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1. Foreword



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

The shared vision for cycling in Scotland sets a challenge for central and local governments, businesses, employers, stakeholders working on active travel and individuals. We are committed to working in partnership with others to deliver this vision. With one third of journeys under 2 miles, we believe our vision is achievable. We just need more people to cycle more often and in so doing, develop a cycling culture in Scotland.

The Scottish Government’s purpose is to focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. This first ever Cycling Action Plan for Scotland (CAPS) sets out how cycling, within the wider context of walking and active travel, contributes to this purpose, particularly through improving health, reducing congestion, reducing carbon emissions and providing a good transport alternative to persuade people out of cars.

The actions in this document aim to increase cycling across Scotland, supporting both new and experienced cyclists. It outlines a framework for delivering the vision, setting out what the Scottish Government will do, what we expect others to do and what outcomes we expect that action will achieve.

Cycling is a fun, healthy and a virtually free activity for those who have access to a bike. Learning to cycle safely can help young people become confident, independent teenagers and adults. Designing our communities to make walking and cycling safe and easy, leads to increased visibility of cyclists and pedestrians and helps create attractive places to live. Choosing to commute to work and to school by bike helps reduce congestion in our towns and cities, is one of the cheapest forms of travel and can help maintain a healthy mind and body. That is why we would like to see, by 2020, 10% of all journeys in Scotland made by bike.

A handwritten signature in dark ink, which appears to read 'Stewart Stevenson'.

Stewart Stevenson, MSP
Minister for Transport, Infrastructure and
Climate Change

Supported by the CAPS Board

2. Introduction

Currently 1% of all journeys by Scottish residents are made by bicycle (*Scottish Household Survey Travel Diary, 2008*), and we would like to see this increased tenfold to 10% by 2020. Although this is an ambitious vision, we believe it is achievable. Around half the short journeys made (under 2 miles) are made by car; many of these could be switched to bike. This Action Plan aims to provide a framework to help create an environment which is attractive, accessible and safe for cycling.

The majority of this Action Plan is structured around the key issues that emerged from the Scottish Government consultations undertaken in 2008 and 2009, and the recent findings of the Transport, Infrastructure and Climate Change (TICC) Committee.

We asked the people of Scotland what would encourage them to cycle more often; the analysis of those [consultation responses](#) has been published. The TICC Committee also consulted in 2009 as part of its inquiry into active travel. The Committee's [subsequent report](#), published in March 2010, concluded that action was required on cycle training, planning, speed limits, infrastructure improvements, leadership and funding. Each of these areas is addressed in this Action Plan.

3. Framework for Delivering More Cycling

This Action Plan provides a framework for delivering the vision, setting out what the Scottish Government will do, what we expect others to do and what outcomes we expect that action will achieve. Together the actions in this document will increase cycling across Scotland and will also directly contribute to the targets set out in the [National Physical Activity Strategy \(Let's Make Scotland More Active, 2003\)](#).

As the TICC committee concluded, leadership is needed at all levels to achieve the vision. Action will be required from individuals, from communities, from businesses, from cycling organisations, from Local Government and from Scottish Government. Using the World Health Organisation's definition of "advocacy", this Action Plan includes:

'A combination of individual and social actions designed to gain political commitment, policy support, social acceptance and systems support for a particular health goal or programme.' – WHO 1995

Central and local government policies and programmes need to acknowledge that active travel including cycling and walking can help deliver their outcomes. In particular, mechanisms which will support the achievement of the National Indicators and identify local indicators through the Single Outcome Agreements (SOAs), should be developed and strengthened.

Scottish Ministers are leading this through:

- Setting an ambitious vision for cycling;
- Publishing this framework for action;
- Investing in the strategic national cycle network (NCN) and its links to key destinations;
- Working in partnership to ensure the national network links with local cycling and pedestrian access networks provided by local authorities;
- Working in partnership to make our roads safe for all, including cyclists, for example through lower speed limits, good design of roads and cycle infrastructure and segregated paths where appropriate;
- Facilitating the coordination of action by different partners, such as on cycle training;
- Seeking opportunities to ensure cycling (both on and off-road) is an integral part of decisions on planning, travel by other modes, training of professionals and travel planning by employers;
- Developing the National Planning Framework for Scotland 2 (NPF2) which seeks to “promote development which helps to improve health, regenerate communities and enable disadvantaged communities to access opportunities.”
- Investing in community cycling, particularly focussed on those where the health benefits would be greatest, or those without access to a car or other convenient motorised transport, and in supporting good on-line local information.

The following sections in this Action Plan consider each of these areas in more detail, setting out specific actions and desired outcomes. A Cycle Forum led by Cycling Scotland will report to the Scottish Government annually on the impact and progress of this Action Plan.

4. Section A – Skills Development

4.1. Cycle Training

For many people, part of growing up involved learning how to ride a bike. This would either be done by parents or friends, or formally through cycle training at school in P6/7 (Scottish Cycle Training Scheme). Formal cycle training can give parents and teachers more confidence in children's ability to cycle independently on and off road. Currently around 2% of school children cycle to school: we want to increase this and to encourage those children to become cycling adults. To do so, we need to provide support and encouragement to local authorities to make on-road cycle training available to all of their P6/7 pupils, thus ensuring they have the right skills and awareness to cycle safely and confidently.

Currently there are 3 levels of cycle training available in Scotland:

- **Level 1 – Ready Steady Bike** aimed at P3-5 pupils teaching cycle skills and produced by Cycling Scotland.
- **Level 2 – Scottish Cycle Training Scheme** aimed at P6/7 which teaches on-road skills and is produced by Road Safety Scotland.
- **Level 3 - Go by Cycle** aimed at P7-S2 pupils teaching independent journeying and produced by Cycling Scotland.



Photograph courtesy Cycling Scotland

In Scotland cycle training is delivered mainly by a volunteer workforce, trained by accredited trainers, including Active Schools Co-ordinators and Road Safety Officers. Around 140 trainers per year undertake the four day instructor course run by Cycling Scotland and Road Safety Scotland organised a certificated Continuing Professional Development Scottish Cycle Training Scheme course to around 80 Road Safety Officers in March 2010. These networks in turn cascade the training to the volunteer trainers at local level.

The Scottish Government will continue to provide support to increase this workforce and to establish a database of trainers and introduce a coordinated approach to ensure that local authorities deliver training in their areas effectively and efficiently. We will work with delivery bodies to establish a support network for the cycle training volunteers to ensure they are valued and receive the training and resources needed to deliver quality cycle training at the local level.

At the TICC Committee's recent inquiry into active travel, the Minister for Transport, Infrastructure and Climate Change stated that not enough children are receiving training at present and that the situation could certainly be improved. So the Scottish Government will support the establishment of a Cycle Training Standards and Delivery Support Group (CTSDSG) chaired by Cycling Scotland. This group will identify mechanisms to provide support and encouragement to local authorities in delivering on-road (level 2) cycle training to P6/7 pupils and to introduce levels 1 and 3 to include P3-5 and P7-S2 year pupils, where there is a demand. It will also produce a delivery plan to ensure the current fragmented approach is replaced with one coordinated approach.

There is also an opportunity to link training to [Active Nation](#), part of the Commonwealth Games legacy plan for Scotland. Active Nation encourages and inspires all Scots to get more active in their everyday lives in the exciting run up to the 2014 Commonwealth Games and beyond.

Once the delivery plan for cycle training has been agreed, the Scottish Government will consider any associated funding proposals.

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

Outcome 1: An increase in pupils receiving on-road cycle training and an increase in the number of volunteers available to deliver the training.

4.2. Cycling Education - Skills for Professionals

This Cycling Action Plan for Scotland aims to improve cycling education across Scotland, focussing on teachers, developers, planners, engineers and designers. Training courses exist already in the form of Making Cycling Mainstream (MCM), which is run by Cycling Scotland. This course consists of 10 modules, taking between a half and one day to complete. These modules tend to be focused on the needs of road and transport planners but there is no reason why courses for teachers and other professionals could not be included as part of the same framework. Cycling Scotland will review the content of the current MCM modules and work towards the modules being accredited as Continuing Professional Development (CPD) for other professionals.

Teachers

Teachers can play a fundamental role and set an example. They may or may not join in a school's cycle training programme due to a variety of factors, such as availability, skills, confidence and training. In some cases, such as in Moray, teachers have taken the initiative to ask for more cycle training and facilities. Training teachers in both the benefits of cycling and the capability of accompanying children on cycle rides could be an effective way of creating 'champions' within classrooms and schools.



Photograph courtesy Cycling Scotland

Training could be in the form of a module, integrated into teaching degrees, especially degrees in primary education. This could cover basic skills, the capability required to accompany child cyclists on-road and advanced skills such as an accredited cycle trainer and cycle maintenance.

