



Department
for Transport

Briefing on the Government's ambition for cycling

12th August 2013

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1. Introduction

Investing in transport as an engine for growth

- 1.1 In the 2013 Spending Review, the Government announced a significant package of investment in the transport network, reflecting real ambition and a long-term commitment to tackling congestion, unlocking development and supporting growth. Investing in cycling is a key strand in the wider programme to ensure our transport network allows us to compete effectively in the global economy.
- 1.2 This Government has invested more per annum in cycling and sustainable travel than any of its predecessors, with almost £700m made available through the Local Sustainable Transport Fund, Community Linking Places Fund and Cycle Safety Fund¹ on top of block allocations provided to local authorities.
- 1.3 The additional £114m² announced on 12th August reflects an ambition to give more people the opportunity to cycle safely and confidently in more places across the country. To complement new funding, Government also announced policy commitments to cycle-proof our roads, increase the number of children cycling to school and investigate the creation of a new long-distance cycleway. **This briefing document provides further detail about each element of the announcement.**

Government's ambition for cycling

- 1.4 The cycling economy is worth £2.9bn p.a. and there is clear potential to grow this further.³ The success of our athletes in the Tour de France, Olympics and Paralympics inspired many people to rediscover, or discover for the first time, the benefits of cycling - both for their pockets and their health. The second half of 2012 saw an increase in the number

¹ Further information on these funding streams is available at <https://www.gov.uk/government/organisations/department-for-transport/series/local-sustainable-transport-fund>, <https://www.gov.uk/government/publications/cycle-safety-fund-list-of-schemes> and <https://www.gov.uk/government/publications/linking-places-fund-tranche-2>

² The £114m comprises: (i) £99m funding over 2013/14 and 2014/15 (£77.2m for cities, £16.8m for National Parks, £4.8m for schemes on the Highways Agency (HA) network and (ii) a further £15m in 2015/16 for cycle proofing the HA network. The latter funding is not depicted on the map at figure 1.1 as specific schemes have yet to be determined (see paragraph 3.11 below).

³ LSE The British Cycling Economy 'Gross Cycling Product' Report available at http://www.britishcycling.org.uk/zuvvi/media/bc_files/corporate/The_British_Cycling_Economy_18Aug.pdf

of people signing up to Cycle to Work schemes, a jump in sales for some bike retailers and greater levels of participation in local cycle rides and events.

- 1.5** At a national level, cycling has remained at 2% of all journeys for a number of years.⁴ However, in places that have consistently invested in cycling there have been significant increases in trips by bike. This is most obvious in London where cycling stages increased by 79% in the decade from 2001 to 2011, with even greater increases (of 173%) in central and inner London areas over the same timescale.
- 1.6** The programme announced on 12th August will enable us to capitalise on the growing interest in cycling and **bring about a step change in levels of cycling right across the country**. The map at figure 1.1 below shows where this new investment will be made.
- 1.7** Just as we intend that all areas of the country will benefit from the transport investment announced in the Spending Review, we will also ensure that investment in cycling benefits everyone in the wider community - whether they cycle or not. We have designed our funding and policies to ensure they provide a range of benefits:
- For motorists – by reducing congestion and conflict as a result of the careful segregation of traffic.
 - For pedestrians - by taking the opportunity to improve footways and crossings when implementing cycling infrastructure.
 - For the vitality of local businesses and high streets - by improving access to employment sites, local shops and leisure facilities.

Delivering the ambition

- 1.8** Realising our ambition for cycling will require sustained leadership, collaboration and innovation at each level of government and between all sectors. To ensure that robust arrangements are in place to realise the ambition, we will work with stakeholders to assemble a **comprehensive delivery plan for publication in the autumn**.
- 1.9** The Department for Transport has governance arrangements in place to support the development of cycling policy through the Cycling Stakeholder Forum led by Cycling Minister Norman Baker, a cycling High Level Group⁵ and a cross-Whitehall officials group. We will continue our close working with these fora as we develop the **Cycling Delivery Plan**.

