriot-Watt, Napier and Strathclyde). This action is on target and delivers a range of courses providing professional training on cycling related issues in support of CAPS. Since June 2010, 290 candidates have completed these courses.

Action 3: To provide increased support for community cycling projects this financial year that will promote cycling in an inclusive, accessible way, particularly to novice cyclists, and encourages the development and maintenance of online cycle journey planning by local communities.

This action is led by Cycling Scotland, with support from the communities and individuals involved. Two bidding rounds of the Cycle Friendly and Sustainable Communities Fund have run, awarding a total of £361,093 to 39 projects. Some of these projects are still ongoing, but, to date, case studies have been returned from the first round of 17 projects. This action is on target with the intention of increasing the number of people cycling in these communities. These projects are listed in Addendum 8.7.

Action 4: To promote cycling to young people not only as an activity for leisure or travel, but also as a fun activity and a sport, through the promotion of cycling activities, led cycle rides and cycling as a PE activity choice.

This action is for all stakeholders to take forward. Within this area of activity, Transport Scotland has funded Cycling Scotland to run the *Give Me Cycle Space* Campaign and this was extended to work in partnership with clusters in 12 local authorities in 2012, increased from 5 local authorities the previous year. The campaign is supported by national TV and Radio advertising and is run at the same time as *Bikeability Scotland* cycle training. Evidence from the Hands Up Scotland Survey 2010 shows that where this social marketing campaign has been deployed it has helped to increase significantly the number of children cycling to school from an average of 4.7% to 10%.

Sustrans, through Transport Scotland funding, runs *I-Bike*, a project with officers working with a cluster of schools in two local authority areas, extending to five areas in 2012-15. Some local authorities also employ Active School Coordinators to carry out a variety of projects that encourage children to cycle.

Cycling can be a part of children's daily physical activity, and can also be offered as part of Physical Education or other elements of the curriculum such as geography, art, literacy and English, mathematics and science. There is an opportunity in any refresh of CAPS to encourage Local Education Authorities to properly embed cycling into the curriculum.

Go MTB is a mountain bike personal proficiency award scheme which aims to provide structured support to help individuals develop the skills required to make independent journeys into the outdoors. The scheme was developed in partnership with key stakeholders including CTC, Cycling Scotland, the Mountain Bike Leaders Association (MBLA) and Scottish Cycling, and was drafted by a panel of experts operating within the mountain biking sector. *Go MTB* was officially launched in 2009 and, to date, there are 93 centres in Scotland delivering the Award across the country with the help of approximately 230 instructors. It is estimated that approximately 2,500 candidates have received *Go MTB* training in Scotland since 2009.

CTC's *Bike Club* project is working with a number of schools throughout Scotland in partnership with Youth Scotland to help schools set up after-school bike clubs. At the moment, there are 71 Bike Clubs that engage over 5,000 young people across Glasgow, Edinburgh and the Lothians, Falkirk and Fife.

Although the previous paragraphs provide an update on some key developments for Action 4, because this activity is for all stakeholders to action, it is potentially more difficult to monitor and there is likely further cycling related activity going on in schools. This action is on target.

Action 5: To encourage participation in and to promote the annual Hands Up Scotland Survey (HUSS) in September as part of the criteria for Sustrans' *Safe Routes to Schools* funding.

This action is led by Sustrans Scotland. The Hands Up Scotland Survey has been successful in getting all 32 local authorities in Scotland to complete the survey. It has been adopted by the Scottish Government as an official statistic and was published on 5 July 2012. The 2011 results show 49.9% of pupils said they normally travelled to school in an active way without any form of motorised transport (walking 45.9%, cycling 3.0%, scooter or skate board 1.0%). These figures are all slightly up on 2010 figures of walking 45.8%, cycling 2.8%, and scooter or skate board 0.7%. In addition in 2011, 7.5% of pupils said they normally park and stride to school (i.e. they are driven part of the way to school by car and walk the rest of the way) up from 7.4% in 2010. This action is on target with an outcome of demonstrating an increase in pupils cycling to school.

Action 6: To encourage private sector employers to become Cycle Friendly Employers by offering loan support for workplace cycling facilities.

This action was led by the Energy Saving Trust and Cycling Scotland. The initial loan scheme was not continued in its original format as it proved unpopular with private enterprises, but has been adapted and it is now part of a wider Low Carbon Transport Loan scheme. The Energy Saving Trust administers the Low Carbon Transport Loan fund which can be accessed by organisations and companies for cycling improvements such as bike storage. The outcome of this initiative to sign up more Cycle Friendly Employers has exceeded its targets and so this initiative has been successful in encouraging an increase in employees cycling to work. At present the Cycle Friendly Employer award scheme is on target and is currently engaged with 280 workplaces with 118 workplaces already awarded Cycle Friendly Employer covering over 53,000 employees in the public and private sectors, from small-medium enterprises, up to large corporations and local authorities.

4.2. Section B – The Network (Actions 7 – 15)

Action 7: To complete the missing links in the National Cycle Network in Scotland.

This action is led by Sustrans Scotland and is on target. Funding from Scottish Government/Transport Scotland for 2011/12 was £5.65m and there will now be a substantial increase in

funding available to Sustrans for the next 3 years (the majority of which is capital funding) - £7.16m/ £8.16m/ £9.16m. Capital funding is available to local authorities on a 50:50 match funding basis. The demand for funding this year exceeds that available by £2m, so the increase in funding in future years is welcome. The focus will be on community links, completing the Oban to Inverness cycle route as well as bringing sub-standard sections of the network up to standard. This action is on target to deliver projects to the level of the funding available. However, we believe this level of funding will not be sufficient to deliver the vision of 10% of trips by bike by 2020 and this matter is discussed further in Section 6.

Action 8: To promote the use of planning policy, access legislation and design guidance to a wide range of professionals; and to promote the outcomes of access legislation in the form of leisure activities.

This action is on target and is for all stakeholders to take forward as a cross cutting policy issue. Cycling Scotland's work in this area is carried under the banner of Making Cycling Mainstream (MCM) reported under Action 2, with workshops covering this area such as Planning and Design for Cyclists and Cycling and Travel Plans. These courses are targeted at local authorities and the tertiary education sector but are available to all. In addition, Transport Scotland has begun internal training on 'Cycling by Design' and there is the possibility to extend this to external stakeholders.

With respect to developments in access legislation, 23 local authorities have now adopted their Core Paths Plan. This will allow many agencies the opportunity to further encourage leisure cycling. As with action 4, because this activity is for all stakeholders there could be further progress, but it is potentially more difficult to monitor.

Action 9: To encourage cycling and rail integration by working in partnership with Network Rail and franchise operators to identify opportunities for cost effective improvements in infrastructure and services.

This action is on target and is led by Transport Scotland. Transport Scotland has undertaken the Rail 2014 Consultation on the new ScotRail franchise. Cycling Scotland submitted an organisational response to the consultation as did many local authorities and other organisations with an interest in cycling activities. Transport Scotland is also working on a feasibility study on station cycle hubs to roll out as a pilot scheme over the next two financial years. This action is on target in terms of its outcome of delivering improved cycle facilities related to the rail network. The Housing and Transport Minister, Keith Brown MSP, announced a £5bn overhaul for Scotland's railways on 21 June 2012, stating that "I particularly want to see a fully-integrated transport network to improve connections across Scotland and the new franchise will demand that operators ensure rail timetables synchronise with local buses and ferries and that infrastructure is in place to connect up train and cycle journeys".

Action 10: To continue to work with SCOTS and other partners to encourage the further roll-out of effective 20 mph schemes in residential areas. We will work to ensure as far as possible these also cover cycle routes and areas with high numbers of pedestrians.

This action is led by Transport Scotland, SCOTS, and local authorities. Transport Scotland's Road Safety Team is working with the City of Edinburgh Council on the South Edinburgh project to roll out mandatory 20 mph zones through signing and lining, with a full evaluation of this pilot scheme expected in autumn 2013. The outcome of this will help inform best practice. SCOTS support this activity through their Transportation and Road Safety Working Group where best practise is shared between the local authorities on a regular basis. CWSS funding continues to be available, at a reduced level, to help support local authorities in rolling out further schemes in urban areas. This action is on target to deliver more 20 mph schemes across Scotland within the available budget.

Action 11: To publicise and promote methods of traffic calming on non-residential mixed-use arterial streets such as those described in DfT Local Transport Note 2/08.

This action is led by Scottish Government who through their delivery agency, Transport Scotland, is continuing to promote Designing Streets, Cycling by Design and any other best practice from Scottish local authorities, such as City of Edinburgh's 20mph pilot and through Sustrans, with the Street Design projects in Kirkcaldy and Elgin. This action is on target.

Please note, that the following Actions 12 to 14 are closely linked and, in order to provide a more coherent action, consideration of combining these actions should be made in any refresh of CAPS. Therefore, the following is an update that covers elements of all three Actions, with further detail on each Action following:

- Transport Scotland will undertake a desk study of available research to identify whether there is a correlation between KSIs and the implementation of Strict Liability in other countries. The outcome of this research will help to identify a hierarchy of road users and feed into the development of a mutual respect road safety campaign. It could also provide information for Joe Fitzpatrick, MSP, private member's Bill on the Proposed Responsible Parking (Scotland) Bill. This will have a direct impact on the outcomes in Action 14, where the Scottish Government has willingness to lessening the bureaucracy for improving traffic management measures locally.

Action 12: To undertake a legislative search to reveal the operation of liability laws and how they work in other countries in Europe and around the world, and whether there is a direct link to levels of cycling and Killed and Seriously Injured (KSI) casualties.

This action is being taken forward internally by Transport Scotland. A study brief is likely to be scoped by the end of 2012. This action is ongoing.

Action 13: To try and identify what kind of hierarchy might be established and develop an educational awareness campaign for all road users.

This action is led by Scottish Government and relevant stakeholders. This action links to action 12 and is currently ongoing.

Action 14: To investigate the degree of statutory consultation required for new traffic management measures in other northwest European countries; and, to gather the views of stakeholders on any proposed changes to the current system.

This action is being taken forward by Transport Scotland through a desk-based exercise on how this works in the wider-EU, including the current work on pavement parking and dropped kerbs. This action is ongoing.

Action 15: To update and re-issue the Scottish Office Development Department Circular 7/97.

This action was led by Scottish Government and revised guidance was issued in March 2012. This action has been delivered.

4.3. Section C – Delivery (Actions 16 – 17)

Action 16: To continue to collect data that will provide a national picture of cycling travel habits.