Through the Curriculum for Excellence, teachers are able to integrate lessons that will enable all young people to become successful learners, confident individuals, responsible citizens and effective contributors.

Planners and Designers

The ten MCM modules have been available for some time and the uptake amongst professionals could increase if the modules were validated and accredited as CPD. This would give the modules an official status equivalent to other vocational qualifications.

Module 1: The Importance of Cycling (Half day)

Module 2: Planning and Designing for Cyclists (Full day)

Module 3: Focused Case Study (Half day)

Module 4: Practical Cycle Audit (Full day)

Module 5: Promoting Cycling (Half day)

Module 6: Travel Plans and Cycling (Half day)

Module 7: Local Transport and Development Plans (Half day)

Module 8: Stakeholder Engagement (Half day)

Module 9: Rural Access and Recreational Cycling (Half day)

Module 10: Monitoring and Targets (Half day)

Contact Cycling Scotland at www.cyclingscotland.org for more information.

Other Professionals

The MCM modules also provide scope for delivery to health professionals, councillors and local authority officers. Selected modules could be delivered and would provide increased awareness of cyclists and cycling to these groups. In addition, cycle mechanic qualifications exist, including the industry standard *Cytech*, provided by the Association of Cycle Traders and *Weldtech* provided by the Edinburgh based Bike Station, for those who are looking for a more technical qualification.

THE BIKE STATION, EDINBURGH

The Bike Station's 'Better way to work' project, funded through the Scottish Government's Climate Challenge Fund, aims to increase cycling numbers through direct contact with commuters, providing a comprehensive range of measures to promote cycling. These include cycle training, promotional and marketing activities, loan bikes, incentives for cycling, support for employers to promote cycling and cycling facilities, Dr Bike bicycle maintenance and high profile cycling activities, such as the Edinburgh Cycle Challenge. The project is based on the Bike Station's previous work and experience in identifying barriers to cycling, and has given it the resources to tackle them.

The project works with employers and through them their employees, providing opportunities to talk directly with potential cyclists. Between February and May 2010, 85 Edinburgh employers signed up, representing over 12,000 employees.

27% of people who bring a bike to a Dr Bike maintenance session say that they cycled in especially for the event and would not otherwise have cycled; 60% of people say that since the previous Dr Bike session they have cycled more as result, demonstrating the lack of a properly maintained bike as a common reason not to cycle.

Part of the project is the Edinburgh Cycle Challenge, a web-based cycling campaign encouraging companies and individuals to compete against each other to achieve the highest cycling rate. The Challenge is backed up by events at workplaces, posters and promotional material and bikes for loan. Over 130 organisations took part in the Challenge, with over 1,800 individuals registering well over 12,000 cycle trips.

9% of participants had not cycled in over a year. The Cycle Challenge was run on behalf of the Bike Station by Challenge for Change Ltd, and the Edinburgh Challenge was the largest campaign they have run in the UK, outside of London.

For more information go to:

www.thebikestation.org.uk or www.findabetterwaytowork.org

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

Outcome 2: To produce a skilled workforce that can plan, design and deliver infrastructure and education which will increase the numbers of children and adults receiving cycle training and will provide the necessary facilities to support more people cycling.

4.3. Cycling in the Community

Many responses to the consultation emphasised the need for planning decisions involving cycling infrastructure to be more inclusive of the local community, to ensure the subsequent infrastructure is as visible as possible.

Taking into account social inclusion and tackling areas of deprivation, we will expand our support to community groups through the Community Cycling Innovation Fund, administered by Cycling Scotland, including encouraging communities to provide on-line mapping of cycle routes in their areas. This will enable local communities to run their own cycling events or clubs and could take the form of:

- cycle loans for those with no access to a bike; currently only 37% of households have access to a bicycle (*Scottish Household Survey, 2008*).
- cycle training skills for beginners and refresher courses for returning cyclists;
- led cycle rides and cycle maintenance classes;
- encouraging cycling as an activity to improve mental health and wellbeing and
- local route planning.

Community involvement and support can be crucial to changing the way we travel or what we do for leisure and to keep healthy. Cycling Scotland will revise the criteria for its Community Cycling Innovation Fund to ensure that all communities can bid for funding for projects in their areas that would increase the numbers of people cycling. We will increase the total funding available to communities from **£20k to £150k** this year and monitor the uptake and outcomes of each individual project. We will assess the outcomes at the end of the financial year. Previous grant recipients have included:

SOUTH CITY FAMILIES ON WHEELS

South Edinburgh Healthy Living Initiative (SEHLI) is one of ten projects managed by the voluntary organisation Health in Mind (HIM). HIM spans Edinburgh and the Lothians delivering mental health services whilst raising the profile to reduce associated stigma. Deriving from the national healthy living agenda, SEHLI engages local residents and agencies in the planning and delivery of services to address mental health and wellbeing in a holistic way, including physical activity therapies.

The cycling project in SEHLI offers parents an opportunity to engage in teaching their children bike skills, whilst gaining or refining cycling skills themselves in a fun and supportive environment. This work is carried out in partnership with nurseries that host the sessions and identify the families for involvement. It is hoped the project will encourage and enable families to cycle together more often in their community environment.

**F.A.R.E.,
EAST GLASGOW COMMUNITY & SCHOOL**

F.A.R.E is an award winning community based charity based in the Easterhouse area of Glasgow. It was started by local people for local people in 1989. Although most of the work is aimed at young people, F.A.R.E works with families in the area and supports them in any way they may need it. It runs a number of youth clubs across Greater Easterhouse providing activities for young people to get involved in. It also does street work to engage with young people not accessing other services.

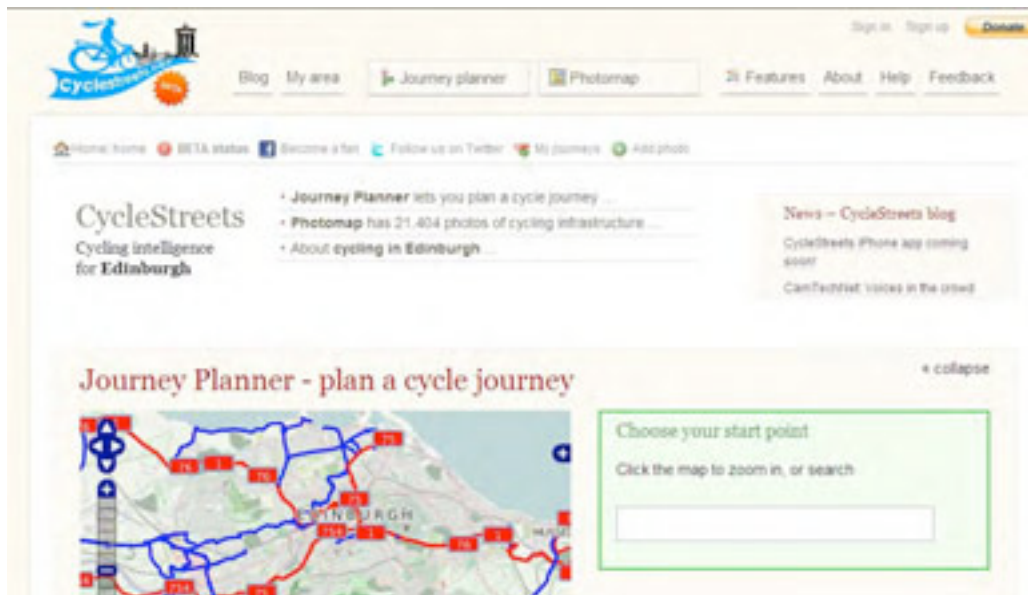
This cycling project will bring together the community and improve the health and wellbeing of the local area by offering people the opportunity to cycle when before they may not have had the chance. These opportunities will be during the school day. Out with these times, the bikes will be stored in a large container on the school grounds to provide easy access to the whole community.

On-line Cycle Journey Planner

In order for people to make their own decisions about how best to travel around their community, the provision of the right information, at the time they need it, is important. Paper maps are extensive and fairly easily available, but can be cumbersome and hard to read for some people. In addition, they are not always practical on a bike. The option of an accurate, online, easy to navigate system for cycling routes could be crucial in getting more people to cycle for shorter journeys.

Online route planning websites are numerous - the most popular ones are [Travelinescotland](#) and [Transportdirect](#). These websites plan mainly public transport journeys, although Transport Direct also provides car journey planning. Traveline Scotland does not include a cycling option in its results, whereas Transport Direct is currently rolling out cycle routing across England and hopes to cover every urban postcode in England by 2012 in time for the Olympic Games.

In 2008, the Scottish Government funded the creation of a cycle journey planner for Edinburgh based on the [openstreetmap](#) website, through an organisation called Changing Pace. Openstreetmap is an example of an 'open source' approach in that it uses user contributions and is free for anyone to edit and add to. The Edinburgh planner was based on a similar planner for Cambridge created by the Cambridge Cycling Campaign. This in turn evolved into [Cyclestreets](#), a cycle route planner that covers many towns and cities in the UK. This resource is delivered by local cyclists, who know local routes well. And, as it is open source, it could also be used as an educational tool in schools to teach mapping and GPS skills.