⁴ See the National Travel Survey, available at <https://www.gov.uk/government/organisations/department-for-transport/series/national-travel-survey-statistics>

⁵ Membership of this group includes British Cycling, Sustrans, CTC, the Bicycle Association, Living Streets, pteg and the AA.

Figure 1.1 New investment in cycling announced on 12th August

New Investment in Cycling up to 2015



Key

- Areas of investment for cities
- Areas of investment for National Parks
- Highways Agency Scheme

Highways Agency Scheme total: £4.8m

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2. Cycle City Ambition Grants

Investing in cities fit for cycling

- 2.1** In February, the Government invited major cities in England (outside London) to set out ambitious long-term plans to increase cycling. Our cities rose to the challenge, detailing compelling proposals to increase cycling in ways that will support local economic growth, reduce Carbon emissions and improve the health and wellbeing of their residents.
- 2.2** The Government is committed to helping cities turn their aspirations for cycling into reality. Over the next 2 years, we will invest £77m in 8 cities to kick start delivery of their proposals. Along with local contributions, this funding takes investment in cycling in the 8 cities to over £10 per person per year. Table 2.1 sets out funding allocations and local contributions for each of the successful cities.

Table 2.1 Investment in cycling cities outside London 2013 to 2015			
City	Government funding (£m)	Local Contribution (£m)	Total Investment (£m)⁶
Greater Manchester	20.0	11.1	31.1
West Yorkshire	18.1	11.2	29.3
Birmingham	17.0	7.3	24.3
West of England Partnership ⁷	7.8	3.3	11.1
Newcastle	5.7	6.0	11.7
Cambridge	4.1	4.1	8.2
Norwich	3.7	1.8	5.6
Oxford	0.8	0.6	1.4
Total	77.2	45.4	122.6

⁶ Totals may not sum due to rounding.

⁷ The partnership comprises Bristol City Council, Bath and North East Somerset, North Somerset and South Gloucestershire Councils.

Cities' ambitions and proposed interventions

- 2.3** Each city has set ambitious targets for growing cycling which reflect their local circumstances. We believe this is the right approach to adopt rather than Government setting arbitrary national targets. For example, whilst Cambridge aims for a 40% cycling mode share by 2023, Birmingham is being no less ambitious in seeking a 5% mode share given existing levels of cycling and other local factors.
- 2.4** Widening the appeal of cycling for everyday journeys such as travelling to work or school or making a trip to the local shops will be critical to reaching these targets. Some common themes emerged in cities' approaches to making cycling accessible to more people, including:
- Developing integrated cycling networks - linking people directly to the places they want to go and improving interchange with other modes of travel; and
 - Introducing safer cycle facilities that would appeal to novice and experienced cyclists alike - segregating traffic on busier high speed roads and adopting lower speed limits in residential areas.
- 2.5** Despite broad similarities in approach, however, cities have developed tailored solutions that fit with their own broader circumstances such as local plans for economic growth and the role of existing and planned transport networks in supporting the economy and society. Table 2.2 summarises the cycling improvements proposed for each city.

Table 2.2 Proposed Cycling Improvements by City	
City	Ambition and Key Interventions
Greater Manchester	The funding will kick start Velocity 2025, which will, over time, create a city-wide cycle network. Initially, as part of the Cycle City Ambition Grant funding, this will involve a series of high quality cycle lanes that will lead from the city centre out to the M60 like spokes of a bicycle wheel. Spokes will have a Cycle and Ride station located several miles from the city centre, allowing cyclists to leave their bikes and swap onto Metrolink or a local rail service for the last leg of their journey if they wish. As part of a door to door approach the proposals involve the introduction of 20 mph zones in some residential areas adjacent to the cycle "spokes" to enable safer access to the cycleways. Greater Manchester's vision is to double the number of cycle journeys within 5 years and to double them again by 2025. The Government funding will bring 56km of new or improved cycle paths and predicted health and wellbeing savings of around £7 million a year.
West Yorkshire	Building on Yorkshire's hosting the Tour de France's Grand Depart in 2014, a package of cycle infrastructure improvements is proposed. A new segregated Super Highway from east Leeds to Bradford City Centre will be delivered with