This action falls to a number of relevant stakeholders including Scottish Government, Sustrans, Cycling Scotland and Local Authorities. IPSOS Mori has been awarded the new Scottish Household Survey contract and the Sustrans' Hands Up Scotland Survey gained official statistic status in July 2012, adding to the level of detail gathered on cycling at a national level. In addition, Sustrans have published its findings on levels of cycle use on the NCN in Scotland in 2011 reporting an annual increase of 19%. This action has been delivered and is ongoing.

Action 17: To develop guidance for gathering data on the numbers of people cycling at a local level.

This action is led by Cycling Scotland is on target for completion. MVA Consultancy was awarded the tender to develop Cycle Use Monitoring guidance and carried out consultation with the Delivery Forum at its last meeting in March 2012. This work will inform the outcome of how to best collect and publish local and national statistics on cycle use and is due to be published in autumn 2012.

5. Cycling trends and statistics

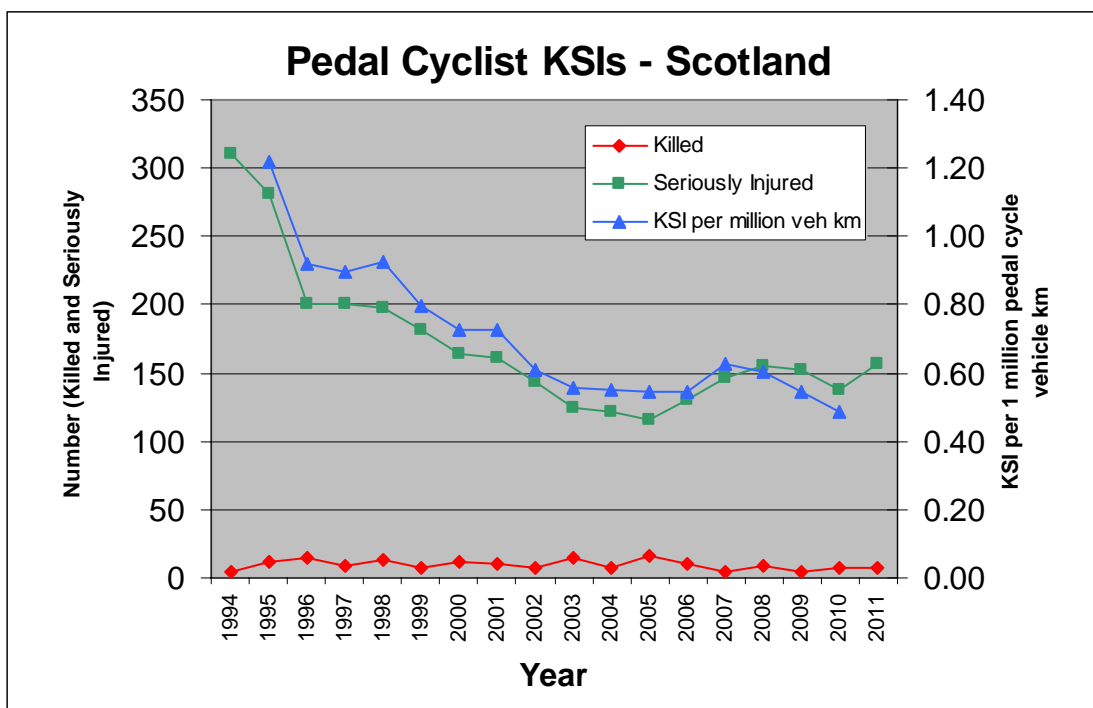
Ongoing engagement with stakeholders continues to highlight the need for quality data on cycling and a process to keep practitioners updated with recent research findings. Cycling Scotland is committed to developing an accurate and robust set of indicators and is working with the Cycling Action Plan Delivery Forum and MVA to achieve this.

5.1. Scottish Household Survey

The Scottish Household Survey is collected annually on a sample basis and collects many useful cycling indicators and trends. The modal share of cycling to work has risen from about 1.6% in 2002 to 2.0% in 2011. At a local authority level, the rates of cycle commuting are often far higher than the national average, for example with over 7% of people in Edinburgh cycling to work, with the two next best authorities being Moray and Dumfries and Galloway with over 4.5%. In terms of access to bikes, the number of households with access to one or more bikes in Scotland has declined slightly from 36.8% in 2008 to 35.1% in 2011. The total volume of on-road cycling on the other hand has increased from just over 240 million km in 2004 to nearly 300 million km in 2010. The number of people who take part in cycling as a leisure activity in Scotland is 8% with more than twice as many males as females and with the age spread fairly consistently from 16 to 60 years old

5.2. Cycle Safety Data

The following table shows the overall number of cyclists killed or seriously injured since 1994 along with the KSI rate per million vehicle kilometres.

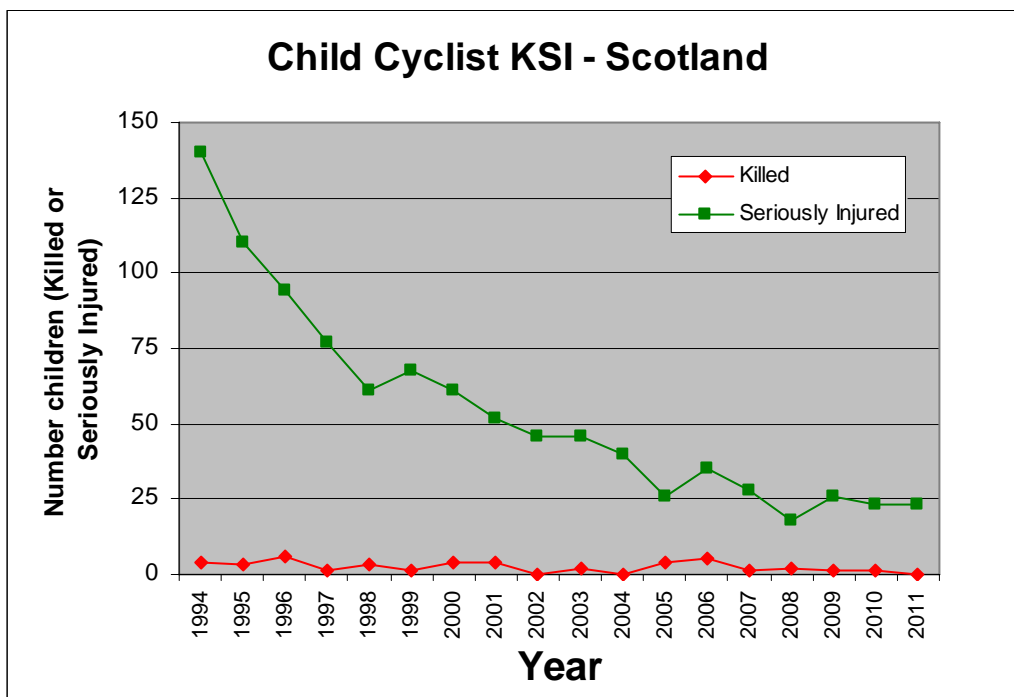


Source: Key Reported Road Casualties Scotland (2012) and Scottish Transport Statistics No. 30 (2011)

Cycling Scotland

Despite a long-term decrease, there has been an increase more recently in overall KSI, with 156 overall KSI on average per year from 2007-11 when compared to the 2004-2008 average per year of 143 KSI. However, as the total kilometres cycled has generally increased over the last ten years, the rate of KSI per million vehicle kilometres shows a more downward trend following the slight increase from 2003 to 2008. Note that there is no data from 2011 with regard to pedal cycle vehicle kilometres at the moment, so it is not possible to see whether the increase in overall KSI in 2011 could be down to a further increase in kilometres cycled.

In terms of child cycling casualties the figures have dropped significantly from a 1994-98 average of 100 KSI to 25 KSI for the 2007-11 average (see table below).



Source: Key Reported Road Casualties Scotland (2012) and Scottish Transport Statistics No. 30 (2011)

The CAPS consultation (see Addendum 8.3) found that perceptions of safety were a key reason stated by respondents for not cycling (at all or more often). Over three-quarters of consultation respondents said that less traffic, and two-thirds said slower traffic would encourage them to cycle more often.

To help address these safety concerns, and to also further positively impact the long-term trend in declining KSIs, there is a recurring call for consideration of 20 mph zones to be expanded at least to all residential areas. Research by the Transport Research Laboratory in their report "Review of traffic calming schemes in 20mph zones" (1996) has shown that effective speed reduction in urban areas through the introduction of 20 mph zones leads to a 60% reduction in casualties overall, 29% reduced cyclist casualties and 63% reduction in pedestrian casualties.

5.3. Sustrans Statistics on National Cycle Network in Scotland

Sustrans reported that the use of the National Cycle Network (NCN) in Scotland rose by 44% between 2008 and 2010, with 40.7 million trips being made on it in 2010. 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. In June 2012, Sustrans reported a further increase of 19% cycle trips on the NCN in Scotland during 2011. With the long distance National Cycle Network nearly complete, the emphasis is now on constructing community link schemes in urban areas, with 50% match funding from local authorities or other agencies, to further grow the amount of functional cycling for short trips on a day-to-day basis.

5.4. Annual Schools 'Hands-Up Scotland' survey

The Hands Up Scotland travel to school survey has provided much needed data about our children's patterns of travel to school. As well as national level data, we also have a means of looking at differences in trends in travel within and between local authorities. The latest data available was published in July 2012 and shows at a national level that the overall amount of primary school children cycling to school in 2011 as 4.0% compared to 3.7% in 2010. The number of secondary school children cycling to school increased slightly to 1.3% in 2011 from 1.2% in 2010. For P5-7, the best cycling local authority was Highland at 12.7%, with Moray and Stirling just below at 10.9% and 10.4% respectively. Ten local authorities were at or above 5% cycling modal share for P5-7, including Aberdeenshire, Angus, Argyle & Bute, Dumfries & Galloway, Edinburgh City, Midlothian, Perth & Kinross, Shetland Islands, South Ayrshire and West Lothian.

5.5. Cycle Count Data Collection

Cycle count data collection is carried out by many local authorities and is also compiled by Sustrans Scotland for monitoring the increase in cycling use on the National Cycle Network. Sustrans also carries out user surveys on the NCN and community links on an annual basis to obtain more qualitative data on cycling and walking trips. What is clear from the cycle count data collected to date is that where dedicated cycle facilities are provided then year on year increases in cycle use occur, while the national statistic for cycle use stays at between a 1% and 2% of all trips. This points to the need for the provision of more dedicated cycle routes if we are to achieve the vision for a 10% cycling modal share by 2020. As already mentioned the National Cycle Network in Scotland has seen a 44% increase between 2008 and 2010 and a further increase of 19% in 2011.

