A submission from Cycling UK's to the

SPENDING REVIEW 2021

1. INTRODUCTION

Cycling UK was founded in 1878 and has over 70,000 members. Historically known as 'CTC' or the 'Cyclists' Touring Club', Cycling UK's central charitable mission is to make cycling a safe, accessible, enjoyable and 'normal' transport option and leisure activity for people of all ages and abilities. Our interests cover cycling both as a form of day-to-day transport and as a leisure activity, which can deliver health, economic, environmental, safety and quality of life benefits, both for individuals and for society.

During 2020, Cycling UK gave our strong backing to the Government's commendably ambitious 'Gear Change' vision for cycling and walking. We were also highly complementary of the Government's Cycling Infrastructure Design guidance (Local Transport Note LTN 1/20) and its consultation on revisions to the Highway Code to improve cycling and pedestrian safety, which were published at the same time.

We were, however, more lukewarm about the Government's Transport Decarbonisation Plan (TDP), published earlier this year. Whilst we welcomed many of the individual initiatives outlined in the TDP, we felt it lacked a clear sense of overall direction. We particularly regretted the following key elements, as called for in our consultation submission:

- Traffic reduction targets that are in line with the Government's wider 'net zero' target;
- Targets for increases in sustainable alternatives (including not travelling, as well as cycling etc) that are in line with these traffic reduction targets; and
- Funding allocations that are in line with these targets.

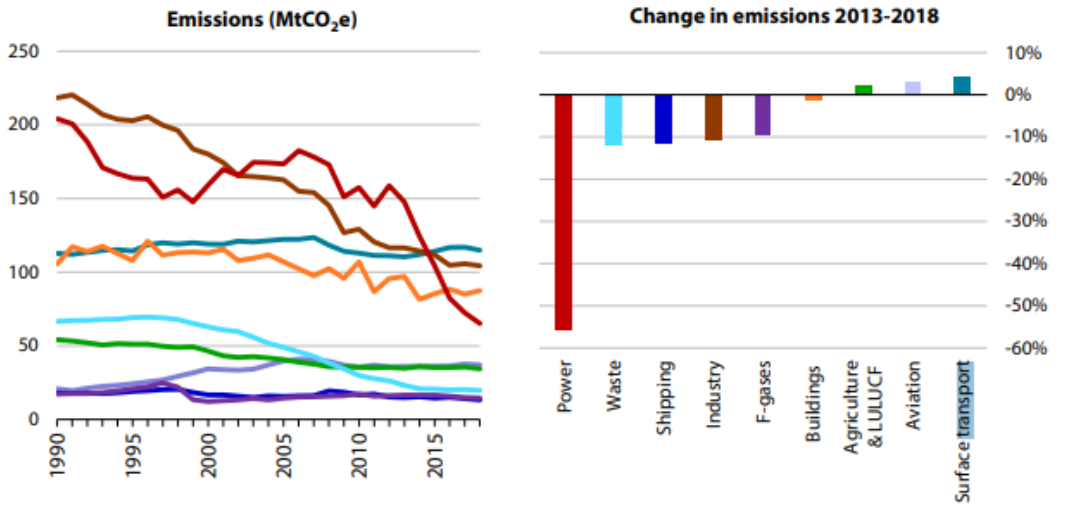
The Government's Treasury-led 'Net Zero review' is an opportunity to remedy the first two of these deficiencies, while the Spending Review could remedy the third. That would then enable the Department for Transport (DfT) to develop a genuinely ambitious second Cycling and Walking Investment Strategy (CWIS2), which is due to be published shortly after the Spending Review (DfT's plans for a new multi-year CWIS2, as required by the Infrastructure Act 2015 were inevitably delayed after the Comprehensive Spending Review planned for 2020 was restricted to just a one-year review).

In May 2020, the Government announced £2bn of funding for cycling and walking over the 5 years to April 2025. This was drawn from a wider £5bn of funding for "cycling and buses", which the Prime Minister had announced in February 2020. This amounted to a very welcome 6-fold increase in earmarked funding for cycling and walking compared with the £314m of earmarked funding allocated in the first 5-year Cycling and Walking Investment Strategy (CWIS1, covering the years 2016/7 to 2020/1). Nonetheless, it still falls a long way short of what is needed to meet DfT's own CWIS1 targets to double cycling trips and increase walking by 2025 – not to mention the ambition (set out in the TDP) to achieve "world class cycling and walking networks by 2040. We understand that unpublished research, commissioned by DfT from consultants Transport for Quality of Life, finds that meeting the 2025 targets would require spending of between £6bn and £8bn by that date. DfT has previously promised to publish this research (initially in February, then more recently in June), but has now declined a FoI request to do so.

