



Department  
for Transport

# Cycling Delivery Plan

October 2014

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# Introduction

1. We have seen a steep increase in cycling in London as more and more people are taking to their bikes for a quicker commute. Government welcomes this increase but we want to do more to encourage more people across England, and not just in London, to cycle. Cycling means healthier, fitter citizens, less congested cities, less pollution and a more productive workforce. We want to see hundreds of thousands more people taking advantage of the benefits of getting on a bike. This government is committed to delivering a step change and this Delivery Plan set outs how we are going to do it.
2. The government is committed to giving people a realistic choice to cycle so that anyone, of any age, gender, fitness level and income can make the choice to get on a bike. The case for cycling as the natural choice for shorter journeys is strong, and the resulting benefits are wide reaching - to the economy<sup>1</sup>, to the environment, to the health of individuals and communities.
3. This Cycling Delivery Plan is a 10 year plan for England. A real step change in cycling cannot be achieved overnight, it requires strong leadership and commitment and vital long-term planning for incremental changes to take place until cycling becomes the norm for everyone. Cycling and walking are devolved issues, and Scotland, Wales and Northern Ireland have all developed, or are in the process of developing, their own forward plans for walking and cycling. This document summarises government's vision for cycling and walking and the role everyone - government, the wider public sector, stakeholders, business, and individuals - has to play in achieving this vision.
4. In April 2013 the All Party Parliamentary Cycling Group published a report setting out how to 'Get Britain Cycling'<sup>2</sup>, which included 18 recommendations to government. Further to this, in April 2014 the All Party Commission on Physical Activity published 'Tackling Physical Inactivity: A Coordinated Approach'<sup>3</sup> which also set out a number of recommendations to get the country more active. This followed on from the launch in February 2014 of 'Moving More, Living More', a cross-government commitment to increase physical activity for all age groups and carry on the legacy of the London 2012 Olympic and Paralympic Games. Through our past actions and the actions set out in this Plan, the majority of these recommendations will be met.
5. On 12th August 2013, the Prime Minister announced his intention to "kickstart a cycling revolution which would remove the barriers for a new generation of cyclists". This means a nation where cycling levels rival

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<sup>1</sup> Department for Transport will shortly publish a paper setting out the economic case for cycling

<sup>2</sup> <http://allpartycycling.files.wordpress.com/2013/04/get-britain-cycling1.pdf>

<sup>3</sup> <http://parliamentarycommissiononphysicalactivity.files.wordpress.com/2014/04/apcopa-final.pdf>

those in Denmark, the Netherlands and Germany. A nation of places where people want to live and work and where global companies are confident the infrastructure is in place for them to do business. As part of this announcement, 8 English cities and 4 National Parks were awarded £94 million of Cycling Ambition Grants to promote cycling across England.

6. This document is being released in draft so we can engage views. It sets out the specific actions that need to be taken in order to achieve government's vision. They are grouped into four broad themes; vision, leadership and ambition; funding; infrastructure and planning and safety and perceptions of safety. We welcome views on our plans as well as further suggestions on how to achieve our cycling ambition. A final Cycling Delivery Plan will then be published in the autumn. While the Plan is set for ten years, we expect to complete a biennial review of progress - with the opportunity to strengthen and create additional actions for the Plan at each of those reviews.

## Theme 1: Vision, leadership and ambition

- 1.1 The Government's vision is that walking and cycling become the natural choices for shorter journeys - or as part of a longer journey- regardless of age, gender, fitness level or income. We need a long term commitment to embed change. In order to measure progress towards achieving this vision, we have set out our ambition for cycling and walking up until 2025:

- To double cycling, where cycling activity is measured as the estimated total number of bicycle stages made each year, from 0.8 billion stages in 2013 to 1.6 billion stages<sup>4</sup>; and
- To increase the percentage of children aged 5 to 10 that usually walk to school from 48% in 2013 to 55%.

- 1.2 It is natural to extend the cycling commitment to walking. All of us walk to some extent every day and as a sustainable transport mode for everyday journeys it delivers similar benefits to cycling for both individuals and communities. For many, walking is the most achievable and accessible alternative travel choice, so supporting people who do not currently walk regularly but could do so is a lever towards reducing congestion, supporting local economies and creating healthy communities - as well as opening the door to greater levels of physical activity.