Screen-grab of Edinburgh Cyclestreets

On the basis of the success of the Edinburgh mapping tool, the Scottish Government will support communities and local cycling groups to map their own areas and further develop the on-line cycle journey planner resource. This should also link to existing mapping work for Core Paths Plans and existing path networks so as to maximise the benefit to other users including walkers. This support will be available through Cycling Scotland's Cycling Innovation Fund.

The rise in popularity of smart phones has provided a market for specialist applications and we will follow these developments. A smart phone application for cyclestreets is due to be launched in June 2010. If it is useful for cyclists in Scotland, we will consider how best to support its use across the country. A route planner application would allow many cyclists to plan and change routes whilst on the move.

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 encourage the development and maintenance of online cycle journey planning by local communities.

Outcome 3: An increase in the number of people cycling in all communities.

4.4. Cycling at School and Mountain Biking

The annual Sustrans' Hands-Up Survey which asks over 400,000 school children how they normally travel to school shows that when young people move from primary to secondary the numbers cycling to school reduce. To encourage secondary school pupils to continue or to re-discover cycling we will support the growth of after school bike activities and cycling for fun and for sporting pursuits, especially mountain biking.

The recently published [Mountain Bike Framework](#), has an ambitious target of increasing the number of participants by 25% over the next five years. This does not mean everyone just heading to the hills – the framework encourages the use of off-road tracks near to where people live, and is also looking to the development of more mountain bike trails in urban settings. We have some fantastic countryside in and around our towns and cities, an easily accessible asset whose value we should realise in a sustainable and responsible way. We need to promote cycling as a fun activity - whether it be on the commute to school, mountain biking at the weekend or in a more formal setting of a sports cycling club – and respond to everyone's needs. This will also involve better education about enjoying Scotland's outdoors and the rights and responsibilities involved in using off-road networks as explained in the [Scottish Outdoor Access Code](#).

BANNERMAN HIGH SCHOOL, GLASGOW

Bannerman High School was selected to be part of the School Bicycle Loan Scheme run by Glasgow City Council in 2006. An initial loan of 21 bikes to students evolved into an after-school bike club, run by a local police officer and supported by school staff. The club meets once a week and involves some of the less engaged, harder to reach students in the community. The school has now built its own mountain bike circuit and was the location for the launch of the Mountain Bike Framework in February 2010.

Data from sportscotland for 2005-07 suggests that there are 123,000 mountain bikers over the age of 16 and a further 15,000 at 15 years of age and under. The UK Tourism Survey shows that mountain bike trips to Scotland can generate an estimated £39 million for the Scottish economy (*Mountain Bike Framework, 2010*). With Scotland's stunning scenery, accessible countryside and the world class routes at trail centres, the potential for further economic and sporting success, while also contributing to the health and physical activity levels of the nation, is immense. There is an unprecedented opportunity for mountain biking to offer a unique experience of fun and challenge to everyone in Scotland.

Glasgow is hosting the Commonwealth Games in 2014 and one of the targets in the Mountain Bike Framework is to assist Scots to win at least five medals in World or Commonwealth mountain biking competitions. We will continue to work with all the key stakeholders involved in promoting mountain biking in Scotland.

Cycling initiatives working alongside Scottish Government and Partners include:

BIKE CLUB

Bike Club is a new initiative that enables children and young people to benefit from cycling-related learning activities within their communities. Bike Club works with youth clubs, schools, out-of-school-hours projects and other groups to establish cycle training, mechanical courses, expeditions, creative projects and a range of other rewarding experiences.

Bike Club is a partnership between three organisations:

- Youth Scotland - the largest non-uniformed youth organisation in Scotland;
- CTC - the UK's national cyclists' organisation; and
- ContinYou - experts in non-formal learning.

Two Bike Club development officers, in Glasgow and Edinburgh, will provide advice and support for young people and children's groups, welcoming applications for individual project funding. Supermarket chain Asda's Pedal Power campaign is bringing £486K of funding to support children and young people's cycling in Scotland. By September 2012, at least 74 Scottish youth groups and young people's projects will have received direct assistance through Bike Club's programme of small grants. Many of these grants will be combined with match funding, expanding still further the positive impact of Bike Club's work. Where necessary, the Scottish Government and key stakeholders will work with Bike Club partners to ensure a successful start to this exciting project.

Further information about Bike Club can be found at www.bikeclub.org.uk.

SUSTRANS I BIKE

School children in Edinburgh and Perth will be encouraged to start cycling to tackle their decreasing levels of physical activity as part of a two year pilot project. The new project called Sustrans I Bike will work particularly with girls as the main target group and will focus on the transition years from primary school to secondary school.

Cycling industry initiative the Bike Hub is funding two Cycling Officers to work with five secondary schools and their feeder primary schools in Edinburgh and Perth, in a project supported by the Scottish Government, Edinburgh City Council and Perth and Kinross Council. These officers will organise cycle to school events, cycle training and bike maintenance for girls. They'll also inspire girls to banish their cycling-related image worries and will promote its wider health and fitness benefits. As well as encouraging girls to take to two wheels, the project will also include whole school activities, benefitting boys too.

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.

Outcome 4: An increase in the number of school cycling activities and the development of cycling as an option for extra curriculum activity.

Action 5: To encourage participation in and to promote the annual Hands Up Survey in September, as part of the criteria for Sustrans' safe routes to school funding..

Outcome 5: To monitor changes in active travel to school.

4.5. Cycle Friendly Employer Award

The benefits of cycling to work

The most common benefits of commuting by bike are to the employee directly through improved health. A [study](#) undertaken in the Netherlands also suggested that a healthier workforce benefits the employer who loses fewer working days to sickness and/or has reduced medical and health costs. There is a further benefit to society in that costs to the health service are reduced. A significant increase in cycle commuting, particularly amongst people who are normally not active, will support the outcomes of the Government's Obesity Route Map which highlighted the workforce as a key target group.

Wider benefits of promoting cycling to work could include fewer cars on the road which may help to reduce congestion and improve journey times. Significantly increasing the numbers who cycle to work will also help the Scottish Government achieve its Climate Change target to reduce emissions by 42% by 2020. There is also an opportunity for those converting to cycling to work to register with Active Nation as a personal activity goal and become part of the Commonwealth Games legacy.

New support for Private Sector Employers

The Scottish Government will trial an interest free loan scheme in 2010/11 through the Energy Saving Trust to encourage private sector employers to become Cycle Friendly Employers. In its first year, the scheme will be worth a total of £150k. By offering private sector employers an interest free loan of up to £20k, re-payable over an agreed period, funds could then be re-cycled over time to provide further loans for the duration of the scheme.

The Scottish Government already funds the Energy Saving Trust to provide a free travel plan advice service to a wide range of organisations across Scotland.

This service is designed to help organisations develop and implement a range of measures which encourage more active and sustainable travel to and from their sites.

A free bespoke consultancy service is provided through its Advice Centres, while the online resource centre [Choose another Way](#) provides a range of advice on sustainable and active travel choices, and includes the online travel plan management facility - My Travel Plan.

Facilities and services

Responses to the CAPS consultation suggested that safe and secure bike parking, protected from the elements, was important. Other requirements included changing facilities, lockers, showers and facilities to dry clothes.



Photograph courtesy Scottish Government

There is also scope to include bike maintenance and cycle training as part of being a Cycle Friendly Employer. As safety, and perceptions of safety are key barriers to an increased uptake of cycling, adult cycle training could help overcome this (though it would still depend on other measures).

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

Outcome 6: In 2010/11 at least 8 private sector organisations will benefit from an interest free loan to encourage a minimum of 10% of their workforce to cycle to work.

Employers and individuals can also take part in annual events such as Bike Week.

BIKE WEEK

Bike Week is the UK's biggest cycling event – a week-long series of activities and rides happening across the country, set up to get more people cycling more often.

Founded in 1923 by the CTC, Bike Week is now run by a central Bike Week HQ, and is co-ordinated in Scotland by Cycling Scotland. The event puts a major spotlight on cycling at the start of the summer (in June) to encourage people to get back into the cycling habit. Around 250 events take place in Scotland each year, with around 40,000 people taking part. Bike Week also generates large amounts of positive media coverage for cycling.

The week's activities are tailored to all levels and abilities in order to encourage new cyclists and existing cyclists who haven't been on their bikes for a while. There are many introductory activities going on that make Bike Week the perfect time to start giving cycling a try, from Dr Bike maintenance checks and Bike Breakfasts in workplaces, to gentle off-road rides for beginners. Lapsed cyclists with a bit more experience also have plenty to pick from to inspire them to rediscover the joys of cycling, with hundreds of rides to take part in of varying lengths from short fundraising rides to long-distance challenge events.