As the COP26 international climate summit approaches, we urge ministers to publish this research and to act on its findings in the Spending Review. This would enable the full realisation of cycling and walking's health, societal and environmental benefits – notably the decarbonisation benefits – in accordance with the vision set out in Gear Change.

Transport decarbonisation, traffic reduction and target-setting

The UK's territorial emissions of greenhouse gases (i.e. excluding international aviation and shipping) have fallen steeply since 1990, largely thanks to sharp emissions reductions from the power and waste sectors (red and brown lines below). By contrast, transport's emissions (light blue line) have hardly changed over this period. Improvements up to 2016 in the average vehicle efficiency of new cars have been largely offset by increases in road mileage. Hence transport share of total greenhouse gas emissions have grown sharply – from 19% in 1990 to 31% in 2018 - becoming the economy's largest emitting sector.



Source: BEIS (2019) *2018 UK Greenhouse Gas Emissions, Provisional Figures*; BEIS (2019) *2017 UK Greenhouse Gas Emissions, Final Figures*; CCC calculations.
Notes: The chart on the right-hand side shows changes in sectoral emissions between 2013 and 2018 for all sectors except for Agriculture, LULUCF, Waste and F-Gases which cover the period 2013-2017; buildings emissions in this chart are temperature-adjusted.

The Committee on Climate Change (CCC, the Government's statutory advisor on meeting its carbon budgets under the Climate Change Act 2008) has strongly criticised the lack of progress on reducing transport emissions.

In March 2020, DfT paved the way for its Transport Decarbonisation Plan (TDP) with a 'call for evidence', accompanied by a publication entitled 'Decarbonising Transport: setting the challenge'. The document's foreword from Transport Secretary Grant Shapps MP set out an admirable 6-point vision, including his aspiration that:

> *"Public transport and active travel will be the natural first choice for our daily activities. We will use our cars less..."*

Cycling UK strongly welcomed this statement, and its apparent recognition of the clear and growing evidence based that decarbonising surface transport, with the urgency demanded by the climate crises, cannot be achieved solely by electrifying our vehicle fleet. For this, we need fewer cars, not just newer cars. Unpublished research by the Green Alliance suggests that, if the transport sector is to deliver its fair share of the greenhouse gas emissions reductions needed to meet 'net zero' by 2050 (following the 'balanced pathway' proposed in the Committee on Climate Change's 6th Carbon Budget), road transport will need to be reduced by between 20% and 27% by 2030, depending on the rates of uptake of battery electric vehicles (BEVs) during that time-period.

By failing to set a target to reduce road traffic in the TDP (or to increase the proportion of trips made by sustainable means), the UK government is lagging behind the Scottish and Welsh governments, and indeed the advice it is receiving from the CCC and from think-tanks from across the political spectrum. It is also lagging behind public opinion:

- The Scottish Government recently announced a target to reduce car-kilometres by 20% by 2030, while the Welsh Government's recent Wales Transport Strategy aims to increase the proportion of trips made by walking, cycling or public transport from 32% in 2019 to 47% by 2040.
- The 6th Carbon Budget report from the Committee on Climate Change (CCC, the Government's statutory advisory body on meeting its climate targets) called for action to reduce demand for car travel by 6% by 2030, increasing to 17% by 2050. Its more recent 2021 Progress Report to Parliament calls for funding *"to be rebalanced away from cars … and towards public transport and walking and cycling".*
- Think tanks ranging from IPPR to CEBR and Policy Exchange have all published reports calling for various forms of road pricing, as has AA President Edmund King.
- The Climate Assembly, a demographically representative 'citizens jury', supported action to reduce road traffic levels in absolute terms.
- Recent polling by Ipsos MORI found that public support for urban road user charging has increased hugely over the past 13 years, from 33% in 2007 to 62% in 2020. Support is roughly equal among drivers and non-drivers, and is even higher among 'captains of industry'. Public support rises higher still if the receipts are used to improve air quality or public transport, or to tackle climate change – whereas it falls sharply if they are simply returned to drivers in the form of lower vehicle taxes.
- Even more recent (and as-yet unpublished) polling by the Social Market Foundation, conducted for the European Climate Foundation, found that road pricing more generally (i.e. not just urban road pricing) attracted greater support (39%) than opposition (26%, with 36% neither supporting nor opposing). These figures showed little variation between drivers and non-drivers, between different income groups or nations / regions of the UK.