5.6. Further Cycling Engagement – Events and Membership Organisations

Pedal for Scotland

We can see that when conditions are right, people are keen to cycle. Over 14,000 Scots got out on their bikes on 11 September 2011, as the freshno Pedal for Scotland event 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 3rd largest participation event in the country. It was also encouraging to see the Housing and Transport Minister, Keith Brown MSP, taking part in the associated 12 mile family ride from Kirkliston to Edinburgh, which was successfully added to last year's events. The other rides were the

family Sky Ride in Glasgow, a 100 mile sportive ride from Glasgow to Edinburgh in addition to the original mass participation Glasgow to Edinburgh 47 mile ride.

In addition, freshno Pedal for Scotland did not just contribute to cycling on the day of the event, but also the frequency of cycling by participants. In preparation for the event, 63% of respondents said that they increased the amount of cycling they did, with 56% indicating that they cycled more than 10 times to prepare. In addition, 25% of respondents said that they cycled to work in preparation.

Other Cycling Events

The annual focus week for cycling in the UK, Bike Week, continues to grow year on year, with a record 285 events taking place in Scotland over the week-long celebration of cycling held during June 2012. The annual Etape Caledonia, held in Perthshire attracted 5000 riders in 2012. The Bike Events Scotland website listed over 400 cycling events held in Scotland in 2011.

Membership organisations

The sports side of cycling has also seen an increase in participation, with Scottish Cycling reporting an increase in membership in 2011. During the 12 months prior to September 2011, Scottish membership of British Cycling increased by 12.7% to over 4,300 members. Included in this was an 11.1% increase in Junior and Youth membership, a 26.3% rise in female membership and a 147.9% increase in Ride Membership for non-racing cyclists.

In addition, the Cyclists' Touring Club (CTC) has reported an increase in membership numbers in Scotland. Over the last three years, membership has grown by 12% to over 4,200 CTC members in Scotland.

6. Funding Cycling in Scotland

One of the criticisms of CAPS is not with any of the actions or intentions, but the lack of a fully-costed delivery plan to demonstrate how the 10% target can actually be achieved. What comes out from comparisons with other initiatives both in the UK with the English Cycling Demonstration Towns and from European best practice, is that the level of funding required should be higher per head of population than that currently being spent on cycling in Scotland. Therefore, consideration of the level of funding required for cycling to meet the Government's target is required in any refresh of the CAPS document.

6.1. Background to Funding

Revenue and capital funding for cycling comes from two principal sources, the Scottish Government and local authorities' budgets. Funding for cycling comes from a number of different budget headings, which currently include:

- Scottish Government funding:
 - Sustainable and Active Travel
 - Future Transport Fund
 - Transport Scotland Trunk Road Cycling Initiative
 - Cycling, Walking and Safer Streets grant to local authorities
- Local authorities' funding

As a result of the Concordat between the Scottish Government and Local Authorities (2007), local authorities have much more flexibility in choosing how to allocate funding. Therefore, each local authority can choose to allocate revenue and capital funding to cycling from its budget – decisions on how much to allocate are a matter for each individual authority.

In addition, it is important to note that the above budget lines are not all necessarily for cycling only. These can be used for a wider range of projects, including walking and public transport related schemes. For example, figures submitted by the Cabinet Secretary to the Infrastructure and Capital Investment Committee identify that in 2012-13, £11M of the £16M budget line for Sustainable and Active Travel will be allocated to the Halbeath Park and Ride and Glasgow Fastlink schemes.

6.2. Recent Funding

As funding for cycling comes from different funding streams, it is often difficult to accurately identify the amount spent specifically on cycling over time. However, both the Scottish Government and Spokes have provided information into specific funding for cycling as well as for sustainable and active travel as a whole over the last five financial years (2007/08 to 2011/12).

Historical funding calculations from the Scottish Government can be found in Addendum 8.8. It is important to note that these figures relate to the Scottish Government's manifesto commitments with regard to sustainable and active travel, so they are not cycling-specific

and include funding that can be spent on other modes such as public transport and low carbon vehicles.

The Scottish Government's table shows that, from 2007/08 to 2011/12, the total spent on sustainable and active travel was approximately £94m. To provide more detail on what this has meant more recently in terms of investment trends, the two most recent financial years show that in 2010/11 the Scottish Government's total amount of sustainable and active travel was £18.36m, or just less than 1% of the total amount transport funding. In 2011/12, the amount increased to £25.1m, or just less than 1.4% of the total amount of transport funding. These amounts equate to approximately £3.52 and £4.80 per head of population respectively.

Spokes' research into investment into cycling differs from the Scottish Government's as it shows investment from all sources (not just Scottish Government funding), and estimates amounts relating to cycling only (not all sustainable and active travel funding). Spokes' research can be found in Addendum 8.9, along with notes/caveats on their calculations. Again, whilst difficult to determine the exact amount of investment, the analysis by Spokes – endorsed by the Scottish Parliament Information Service (SPICe) in their March 2012 briefing on cycling – estimates the total amount of cycling investment from all sources between 2007/08 and 2011/12 as approximately £96m. To provide more detail on what this has meant more recently in terms of investment trends, in 2010/11, the amount of investment was £22.3m, or 1.2% of the total amount of transport funding. In 2011/12, the amount was £19.4m, or 1.1% of the total amount of transport funding. These amounts equate to approximately £4.28 and £3.71 per head of population respectively.

6.3. Current and future funding in Scotland

As with trends in funding and investment for cycling and sustainable and active travel, both the Scottish Government and Spokes have provided alternative analysis.

Following the changes to the Draft Budget 2012-13 and Spending Review 2011 in early-2012, the Scottish Government has provided figures on funding for sustainable and active travel during the period 2012-15. The funding for sustainable and active travel is £84m over the three years, which equates to an average of 1.42% of total transport funding per annum (See Addendum 8.8). This includes an agreement on a three year funding profile for investment in cycling projects through Sustrans (most of which is capital), of £7.16m, £8.16m and £9.16m over the period 2012/13 to 2014/15.

Also to note, in addition to the above, the Cycling, Walking and Safer Streets (CWSS) budget has been retained for a further year to support local authorities, but at a reduced level of £6.1m for 2012/13 (compared to £7.5m in 2011/12).

After the changes to the active travel budgets for the spending review period 2012/13 to 2014/15, Spokes also produced an updated version that looks at Scottish Government active travel funding (see Addendum 8.10). This table focuses on active travel (rather than sustainable travel as well), so please note the caveats and explanations below the table in

the Addendum. The table shows an overall £50.6m investment in active travel over the period, which equates to an average of 0.85% of total transport spend per annum.

In light of the Concordat between the Scottish Government and COSLA, it is also important to note how local authorities play their part in terms of funding cycling. Funding commitments at a local authority level are important for reaching the CAPS 10% vision. In addition, local commitments result in increased local budgets for transport. For example, local authorities are able to take advantage of match funding grants for cycling. Local authorities that take advantage of these grants are able to increase their transport budgets simply by implementing cycling schemes. As match-funding has been successful, an increase in commitment to cycling at a local authority level, coupled with continued, or increased, incentives from the Scottish Government, should also be considered when analysing the amount of investment in cycling in the future.

6.4. Required Future Funding

The figures in Section 6.3 give an idea as to the amount of investment in active travel in Scotland, but without a fully-costed action plan, it is difficult to see how this amount of investment will lead to reaching the 10% CAPS target. The following sources give an idea as to how much investment is required to enact a significant change in cycling. It is important to note that all of these figures are higher than current investment in cycling and active travel in Scotland.

To help put into perspective the amount required to reach the target, the Scottish Government, in the carbon reduction related Report on Proposals and Policies (RPP), proposed £1.32bn for 'cycling and walking infrastructure' over an 11 year period that covers cycling-specific infrastructure as well as active travel infrastructure (e.g., 20mph zones, etc.). This equates to an average of £120m per year taken from all sources, not just government (or approximately £22 per head per annum).

In addition, the report "Take action on active travel" by the Association of Directors of Public Health (2010) indicated that 10% of total transport spend should be allocated to active travel (equivalent to approximately £197m per annum in relation to the Scottish Government table, or approximately £38 per head per annum.)

In 2010, Philip Darnton, who was Chairman of Cycling England at the time, gave evidence to the Transport, Infrastructure and Climate Change Committee, covering research – based on the English cycle demonstration towns and on European experience – into the minimum funding required to achieve significant and ongoing growth in everyday cycle use, and concluded that the minimum requirement is £10 per head per annum, ongoing over the years. Evidence from the English cycle demonstration towns (which invested £10 per head for a number of years) suggests this could double cycle use every 3-5 years.

Finally, the Netherlands is considered a best-practice example for encouraging cycling as 25% of trips are by bicycle. This high proportion is a result of sustained investment in cycling and cycling infrastructure beginning in the 1970s. According to the Dutch knowledge centre

for cycling, Fietsberaad, even with the already existing high proportion of trips by bicycle, Dutch governments invested €30 per head per annum (approximately £25) on cycling in 2009.

6.5. Benefits from Funding Cycling

All of the benefits that cycling can bring will lead to a brighter future for Scotland and therefore cycling should be considered a key component of preventative spending. Cycling will pay back the Scottish Government 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.

Encouraging more Scots to use a bike for short trips can significantly reduce the huge contribution road transport makes to CO₂ emissions, as outlined in the recent Low Carbon Scotland: Report on Proposals and Policies (RPP) published by the Scottish Government. In addition, cycling can help reduce road congestion which costs the UK economy billions of pounds a year.

A report on the analysis of the Cycling Demonstration Towns project led by Cycling England in 2010 showed that the schemes delivered a fantastic return on investment, with a benefit:cost ratio (BCR) of between 2.6-3.5 : 1. The BCR range increases to between 4.7-6.1 if the benefits could be sustained for 30 years assuming some ongoing investment in behavioural change programmes and training, far higher than the ratio expected of road and rail projects that cost considerably more to implement.

Having previously considered the transport budget, it is also necessary to consider the Scottish Government's Health Budget in relation to the health benefits to Scotland's population of taking more and regular exercise through increased cycling. Transform Scotland in their report "Towards a Healthier Economy" (2008) estimate that moving to a modal share of 13% for cycle trips would save the NHS in Scotland around £2 billion a year by reducing deaths and illness by increasing physical activity. In a recent Department of Health commissioned review "Value for Money: Economic Assessment of Investment in Walking and Cycling" Dr. Adrian Davis (2010) 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.

7. Recommendations

The Cycling Action Plan for Scotland document is just two years old. This report has outlined the progress that has been made towards the vision of 10% of journeys being made by bike by 2020 and also suggested areas where a step change is required to make achievement of the vision a realistic possibility.