- 1.3 In order to achieve the ambitions set out above, strong leadership is critical at both a national and local level. The Prime Minister and Deputy Prime Minister, supported by their Ministers, are committed to creating a step change in walking and cycling in England. This is exemplified by the Government's commitment to creating a physical activity legacy from the London 2012 Olympic and Paralympic Games, as set out in the 'Moving

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<sup>4</sup> Cycling activity for the purpose of this document is measured as bicycle stages as in the National Travel Survey. The basic unit of travel in the National Travel Survey is a trip, which consists of one or more stages. A new stage is defined when there is a change in the form of transport. Counting bicycle stages rather than trips allows us to include journeys that involve a bicycle but where this is not the main form of transport (for example, cycling to a railway station to catch the train to work).

More, Living More' campaign. We have already more than doubled spend on cycling in comparison to the last government with £374 million being committed between 2011 and 2015 (£622 with match funding) for projects including the 8 cities and 4 National Parks Cycling Ambition Grants, over 80 cycle safety at junctions projects, over 13,500 cycle parking facilities at rail stations and more.

- 1.4** Leadership and vision are also vital at a local level. We need everyone to come together to deliver this step change. This Plan is therefore a call to action to local authorities and Local Enterprise Partnerships (LEPs) to affirm their commitment to drive up cycling across the country. In delivering this plan, the Government will set up partnerships with local authorities, where - in exchange for signing up to a series of actions that we believe are necessary to deliver ambitious changes in cycling and walking - local authorities will receive access to supporting tools and incentives, including knowledge sharing, priority access to funding and sector expertise. We are therefore calling for expressions of interest from local authorities who would be interested in forming this partnership with government, and would encourage such authorities to contact the Department for Transport as soon as possible via [Walking.Cycling@dft.gsi.gov.uk](mailto:Walking.Cycling@dft.gsi.gov.uk).
- 1.5** Annex B provides further information on how to make an expression of interest which is the first stage in the process. From there, we would expect local authorities to begin a dialogue with us about their level of ambition, and their expectation of government's role in the partnership.
- 1.6** In forming a partnership with government, we would expect local authorities to:
- Set a clear and specific vision for their area which outlines how cycling and walking will be increased and supported in a defined area over a defined period;
  - Develop a local walking and cycling delivery plan, supported by their own local partners - such as voluntary sector organisations;
  - Appoint an influential cycling and walking champion locally (be that an elected member, supported by senior officer or a key public figure);
  - Demonstrate a commitment to door-to-door journeys, and to creating safe cycling and walking provision through cycle proofing and pedestrian proofing new transport infrastructure and, where relevant, a planned and funded cycling and walking investment programme;
  - Demonstrate that their walking and cycling plans include steps to meet the needs of people from hard to reach groups – including disabled people, older people and others - where those needs are different from the needs of other people.
- 1.7** In exchange, partner authorities can expect government to provide access to a range of tools and incentives that will support them towards achieving their cycling and walking ambitions. These include priority access to new funding streams, support via the Department for

Transport's Active Travel Consortium<sup>5</sup>, access to support in implementing cycling and walking plans, including to an extended Local Sustainable Transport Fund (LSTF) knowledge sharing network, and a recognised mechanism for reporting operational barriers to delivering cycling and walking initiatives back to government.

- 1.8** Specific actions that will be taken by central and local government and by wider delivery partners in relation to vision and leadership are at Annex A.

## Theme 2: Funding

- 2.1** Funding for walking and cycling in England has steadily increased in recent years. For cycling, it is currently around £5 per person each year. However, there is still some way to go. The Government's aspiration is that – working with local government, and businesses, we can together explore how we can achieve a minimum funding packet equivalent to £10 per person each year by 2020-21 – and sooner if possible.
- 2.2** In July 2014 the Government announced a series of long-term Growth Deals, which allocated £6bn out of the £12bn that HM Treasury has committed to the Local Growth Fund over the next six years. With half of this £6bn awarded to transport projects and a further £6bn yet to be allocated, there is a great opportunity for local authorities to deliver a significant increase in cycling and walking in their local areas, supported by their LEP.
- 2.3** In addition to the Local Growth Fund, government has identified a number of continuous, long-term funding lines to support delivery of the actions set out in this Delivery Plan.
- 2.4** National support for cycling and walking: A long-term funding commitment to provide advice and expertise to local authorities on: access to finance; project and programme management; engaging LEPs, businesses and charities; scheme delivery; and many other aspects of developing and managing a successful cycling network. This will be delivered through the Active Travel Consortium.
- 2.5** Highways maintenance: the Department for Transport will shortly publish a consultation on how best to distribute the £976m a year highways maintenance fund from 2015-16 to 2020-21 to ensure a fair share goes to cycling and walking.
- 2.6** Strategic road network: The Department for Transport is preparing the Roads Investment Strategy for 2015-16 to 2020-21. The intention is to build a significant programme to tackle issues that have constrained the strategic road network's potential and seen it underperform, including cycle-proofing parts of the network.
- 2.7** Nearly all cycling and walking journeys are local journeys. Whilst the Government will do what it can to cycle and pedestrian-proof the strategic road network, it remains committed to the principles of localism and improvements to local roads will need to be led by local authorities.