	<p>new connections in Leeds City Centre to provide continuity to other radial routes. In addition new secure cycle parking facilities are included and the Leeds Liverpool Canal Tow Path will be upgraded. At 14 miles this will be the longest continuous cycleway in the north of England, connecting key employment and regeneration sites in both cities. The ambition in West Yorkshire is to triple current cycling levels and increase cycling to account for 6% of all journeys.</p>
Birmingham	<p>Birmingham Cycle Revolution is a 20 year strategy to make cycling a mainstream form of transport across the city. It aims to have cycling accounting for 5% of all journeys within ten years and 10% within 20 years. This fund will accelerate this ambition through the creation of the first phase of a city-wide strategic cycle route network along radial corridors initially extending 20 minutes cycling time from the city centre. Key features include 71 miles of new cycle routes, improvements to 59 miles of existing cycle routes, segregated cycle facilities, lower speed limits, off-road routes using canals and green spaces and secure cycle parking and supported by a programme of smarter choices measures.</p>
West of England Partnership	<p>Building on its previous successes, the West of England's ambition is to increase cycling by 76% by 2016. The bid focuses on linking people to major employment opportunities across the city of Bristol. Central to this is a new pedestrian and cycle promenade running east to west across the city following the route of the River Avon and terminating at Bristol Temple Meads station, where a new enterprise zone aims to bring 17,000 new jobs to the city. The scheme will create five new or improved river crossings for cyclist. In addition the bid includes the Cribbs Causeway to Emerson's Green trunk cycle route in the North Fringe of Bristol; and, the Seven Dials National Cycle Scheme in Bath City Centre.</p>
Newcastle	<p>Central to Newcastle's bid is linking employment and training opportunities to new housing developments in Newcastle and to existing communities where people are currently least likely to cycle. Newcastle plans a network of seven major cycle routes across the city making the best use of existing infrastructure and linking in with the major improvements currently underway in the city centre. This Government investment will be supported by an Active Travel Centre where people can go for cycle maintenance, parking and information. Recognising the potential for cycling, almost a million of public health funding in Newcastle is being invested in this initiative. Newcastle's vision is to achieve 12% of all journeys under five miles by bike in the next ten years.</p>
Cambridge	<p>Cambridge competes on a global scale as somewhere to live, work and invest. Congestion in the city is seen as one of the major risks to its future success and cycling is seen as an intrinsic part of the solution. In ten year's time, Cambridge aims to have 40% of all journeys in the city by bike, bringing it in line with some of the best cycling cities in Europe. The funding allocated today will create new, segregated cycle paths along some of Cambridge's most used cycle routes and will also provide much improved cycling facilities to some of the major employment sites in the South Cambridgeshire District. Local match funding will provide parking for 3,000 bicycles at Cambridge station and a new direct foot/cycle route between the station and the Cambridge Science Park - a major employment centre for the city that has a new station planned to open in 2015.</p>
Norwich	<p>Norwich's ambition is to use cycling as the catalyst to make the city even more liveable and prosperous. Working with the public health funding partners, the city aims to double cycling in the next ten years, from an already high base. It will generate economic growth by connecting communities to centres of employment. At heart of its proposals is an eight mile cross-city route linking population centres to the locations of 51,500 existing and 12,500</p>

	planned jobs. Norwich's targets are to increase the number of adults cycling once a week to 44% and adults cycling to work to 15% by 2023.
Oxford	The scheme will remove one of the main barriers to cycling into and out of Oxford city centre, making The Plain roundabout safer and more attractive for both cyclists and pedestrians. The Plain roundabout is a busy five-arm roundabout with a high level of bus traffic and a history of cyclist casualties. The scheme will reduce the width of the circulatory carriageway and improve the roundabout's design to unlock access to the city for cyclists of all levels of experience. This scheme will supplement a wider package of measures both planned and existing to help the city's cyclists.