The following recommendations take into account the positive progress that has been made towards the 17 CAPS actions, but also recognise that there is still significant room for improvement and much work that needs to be done to ensure that we meet the 10% CAPS vision.

7.1. Leadership

Whilst recognising that both the Scottish Government and local authorities have important parts to play in reaching the CAPS target, both could improve in their leadership on cycling and active travel. These recommendations focus on closer partnership working and more stringent commitments to ensure there is joined up leadership.

- **Annual Cycling Summit Between the Transport Minister and Local Authority Transport Convenors & Heads of Transportation**

In order to raise the profile of the CAPS 2020 target and provide the leadership and commitment of the major stakeholders involved to deliver on this target, it is recommended that an annual meeting in the autumn be chaired by the Scottish Government's Transport Minister, and that invitations are extended to the local authority Transport Convenors and Heads of Transportation to attend this meeting. This will effectively act as an annual national cycling summit with attendance by those in a position of leadership in their respective authorities to prioritise cycling at a national and local level, and to deliver, by working in partnership, the target of 10% of trips by bike by 2020.

- **Local Authority To Deliver On Cycling Target**

Although there are statutory obligations for local authorities regarding road safety for all road users, the Concordat between the Scottish Government and Local Authorities (2007) establishes the ability for local authorities to set their own priorities based on local needs and set funding levels accordingly. In light of this, there is a need for all 32 local authorities to commit to the 10% cycling target, and develop complementary and fully-costed cycling strategies and action plans to show how they will deliver locally on the national target. This could also involve ensuring local authorities, when revising Single Outcome Agreements, incorporate cycling and the 10% target.

7.2. A refresh of CAPS by the Scottish Government

After the progress with CAPS thus far and considering the other recent developments in cycling, it would be appropriate to carry out a comprehensive refresh of the CAPS document, including engagement with key stakeholders. Ideally this refresh should be commenced as soon as possible to allow the outcomes to influence budget spending decisions at the earliest opportunity.

This refreshed document will link outcomes to the funding and stakeholder commitments required to realistically achieve these outcomes, thus producing a fully-costed action plan for implementation.

In order to ensure that a refresh is properly monitored and evaluated:

- Monitoring of this refreshed action plan should take place through the mechanism of the CAPS Delivery Forum (continuing to meet on a six monthly basis); and
- The next full CAPS update report should be submitted by Cycling Scotland to the Scottish Government by the end of June 2015, covering a three-year monitoring period and coinciding with the end of the current three-year budget period. Establishment of interim targets and key performance indicators to 2020 will focus stakeholders on the required outcomes over this three-year period.

This refresh will consider all the individual CAPS actions but in particular it is recommended that the following considerations be made:

- **Increased Cycle Training**
 - Local authorities should work in partnership with key stakeholders to deliver on-road cycle training to all P6 pupils and should involve a wide range of stakeholders, such as CTC, Bike Club, local volunteer groups and Cycling Scotland.
 - A national scheme where adults can access cycle training – similar to Bikeability but aimed at adults – should also be implemented so that adults looking for cycle training are able to easily access it locally.
- **Increased and Improved Infrastructure**
 - Local authorities and Transport Scotland should consider and wherever possible deliver the re-allocation of road space to create traffic free cycle lanes on all arterial routes in all towns and cities.
 - Local authorities should continue to roll out traffic free community cycle links in all urban areas utilising both their own budget as well as funding made available by central government with match funding from local government.

- Also of importance, is the creation of an urban realm in line with Designing Streets principles that delivers a more integrated network for active travel (including lower speed limits).
- Improve Safety
 - Continue to consider actions that can be taken following the ongoing research into the outcomes of strict liability of motorists towards cyclists and pedestrians in other European countries, by 2015.
 - There is also a need to prioritise road safety benefits through a mutual respect campaign between all road users promoting the shared use of space. This does not only include training for cyclists, but also cycle awareness training for the freight sector and all other road users.

7.3. Funding

To achieve the CAPS vision through the above recommendations, and to ensure the ongoing preventative spending benefit that cycling brings to Scotland's health, carbon reduction efforts and economic growth, the Scottish Government must increase the percentage of the transport budget, and other relevant government budgets which benefit from investment in cycling, year on year between now and 2020.

If taking the £10 per head leading to a doubling of cycling over 3-4 years in English Cycling Demonstration Towns as an example, and with 2012 as a starting point with cycling at approximately 1% of modal share in Scotland, there would still only be 4% of journeys by bike in Scotland by 2020. This is a long way off the target of 10% and, therefore, a substantial amount more funding needs to be provided.

Therefore, to ensure that the 10% CAPS vision is met, the following should be considered:

- **Increased funding for active travel**
 - To provide the long-term stability of funding that is required to underpin further progress on delivering the Scottish Government's aspirations for cycling and active travel, we recommend that – as a minimum – the proposals in the RPP be funded in full. However, to truly achieve the CAPS vision, the Scottish Government must ensure that, by 2020, there is the equivalent of 10% of the transport budget allocated to cycling and active travel in order to achieve a modal share of 10% for cycle trips. This amount of funding should be linked directly to the CAPS refresh and should be used to generate the fully-costed action plan for implementation.
- **Involve other Government budget areas that benefit from cycling**
 - It is also important to note that health and other policy areas benefit hugely from spend on cycling. As a result, there could be an opportunity to utilise other funding streams from other budget holders to help reach the amount necessary to attain the 10% CAPS vision. Therefore, the

refresh of the CAPS document should also involve stakeholder input from the other Government budget areas that benefit from cycling such as Health, Education, Environment, Sport (Legacy from 2012 and 2014) and Tourism. In addition to a strategic and adequate allocation of the Transport Budget to cycling and active travel, the issue of budget allocation to cycling and active travel from these other wider government budget areas also needs to be given proper consideration.

- With funding from Transport and other policy areas, funding of at least the equivalent of 10% of the transport budget per year could be invested in cycling and active travel, and together with match funding from Local Authorities and other local organisations (e.g., local education or health authorities/boards, etc.) we would then be reaching the kind of funding levels currently seen in places with a huge modal share of cycling trips such as the Netherlands.
- **Ensure cycling benefits are comprehensively evaluated for appraisal**
 - Active travel is a significant component of preventative spending and helps the Scottish Government achieve progress towards all five of its Strategic Objectives – Wealthier and Fairer, Smarter, Healthier, Safer and Stronger, and Greener. Investing in cycling now makes excellent long-term financial sense in the current economic climate with rates of return of up to 13:1 achievable based on a Scottish Transport Appraisal Guidance (STAG) that includes health benefits.
 - When appraising transport proposals, it is important for the benefits associated with active travel to be represented in STAG to get a more holistic idea of benefit. Therefore, the refresh of CAPS should give consideration to a review of STAG to make sure that the full cross-cutting benefits of cycling and active travel are fully taken account of in any appraisal framework.

8. Addendum

8.1 Table of CAPS actions, commitments and outcomes

Access document here:

<http://bit.ly/QzzRmj>

8.2 SPICe Briefing Cycling



SPICe

The Information Centre

SPICe Briefing

Cycling

28 March 2012

12/24

Alan Rehfisch

The Scottish Government published the Cycling Action Plan for Scotland (CAPS) on 25 June 2010, which established a vision that by 2020, 10% of all journeys taken in Scotland will be by bike.

This short briefing provides background information on cycling as a form of transport in Scotland. It provides a brief summary of cycling statistics, cycling policy and funding plus other topical cycle related issues.



The Scottish Parliament
Pàrlamaid na h-Alba

CONTENTS

INTRODUCTION	3
CYCLING STATISTICS.....	3
BIKE USAGE.....	3
BIKE OWNERSHIP.....	4
CYCLE SAFETY.....	4
SCOTTISH GOVERNMENT CYCLING POLICY	5
FUNDING.....	7
CYCLISTS AND THE LAW.....	9
CYCLE INFRASTRUCTURE	11
CYCLE TRAINING	12
STRICT LIABILITY.....	12
SOURCES	14
RELATED BRIEFINGS	16

INTRODUCTION

Cycling takes three main forms:

- a form of transport
- a type of recreation
- a sport, including track and road cycling, mountain biking, BMX, cycle speedway and cyclo-cross

This briefing focuses on cycling as a form of transport. Cycling can be a low cost, healthy and enjoyable way of undertaking short and medium distance journeys. There is no formal test or age limit restricting who can cycle, with training available for both children and adults. Reliable bikes can be purchased for as little as £45/50 for an adult bike and from £20 upwards for a child's bike, dependant on its size (The Bike Station 2011). Handcycles, tricycles and tandems mean that people with some types of physical disability, who are unable to use traditional bicycles, are also able to cycle.

CYCLING STATISTICS

BIKE USAGE

In 2010 Scottish cyclists travelled a total of 298 million kilometres (Transport Scotland 2011a), which represents just 0.69% of total miles travelled in Scotland that year. As can be seen from Table 1 below, the percentage figure for 2010 is the highest in the last 10 years and is the third consecutive annual increase in the total distance cycled.

Table 1: Annual Distance (Millions of Kilometres) Travelled in Scotland by Bike, Distance Travelled by All Traffic and Distance Travelled by Bike as a Percentage of All Traffic

	Year										
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Bike	242	236	250	249	232	243	260	240	273	287	298
All	39,561	40,065	41,535	42,038	42,705	42,718	44,119	44,666	44,470	44,219	43,488
%	0.61	0.59	0.60	0.59	0.54	0.57	0.59	0.54	0.61	0.65	0.69

The Scottish Household Survey (Transport Scotland 2011b) collects information on how people travel to work and school. The annual percentage of trips made by bike to people's place of work or school are set out in Table 2 below. It is important to note that, due to the small number of people cycling in the sample, apparent year-to-year fluctuation in figures may be due to sampling variability and the figures should be used as broad indicators rather than precise measures.

Table 2: Annual Percentage of Trips to Work and School made by Bike

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Work	1.7	1.7	1.6	1.8	1.9	1.6	2.0	1.7	2.3	2.4	2.3
School	0.6	0.6	0.7	1.2	1.0	0.6	0.9	0.8	1.5	1.0	1.4

The UK-wide National Travel Survey (Department for Transport 2011) collects information on the number of trips made by people in Scotland each year, broken down by the main mode of travel for each trip. The average annual number of trips made by bike by Scottish residents is set out in Table 3 below (figures from Scottish Transport Statistics, Transport Scotland 2011a) along with the average number of total trips made by all modes of transport and the proportion of this total made by bike.