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<sup>5</sup> An expert group to advise on best practice. This has already been established to receive Big Lottery Funding.

We therefore look to local authorities, with the support of their LEPs, to sign up to the commitments set out in Theme 1 above.

- 2.8** The specific actions we will take in relation to funding for walking and cycling are set out at Annex A.

## Theme 3: Infrastructure and Planning

**3.1** In August 2013 the Prime Minister announced his intention to "cycle proof" the road network - in other words, to ensure that cyclists are considered at the design stage of new and improved road infrastructure, which in turn benefits pedestrians too. Work to cycle and pedestrian proof roads has already begun, and the Highways Agency is leading on improving provision for cyclists and non-motorised users more generally, on and around the Strategic Road Network. Government expects local authorities to also take steps to cycle proof their local roads. In addition, the Government wants to ensure that all cycling interventions, wherever possible, benefit both the walking and cycling environment and, by considering the most vulnerable road users first, avoids bringing pedestrians and cyclists into conflict.

**3.2** There are a number of areas that government, through its Cycle Proofing Working Group, will address in order to realise our cycle proofing ambitions:

- Creating a single point of information about the best practice for creating and designing cycle-friendly streets;
- Ensuring transport professionals are trained and able to design infrastructure that works for cyclists;
- Ensuring that professionals understand how to improve cyclist provision whilst considering the needs and safety of other road users, not least pedestrians and people with specific needs;
- Working with the voluntary sector, professional institutions and bodies to promote good design and greater delivery of cycling infrastructure that also benefits walking, building on existing materials and best practice guides;
- Carrying out a six month review into how the planning system supports cycling and walking provision. The review will report back with specific, realistic recommendations for how we can improve application of the existing planning framework when it comes to walking and cycling.
- Infrastructure improvements such as improved pedestrian and cyclist access to facilities and wider cycle storage and parking.

**3.3** Actions that will be taken to improve infrastructure and planning arrangements for cycling and walking are included at Annex A.

## Theme 4: Safety and Perceptions of Safety

**4.1** Concerns over safety are often cited as one of the main reasons why people do not cycle or walk. For those who already cycle, perceptions of



safety are better with 48% of cyclists saying that it is too dangerous for them to cycle on the road compared to 67% of non-cyclists<sup>6</sup>. The Department for Transport is therefore developing a programme of work to address cycle safety issues with a view to both reducing the rate of those killed or seriously injured on the roads, and to publicly address the perception that cycling is not safe.

- 4.2** For people to choose to walk or cycle the conditions needs to be right, and the right support needs to be in place. For example, from a 2013 survey of Manchester Sky Ride participants, over 80% said they would definitely be encouraged to cycle more often if there were safer streets / cycle routes / paths. The street environment can be a discouragement to walking and cycling with a real or perceived feel of speed, noise, poor air quality and threat. Concern about safety is also a barrier to people cycling<sup>7</sup> and walking<sup>8</sup> and underpinning the commitments throughout this document is an acknowledgement of the need to prioritise improving safety and communicate these improvements.
- 4.3** The Government's vision is that every child who can walk or cycle to school should do so. In 2006/07 the Bikeability cycle training programme was launched, and over 1 million young people have been trained to the National Standard. The Government will now investigate how parents and children can be further supported in travelling safely and sustainably to school and will endeavour to continue funding Bikeability training post 2015/16.
- 4.4** The Government is committed to taking steps to both improve safety for cyclists and pedestrians, and to help break down any barriers that relate to safety. Therefore two groups are led by the Department for Transport - the Cycle Safety Group and the Justice for Vulnerable Road Users Group. These focus on specific safety and justice issues, and will be expanded to more explicitly cover pedestrian issues, as well as cycling issues.
- 4.5** Actions that will be taken to improve safety and perceptions of safety for cyclists and pedestrians are included at Annex A.