3. Cycle Proofing Roads

What is cycle proofing?

- 3.1** Since the early 1980s, the number of cyclists killed or seriously injured has fallen by half. However, whilst various studies suggest the health benefits of cycling significantly outweigh the safety risks⁸, 48% of existing cyclists and 65% of non-cyclists think that it is too dangerous to cycle on roads.⁹ If we are to bring about a step-change in levels of cycling, we must – and we will - cycle proof our roads.
- 3.2** In practice, cycle proofing means taking action on a variety of fronts:
- Encouraging local authorities to design road improvements with cyclists as well as motorists in mind and to use traffic management tools and techniques to manage the needs of all road users;
 - Making greater provision for cycling on the strategic road network by correcting historic problems, retrofitting the latest solutions and ensuring that it is easy and safe for cyclists to use junctions;
 - Ensuring cyclists have access to adequate training to enable them to safely and confidently cycle on the road; and
 - Encouraging a culture of sharing the road amongst all users. In 2012, we launched a new THINK CYCLIST campaign, encouraging drivers and cyclists to ‘Look out for each other’ and we plan to run a similar campaign in the coming months. THINK! communicates cycle safety messages to drivers and cyclists, recognising that these are often the same people.¹⁰

Local roads

- 3.3** Designing roads with cyclists in mind, and effectively managing the interactions between cyclists and other traffic, is critical to improving safety and widening the appeal of cycling. An important aspect of our approach is to invest in new and enhanced infrastructure that is cycle-friendly – as we are doing through the Cycle City Ambition grants, the Local Sustainable Transport Fund, the Community Linking Places Fund and the Cycle Safety Fund.

⁸ For example, *Do the health benefits of cycling outweigh the risks?* (de Hartog, Boogaard, Nijland and Hoek, Environmental Health Perspectives August 2010)

⁹ British Social Attitudes Survey 2012

¹⁰ 80% of cyclists hold a driving licence and 1 in 5 drivers cycle at least once a month (British Social Attitudes Survey 2011).

- 3.4** However, funding is not the only way to support local authorities in cycle proofing their roads. We already produce guidance on a wide range of cycle facilities¹¹, including measures such as fully segregated lanes which are highlighted as good practice in other countries. Transport for London and the Welsh Assembly Government are currently developing their own cycling design standards and, where appropriate, we will endorse these.
- 3.5** Ensuring that all authorities make best use of the tools currently available to them is an important objective. So we will establish a new group under the remit of the Department for Transport's Cycling Forum to:
- Help local authorities share good practice, knowledge and experience on the engineering and traffic management solutions already available to address common challenges to making roads more cycle-friendly;
 - Investigate opportunities for collaboration in the preparation and testing of new engineering and traffic management solutions; and
 - Help local authorities identify how best to involve cyclists themselves in identifying the right solutions to local challenges.
- 3.6** We are also extending the range of tools available to local authorities. Following consultation with cycling stakeholders during the Traffic Signs Policy Review, we agreed to implement several changes to promote cycling and improve safety.¹² Some changes depend on new regulation which is planned for 2015 but a number of improvements have already been made. For example, we have given every local authority in England the authorisation to:
- Use 'no entry except cycles' signing which can facilitate contraflow cycling;
 - Use 'trixi' mirrors to help lorry drivers see cyclists in their blind spot at junctions; and
 - Implement 20mph speed restrictions with greater flexibility.
- 3.7** We will now also bring forward measures to reduce the burden on authorities seeking to develop cycle-friendly highway networks. At present, a Traffic Order (TO) is required to create mandatory cycle lanes, contraflow cycle routes and exemptions for cyclists (for example, on no entry and no through roads and where there are prohibited left or right turns for other traffic). We will remove the need for a TO to enable authorities to put these cycle-friendly measures in place more quickly and cost effectively.