Information on all the events and activities, plus advice and support for event organisers can be found on www.bikeweek.org.uk

Section B – The Network

5.1. National Cycle Network

The National Cycle Network (NCN) comprises over 12,490 miles (20,100 km) of signed and promoted cycle routes across the UK, of which approximately 1,926 miles (3,100 km) are in Scotland. The NCN provides long-distance cycling opportunities, but also important community links to encourage everyday journeys to be made sustainably.

Typically, NCN routes follow traffic-free paths; minor or traffic-calmed roads; segregated routes through towns and re-determined rural footways. Where there is no practical alternative, the NCN may interface with or cross trunk roads with the agreement of Transport Scotland. Routes that are part of the NCN are identified by blue cycle route signs with red number patches.

The aims of the NCN are to:

- Provide a nationwide network of safe, attractive, high quality routes for all non-motorised users, including pedestrians, cyclists, wheelchair users and equestrians;
- Promote walking and cycling as forms of transport which link communities and public transport options. The Network aims to provide a standard appropriate to the needs of people of all ages and abilities;
- Stimulate wider measures benefiting pedestrians and cyclists and help promote local and regional networks.

The NCN is constructed to an appropriate standard to attract a wide range of users and abilities:

- A competent 12 year old child cycling unaccompanied;
- Family groups with younger, supervised children; and
- All novice cyclists (aged 12 years and above).

The network is promoted and developed by the sustainable transport charity Sustrans, in partnership with local and national roads and planning authorities, the Forestry Commission, British Waterways, Scottish Natural Heritage, National Park Authorities, landowners and other bodies. Detailed online maps and details of route numbering are available at [Sustrans'](https://www.sustrans.org.uk) website.

Transport Scotland takes an active role in delivering key routes that interface with the Trunk Road network. The Trunk Road Cycling Initiative launched in 1995 determines that, wherever practicable, measures to benefit non-motorised users should be incorporated into road schemes. A key strategic aim in taking the NCN forward is to ensure that it provides more convenient alternatives to individualised transport and helps achieve a meaningful shift to more active and sustainable modes of transport.

As such, it is vital that local and regional bodies are engaged in developing the network and linking it with wider area transport and planning initiatives. Route continuity is a fundamental aspect of the NCN and all opportunities should be taken by roads and planning authorities to improve access to it by:

- actively endeavouring to link the NCN to communities;
- integrating the network with other transport and social infrastructure;
- expanding local and regional walking and cycle networks to link with it.

National and local roads and planning authorities should consult Sustrans on any proposed alterations to the NCN (for example, temporary or permanent diversions by developers or infrastructure schemes that may impact on a route) and any diversions should be clearly signed.

Scotland has also seen an accelerated growth in the on and off road infrastructure specifically provided for cycling.

New residential developments such as that to the east of Dunfermline have wide segregated and continuous routes built in. The National Cycle Network has grown from recommended safe cycling and walking routes to links to many destinations that greatly improve the cycling environment. The implementation of the Core Paths Plans (CPP) across Scotland will give additional opportunities for the NCN to link with other existing local networks providing walkers and cyclists with a tremendous resource for both functional and leisure trips.



Photograph courtesy Sustrans

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

Outcome 7: Completed National Cycle Network in Scotland

5.2. Planning, Access Legislation and Guidance

The Scottish Planning Policy is a statement of the Scottish Government's policy on nationally important land use planning matters. The planning system has a role in helping to create an environment where physical wellbeing is improved and activity made easier. Access to good quality open spaces can encourage people to be physically active and aid health and wellbeing.

In settlements, networks of linked, good quality open space are important for their contribution to amenity and their role in nature conservation, biodiversity, recreation and physical activity. Rural areas provide a wide range of outdoor recreation opportunities, many of which are closely linked to the quality of the environment. Planning authorities should support, protect and enhance open space and opportunities for sport and recreation.

There will also be encouragement given to communities to actively engage in the new planning system and also for local authorities in national projects such as the Central Scotland Green Network (CSGN) which is part of National Planning Framework 2 (NPF2).

Statutory access rights under the Land Reform (Scotland) Act 2003 apply to most land and inland water in Scotland, underpinning opportunities for outdoor recreation and for getting from place to place. The access legislation in Part One of this Act aims to make it easier for people to enjoy the outdoors and to be clear that they have a right of 'responsible' access. The [Scottish Outdoor Access Code](#) (SOAC) at gives detailed advice and guidance.

Cycling, walking and horse riding are encouraged on most paths and routes as long as it is done so responsibly and takes into account other users of the route and those who live and work in the area. This can be seen for example in Loch Lomond and the Trossachs National Park which has an excellent variety of cycle routes for everyone, from flat tarmac routes or wide forest tracks for families, to hard-core trails and challenging terrain for [mountain bikers](#). Enjoying leisure cycling, and gaining confidence in their cycling skills in a traffic-free environment, may lead to people considering using their bike for functional trips as part of their day to day activities.

LOCH LOMOND AND THE TROSSACHS NATIONAL PARK

West Loch Lomond Cycle Path

A 16.5 mile route between Balloch and Tarbet, with only three short stretches on minor roads. There are railway stations at both ends making this a sustainable way to travel to the National Park.

Clyde and Loch Lomond Cycle Way

This popular section of National Cycle Route 7 runs from the heart of Glasgow to the village of Balloch at Loch Lomond, on an almost entirely traffic-free 20 mile tarmac route.

Loch Ard Family Route - Queen Elizabeth Forest

An easy 7 mile trail near to the Loch along a fairly flat tarmac route.

For more information visit <http://cycling.visitscotland.com>.

Cycling by Design published by Transport Scotland in June 2010, is a comprehensive guide of contemporary examples of best practice in cycling design. Its primary focus is the establishment of guidance for practitioners throughout Scotland to ensure consistent and appropriate design. Transport Scotland requires consultants and contractors working on trunk road projects to follow this guidance.



Photograph courtesy of Cycling Scotland

CITY OF EDINBURGH COUNCIL

The City of Edinburgh Council is working with NHS Lothian and local cycle and pedestrian groups to develop an Active Travel Action Plan for Edinburgh. The plan will address both walking and cycling. It will cover the period to 2020, but will focus on the next three to four years. There will be a particular emphasis on working towards the ambitious cycling targets that the Council has signed up to in the 'Charter of Brussels'. These include a target that by 2020, 15% of trips in the city are made by bike and that the fatality rate for cycle trips is cut by 50%.

The Action Plan will address infrastructure, marketing and education. It will be building on success. Edinburgh has promoted cycling since the mid 1980s and has supported walking through both planning and transport policies. The proportion of people riding a bike to work has more than quadrupled from 1.1% to 5% between 1981 and 2010. Walking to work in Edinburgh continues at a strong 18%, and has shown signs of an increase in recent years.

Designing Streets, published March 2010, is a Scottish Government policy statement for street design in residential areas. It sits alongside **Designing Places** (*Scottish Executive, 2001*) which sets out government aspirations for design and the role of the planning system in delivering these.

There are other publications which focus on off road design, where road design standards would not be appropriate in countryside settings i.e. Lowland Path Construction Guide (PFA/SNH) by [Paths for All](#).

SMARTER CHOICES, SMARTER PLACES

Smarter Choices, Smarter Places (SCSP) is a three year Scottish Government/COSLA sustainable transport demonstration programme in seven Scottish communities (Barrhead, Dumfries, Central Dundee, Glasgow East End, Kirkintilloch & Lenzie, Kirkwall and Larbert & Stenhousemuir) established in 2009.

£10m of Scottish Government funding and £5m of local matched funding will be used to provide or improve infrastructure and support a range of behaviour change interventions. The aim is to increase active travel and public transport use and reduce car use. All seven SCSP communities are carrying out work on cycling. This includes providing facilities such as Scotland's first self-service cycle hire scheme as well as new on and off road cycle paths and cycle parking. Cycling is also being promoted through personal travel planning, family cycle skills sessions and school cycle training.

The extensive monitoring and evaluation of the programme includes qualitative and quantitative data on attitudes to cycling in the seven SCSP communities. This will help to identify and overcome local barriers to individuals taking up cycling.

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.

Outcome 8: More well designed, accessible cycling facilities across Scotland

5.3. Public Transport Integration

ScotRail, as part of its Franchise Agreement with Scottish Ministers, has fulfilled its commitment to providing secure cycle facilities at all railway stations in Scotland. However, ScotRail continues to seek new external funding sources to improve current facilities. In 2007, a funding contribution was provided by the Highlands and Islands Transport Partnership to boost a general £9.2m refurbishment programme. This delivered increased cycle spaces on 25 Class 158 trains based in Inverness allowing them to carry four bicycles safely rather than just two as previously arranged. These improvements were recognised in the UK National Cycling-Rail Awards for 2008, in which ScotRail won the award of “Most Innovative Approach”.

