

Cycling Action Plan for Scotland

Re-fresh Exercise

February 2013

About Sustrans

Sustrans makes smarter travel choices possible, desirable and inevitable. We're a leading UK charity enabling people to travel by foot, bike or public transport for more of the journeys we make every day. We work with families, communities, policy-makers and partner organisations so that people are able to choose healthier, cleaner and cheaper journeys, with better places and spaces to move through and live in.

It's time we all began making smarter travel choices. Make your move and support Sustrans today.
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1 Introduction

Sustrans Scotland welcomes the opportunity to provide comments on the refresh of the Cycling Action Plan for Scotland (CAPS).

The first version of the CAPS focused minds in Scotland, coincided with a huge public awakening of the need for better leadership from politicians to make using our roads equitable for all people and played its part in levering increased funding from government. It brought cycling to the attention of many policy makers, importantly those concerned about Scotland's poor health and activity levels and growing carbon emissions from transport. Despite this commendable work, Sustrans considers that significantly more needs to be done if Scotland is to hit the eminently achievable target of 10% of trips being made by bike by 2020.

Of crucial importance to hitting the target is the funding dedicated to cycling in the upcoming negotiations around the 2015-2018 Spending Review. We outline below our thoughts on how a refreshed and revitalised CAPS with realigned spending priorities will take us all forward to a Scotland where cycling is a viable option for the majority of people making short, everyday trips.

2 Redefining the CAPS target

At the January 2013 meeting of the CAPS Delivery Forum, which gathers those bodies who are responsible for delivering actions within CAPS, and the February 2013 meeting of the National Cycling Interests Group, which brings together those with a wider role to play within cycling in Scotland, it was recognised that the target of CAPS should be redefined to '10% of *purposeful* trips by bike by 2020'. In other words, the ordinary, everyday short trips currently made, in the main, by car. This is a sensible way to word the target and Sustrans recommends its adoption and measurement by the Scottish Household Survey and the Hands up Scotland school travel survey.

3 General questions – page 1

3.1 How could greater leadership be developed?

Sustrans considers that the Transport Minister and the Head of Transport Scotland should lead the way in ensuring that Scotland reaches the target of 10% of purposeful trips by bicycle by 2020. Together they manage a budget of £2,000 million, of which currently ~1% is dedicated to cycling, and therefore have responsibility for providing the strong leadership required to meet the target.

In addition, politicians, particularly at local government level, must work closely with their transport professionals. The public is voting with their bikes and beginning to demand more options to cycle, politicians need to overtake this wave or risk being swamped.

Finally, leaders across all sectors of government, particularly those that reference CAPS in delivering their own health or carbon reduction policies, need to back their demands with leadership and funding.

3.2 What interventions should be prioritised in order to make cycling a realistic travel choice?

In order of importance, Sustrans considers that the following interventions should be prioritised:

1. 5% of Scotland's transport budget dedicated to cycling incrementally from the current 1%;
2. Provision of high quality, integrated on and off-road cycling infrastructure through a changed approach to planning, particularly the application of Traffic Road Orders (TROs);
3. Completion of the National Cycling Network, together with its ongoing maintenance, and increased delivery of Community Links Projects;
4. 20mph speed limits in all shopping and residential streets;
5. Liability law changed in favour of the most vulnerable road user;
6. A safe route to school for every child in Scotland and I-Bike Officers in all local authorities;
7. A cycle demonstration town in every Local Authority with a town-wide personalised travel planning programme aimed at reducing short car trips; and
8. Training for all P6 children through Bikeability and widening the 'Give Me Cycle Space' campaign.

3.3 How to increase resources for cycling facilities?

Sustrans believes that at least 5% of the Scottish transport budget should be dedicated to cycling. In addition, other budgets, notably those for health and climate change, that rely on CAPS to help deliver targets should realign their budgets accordingly and support cycling.

Furthermore, Local Authority education departments should employ I-Bike Officers on a per capita basis, embedded within secondary schools and working with feeder primaries to increase cycling and reducing short car trips.

4 Specific questions – page 2

4.1 What themes should the refresh include, with what priorities?

Sustrans proposes that the refresh should include the following themes, based on the American 5 E's of bicycle planning. We have also prioritised each of the themes.