## Governance and Monitoring

- 5.1** Government work to increase cycling and walking is a key component of a cross-government strategy to promote physical activity. In February 2014, Lord Coe - the Prime Minister's Olympic and Paralympic Legacy Ambassador - and Ministers launched the 'Moving More, Living More' campaign<sup>9</sup>. The Cycling Delivery Plan is therefore a cross-government plan, overseen by a Ministerial sub-group on Physical Activity. The

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<sup>6</sup> Department for Transport (2013) British Social Attitudes Survey 2013: Public Attitudes Towards Transport, London

<sup>7</sup> According to the 2011 NatCen British Social Attitudes Survey, 67% of people said that they did not feel confident cycling on the roads. Around 60% agreed with the statement "it is too dangerous for me to cycle on the roads".

<sup>8</sup> A recent YouGov poll commissioned by Living Streets found around a third (34%) of the parents surveyed with children who attended primary school felt the area around their child's school was fairly or very unsafe - Living Streets 2014 - Putting Pupils First - Making the walk to school safer and easier

<sup>9</sup> <https://www.gov.uk/government/publications/moving-more-living-more-olympic-and-paralympic-games-legacy>

Secretary of State for Transport has overall responsibility for this Cycling Delivery Plan, with ongoing leadership for this work delegated to the Minister with responsibility for cycling and walking.

- 5.2** This Delivery Plan will be monitored regularly to ensure actions are on track, and that relevant outcome measures are showing the impact of these actions. Government will report annually to relevant Ministerial groups, and to the Department for Transport's High Level Group of walking and cycling stakeholders, and will also publish an biennial update on actions, available to the public.

# Annex A - Summary of Actions

<b>Theme 1 - Vision, Leadership and ambition: summary of actions</b>		
<b>ACTION</b>	<b>OWNER</b>	<b>TIMESCALES</b>
Local authorities to register their interest for creating a cycling and walking vision	Local Government	Initial call for registrations of interest - autumn 2014 Partnership discussions - 2014/15
Summit to launch the partnerships arrangement, developed in line with the principles above, and the Government vision for walking and cycling	Government	Autumn 2014
Shape partnership commitments between local and central government: Local authorities to shape their local ambition, vision and targets and government to develop their responding support package	Government Local Government	Autumn 2014 onwards
Allocate support for partner authorities to develop their own case for cycling and walking	Government Active Travel Consortium	By May 2015
Build on the Local Sustainable Transport Fund's knowledge sharing hub to support walking and cycling projects	Department for Transport Local Government City Ambition Grant recipients	2015
Promote emerging government opportunities to partner authorities, businesses and other interested stakeholders	All Government Departments	Ongoing

<b>Theme 2 - Funding: summary of actions</b>		
<b>ACTION</b>	<b>OWNER</b>	<b>TIMESCALES</b>
Work to reduce the administrative burden on local authorities in bidding for funds	Department for Transport	2015
Seek out new funding opportunities for cycling and walking, either through discrete funding streams, joined up cross-government funding, or innovative mechanisms such as Social Impact Bonds. Investment will be prioritised in local authorities signing up to the commitments in Theme 1	Department for Transport Government Local Government	Ongoing
Provide a continuous source of seed funding, up to 2021, to enable Partner Authorities (those signing up to the commitments in Theme 1) to access wider funding opportunities	Department for Transport	2015-2021
Utilise new and existing funding and investment programmes such as the Local Growth Fund and potentially Highways Maintenance to ensure that cycling and walking is considered as part other transport investment and improvement programmes	Local Government	Ongoing

<b>Theme 3 - Infrastructure and Planning: summary of actions</b>		
<b>ACTION</b>	<b>OWNER</b>	<b>TIMESCALES</b>
Work with local authorities to promote cycle and pedestrian proofing of local roads	Government Local Government	Ongoing