In addition, to providing cycle spaces on trains, ScotRail is keen to encourage and develop new ideas to help support greater rail – cycle integration. One such idea is cycle hire at stations near tourist destinations – on presentation of a valid rail ticket, discounts are now available for cycle hire at Fort William, Inverness and Blair Atholl stations.

Recently ScotRail published a new ‘Connections’ guide which aims to clarify, among other issues, the carriage of cycles on trains. This guide was produced to give clear and concise guidelines, to both staff and passengers, on many aspects of travelling with a bicycle on trains, including what routes pre-booking is required, how to make these bookings, helpful tips when travelling with a bike, and the types of bicycles that can actually be taken onto trains. The guide is available at all staffed rail stations and can be viewed on [ScotRail’s website](#).

The Scottish Government will seek to encourage modal integration where possible while mindful that the carriage of bicycles on buses remains a matter for individual bus operators. For example, Stagecoach often uses a bike-friendly bus on the No.81 service between Lockerbie and Dumfries. The regional transport partnership (SWESTRANS) subsidises a bike-friendly bus service between Dumfries and Stranraer (No.500 service) and it has aspirations to extend this service through to connect with trains from Edinburgh at Lockerbie. Dumfries and Galloway Council also still operates the Bike Bus shown below.



Photo courtesy SWESTRANS

This Action Plan supports the requirements in Cycling by Design for cycle parking at train stations to be replicated for bus/coach stations, at five spaces per 100 peak period passengers. Through the SQUIRE process, Transport Scotland is reviewing rail cycle storage provision across Scotland to help inform future strategy.

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.

Outcome 9: A better integrated and multi modal transport system in Scotland.

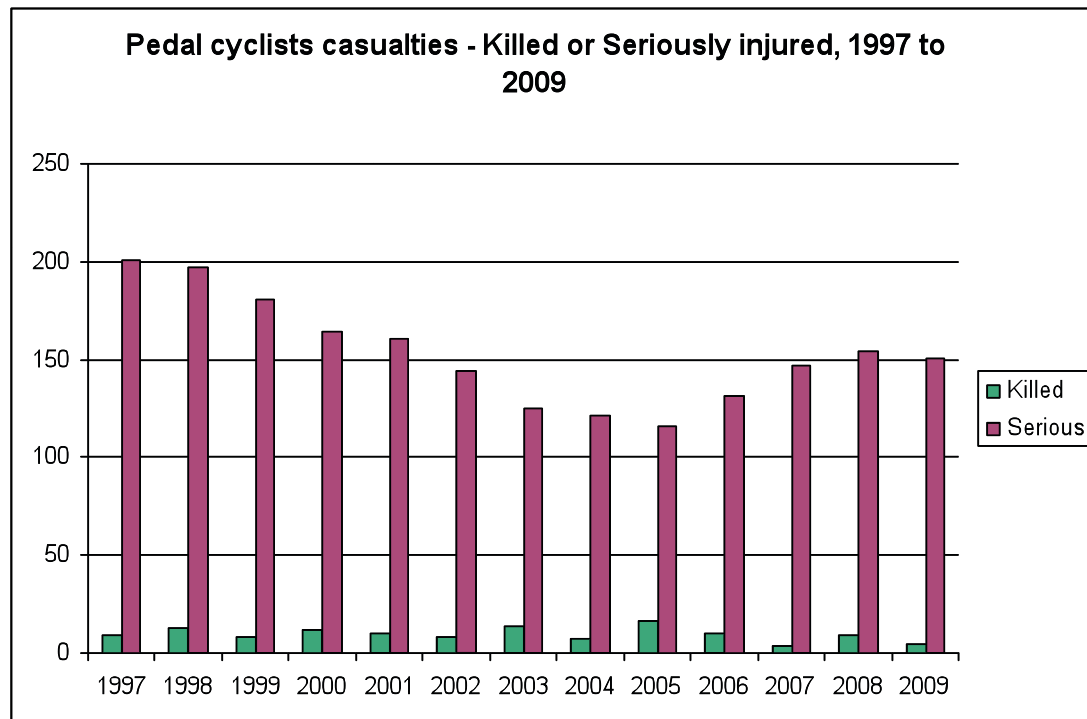
5.4. Improving safety for cyclists in the context of national road safety targets

Road safety is an issue that affects everyone in Scotland. Most of us use the roads every day, as drivers, passengers, cyclists and pedestrians. Through the Road Safety Framework to 2020, the Scottish Government has outlined its commitment to making our roads safer for all roads users.

Figure 1 shows the number of reported cyclist road casualties that were killed or seriously injured since 1997. Over this period there was a 37% decrease in all reported road casualties among cyclists. In 2009 there were 5 cyclist road fatalities and 151 cyclists seriously injured.

Although the number of seriously injured cyclist road casualties has followed a downward trend from 1997 until 2005, this was followed by annual increases before falling slightly in 2009. The number of cyclist road fatalities has fluctuated over the last 10 years varying between 16 (in 2005) and 4 (in 2007).

Figure 1



Source: Scottish Government Stats19 collection

These figures highlight the challenges we face if Scotland is to fulfil its commitment to increase the number of journeys we make by bicycle and encourage others to do the same.

The CAPS consultation found that perceptions of safety were a key reason stated by respondents for not cycling (at all or more often). This echoes findings from the academic literature (*see for example Wardman, 2006*). Over three-quarters of consultation respondents said that less traffic, and two-thirds said slower traffic would encourage them to cycle more often.

Effective speed reduction in urban areas has been closely linked with reductions in casualty numbers and severities, including particularly for cyclists and pedestrians. For example, Local Transport Notes cite work (*TRL, 1996*) showing that the first 230 20mph schemes in Britain reduced all casualties by 60%, cyclist casualties by 29% and pedestrian casualties by 63%. Conversely a more recent study of 20mph zones in London found a reduction of 42% in all casualties, a 17% reduction in cyclist casualties and 32% in pedestrian casualties (*British Medical Journal 2009:339 b 4469*).

Additional research of 20 mph trial schemes in Scotland published by the then Scottish Executive in 2000 found a significant decrease in the number of recorded accidents each year as well as reductions in severity, with serious or fatal casualties falling from 20% to 14% of the total.

While the schemes received strong support and created perceptions of increased safety by local communities the study also found that perception of the dangers of roads did not always reflect actual number of casualties.

A more recent study conducted in 2005 by the Scottish Executive found that only one-third of all hospital casualties occurred 'on road'. This highlights the challenges we face between the public's perception of the safety of all road users and actual road casualty numbers.

Department for Transport (DfT) Local Transport Note (LTN) 1/07 shows that speed bumps and cushions are much more effective than horizontal measures such as chicanes in slowing traffic, and more popular with the public; more recent (2007) research in the Scottish Household Survey found that 60% of those questioned felt that these measures reduce speed and 12% that they increase discomfort for car occupants. Up until now traffic calming in Scotland has been carried out mainly on residential streets, but the DfT publication **Mixed Priority Routes** (LTN 3/08) shows that traffic calming is also possible on arterial shopping/commercial streets, achieving initial reductions in casualties of 30-65%.

The Scottish Government has encouraged the use of 20 mph speed limits in residential areas and around schools and has set policy and guidance for new and existing streets which reinforce the priority of pedestrians and cyclists and highlight the linkage between street design and redesign and road safety for everyone.

The 2005-2009 average numbers of people killed or seriously injured in Scotland for cyclists, pedestrians and car drivers/occupants are 149, 680 and 1,351 respectively (20%, 25%, and 13% of all casualties within each mode). This indicates that cyclists are more likely to be involved in a road accident causing serious or fatal injury than car occupants. In addition, most cyclist casualties occur on urban roads with a 30 mph speed limit.

The Scottish road casualty reduction targets aim for a 40% decrease in road deaths and a 55% decrease in seriously injured road casualties by 2020. It is crucial to the success of CAPS, therefore, that all partners involved in the design and maintenance of our roads, and in road safety enforcement and education, continue to work in collaboration to ensure the efficient deployment of resources to meet or better these national targets for cyclists as well as for all other categories of road user.

20 mph

The 12 local authorities that make up the **West of Scotland Road Safety Forum** have all introduced 20mph areas or limits into roads around schools and residential areas to protect pedestrians and cyclists. Since 20mph areas were introduced, there has been a reduction in the number of pedestrian casualties. In the West of Scotland between 2006 and 2009 there was one fatal pedestrian casualty in a 20mph zone, however there were 58 pedestrian fatalities on 30mph roads. In the same period, there were 11 serious pedestrian casualties in 20mph zones, but on 30mph roads there were 872 serious pedestrian casualties. (*Strathclyde Police*)

All local authorities have some 20 mph zones in their areas with most around schools and residential areas. Aberdeen City Council has 20 mph zones around all of its 74 schools. This may have led to a small increase in cycling to school, up from 2.1% in 2008 to 2.3% in 2009 (*Sustrans' Hands Up Survey 2009*). The city centre is also a 20 mph zone.