Again it is important to remember that these figures are based on small number of trips in the sample and may be subject to large sampling errors which can result in apparently large annual differences in the number of cycle trips. These figures should be regarded as broad indicators rather than precise measures.

Table 3: Cycle Trips made Per Person Per Year, Total Trips Per Person Per Year and Cycle Trips as a Percentage of Total Trips Made

	1998/ 1999	2000/ 2001	2002/ 2003	2004/ 2005	2006/ 2007	2008/ 2009	2009/ 2010
Bike	15	11	9	10	7	10	9
Total	1133	1106	1035	1014	969	978	957
%	1.3	1.0	0.9	1.0	0.7	1.0	0.9

The figures in the three tables above indicate that, from a very low base, since 2008 there have been small annual increases in the total distance cycled and the number of people cycling to work and school. However, given previous annual variations in the distance cycled, a low point in cycling experienced in 2007, the relatively small annual increases in cycling, and no clear increase in the average number of cycle trips made per person per year, it is possibly too early to state that cycling in Scotland is on a firm upward trend.

BIKE OWNERSHIP

The Scottish Household Survey Travel Diary 2009/10 reports that 34.9% of Scottish households had access to at least one bike. The local authority with the lowest bike ownership was Glasgow, with 23.2% of households having access to a bike, while the highest was Moray with 49.6% of households having access to a bike.

CYCLE SAFETY

Seven cyclists died in traffic incidents in Scotland during 2010, while 138 were seriously injured (Transport Scotland 2011c). These statistics are drawn from information collected by police forces and cover all incidents involving a vehicle which result in injury. The figures are recognised as being incomplete, particularly for minor injuries which are often not recorded. The figures for fatalities are known to be accurate and while the figures for serious injuries may not include every serious injury, they do provide a good indicator of trends over time.

Figures for cyclist fatalities and injuries are subject to yearly fluctuation. Given this, Transport Scotland produces five year averages of such incidents to allow for longer term trends to be identified. The 2006-2010 average was 7 fatalities and 356 serious injuries, which represents a significant reduction in fatalities but an increase in serious injuries on the 1994-1998 average of 11 fatalities and 238 serious injuries.

It is important to get these figures in context. There was one cycling fatality in Scotland during 2010 for every 42.6 million kilometres cycled. Cyclists are less likely to be killed or seriously injured on UK roads for the distance travelled than both pedestrians and motorcyclists, but are considerably more likely to be killed or seriously injured than people travelling in cars and vans as set out in Table 4 below. It is worth remembering that on average each Scottish resident cycled 34 miles during 2009-10 but drove 3,484 and was a car/van passenger for 1822 miles.

Table 4: Passenger casualty rates (per billion passenger kilometres) by mode, Great Britain, 2010

Mode	Killed	Killed or seriously injured	All
Air (UK registered airline aircraft)	0	0	0
Rail	0	0	26.4
Water	0.8	39.7	---
Bus and coach	0.2	8.2	139.3
Car (Driver and passenger)	1.3	15.1	205.7
Van (Driver and passenger)	0.4	4.0	50.2
Motorcycles	79.4	1021.0	3681.0
Pedal Cycles	22.1	552.7	3427.7
Pedestrian	23.3	322.3	1486.1

Statistics from [Road Cycling: Statistics](#) (House of Commons 2012)

SCOTTISH GOVERNMENT CYCLING POLICY

The Scottish Government sets out its policies on cycling in the [Cycling Action Plan for Scotland](#) (Scottish Government 2010), which was published in June 2010. The key vision in this document is that 10% of all journeys made in Scotland will be made by bike by 2020.

CAPS commits Transport Scotland, working with partner organisations as appropriate, to 17 actions. These actions are summarised below along with a brief note on implementation to date:

ACTION	Action to date
Establish a group to develop a new three tier Scotland-wide cycle training scheme	<p>Cycle Training Action Plan published December 2010. £175,000 has been issued to 19 local authorities through the Bikeability Scotland Development Fund</p> <p>23 Cycle Training Assistant (CTA) orientations have taken place with 6 scheduled. 18 CTA courses have taken place with a further 45 scheduled. 18 Cycle Trainer courses have taken place with a further 12 scheduled.</p> <p>Data collected in 2011 using the new data collection tool showed that 95.2% of schools were offered Bikeability Resources, 69.5% of</p>

	schools delivered training, with 31.5% of training being delivered on road.
Develop accredited modules for appropriate professionals on cycling best practice	Cycling Scotland has delivered courses to 44 practitioners with further courses planned.
Provide increased support for community cycling projects financial year 2010/11	Two rounds of the Cycle Friendly and Sustainable Communities Fund have run, awarding a total of £401,093 to 39 projects.
To promote cycling to young people	The Cycling Scotland Give Me Cycle Space Campaign has been extended to work in partnership with clusters in 13 Local Authorities. The campaign will be launched on the 7th May 2012.
To encourage participation in the annual Sustrans Hands Up Survey	All 32 LAs took part in 2011. With results due to be published around June 2012. This year's survey scheduled for September 2012.
Encourage private sector employers to become Cycle Friendly Employers by offering loan support for workplace cycling facilities.	The Cycle Friendly Employer Scheme covers 111 workplaces and over 53,000 employees.
Complete the missing links in the National Cycle Network in Scotland.	Funding secured for the next 3 financial years - £7.16m, £8.16m and £9.16m to focus on Community Links, completing Oban-Fort William and Fort William-Inverness as well as bringing below standard sections of network up to standard. Funding to LAs available over multiple years. This will be on at least a 50:50 match funding basis.
Promote the use of cycle related legislation, policy and guidance to appropriate professionals with view to producing better designed cycle facilities	As action 2.
Encourage cycling and rail integration by working in partnership with the rail industry	Cycling Scotland submitted a response to the Rail 2014 Consultation.
To continue to work with local authorities and others to encourage the roll-out of 20 mph schemes in residential areas, particularly where there are high numbers of pedestrians and cyclists	Transport Scotland's Road Safety Team is working with the City of Edinburgh Council on the South Edinburgh project. The outcome of this will help inform a best practice study
Publicise and promote methods of traffic calming on non-residential mixed-use arterial streets	New guidance to be circulated by Transport Scotland
Undertake research on the operation of liability laws and how they work in other countries to establish whether there is a direct link to levels of cycling and Killed or Seriously injured (KSI).	Action being taken forward internally by Transport Scotland with a report due by the end of 2012
To try and identify what kind of road user hierarchy might be established and develop an educational awareness campaign for all	Transport Scotland's sustainable transport team have investigated the remit for a study and invited input from the CAPS delivery forum

road users.	
Investigate the degree of statutory consultation required for new traffic management measures and seek views of stakeholders on possible changes	Action being taken forward internally by Transport Scotland, including current work on pavement parking and dropped kerbs.
Update and re-issue Scottish Office Development Department Circular 7/97.	Circulated by Transport Scotland in March 2012 to all Local Authority Chief Executive, Heads of Transportation and Chiefs of Police
Continue to collect national cycling data	IPSOS Mori has been awarded the new Scottish Household Survey contract.
Develop guidance for gathering data on the numbers of people cycling at a local level.	MVA Consultancy appointed to develop Cycle Use Monitoring & Guidance

Note: Information on action to date provided to SPICe by Cycling Scotland and Transport Scotland

The Scottish Government's [Road Safety Framework to 2020](#) (Scottish Government 2009) sets out the following five commitments for improving the safety of cyclists:

- Develop a Cycling Action Plan for Scotland [published 2010] to achieve the overarching outcome of 'more people cycling more often'. One action will be to increase the numbers of children receiving cycle training and therefore promoting road safety.
- 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.
- Continue to monitor and develop Scottish Cycle Training Scheme [replaced by Bikeability Scotland] resources for dissemination to Road Safety Units and others responsible for co-ordinating the Scottish Cycle Training Scheme programmes.
- Encourage the wearing of correctly fitted helmets by cyclists, especially children.
- Ensure cyclists are considered in new road and maintenance schemes.

FUNDING

Revenue and capital funding for cycling comes from two principal sources, the Scottish Government and local authorities. The Scottish Government provides funding for cycling under a number of different budget headings, which currently include:

- Support for Sustainable and Active Travel
- Future Transport Fund
- Transport Scotland Trunk Road Cycling Initiative
- Cycling, Walking and Safer Streets grant to local authorities

The Scottish Government has also allocated funding to cycling on an ad hoc basis from additional funds allocated through the Barnett formula (Barnett consequentials) and from departmental budget under-spends in other policy areas such as Road Safety and the Climate Challenge Fund in 2011-12.

Each local authority can choose to allocate revenue and capital funding to cycling from its budget - decisions on how much to allocate are a matter for each individual local authority. Local authorities also fund Regional Transport Partnerships, which can also choose to fund cycling projects.

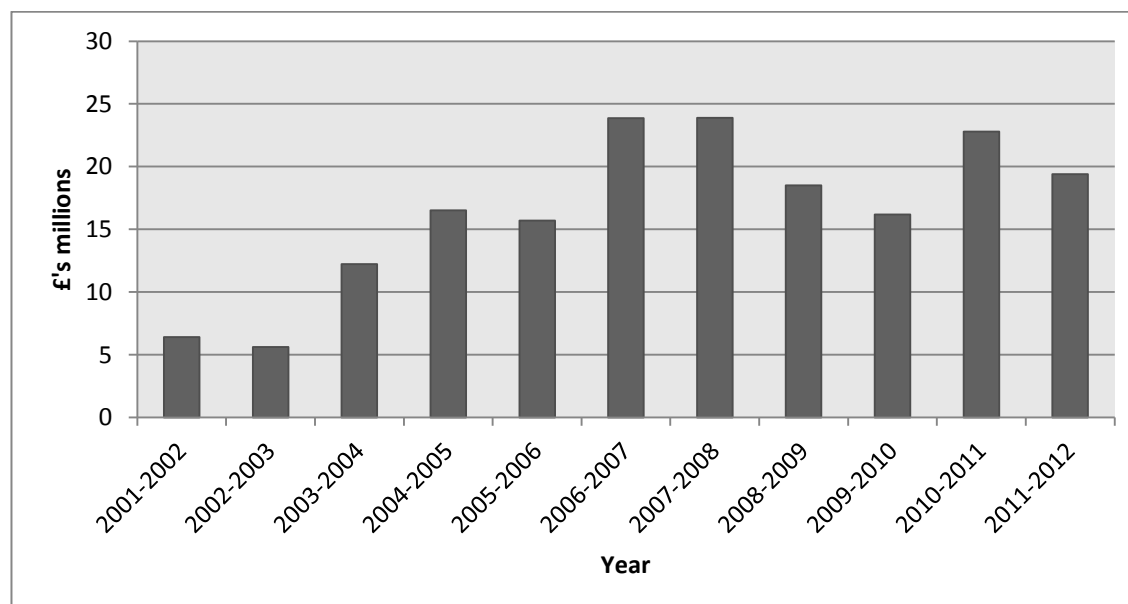
There are no official figures collated on how much is invested in cycling by the Scottish Government and local authorities. This lack of clarity was picked up by the Infrastructure and Capital Investment Committee during its scrutiny of the Draft Budget 2012-13. The Committee's [Stage 1 Report](#) (Infrastructure and Capital Investment Committee 2011) on the Draft Budget stated:

“...the Committee would also welcome greater clarity within the transport budget on the levels of funding for active travel. The Committee notes that the best estimate of levels of funding for active travel is provided by SPOKES, the cycling charity, and recommends creating a separate budget line for active travel within the transport budget, or even creating respective budget lines for cycling and for walking and safer streets.”