1. **Engineering:** On and off road infrastructure should be integrated with the existing roads networks and designed to high standards. This involves a number of measures, not least a reduction in road speed and improvement in driving and cycling behaviours, but in terms of engineering it requires that the connections/intersections between on and off-road cycle routes are properly designed and integrated. All arterial routes in urban areas should have well designed segregated lanes for cycling. It should be the norm for neighbouring rural communities to be linked by traffic-free paths or traffic calmed roads. Priority 1.
2. **Education:** A lot more work is required to remind drivers and cyclists that the Highway Code governs their behaviour on the road and should be followed for the benefit of all. For technicians, Cycling Scotland's Making Cycling Mainstream with additional support from Sustrans on signing should be properly funded. Priority 5.
3. **Encouragement:** I-Bike Officers should be employed in secondary schools by every Local Authority on a per-capita basis. On-road cycle training should be given to every child in the P6 setting to the standard set by Cycling Scotland's Bikeability programme. Priority 4.
4. **Enforcement:** As unpalatable as it might be for many members of the public, a carrot and stick approach must be adopted in order to encourage increased levels of cycling.

Although it may be unpopular, parking restrictions must be properly enforced on cycle lanes and loading restrictions must apply during peak cycling times. 20mph should become the norm in all residential and shopping streets, as is the case in Fife. The law of liability on the road should be changed to mirror European legislation placing the onus of responsibility on the least vulnerable. Priority 2.

5. Evaluation & Planning: The Scottish Government's 'Designing Streets' policy for urban design, which is enshrined in planning policy, should be fully delivered in all new-build and urban regeneration projects. It should be the norm that the urban realm is built to high standards with high quality, locally sourced materials. In addition, the Designing Streets and Sustrans' Connect2 Greenways design guidance should be the standard design reference for planners, engineers and other interested parties. Priority 3.

4.2 What interventions are missing from the set of actions in the current CAPS, and what updates might be made to this set?

A number of missing elements currently undermine the good intentions and achievable target set by the CAPS. Sustrans considers that the following interventions should be implemented:

1. A set trajectory with milestones to gauge the effectiveness of CAPS should be established to both celebrate success and measure progress; these milestones could include a steadily increasing budget to 5% by 2018, a cycle demonstration town in each Local Authority by 2016, a safe route to school for every child by 2017 and the recruitment and training of I-Bike Officers in all local authorities. Achievement of these milestones will involve dedicating part of the Spending Review for 2015-2018.
2. A governing body for CAPS chaired by the Transport Minister with representatives from other government departments, such as Health, Education, Tourism, Environment and Climate Change.
3. A much improved monitoring framework for cycling in Scotland, further details are outlined below in Section 10.

4.3 Who should play roles in delivering these interventions?

The CAPS is currently delivered by Transport Scotland, Local Authorities, National Parks, Scottish Canals, Forestry Commission, Cycling Scotland and Sustrans. We consider that this collection of bodies is appropriate to manage big infrastructure budgets and nation-wide soft measure programmes. However, there is a clear role for smaller community based initiatives that could be well funded and properly led, for example for cycle parking schemes. Sustrans suggests that the funding currently administered by Cycling Scotland and Sustrans should be increased to allow both organisations to do more with community groups, some of whom have been funded in the past but always from a very small funding pot.

The most obvious inadequacy in terms of delivering the interventions required to hit the CAPS target is the role played by Transport Scotland, both in terms of budget and leadership. A 1% budget for cycling is a drop in the ocean that is a £2,000 million budget. This should be increased, as should the role played by the leaders of Transport Scotland is ensuring that CAPS is given due staffing resource and fiscal support.

4.4 What resourcing (and from what sources) would be required to deliver these interventions and make steady progress towards the CAPS vision?

It is clear from the authoritative work of Spokes and others that 5% of Scotland's transport budget should be dedicated to cycling, growing incrementally from the current 1% to the target level by 2018.

In terms of staff resources; staffing levels dedicated to cycling in local authorities and in Transport Scotland need to grow as the budget develops.

Finally, Scotland currently has excellent planning policy and design guidance but its implementation is frequently poor. It is essential that resources are channelled to ensure that our actions match our rhetoric.

4.5 What monitoring arrangements should be put in place, with what suggestions for appropriate milestones?

Sustrans recommends that the CAPS bases the measurement of its progress towards the 10% target on the travel section of the Scottish Household Survey and the Hands up Scotland school travel survey, both of which are statistically reliable.

In addition, we consider that the many types of cycling that exist in Scotland today should also be recognised for the part they play in encouraging people onto two wheels. We therefore recommend that a quarterly analysis of cycling activity in Scotland should be released by the National Cycling Interests Group, which represents the cycling community's involvement in the CAPS progress. Participation in 'Sportive' (challenging) organised bike rides should be reported as should activity at the National Velodrome, both in terms of participation and spectators. Use of the National Cycle Network should be recorded as should membership of the Cyclists Touring Club, Scottish Cycling and other bodies.