Other reasons to reduce car dependence

Besides climate change, over-dependence on private motor vehicles imposes other significant costs on society:

- *Congestion:* This is estimated to cost the UK economy £30 billion a year.
- *Air pollution:* Pollution is estimated to hasten between 28,000 and 36,000 deaths annually in the UK, at an economic cost of £20bn or more. The UK Government has lost three court cases over its failure to keep pollution within legal limits.
- *Road danger:* The cost of road deaths and injuries in 2018 was estimated to be £35bn.
- *Physical inactivity:* Inactivity-related ill health costs the UK around £7.4bn annually.

Funding: how much is needed and how should it be raised?

We reiterate our understanding that the Government has commissioned research, indicating that the funding needed to meet its CWIS1 targets to double cycling and increase walking is in the range of £6-8bn. Hence the £2bn allocated to date is far from sufficient to meet the Government's own targets.

However the evidence above of the need for road traffic reduction, and the level of public support for action to achieve it, indicates that requisite levels of sustainable transport funding can be secured without requiring an overall increase in transport spending. Nor does it all need to come directly from central Government. Increased investment in cycling and walking (and other sustainable transport options) can be achieved by:

- Using fuel duty and other pricing measures, both to reduce demand for road travel and also as an income stream to invest in healthy and sustainable alternatives; and
- Rebalancing transport spending, away from large road and other major infrastructure projects, and towards clean, healthy and low-carbon alternatives. The latter are generally much better value for money, providing far greater benefits and far fewer disbenefits. These benefits include tackling urban congestion and pollution; creating safer, more efficient and more vibrant streets and communities, promoting healthy living and a better quality of life, as well as tackling the climate crisis. The TDP promises to review the 'National Networks' National Policy Statement (NN-NPS), which effectively allows Ministers to grant themselves planning permission for major road and rail infrastructure projects. Given the overwhelming economic and environmental case for scaling back the £27.4bn Roads Investment Strategy, a review of the programme cannot come soon enough.
- Drawing on non-ringfenced funding schemes. The Department for Transport (DfT) has proved very adept at securing additional active travel funding from sources such as the Transforming Cities Fund etc. One disadvantage of these non-ringfenced funding-streams is that they do not provide the long-term continuity and certainty that local authorities need to draw up and adopt ambitious long-term cycling and walking network development plans. However, they are a pragmatic way forward.

Value for money

The Government's 'Gear change' vision recognises the exceptional economic and other benefits of investment in cycling and walking, for tackling congestion, pollution and greenhouse gas emissions, and for improving health and wellbeing (see infographic in Gear Change, page 9).

Research by Leeds University, commissioned in 2015 by Cycling UK, found that if cycle use in England increased from less than 2% of all journeys (current levels) to 10% by 2025, and to 25% by 2050 (as recommended by the All Party Parliamentary Cycling Group's 'Get Britain Cycling' report), the cumulative benefits would be worth £248bn between 2015 and 2050. This would yield annual benefits in 2050 worth £42bn at 2015 prices (i.e. even allowing for 'discounting', to reflect the fact that long term benefits are worth less than those achieved in the shorter term).

Authoritative estimates of the average benefit:cost ratios (BCRs) of investing in cycling and walking range from 5.6 : 1 (DfT) to 13 : 1 (Bristol City Council and NHS Bristol). This is substantially higher than for other large transport infrastructure projects – DfT's guidance on assessing the value-for-money of transport investments regards BCRs above 2:1 as 'high' value for money, and ratios above 4:1 as 'very high'.

Further overviews of the evidence on the cost-effectiveness of cycling and walking investment are provided by DfT and Cycling UK. The latter briefing spells out evidence on the specific economic benefits of cycling in terms of tackling congestion, improving the efficiency of 'last mile' urban deliveries, reducing absenteeism, reducing NHS costs, boosting retail vitality, increasing the attractiveness of residential areas, strengthening the leisure and tourism economies, and creating jobs in cycling-related businesses.