¹¹ For example Local Transport Note 2/08 *Cycle Infrastructure Design* and Local Transport Note 1/12 *Shared Use Routes for Pedestrians and Cyclists* available at <https://www.gov.uk/government/publications/local-transport-notes>

¹² These are set out in *Signing The Way* which is available from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/4346/signing-the-way.pdf

- 3.8** Some local authorities would like to explore new design and traffic management options to help them deliver on their ambition to grow cycling. We will work constructively with authorities on such proposals - as we are already doing with Transport for London and other non-London authorities on issues such as low-level and filter signals and new roundabout designs.

The Strategic Road Network

- 3.9** As explained in *Action for Roads: a network for the 21st century*¹³, we are committed to ensuring the strategic road network (SRN) supports rather than hinders cycling. Our proposed reforms will help ensure the network performs to a high standard, thereby encouraging long-distance traffic - including lorries - to use the SRN rather than local roads.
- 3.10** We also need to invest in infrastructure in locations where the SRN severs communities and acts as a barrier to cycling and walking. We will make an immediate start on this, with the Highways Agency investing £4.8m over the next 2 years in delivering 14 projects that improve conditions for cyclists and pedestrians. Interventions will range from safer junctions to improved crossings and the provision of new segregated cycle facilities.
- 3.11** We will also invest a further £15m in 2015/16 in a more extensive programme of schemes to tackle severance and improve safety. We will bring together the Highways Agency, local authorities and cycling user groups to develop and prioritise interventions across the SRN, drawing upon lessons learned in the delivery of the initial 14 schemes.

Extending Bikeability

- 3.12** Bikeability teaches children how to cycle safely, confidently and competently on the road and plays a valuable role in creating a new generation of cyclists. Thanks to Government funding, by March 2013 over a million children had received Bikeability training and we estimate a further 600,000 will receive training by March 2015.
- 3.13** As surveys of participants and their parents show, Bikeability gets results. 86% of children that have taken part in the scheme feel safer and more confident on the road and 87% of parents feel more confident in allowing their children to cycle on the road.¹⁴ There are also indications

¹³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/212590/action-for-roads.pdf

¹⁴ <http://www.dft.gov.uk/bikeability/wp-content/uploads/perceptions-and-experiences-of-bikeability.pdf>

that Bikeability is positively associated with higher levels of cycling to school.¹⁵

- 3.14** It is essential that we continue to support Bikeability as part of our approach to delivering a step change in cycling levels. We will extend funding for Bikeability beyond the current Parliament into 2015/16, thereby enabling another quarter of a million children to receive cycle training. Further details will be set out in our delivery plan in the autumn.

¹⁵ http://www.dft.gov.uk/bikeability/wp-content/uploads/120320_Cycling_to_School_Bikeability_Data_Report_v_final.pdf

4. Making Cycling Fun

Investing in National Parks

- 4.1** Many people find cycling a great way to enjoy England's countryside, wildlife and rich cultural heritage, spend time with family and friends and, above all, have fun. England now has 1.9m recreational cyclists¹⁶ and the general upward trend in leisure cycling is reflected in greater participation in local cycling events (such as those organised by British Cycling and Sky) as well as in longer-distance competitions like the recent Ride London-Surrey 100. As well as being good for the health of the individuals that take part, recreational cycling can improve the health of local economies.¹⁷ And for some people, what starts as an occasional ride for pleasure can lead to cycling becoming the natural choice for making many of their daily journeys.
- 4.2** For all of these reasons, in February the Government invited National Parks in England to submit infrastructure proposals that would enable more people to cycle to and within their boundaries. The bids we received proposed a range of facilities, including new and improved cycle routes and better integration between cycling and other modes of travel. To support delivery of these proposals, over the next 2 years Government will invest £17m in 4 National Parks – Dartmoor, the New Forest, the Peak District and the South Downs - supported by a further £9m of local funding. Table 4.1 breaks down this investment by National Park and describes what will be delivered in each area.