As mentioned above, SPOKES undertakes an annual survey which aims to identify total Scottish public sector investment in cycling. The figures produced by SPOKES are the most accurate and comprehensive guide to investment in cycling in Scotland. The most recent figures can be found in SPOKES [Bulletin 111](#) (SPOKES 2011).

Chart 1 below highlights SPOKES figures for total public sector investment in cycling between 2001-2002 and 2010-2011 at 2011-2012 prices, a full breakdown of these figures is available in Annex 1. SPOKES has yet to produce full figures for 2012-13, however they state in Bulletin 112 that “Were we to print our usual all-sources cycling-only table, the picture for 12/13 would also predict falling investment.” This statement takes account of the additional investment in active travel announced on 8 February 2012, during the Stage 3 debate on the Budget (Scotland) Bill.

Chart 1: SPOKES Annual Funding Survey: Total Annual Public Sector Investment in Cycling at 2011-2012 Prices



There are several key highlights from the SPOKES figures that are worth noting:

- The highest level of annual investment in cycling, at 2011-2012 prices, was 2007-2008 with a total of £23.88m
- Total public sector annual investment in cycling has never exceeded 1% of the total public sector spend (Scottish Government and Local Authority combined) on transport in Scotland
- Public sector investment in cycling is subject to considerable annual variation, e.g. a 45% increase between 2009-2010 and 2010-2011 and then a fall of 13% for 2011-2012

Table 5 sets out the Scottish Government's annual investment in cycling since financial year 2003-2004. It is important to note that this slightly overestimates total Scottish Government investment in cycling as several budget headings also cover walking (Cycling, Walking and Safer Streets and Smarter Choices, Smarter Places) and other modes of transport (e.g. School Travel Co-ordinators). Detailed figures for financial years 2012-13 onwards are not available at present.

Table 5: Scottish Government annual investment in cycling (all figures £m's)

Grant (m)	Year								
	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
Cycling, Walking and Safer Streets	8.0	8.2	8.650	8.870	9.090	9.09	9.09	9.09	7.458
School Travel Co-ordinators	0.750	1.0	1.0	1.025	1.050	0	0	0	0
Cycling Scotland	0.315	0.315	0.350	1.6	0.900	1.400	0.901	1.387	2.3
Sustrans	3.0	3.165	3.7	8.015	8.3	5.015	4.150	7.67	5.784
The Bike Station (for Build your own Bike courses)	Scheme began financial year 2008-09					0.028	0.028	0.028	0.035
Smarter Choices, Smarter Places (active travel element)	Scheme began financial year 2008-09					3.333	3.333	3.334	0.900
Total	12.065	12.68	13.7	19.51	19.34	18.886	17.502	21.509	16.477
Total 2011-12 prices	14.732	15.051	15.937	21.968	21.286	20.180	18.372	21.982	16.477

Note: Figures supplied to SPICe by Transport Scotland. Figures at 2011-12 prices calculated by SPICe using HM Treasury GDP deflators published March 2012

CYCLISTS AND THE LAW

This section aims to set out the main features of roads law as it applies to cyclists. While every effort has been made to ensure this information is accurate it is not a comprehensive description of the law and is not intended to be legal advice.

Cycling on the pavement: Most people will tell you that an adult cycling on a pavement is committing an offence. However, the issue of cycling on the pavement is more complicated than it may first appear. The Roads (Scotland) Act 1984 does not use the term "pavement", as this can also mean the surface of a road. Rather, it defines five key terms:

- **Road:** A way over which there is a public right of passage by any means, including the road's verge and any associated bridges, tunnels etc.
- **Carriageway:** Commonly known as "the road", the carriageway is a way which can be used by any vehicle.

- **Footway:** Commonly known as “the pavement”, a footway is a way, which is associated with a carriageway, where right of passage is limited to foot.
- **Footpath:** A way, which is not associated with a carriageway, where right of passage is limited to foot.
- **Cycle track:** A way where passage is limited to bikes or bikes and foot.

Generally, anyone cycling on a footway or footpath in Scotland is committing an offence under the provisions of Section 129(5) of the Roads (Scotland) Act 1984. It is not an offence to cycle across a footway or footpath to access a cycle track, driveway or other land where cycling is allowed.

The issue is complicated by access rights granted to cyclists under Section 1 of the Land Reform (Scotland) Act 2003 (“the 2003 Act”). The 2003 Act allows cycling on most land unless access is controlled by or under another enactment. This means that land reform access rights do not normally apply to roads or footways as their use is restricted under various statutes. However, the 2003 Act does allow cycling on any path where access has not been restricted by a Traffic Regulation Order or through other legal means. In practice, this allows cyclists to use most paths in urban parks and rural areas.

To further complicate matters, Section 7(1) of the 2003 Act states that the restriction on access rights described above does not apply where land has been designated as a “core path” under the provisions of the 2003 Act¹. This means that cyclists may be able to cycle on a footpath, or even a footway, designated as a core path without committing an offence. However, it is important to remember that access rights must be exercised responsibly and cyclists should consider cycling on the carriageway (i.e. road) even if the associated footway has been designated as a core path.

Other cycling offences: As well as the offence of cycling on a footway/footpath, the Road Traffic Act 1988 sets out a number of other cycling related offences, which are summarised below:

- **Section 24:** Ride more than one to a bicycle, unless it has been designed to carry more than one person
- **Section 26:** Hold on to a moving vehicle or trailer
- **Section 28:** Cycle dangerously
- **Section 29:** Cycle in a careless or inconsiderate manner
- **Section 30:** Cycle under the influence of drink or drugs
- **Section 36:** Fail to comply with road signs and signals
- **Section 163:** Failure to stop when required by a police or traffic officer
- **Section 168:** Failure to give, or giving false name and address in case of careless, inconsiderate or dangerous cycling

What constitutes dangerous cycling: Dangerous cycling is defined as cycling in a manner liable to cause either injury to a person or serious damage to property. In determining whether a person has cycled dangerously, a Sheriff must consider whether it would have been obvious to a competent and careful cyclist that cycling in such a manner that fell far below the standard that would be expected of such a cyclist.

¹ The 2003 Act requires every local authority and National Park authority (access authorities) in Scotland to draw up a plan for a system of paths (known as core paths) to give the public reasonable access throughout their area.

What constitutes careless or inconsiderate cycling: A person may be guilty of careless or inconsiderate cycling if the cycle on a road without due care and attention, or without reasonable consideration for other persons.

Roadworthiness: Any bike being ridden at night or when there is seriously reduced visibility must be fitted with a rear reflector, pedal reflectors and front and rear lights, under the provisions of the Road Vehicle Lighting Regulations 1989 as amended. Flashing lights are allowed. Failure to comply with these requirements is an offence. The Pedal Cycle (Construction and Use) Regulations 1983 requires anyone using a bike to ensure that their brakes are in working order.

Enforcement: The enforcement of cycling offences is a matter for local police forces. Police use fixed penalty notices to deal with most cycling offences, e.g. cycling without lights at night or failing to stop at a red light. A fixed penalty notice for a cycling offence requires the payment of a £30 fine. However, someone found guilty, on summary conviction, of carrying a passenger on a bike designed for one person could be fined up to £200, holding on to a moving vehicle up to £200, careless or inconsiderate cycling up to £1000, cycling while unfit through drink and drugs up to £1000, failing to comply with traffic signs or signals up to £1000, dangerous cycling up to £2500 and cycling on the pavement up to £500. Failure to stop when required, failure to give details or providing false details can result, on summary conviction, of a fine of up to £1000. The level of fines due for cycling offences are set out in Schedule 2 of the Road Traffic Offenders Act 1988.

Children and young people are not technically exempt from the legal restrictions described above. However, the Criminal Justice and Licensing (Scotland) Act 2010, Section 52 establishes that no-one aged under 12 can be prosecuted for an offence, effectively meaning that anyone aged under 12 can freely cycle, in a responsible manner, on the pavement.

CYCLE INFRASTRUCTURE

The Scottish Government/Transport Scotland sets out its best practice guidance on the design of cycling infrastructure in [Cycling by Design 2010](#) (Transport Scotland 2010). Cycling by Design 2010 sets two design standards, i.e. desirable minimum and absolute minimum, decisions on which standard should apply are made as follows:

“Whilst designers should always aim to provide high quality facilities which exceed guidance, the ‘Desirable Minimum’ should be considered as the minimum design requirement providing a good quality of facility.

The ‘Absolute Minimum’ may be applied where there are constraints that mean the Desirable Minimum design guidance cannot be met, for cost, environmental or social reasons.

It is the responsibility of the scheme designer to examine the circumstances of each situation and determine what is appropriate, where minimum guidance may be tolerable and whether or not mitigation may be required in applying such guidance.”

In addition to Cycling by Design 2010, detailed advice on the design of cycle infrastructure is set out in the UK [Design Manual for Roads and Bridges \(DMRB\), Volume 6, Section 3](#) (Highways Agency 2012). This document is produced by the transport departments of the four UK administrations. Although aimed primarily at trunk road design, the DMRB is the standard reference document for all road design in the UK.

CYCLE TRAINING

Cycle training for children and young people in Scotland is provided through Cycling Scotland's [Bikeability Scotland](#) scheme. The scheme provides three levels of training, the content of which are briefly outlined below:

- **Level 1:** Level 1 teaches children the basic skills of riding a bike, such as balance, control and making turns. It is usually delivered to children in Primary 5, and takes place in the playground.
- **Level 2:** Level 2 teaches children how to ride a bike safely on the road and navigate basic junctions. It is usually delivered to children in Primary 6 and 7 and takes place on quiet roads.
- **Level 3:** Level 3 teaches children how to navigate more complex junctions and plan journeys effectively. It is aimed at Primary 7 pupils and supports them to make independent journeys and plan the quietest and safest route available. Level 3 training is delivered on road, on a route that has been risk assessed by a qualified cycle trainer.