In North Lanarkshire, the council introduced Twenty's Plenty speed limits in every applicable residential street across the area, which led to an 18% reduction in the number of casualties the following year.

Enforcement

Chief Constables in each of the eight policing areas set enforcement policy. The Association of Chief Police Officers in Scotland's (ACPOS) Road Policing Framework 2009-2012 recognises that excessive and inappropriate speeding make roads less safe and therefore has an impact on how safe people feel in local communities.

The ACPOS Framework states that the police will work with partners and local communities to identify areas where speeding is a problem and will implement appropriate and proportionate enforcement measures.

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

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.

Outcome 10/11: More 20 mph areas and a reduction in the rate of Killed and Seriously Injured (KSI) cyclists (against the Scottish Road Safety Framework baseline of 2004-2008: 143).

5.5. A “Hierarchy of Care” for all Road Users

Current Situation

There is no legal hierarchy of care for road users in existence in the UK. In the event of a road traffic accident going to court in a civil action¹, which is a devolved area, the responsibility to prove negligence (on the balance of probabilities) lies with the pursuer, who has to prove a number of elements to satisfy the requirement that the defender was negligent and caused material harm (e.g. damage to property or personal injury).

The background to the current situation may be traced to a Royal Commission on Civil Liability and Compensation for Personal Injury which, after a thorough 5-year inquiry, recommended in 1978 in favour of a no-fault insurance scheme for road traffic accidents but against the introduction of strict liability. A no-fault scheme did not subsequently materialise, but the rejection of strict liability did prevail. This has in essence, been UK policy ever since. As such, the previous UK Government felt it was unfair to make motorists automatically liable for any accidents involving motor vehicles and a pedestrian or a cyclist. They felt it was a matter for the courts and that each case should be dealt with individually.

Existing Laws in other countries

The differences in laws between the UK and continental European countries have often been cited by cyclists as the main reason cyclists on the continent enjoy greater protection. However, this has often been combined with a number of other measures such as increased investment in cycle infrastructure so it will be difficult to isolate one particular factor influencing why these countries have higher cycling levels than the UK.

The fact that many of these countries have promoted cycling for a longer time has quite possibly also led to a cultural change whereby cyclists are automatically respected because many drivers are also cyclists themselves. The multitude of factors in play means that it is difficult to identify driver behaviour as being influenced by any one of them. Furthermore, there appears to be jurisdictions where absolute liability exists rather than strict liability and this may have a harsher impact on driver behaviour.

Accident rates for cyclists are lower in many European countries than in the UK and strict liability is in place in several European countries including France, Spain and the Netherlands, whereby the driver involved in an incident would have to prove he or she was not at fault for an incident involving a cyclist. This has, anecdotally, led to drivers having more respect for cyclists.

¹ Road traffic accidents may also give rise to criminal proceedings and such proceedings require proof beyond reasonable doubt. Although such proceedings are at the discretion of the Lord Advocate and procurators fiscal, the laws governing them are reserved.

Proposals

There has been a suggestion by some stakeholders to establish a hierarchy of care whereby the emphasis is on the vehicle travelling at the higher speed. This would then make cyclists liable for collisions with pedestrians and may help in addressing concerns drivers have about cyclists seemingly being able to 'flout' the law. Cyclists can however, already be held liable for injuries caused by negligence or malice on their part (since negligence laws cover everyone).

A second proposal, made by Spokes (the Lothians Cycling Group) in its evidence to the TICC Committee's inquiry into active travel, is to place the burden of proof in an incident on the heavier vehicle.

To inform future evidence-based policy making, Ministers have indicated that more research would be welcome and, therefore, we will undertake the actions listed below. We believe the results of this review will be crucial to any future debate on this issue.

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 robust evidence of a direct link to levels of cycling and KSIs.

Outcome 12: A comprehensive report on liability laws and how they affect cycling.

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

Outcome 13: A reduction in the rate of cyclist KSIs.

5.6. Making Traffic Orders

Many traffic management measures and infrastructure improvements to help cyclists, such as one-way streets, contra flow cycle lanes, road closures and shared cycleway/footpaths require a legal order in order to bring them into existence. For most measures, a Traffic Regulation Order (TRO) is required. This can be made under the 1984 Road Traffic Regulation Act (RTRA) and is normally dealt with by the appropriate roads authority, i.e. the local authority or Transport Scotland, although in a few circumstances, the consent of Scottish Ministers may be required. This will usually be following a Public Local Inquiry.

Orders to stop-up (close) a road, or to convert (“re-determine”) an existing right of way by foot into a shared-use cycleway and footpath are made under the Roads (Scotland) Act 1984 and where there are sustained objections, the consent of the Scottish Ministers is required before the order can be confirmed.

It would make government more efficient, reduce red-tape and make the order making process shorter if the process was administered solely at the level of the roads authority. We therefore propose to investigate legislative opportunities with a view to making these changes as soon as is practicably possible.

Initial research carried out by the Scottish Government indicates that roads authorities in other northern European countries such as Germany, the Netherlands and Flanders (Belgium) use a simpler process than in Scotland to implement traffic management measures for cyclists. In particular, in these countries there appears to be no legal requirement to consult before these measures are installed.

In the Scottish system, one or two objectors can delay or stop the implementation of a scheme even though their views may not reflect the views of the vast majority of residents and other road users (*see IHT, 2000, for reports of research on this*). This may be a deterrent to local authorities to implement measures that they perceive will attract vociferous objections. CAPS therefore proposes to further investigate this area: first to confirm the degree of statutory consultation required for new traffic management measures in other northwest European countries; and, secondly, to gather the views of stakeholders, particularly the roads authorities, on the advantages and disadvantages of moving to a system more similar to that of countries on the continent.

Parking on footways

Experience in cycling demonstration towns in England such as Exeter has shown that permitting cycling on footways for children under 12 can have significant impacts on the number of children cycling to school. However, this can only work where it is carefully managed and where footways are free of the obstruction of parked cars.

Enforcement of footway parking where there is no other parking regulation in force is currently a police matter, under the “causing danger to other road users” and obstruction provisions of the Road Traffic Act (1988) and the Road Vehicles (Construction and Use) Regulations (1986). However, in some cases police forces take the view that they need to observe the vehicle being parked on the footway and then demonstrate that the driver had the intention to obstruct in order to be able to enforce the law, and in practice it is rarely enforced.

Roads authorities have the power to designate “No footway parking zones” by making a TRO under the RTRA in areas where footway parking is a problem. This requires the use of a standard sign (637.1 TSRGD). To date in Scotland one local authority, Aberdeen City, uses these powers successfully. Where parking enforcement is still a police matter, the restriction would be enforced by police or traffic wardens, where it has been decriminalised (for example, in Edinburgh and Glasgow), it would be enforced by local authority parking attendants.

In Greater London and in other some European countries parking is not permitted on any footway unless standard signs and markings are used to indicate an exception to the general prohibition. Enforcement is by local authority parking wardens. No other signage is used in London (for example, at “entry points” to the capital) to indicate that parking is not generally permitted on footways.

CAPS intends to publicise to local authorities in Scotland the option of using a TRO to enforce footway parking by updating existing guidance which explains options for dealing with footway parking and documenting experience from Aberdeen and cities in England (such as Canterbury) that have pursued this option. In the medium term an investigation of Local Authority views on the viability of this option could inform thinking on the value of enacting in Scotland legislation such as that in force in London.

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.

Outcome 14: A less bureaucratic system for changing local traffic management measures which benefit cyclists.

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

Outcome 15: A fully accessible active travel transport system.

6. Section C – Delivery

6.1. Investing in Cycling

The Scottish Government has a role in part funding many of the measures within this action plan, facilitating the coordination of the various bodies involved, and helping to monitor and evaluate the outcomes.

With a current national modal share of 1% for all trips and 2% for cycling to work and to school, the Scottish Government is committed to promoting cycling to enable more people to cycle more often. We will do this through continued funding support to communities, local authorities and key delivery bodies in order to achieve our vision of a 10% modal share by 2020.

In this Spending Review period (2008-2011) investment in walking and cycling has been growing steadily. The Sustainable and Active Travel budget has increased from £33 million to £35.7 million over the last 3 years, including spending on cycling. This financial year (2010-11) an additional £3.3 million, over and above that already committed from the budget, will be allocated specifically to cycling for actions in this Action Plan. Transport Scotland and the Scottish Government's Environment Directorate also contribute to cycling through the Trunk Road Cycling Initiative and the Climate Change Challenge Fund. In addition, local authorities receive £9.09 million each year for Cycling, Walking and Safer Streets projects, taking the total investment in cycling for the period of the spending review to almost £40 million. In 2010, we asked all local authorities to consider spending at least the national average of 36% of their Cycling, Walking and Safer Streets budget on cycling projects. This should enhance the facilities already out there.