National Park	Government funding (£m)	Total funding (£m)¹⁸	Deliverables
Peak District	5.0	7.5	3.5 million people in the surrounding urban areas of Greater Manchester, Sheffield, Derby, Nottingham and Stoke-on-Trent will have better access to the cycle ways of the Peak District. The scheme provides four new routes

¹⁶ Figures from Sport England Active People Survey 7 Q2 available at

http://www.sportengland.org/media/162207/03_1x30_sport_factsheet_aps7q2.pdf

¹⁷ See, for example, the analysis in *The Value of Cycle Tourism Opportunities for the Scottish Economy* at

<http://www.transformscotland.org.uk/value-of-cycle-tourism-report.aspx>

¹⁸ Government funding plus local contributions.

			which will enhance the network of traffic free cycling in the Peak District. The programme aims to target public health in the cities that connect to the national park.
Dartmoor	4.4	7.4	The funding will deliver major improvements to 93 miles of cycle ways, with a further 86 miles benefitting from smaller upgrades such as improved signage. The focus of the scheme is new family-friendly routes to and through the park, supported by cycling hubs and provisions for access by those with limited mobility.
South Downs	3.8	5.1	The scheme provides opportunities for leisure cycling for the 5 million people who live within an hour of the South Downs National Park. The scheme will focus on improving access to the National Park from major rail stations. 55km of new routes will be built across England's most visited and densely populated National Park.
New Forest	3.6	5.7	The scheme focuses on a new network of cycle docking stations that will allow people to cycle between key attractions, communities and transport hubs, supported by a new family cycling centre adjacent to Brockenhurst station. The scheme will also work with tourism businesses to ensure high quality family cycling facilities are widely available
Total Funding	16.8	25.7	

Investigating a new cycleway for the High Speed 2 corridor

4.3 The National Cycling Network (NCN) - which now passes within 1 mile of almost 60% of the UK population - demonstrates how integrated, accessible and well maintained routes can underpin a significant increase in cycling. Extensions to the NCN, improvements in quality and maintenance and better promotion led to an 18% increase in cycle trips - to 254 million - in 2011 compared to the previous year.¹⁹

4.4 Against that backdrop, and to help meet our ambition for cycling, we will conduct a feasibility study into the creation of a new cycling and walking route broadly following the High Speed 2 (HS2) corridor. This would seek to improve links between communities and conventional rail stations and

¹⁹ Figures from Sustrans *The Real Cycling Revolution* available at http://www.sustrans.org.uk/sites/default/files/file_content_type/real-cycling-revolution.pdf

provide enhanced access to landscape, heritage and other sites of interest. By focusing on the HS2 corridor, we can bring benefits to communities alongside the route as well as support the cycling ambitions of several major cities.

Encouraging cycling to school

- 4.5** In 2010/11, 2% of 5-15 year olds across the country cycled to school on a regular basis. This national figure masks significant variations at the local level, with some schools that provide Bikeability achieving cycling mode shares double the national average and those that actively promote cycling achieving almost 25% of journeys by bike.²⁰ There is substantial untapped potential for more cycling to school: when asked, almost half of all children say they would like to make the journey by bike.²¹
- 4.6** Government wants to support schools in encouraging their pupils, parents and staff to walk and cycle more often. As well as our ongoing investment in safe routes and facilities and our newly extended funding for Bikeability, we will also create a new national School Awards Scheme to recognise schools that have demonstrated excellence in supporting cycling and walking. The scheme will encourage all schools and colleges across the country to join in a major effort to improve health and wellbeing. The UK cycle industry, led by the Bicycle Association, has volunteered to work with Government to sponsor this award. We will set out further details in our delivery plan this autumn.

²⁰ Data available from http://www.dft.gov.uk/bikeability/wp-content/uploads/120320_Cycling_to_School_Bikeability_Data_Report_v_final.pdf and <http://www.sustrans.org.uk/sites/default/files/images/files/migrated-pdfs/Transforming%20young%20peoples%20travel%20Smarter%20choices%20for%20everyday%20journeys.pdf>

²¹ Sustrans 2010/11 Bike It Hands Up Survey