Bikeability Scotland training is usually provided at school by qualified cycle trainers and cycle training assistants, made up of Cycling Scotland trained school staff and volunteers. There is no requirement for schools to provide cycle training, although 68.5% of pupils receive some form of cycle training at primary school, with 31.5% receiving some form of on-road training (Scottish Parliament 2012).

Information on adult cycle training is available from [Cycling Scotland](#).

STRICT LIABILITY

There is no legal hierarchy of care for road users in the UK, i.e. the drivers of larger or heavier vehicles have no special duty of care to more vulnerable road users. In the event of someone who suffered personal injury or damage to their vehicle in a road traffic accident seeking damages in a civil action, the responsibility to prove negligence (on the balance of probabilities) lies with the claimant, who has to prove that the defender was negligent and caused material harm.

Strict liability is a term used (not entirely accurately with regard to its true legal meaning) to describe a situation where a driver being pursued for damages by a more vulnerable road user will normally be deemed responsible for the accident unless they can prove that the more vulnerable road user acted in a reckless or negligent manner. This duty would apply to all road users.

It is important to note that strict liability does not mean a driver will always be held responsible for an accident involving a more vulnerable road user. If the driver can prove that they were not responsible for the accident, then they will not be held at fault for it. Indeed, strict liability could place an additional duty of care on cyclists towards pedestrians, as they are more vulnerable than cyclists. Transport Scotland is committed to researching the operation of strict liability laws in other countries as part of its Cycling Action Plan for Scotland commitments. However, this area of law is reserved to the UK Government.

**ANNEX 1 : SPOKES ANNUAL CYCLE FUNDING SURVEY: FUNDING SOURCES SUMMARY TABLE.
(ALL FIGURES £M)**

Funding Source	Year										
	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
Local authority expenditure	1.5	1	0.8	1.1	0.8	1	1	2.3	1.1	2.1	1.8
Cycling, walking and safer streets	0.2	0.2	1.5	1.6	3	3.3	3.3	3.7	3.4	3.9	3.4
Public Transport Fund	1.8	1.8	3.6	3.5	3.4	0.7	Public Transport Fund abolished				
Sustrans	0	0	2.5	3.5	2	7.8	7.8	5	3.9	7.5	5.4
Regional Transport Partnerships	RTPs established in 2005		0.8	1.1	1.1	3.7	4.9	1.6	1.9	1.9	1.9
Cycling Scotland	N/A	N/A	0	0	0.3	1.6	1.6	1.5	0.9	1.3	2.3
Smarter Choices	Scheme began in financial year 2008-2009							0.5	1.4	0.9	0.3
Trunk Roads	N/A	N/A	N/A	2	2	2	2	1	1.4	2	2
Other	1.5	1.5	0.8	1.1	0.9	1.1	1.1	1.7	1.4	2.7	2.3
TOTAL	5	4.5	10	13.9	13.5	21.2	21.7	17.3	15.4	22.3	19.4
TOTAL (2011-12 prices)²	6.40	5.61	12.21	16.50	15.70	23.87	23.88	18.49	16.17	22.79	19.40

The Scottish Government budget line “Support for active and sustainable travel” does not appear in the above table as funds allocated to that budget are used to support the work of Cycling Scotland and Sustrans

² Figures at 2011-12 prices calculated by SPICe using HM Treasury Deflator figures published March 2012

SOURCES

Bikeability Scotland [Online]. Available at: <http://www.cyclingscotland.org/our-projects/cycle-training/bikeability-scotland-2/>

Cycling Scotland [Online]. Available at: <http://www.cyclingscotland.org/>

Department for Transport. (2011) *National Travel Survey 2010*. London: Department for Transport. Available at: <http://www.dft.gov.uk/statistics/releases/national-travel-survey-2010/>

House of Commons. (2012) *Road Cycling: Statistics*. London: House of Commons. Available at: <http://www.parliament.uk/briefing-papers/SN06224.pdf>

Infrastructure and Capital Investment Committee. (2011) *Report on the Scottish Government Draft Budget 2012-13*. Edinburgh: Scottish Parliament. Available at: <http://scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/45089.aspx#anni>

Scottish Government. (2009) *Scotland's Road Safety Framework to 2020*. Edinburgh: Scottish Government. Available at: <http://www.scotland.gov.uk/Resource/Doc/274654/0082190.pdf>

Scottish Government. (2010) *Cycling Action Plan for Scotland*. Edinburgh: Scottish Government. Available at: <http://www.scotland.gov.uk/Publications/2010/06/25103912/0>

Scottish Parliament. (2012) *Parliamentary Question S4W-06033*. Edinburgh: Scottish Parliament.

SPOKES. (2011) *SPOKES Bulletin 111*. Edinburgh: SPOKES. Available at: http://www.spokes.org.uk/wordpress/wp-content/uploads/2009/09/p.all_3.pdf

Transport Scotland. (2010) *Cycling by Design 2010*. Glasgow: Transport Scotland. Available at: <http://www.transportscotland.gov.uk/strategy-and-research/publications-and-consultations/cycling-by-design>

Transport Scotland. (2011a) *Scottish Transport Statistics 2011 – Datasets*. Glasgow: Transport Scotland. Available at: <http://www.transportscotland.gov.uk/node/9309>

Transport Scotland. (2011b) *Scottish Household Survey: Travel Diary 2009/10*. Glasgow: Transport Scotland. Available at: <http://transportscotland.gov.uk/strategy-and-research/publications-and-consultations/j205156-00.htm>

Transport Scotland. (2011c) *Reported Road Casualties Scotland 2010 - Datasets*. Glasgow: Transport Scotland. Available at: <http://www.transportscotland.gov.uk/analysis/statistics/TablesPublications/2010RCS-Cas>

Scottish Government. (2009) *Scotland's Road Safety Framework to 2020*. Edinburgh: Scottish Government. Available at: <http://www.scotland.gov.uk/Resource/Doc/274654/0082190.pdf>

Scottish Government. (2010) *Cycling Action Plan for Scotland*. Edinburgh: Scottish Government. Available at: <http://www.scotland.gov.uk/Publications/2010/06/25103912/0>

Scottish Parliament. (2012) *Parliamentary Question S4W-06033*. Edinburgh: Scottish Parliament.

SPOKES. (2011) *SPOKES Bulletin 111*. Edinburgh: SPOKES. Available at:
http://www.spokes.org.uk/wordpress/wp-content/uploads/2009/09/p.all_3.pdf



SPICe

The Information Centre

RELATED BRIEFINGS

[SB11-34 Transport in Scotland](#)

Scottish Parliament Information Centre (SPICe) Briefings are compiled for the benefit of the Members of the Parliament and their personal staff. Authors are available to discuss the contents of these papers with MSPs and their staff who should contact Alan Rehfisch on extension 85158 or email alan.rehfisch@scottish.parliament.uk. Members of the public or external organisations may comment on this briefing by emailing us at spice@scottish.parliament.uk. However, researchers are unable to enter into personal discussion in relation to SPICe Briefing Papers. If you have any general questions about the work of the Parliament you can email the Parliament's Public Information Service at sp.info@scottish.parliament.uk.

Every effort is made to ensure that the information contained in SPICe briefings is correct at the time of publication. Readers should be aware however that briefings are not necessarily updated or otherwise amended to reflect subsequent changes.

www.scottish.parliament.uk

8.3 Consultation on CAPS (2010) document

Access document here:

<http://bit.ly/OHhAq9>

8.4 Extract of minutes of cross party group re: CAPS refresh

Access document here:

<http://bit.ly/SHvLX4>

8.5 Cross-Party Group on Cycling's Letter to Housing and Transport Minister



July 2012

Dear Minister for Transport,

As you will know, there has been a recent surge of interest in cycling in all its forms and I know that there is a strong desire from the cycling community to see the Scottish Government's target being met, with 10% of journeys made by bike in 2020.

The Cross Party Group on Cycling met in June and our main discussion was on the refresh of the Cycle Action Plan for Scotland. I have attached a list of the members of the CPG.

The group asked me to send a summary of key points to you as a contribution to the CAPS process. There is significant concern from across cycling groups that the current plan, while it has many positive features, is unlikely to be enough to achieve the 2020 target.

Some of our member organisations have submitted views to you individually, but here are the overarching points discussed by the CPG.

- The CAPS would benefit from interim targets. As with Scotland's carbon targets, this would give an indication of the trajectory we are on and the impact and merit of different policies.
- The CAPS would be stronger with numbers or targets attached to the stated aim of increasing the number of 20mph streets, and to the aim of increasing the number of children receiving on-road cycle training. The Scottish Parliament voted unanimously in March in favour of a target of 100% of school children being able to access on-road training by 2015.
- More organisations could be brought on board and given a sense of ownership of the CAPS. There are clear opportunities for alignment with the National Walking Strategy and a clear relationship with the National Cycling Interest Group.
- The issue of strict liability could be key in addressing road safety fears, and it was felt that work on this area could be sped up.
- Local authorities would benefit from greater incentives to play their part in delivering the plan and committing their own funding to cycling improvements. It is clear that there are leaders and laggards among Scottish councils and more should be done to address this mixed picture.
 - Cycling targets could be included in local delivery targets
 - CAPS could require every council to have a dedicated cycle officer
 - In terms of political leadership, the Minister could convene a regular meeting of the 32 councillors with portfolio responsibility for transport to monitor and encourage progress.

- The existing design guideline documents for cycle infrastructure would benefit from peer review and input from successful cycle friendly countries. The Danish and Dutch Cycle Embassies exist for this purpose. More could be done to ensure that every time roadworks are required for utilities or other work, cycle infrastructure is improved on streets and at junctions.
- The target for 2010/11 of 8 businesses benefitting from loans for cycle friendly infrastructure such as bike parking and showers does not reflect the scale of the change needed and could be far more ambitious in future years.
- Overall, there were a number of organisations and representatives who felt that the CAPS needed to be more of an evidenced plan to get us to the 10% target, with the funding to match. Each action in the plan should be assessed for the expected level of difference it will make, based on experience and evidence from elsewhere in the UK and other countries.

I hope this is a useful contribution and we look forward to your comments and seeing the refreshed plan for action.