Cycle proof the Strategic Road Network, and set out how this will be progressed in the forthcoming Road Investment Strategy	Highways Agency	2015-2021
Through the Cycle Proofing Working Group, seek to identify best practice in cycle proofing  Promote conclusions to Local Government and engineers and create a One Stop portal for best practice	Department for Transport Cycle Proofing Working Group	2014 - 2015
Review the training needs of transport professionals in order to ensure a consistently high standard of inclusive and accessible provision of walking and cycling infrastructure on the Strategic and Local Road Network	Department for Transport Highways Agency Cycle Proofing Working Group	2014-2021
Complete the consultation and finalisation of the revised Traffic Signs and Regulations General Directions for 2015	Department for Transport	2015
Explore how pedestrian and accessibility representations can best be aligned within the Cycle Proofing Programme  Ensure that, where possible, any new cycling infrastructure projects take into account pedestrian needs, and vice versa	Department for Transport Highways Agency Local Authorities	Ongoing
Undertake a six month review into how the planning system supports cycling and walking provision. The review will report back with specific, realistic recommendations for how we can improve application of the existing planning framework when it comes to walking and cycling.	Cycle Proofing Working Group Department for Communities and Local Government	2014/15
In the longer term, work to ensure 'cycle proofing' of all transport modes is mainstreamed	Department for Transport All partners	Long Term

Take forward the findings of the feasibility study into an HS2 National Cycleway as appropriate		
Work with the eight English Age-Friendly Cities to pilot mechanisms to create physical and social environments conducive to older people walking	Department of Health Brighton & Hove, Leeds, London Borough Camden, Manchester, Newcastle, Nottingham, Sheffield, Stoke-on-Trent local authorities	Ongoing
Strengthen requirements for cycling and walking in franchise specifications for rail operators and in refurbishments of stations and new stations delivered by Network Rail	Government Rail stakeholders	Ongoing

<b>Theme 4 - Safety and Perceptions of Safety: summary of actions</b>		
<b>ACTION</b>	<b>OWNER</b>	<b>TIMESCALES</b>
Continue to address cycle safety issues by engaging with other government departments, freight and cycling representative groups, and vehicle manufacturers	Department for Transport Transport for London	Ongoing, with a plan of action in place by December 2014
Promote safe and sustainable school travel, for example by supporting Bikeability, increasing awareness of cycle training for children and adults, making teachers aware of how to access cycle training resources, and utilising local road design to establish safe routes to and around schools	Department for Transport Department for Education Local Authorities The Association of Bikeability Schemes British Cycling Stakeholders	2015
Develop a series of behaviour change projects to promote cycling and walking as a normal, accessible activity available to all	Department for Transport Department of Health Public Health England Local Health and Wellbeing Boards	2015

Initiate an ongoing programme of work to maximise the potential for electrically assisted pedal cycles (EPACs, or 'e-bikes') to enable targeting otherwise hard to reach journeys or audiences	Department for Transport Office for Low Emission Vehicles	2014
Carry out a review of the current legislative framework for road traffic offences and penalties and make recommendations to ensure the law reflects current concerns whilst being consistent and proportionate	Ministry of Justice Government Stakeholders Delivery partners	2014-2015
Request that the Sentencing Council review sentencing guidelines subject to any changes in the law following the review of the current legislative framework for road traffic offences and penalties	Ministry of Justice Sentencing Council	2020
Engage with the review of Magistrates Court sentencing guidelines	Sentencing Council Stakeholders	2017
Increase transparency on outcomes of cases from police, prosecutors and the courts and continue to explore ways of improving the quality of this data	Ministry of Justice	Ongoing
Implement a project to look into cycle crime and measures to tackle this	Department for Transport Home Office ACPO	2015

# Annex B - Partnership Projects

## Expressions of Interest

- B.1** The Department for Transport is calling for expressions of interest from local authorities who would be interested in setting a long term ambition for walking and cycling in their area, and who, as part of that ambition would like to work in partnership with government to secure its delivery.
- B.2** Expressions of interest in working with government on partnership projects to increase levels of walking and cycling should include the following information:
- An indication of the local authority's level of ambition for cycling and walking over a defined period;
  - Their expectation of government's role in the partnership, and how they would like to work with government;
  - Plans for engaging with key stakeholders and securing an influential cycling and walking champion;
  - A demonstration of the local authority's commitment to door-to-door journeys, and to creating safe cycling and walking provision through cycle proofing new transport infrastructure;
  - An outline programme plan, including, where relevant, a planned and funded cycling and walking investment programme.
- B.3** Expressions of interest can be submitted on an ad hoc basis, and local authorities will be contacted by a member of the Cycling Policy Team to discuss their proposal.
- B.4** Submissions should be made to [Walking.Cycling@dft.gsi.gov.uk](mailto:Walking.Cycling@dft.gsi.gov.uk).