The table below outlines this investment in more detail:

Funding recipient	2008-09 (£m)	2009-10 (£m)	2010-11 (£m)	Purpose
The Cycling Action Plan for Scotland (various partners)			3.937	To support projects that will help achieve the 10% vision
Sustrans	5.015	4.150	5.020	To extend and maintain the National Cycle Network and develop safe routes to school
All 32 Local Authorities (national average spend on cycling)	1.820 (20% of 9.09)	3.270 (36% of 9.09)	3.270 (proposed 36%)	For Cycling, Walking and Safer Streets projects in each local authority.
7 Local Authorities involved in the Smarter Choices Smarter Places Programme	1.333	1.333	1.333	The Smarter Choices, Smarter Places Programme which encourages sustainable travel, including cycling, in 7 communities
Cycling Scotland	1.4	0.901	0.950	To promote more people cycling more often
Scottish Communities	0.184	0.501	0.750	The Climate Challenge Fund for projects that contain a significant cycling element in reducing carbon emissions
Transport Scotland	1.0	1.35	2.0	For cycling facilities on the trunk road sections of the NCN
The Bike Station, Edinburgh	0.029	0.029	0.029	For Build Your Own Bike courses aimed at young people at risk of offending
TOTAL	10.781	11.534	17.289	

Plans for the next spending review round are likely to begin shortly at a UK level. By autumn 2010, the Scottish Parliament will formulate a draft budget for approval by MSPs for the 2011-12 financial year. Until the UK budget is announced, there can be no estimate of what funding will be available beyond 2010-11.

However, the Scottish Government remains committed to investing in walking, cycling and active travel. And, we will review annually all the actions as part of the monitoring and evaluation of the Action Plan.

6.2. Monitoring and Evaluation

As part of a Best Value Review undertaken by Cycling Scotland in 2009, respondents asked for a centrally coordinated group to be established to share best practice and develop tools to measure the increase in cycling and take stock of the resources already in place.

In response to this, Cycling Scotland will set up a Cycle Forum, with representatives from local and central government, the Society of Chief Officers of Transportation (SCOTS) and other key stakeholders, to take forward work around cycle monitoring. The Forum will develop guidance for local authorities on efficient cycling data collection, helping to make local level data more consistent and reliable. The Forum will provide a progress report as part of Cycling Scotland's annual report to the Scottish Government.

Annex 1 outlines the actions and the outcomes which will be used to set indicators and targets through to 2020.

There are many opportunities for engaging in cycling as a regular form of transport, as a sport or as a leisure pursuit. The growth in the number of people taking part in cycling events is best highlighted by the annual Pedal for Scotland ride.

freshnlo PEDAL FOR SCOTLAND

Cycling Scotland's annual Glasgow to Edinburgh bike ride has come a long way since its inception in 1999. Pedal for Scotland started 12 years ago with a modest 400 riders, but its popular cross-country format, which takes in Scotland's two largest cities along quiet back roads and cycle paths, saw the event gradually grow into the biggest bike ride in Scotland.

Developments such as providing free refreshments to cyclists along the route to keep them well hydrated and energised and providing transport for riders and bikes to the start and from the finish, contributes to the event's success. Cycling Scotland has also continually revised the route and rest stops to provide the best possible rider experience, with several sections now taking place on closed roads and rest stops including locations like the historic Linlithgow Palace.

The event reached a peak last year when 7000 cyclists made the 51 mile journey. Cycling Scotland organises the event to demonstrate that if you can cycle all the way to Edinburgh in around 5-6 hours, then the 3 mile commute to work, school or the shops is likely to be more manageable than people might have thought.

The event has seen its success recognised by several awards in the last year, with the 2008 event winning Best Sports Event and the Event Management Grand Prix awards at the 2009 Scottish Event Awards, and again at the Marketing Society Star Awards in 2010, where the event won Gold Awards for Event Excellence and Best SME Marketing.

6.3. Measuring cycling levels and perceptions of local cycling conditions

The Scottish Household Survey (SHS) has collected information from households across Scotland since 1999 and includes questions covering a range of transport and travel issues. Recent data show that 2% of journeys to work are made by bicycle (as the "usual" method of travel), with 1% of journeys to school made by bicycle. The latter is similar to the information collected by the Sustrans' Hands-Up Survey which shows 2% of journeys to school are made by cycling.

Levels of cycling to work vary at a sub Scotland level. Urban areas have higher levels of cycling (3.4% in large urban areas; 2.1% in smaller urban areas), compared to towns and rural areas (around 1% or less).

Figure 2

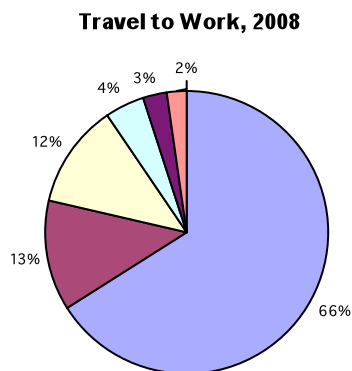
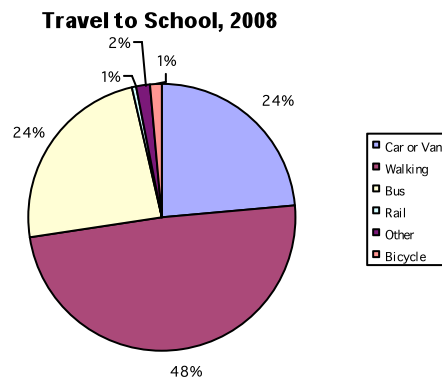


Figure 3

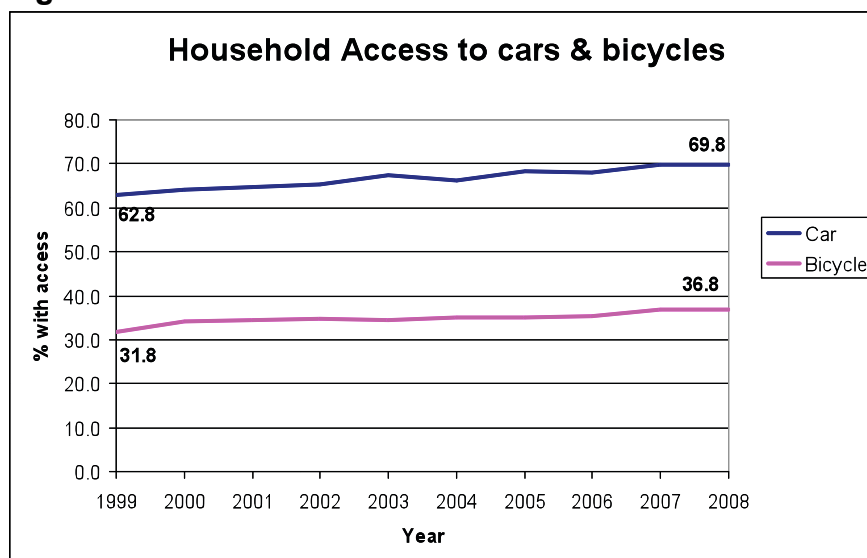


Source: Scottish Household Survey 2008

In addition the SHS travel diary collects information on journeys made the previous day; in 2008 1% of all trips were made by bicycle. Again, this figure is higher (2%) in more urban local authorities such as Edinburgh, East Lothian and Renfrewshire but also in the more rural local authority of Moray. The data also shows that almost half of journeys less than 3 km were made by car, with bicycles accounting for only 1% of these journeys.

The SHS shows that household access to bicycles is far lower than access to cars: 37% of households had access to a bicycle in 2008 whereas 70% of households had access to a car. Around 50% of households in rural areas had access to a bicycle, compared to 28% in large urban areas and 37% in smaller urban areas.

Figure 4



The SHS also collects information on travelling as a leisure activity and shows that 5% had cycled in the past 7 days. This was more prevalent in rural areas and towns than larger urban areas.

From 2009 the SHS asked respondents for their reasons for not cycling more and/or reasons why they did not own a bike. This information will be available from summer 2010 and will be a useful source of evidence. It will be published by the [Scottish Government](#).

The Scottish Recreation Survey, published by Scottish Natural Heritage, monitors adult use of the outdoors for leisure or recreation. Whilst the popularity of walking has gradually increased from 2004 to 2008 (in 2004, the single main activity for 69% of respondents who had made visits to the outdoors in the 4 weeks prior to interview, increasing to 78% in 2008), all cycling – which included cycling on paths and tracks, and public roads – stayed at 4% of respondents between 2004 and 2007, dropping to 3% in 2008.