Yours sincerely,

Alison Johnstone MSP and Jim Eadie MSP

Co-convenors
Cross Party Group on Cycling

8.6 Response from MSP Keith Brown regarding PoP Manifesto

Dear Pedal on Parliament

I have read your manifesto with interest and was pleased to meet with you and your colleagues on Thursday 31 May at the Scottish Parliament to discuss various points but think it would be helpful if I make comment on all of the points as laid out on your website:

1. Proper funding for cycling. The SNP Manifesto Commitment stated that “we will continue to increase the proportion of transport spending on low-carbon, active and sustainable travel”. There will be a 1.42% average spend per year over the Spending Review period. In the next 3 years, we will invest over £27m on infrastructure and encouragement through Sustrans and Cycling Scotland. Local authorities will receive an additional £20m in that time for cycling, walking and safer streets projects but can also add to this from their own resources. We have no plans to ring-fence a percentage of the transport budget for cycling.
2. Design cycling into Scotland's roads. Cycling by Design has been a consultation document for 10 years and was published as design guidance in June 2010. As we agreed at the meeting, if you feel there are gaps in this design guidance then please send your comments to Karen Furey at Transport Scotland and she will pass them on to her appropriate colleague.
3. Safer speeds where people live, work and play. This is already a commitment in the Road Safety Framework and we are currently working with the City of Edinburgh Council to pilot a 20 mph zone in the south of the City and other places across Scotland such as Fife and Dumfries and Galloway are also embracing this policy.
4. Integrate cycling into local transport strategies. According to Cycling Scotland only 5 LAs have an Active Travel or Cycling strategy document. However, all are bound by the Land Reform (Scotland) Act 2003 to uphold access rights and draw up a core path plan to include paths, footways and cycle tracks for people to use for journeys. However, it is up to individual local authorities to set their own budgets and targets and publish appropriate strategies as required.
5. Sensible road traffic law and enforcement. The CAPS action is not to introduce Strict Liability in Scotland. This is a reserved area and we have already stated that we would commission research into whether this law in some European countries has an effect on the number of people cycling. That is the commitment. This also links to the action on identifying what kind of hierarchy might be established with a view to developing an educational awareness campaign for all road users.
6. Reduce the risk of HGVs to cyclists and pedestrians. There is a meeting planned between Cycling Scotland and the Freight Industry in the next week or

so which I recommended on 21 March at the Road Safety Operational Partnership Group. I note you say that only 6% of the traffic is HGV but this is for London, my Transport Scotland officials have this figure at 14% across all trunk roads in Scotland. I would recommend that you focus on Scottish statistics and suggest you look at the *Reported Road Casualties Scotland 2010* document at which is available on Transport Scotland's website.

7. A strategic and joined-up programme of road user training. Road Safety Scotland, Cycling Scotland, Sustrans and Paths for All coordinate road safety training for road users. Most recently I launched the *Give Me Cycle Space* campaign to highlight to drivers the need to be aware and to look out for children cycling on the roads. Where this campaign has been run in the past, drivers are more aware of all cyclists, not just children.

8. Solid research on cycling to support policy-making. We are currently awaiting the outcome of the 3 year *Smarter Choices, Smarter Places* programme which provided intensive interventions, including cycling, in 7 communities in Scotland. Also, during the consultation period for CAPS in 2009, we received over 6,000 responses from stakeholders, members of the public, public, private and third sector organisations, so we know that road safety and speeds of vehicles are concerns for cyclists, old and new. This is why I recently met with cycling stakeholders to see what we could all do in partnership to make Scotland's roads safer.

I very much enjoyed our recent conversation and look forward to our next discussion.

Keith Brown MSP
Minister for Housing and Transport

8.7 Cycle Friendly and Sustainable Communities Projects

Access document here:

<http://bit.ly/SHvOSS>

8.8 Scottish Government table on manifesto commitments to sustainable transport and active travel funding

MANIFESTO COMMITMENT

£m	2010-11	2011-12	2012-13	2013-14	2014-15	2012-15
Support for Sustainable and Active Travel Budget Line	11.7	25.1	16.0	25.0	15.0	56.0
Additional Spend (UK Consequentials)	6.66	-	4.0	5.0	4.0	13.0
Relevant share of Future Transport Fund	-	-	2.5	3.0	9.5	15.0
Total Sustainable and Active Travel	18.36	25.1	22.5	33.0	28.5	84.0
Total Transport funding	1855	1804	1889.2	1989.2	2032.9	5911.3
Sustainable and Active as a proportion of transport funding	0.99%	1.39%	1.19%	1.65%	1.40%	1.42%

1.4% AVERAGE OVER THE SR PERIOD

Funding levels for Active travel since 2003 are shown below for comparison

Grant (m)	2003-04	2004-05	2005-06	2006-07
Cycling, Walking and Safer Streets grant funding to LAs (ring-fenced)	8.0	8.2	8.650	8.870
*School Travel Coordinators in LAs (STCs) (ring-fenced)	0.750	1.0	1.0	1.025
Cycling Scotland projects	0.315	0.315	0.350	1.6
Sustrans projects	3.0	3.165	3.7	8.015
Total	12.065	12.68	13.7	19.51

*STC budget was rolled up into the LA settlement as part of the Concordat agreement with COSLA in 2008

Grant (m)	2007-08	2008-09	2009-10	2010-11	2011-12
CWSS	9.090	9.09	9.09	9.09	7.458
STCs	1.050	0	0	0	0
Cycling Scotland	0.900	1.400	0.901	2.237	£2.3
Sustrans	8.3	5.015	4.150	7.67	5.384
The Bike Station (for Build your own Bike courses)		0.028	0.028	0.028	0.035
Smarter Choices, Smarter Places (active travel element)		3.333	3.333	3.334	0.900
Total	19.34	18.886	17.502	22.359	16.077

2003/04 – 2006/07 total spend = **£57.995m (4 years)**

2007/08 - 2010/11 total spend = **£78.087m (4 years)**

2007/08 – 2011/12 total spend = **£94.164 (5 years)**

8.9 Spokes' table on cycling investment in Scotland (update from Bulletin 111)

Scottish cycle investment from all main sources *Notes/caveats to the table...*

Note 1. Government has redefined transport funds to exclude 'cost of capital.' Therefore 'total transport' in our table has fallen compared to previous Bulletins, thus artificially raising the cycle %.

Note 2. Our Total includes non-government cycle funds (Europe, Lottery, etc). Our % is thus artificially generous as it relates cycle spend from all main sources to government-only transport spend.

Source	£m	07/08	08/09	09/10	10/11	11/12E
Council own [*d&f]		1.0	2.3#	1.1#	2.1#	1.8}
Partnerships [*h]		4.9	1.6#	1.9#	1.9#	1.9
Cycle CWSS [*e]		3.3	3.7	3.4	3.9	3.4{
Sustrans [+]		7.8	5.0	3.9	7.5	5.4
Cycling Scot [+]		1.6	1.5	0.9	1.3	2.3
SCSP [< *j]		0	0.5	1.4	0.9	0.3
Trunk roads [=]		2.0	1.0	1.4	2.0	2.0
Other [*k and \$]		1.1	1.7	1.4	2.7	2.3}
TOTAL £m [note 1,2]		21.7	17.3	15.4	22.3	19.4
Total transport £m		1794	1769	1892	1855	1804
% cycling [note 1,2]		1.2%	1.0%	0.8%	1.2%	1.1%
Population [million]		5.14	5.17	5.19	5.21	5.23
Pence per head		422p	335p	297p	428p	371p

* Based in whole or part on Spokes annual survey [see column indicated in councils table [p7] and equivalent col. in earlier Bulletins].

+ Total govt grant (includes 10/11 CAPS funds). *Sustrans* includes some walk-only. *Cycling Scot* includes child training & CFC fund.

< *Smarter Choices Smarter Places* – see notes to col j on p7 table.

= *Transport Scotland trunk road cycle schemes* – **No reply for years, despite reminders!!** CAPS report gives 08/09-10/11 data.

See RTP section on p6 and see note # to the p7 table.

\$ *Other* includes Council 'non-transport funds' from col k plus non-council 'other' such as SG Climate Challenge Fund.

{ Assume 45% of CWSS is cycle [as in 10/11 survey]

^ **CWSS may be scrapped** but assume just reduced in line with cuts to council capital. Total 11/12 CWSS is £7.458m so ~£6m in 12/13.

? Assume cut in line with the SAT budget cut (from £25.1m to 16m).

} Assume the 10/11 rise is largely match-funding for Sustrans, so assume it will reduce by same % as Sustrans cut, e.g. 30% in 11/12.

E Estimate based on currently available data for 11/12

8.10 Spokes' table on Scottish Government active travel spending (from Bulletin 113)

Our table below shows *Scottish government active travel spending* - a cycle-only table would be a similar picture. Walk and cycle money and projects are in fact often joint.

Government active travel funding *sources* (i.e. budget lines) are increasingly complex [despite Parliament's Infrastructure Committee requesting simplification] so instead of showing funding sources in the table, we show funding *destinations*.

The table is about government investment, so it excludes any money from, for example councils, Europe or the Lottery.

(£million)	10/11	11/12	12/13	13/14	14/15
Active travel from CWSS	6.1	4.9	4.3	~3.7	~5.4
Sustrans [see note below]	7.7	5.8	7.2	8.2	9.2
Cycling Scotland	1.3	2.3	1.0	1.0	~1.0
Trunk road bike schemes	~2.0	~2.0	~2.0	~2.0	~2.0
Other [see note below]	3.1	1.2	~1.2	~1.2	~1.2
Total active travel	20.2	16.2	15.7	16.1	18.8
Total transport spending*	1864	1812	1922	1998	2041
Active travel %	1.08%	0.89%	0.82%	0.81%	0.92%

~ Not yet announced: estimated, or assumed same as previous year.

* Budget transport lines + FTF, SAT, CWSS, relevant consequentials
CWSS *Cycling, Walking, Safer Streets* funding to councils – the table shows the portion going to AT, roughly 66% of CWSS [govt estimate].

Sustrans Funding largely from SAT, FTF and consequentials. Used mainly for match-funded projects with councils & other partners.

Other Includes the AT element of Smarter Choices [assumed 66%]; the AT element of CCF [assume 50% of the cost of those grants which have an AT element]; and a Bike Station project.

OTHER ABBREVIATIONS USED ABOVE

AT *Active travel* – cycling and/or walking

SAT *Sustainable and Active Travel* budget line. A real hotch potch helping fund walking, cycling, low carbon vehicles and, from 12/13, some bus and some park & ride!

FTF *Future Transport Fund* - a new budget line from 12/13 on, but with very similar aims to SAT – a further element of confusion!!

CCF *Climate Challenge Fund* – funds some projects involving AT.