There is also locally collected data on cycling. For example, many local authorities measure levels of cycling at specific locations using manual and/or automatic counters, or undertake surveys of bicycle parking, or carry out research into local people's behaviours or views. However, there is currently no consistent methodology across the various areas and therefore aggregating this data to obtain a Scottish total is difficult.

As mentioned in Section 1, the Sustrans' Hands Up Survey on travel to school will continue to be carried out on an annual basis each September and will be supported by the Scottish Government in working towards gaining national statistics status.

A condition of the Cycle Friendly Employer loan scheme will be that recipients will monitor the numbers of staff cycling to work on a regular basis, through a staff travel survey. This will form part of the national picture and also give an indication of travel habits across the Scottish workforce.

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

Outcome 16: To make this information available on the Scottish Government website.

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

Outcome 17: To draw comparisons in cycle usage across Scotland and make this information available on the Scottish Government website.

7. Annexes

ANNEX 1: TABLE OF ACTIONS COMMITMENTS AND OUTCOMES

ACTION	BY WHOM	WHEN	FUNDING 2010-11	OUTCOMES
1. To establish a new Cycle Training Standards and Delivery Support Group (CTSDSG), to formulate a plan by end of 2010 to deliver a coordinated approach to training; an increase in the number of volunteers available to deliver training and a support network for the volunteers; and support for Local Authorities in offering the 3 levels of cycle training including on-road.	Chaired by Cycling Scotland	2010	£300k	Increase in on-road cycle training
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.	Scottish Government, Cycling Scotland, further and higher education sectors	2010-11	tbc	A better skilled workforce
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 encourage the development and maintenance of online cycle journey planning by local communities.	Cycling Scotland, communities, individuals	2010-11	£150k	Increase in people cycling in all communities

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.	All stakeholders	Ongoing		Increase in school cycling activities
5. To encourage participation in and to promote the annual Hands Up Survey in September as part of the criteria for Sustrans' safe routes to school funding.	Sustrans	Ongoing		Increase in number of participants in the Hands Up Survey
6. To encourage private sector employers to become Cycle Friendly Employers by offering loan support for workplace cycling facilities.	Energy Saving Trust	2010	£150k	Increase in private sector employees cycling to work
7: To complete the missing links in the National Cycle Network in Scotland.	Sustrans	Ongoing	£5.65m	Completed NCN in Scotland
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.	All stakeholders	Ongoing		Better designed, accessible cycling facilities
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.	Transport Scotland,	Ongoing		Improved cycle facilities

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 that as far as possible these also cover cycle routes and areas with high numbers of pedestrians and cyclists.	Scottish Government, SCOTS and local authorities	Ongoing		More 20 mph schemes across Scotland
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.	Scottish Government, SCOTS and local authorities	Ongoing		
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 KSIs.	Scottish Government	2010-12		Better understanding of liability law and effect on cyclist KSIs
13. To try and identify what kind of hierarchy might be established and develop an educational awareness campaign for all road users.	Scottish Government and stakeholders	2010-12		Fewer cyclist accidents
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.	Scottish Government	2010 onwards		Less bureaucratic process for implementing TROs
15. To update and re-issue Scottish Office Development Department Circular 7/97.	Scottish Government	2010 onwards		

16. To continue to collect data that will provide a national picture of cycling and travel habits	Scottish Government	Annually		
17. To develop guidance for gathering data on the numbers of people cycling at a local level.	Led by Cycling Scotland	2010 onwards		Publication of local and national statistics

ANNEX 2: SCOTTISH GOVERNMENT PARTNERS AND ROLES

The Scottish Government provides the legislative framework in order for policy to be implemented across Scotland. In this context, it also provides leadership on actions and investment with partners acting as the delivery body. This annex lists the Scottish Government's partners in delivering this Cycling Action Plan alongside and for the benefit of communities and individuals.

Cycling Action Plan Board Member Organisations

The Association of Directors of Education in Scotland exists to promote public awareness of, and make national representation on, issues affecting the education service. (www.adescotland.org.uk)

The Convention of Scottish Local Authorities (COSLA) is the representative voice of Scottish local government. It promotes local authorities' roles and perspectives ensuring that service delivery remains within a framework of local governance. (www.cosla.gov.uk)

Cycling Scotland receives funding from the Scottish Government to promote all forms of cycling and to raise awareness of the benefits cycling brings. It is also the lead partner on Pedal for Scotland and Bike Week events across the country. (www.cyclingscotland.org)

The CTC, is the UK's national cyclists' organisation providing a comprehensive range of services, advice, events, and protection for its members. (www.ctc.org.uk)

Health Scotland's overall aim is to provide leadership and work with partners to improve health and reduce health inequalities in Scotland. (www.healthscotland.com)

Paths for All represents 23 diverse national organisations. It is the national charity promoting walking for health and the development of multi-use path networks. Paths for All's vision is of a happier, healthier, greener, more active Scotland. (www.pathsforall.org.uk)

Scottish Cycling is the National Governing Body for the sport in Scotland across each of the disciplines of cycling (Mountain Bike Cross Country, Mountain Bike Downhill, Road, Track, BMX, Cyclocross, Cycle Speedway). (www.scuonline.org)

Scottish Natural Heritage has statutory responsibilities to help people enjoy the outdoors and promote responsible access. Through these it can help to deliver many social, economic and environmental benefits, including sustainable travel, better health and quality of life. (www.snh.gov.uk)

Sustrans is the UK's leading sustainable transport charity and receives funding from the Scottish Government to maintain and extend the National Cycle network and develop safe routes to school. (www.sustrans.org.uk)

Transport Scotland is the national transport agency for Scotland. It is responsible for helping to deliver the Scottish Government's £3 billion capital investment programme over the next decade. (www.transportscotland.gov.uk)

The Society of Chief Officers of Transportation in Scotland's "SCOTS" aim is to be in a position to give policy advice on a national basis and to act as a forum for professional advice and interchange of information on all policy matters affecting transportation in the widest sense. This includes roads, traffic management, road safety, lighting, public transport and issues related to land use, development and the physical environment. (scots.sharepoint.apptix.net/default.aspx)

Other Partners

Road Safety Scotland's remit is to develop and co-ordinate Scotland-wide road safety initiatives and campaigns. Road Safety Scotland works closely with all local authority and police Road Safety Units in an attempt to ensure a coordinated approach to road safety in Scotland. (www.roadsafetyscotland.org.uk)

Royal Society for the Prevention of Accidents (RoSPA) aims to save lives and reduce injuries by promoting safety at work, in the home, on the roads, in schools, at leisure and on or near water. (www.rospace.com)

Association of Chief Police Officers in Scotland (ACPOS) is the professional voice of police leadership in Scotland. It work in partnership with central and local government to set strategic objectives for policing in Scotland and to deliver better integrated services for Scotland's communities. (www.acpos.police.uk)

The West of Scotland Road Safety Forum was set up to develop a strategy of co-ordination and co-operation between Forum members, in relation to the delivery of Road Safety education, enforcement, engineering and encouragement in the West of Scotland, whereby all members will work jointly, where practicable, towards achieving Government set road safety casualty reduction figures. It is made up of Argyll and Bute, East Ayrshire, East Dunbartonshire, East Renfrewshire, Glasgow, Inverclyde, North Ayrshire, North Lanarkshire, Renfrewshire, South Ayrshire, South Lanarkshire and West Dunbartonshire Councils as well as Strathclyde Police and Strathclyde Fire and Rescue. (www.roadsafetywestscotland.com)

ANNEX 3: GLOSSARY

ACPOS	Association of Chief Police Officers in Scotland
Active Travel	Travel that is a form of physical activity
CAPS	Cycling Action Plan for Scotland
CfE	Curriculum for Excellence
CPD	Continuing Professional Development
CPP	Core Paths Plans
CTSDSG	Cycle Training Standards and Delivery Support Group
COSLA	Convention of Scottish Local Authorities
CTC	Cyclists' Touring Club
DfT	Department for Transport
EU	European Union
HGV	Heavy Goods Vehicle
KSI	Killed or Seriously Injured
LTN	Local Transport Note
MCM	Making Cycling Mainstream
Modal Share	The percentage of people using a particular mode of travel
MSP	Member of the Scottish Parliament
NCN	National Cycle Network
NHS	National Health Service
RTP	Regional Transport Partnership
RTRA	Road Traffic Regulation Act
SCOTS	Society of Chief Officers of Transportation in Scotland
SCTS	Scottish Cycle Training Scheme
SOAC	Scottish Outdoor Access Code
SODD	Scottish Office Development Department
SQUIRE	Service Quality Incentive Regime
TICC	Transport, Infrastructure and Climate Change Committee (of the Scottish Parliament)
TROs	Traffic Regulation Orders
TSRGD	Traffic Signs Regulations and General Directions
VOSA	Vehicle and Operator Services Agency

ANNEX 4: REFERENCES

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