The Cycling UK briefing also compares this evidence with the substantially lower value-for-money of road investment. A 2012 study (updated in 2015) concluded that it was very difficult to find evidence to support the theory that roads investment improves GDP in any EU country. It was much easier to identify negative outcomes, or those where the disbenefits cancelled out the benefits (e.g. a new road might attract shoppers from a poor region to better shopping opportunities in wealthier areas). These conclusions

echoed the findings of a review, conducted by Sir Rod Eddington on behalf of DfT, on the value of transport investment (his review found that small-scale investments delivered much better value for money); and a 1999 report from the Standing Advisory Committee on Trunk Road Assessment (SACTRA).

In January 2013, 32 transport professors from around the UK wrote an open letter to former Transport Secretary Patrick McLoughlin MP, expressing their considered doubts about the ability of new, major investment in transport projects (e.g. road building) to make a positive contribution to the economy and employment. They suggested that it is more sensible to make the best use of existing infrastructure and pointed out that: *"There is substantial recent evidence [...] on the success of travel behaviour change programmes, underscoring demand management potential."*

Cycling UK therefore believes that increased investment in cycling and walking does not need to amount to a call for additional transport investment. It could be achieved by shifting the balance of transport from roads and other large infrastructure projects towards local transport schemes that enable people to make day-to-day short journeys in ways that are beneficial to our health, our wealth, our wellbeing and our environment.

How should this funding be spent? - overview

Around 70-80% of the investment in active travel should take the form of capital funding. The lion's share of this should be for local authorities to implement their Local Cycling and Walking Infrastructure Plans (LCWIPs) - including networks of protected cycle lanes and junctions, 20mph schemes, 'low traffic neighbourhoods', 'mini-Hollands' and 'school streets' schemes, as well as urban realm improvements.

Further capital investment should be earmarked for: cycling and walking improvements along and across the corridors of the Strategic and Major Road Networks (the SRN and the MRN) and the HS2 rail scheme; the National Cycle Network (NCN); for improved provision for combining cycling and rail or bus travel; and to support the introduction of bike share schemes. We also highlight the opportunities to use post-Brexit agricultural subsidies to invest in improvements to the quality and extent of the rights of way network, particularly by filling gaps in the network (or the parts of the network that are available for cycling), and by improving the lighting and surfacing of parts of the network which are most useful for day-to-day (as well as recreational) cycling and walking.

This capital investment should be complemented by revenue investment, accounting for around 20-30% of total spending on cycling and walking. This should be used to support:

- cycle training for people of all ages and abilities;
- programmes to promote cycling and walking in schools, workplaces and community settings (including 'social prescribing' schemes under which GPs 'prescribe' cycling or walking for patients needing increased physical activity);
- purchase subsidies for electrically assisted pedal cycles (or 'e-bikes'), cargo-bikes, bikes for school pupils on free school meals, and non-standard cycles for people with disabilities; and
- support for bike share schemes, particularly in more disadvantaged areas.

Section 2 of this submission provides a detailed outline of these measures, while Section 3 outlines complementary measures which should be pursued by the Department of Transport and other Government Departments. Section 4 then concludes with a proposed breakdown of funding for these measures, under 3 funding scenarios.

2. MEASURES TO BE FUNDED THROUGH CWIS2

This section outlines the proposals which should be funded through CWIS2 itself. We have subdivided it into capital and revenue programmes, with each being subdivided into programmes to be delivered by local authorities, and those requiring national coordination.

2.1. Capital programmes for local authority delivery

Local Cycling & Walking Infrastructure Plan implementation *('Gear Change' pp 16-19)*

The aspect of CWIS1 that Cycling UK backed most strongly was the introduction of 'Local Cycling and Walking Infrastructure Plans' (LCWIPs). The LCWIP process aimed to encourage local highway authorities to draw up local cycling and walking *networks*, as distinct from individual cycling and walking facilities which were often poorly linked to one another, or to the places where people wanted to go. DfT also produced some excellent guidance on the LCWIP network-planning process, together with tools such as the Propensity to Cycle Tool. These are helping councils not only to plan their LCWIP networks but also to prioritise the most cost-effective links in the network for earlier delivery.

DfT also provided support for 46 authorities (or groups of authorities) to help them draw up their LCWIP networks, with Cycling UK and its partners (Sustrans and Living Streets) playing roles in delivering this support. We welcome the continuation of this programme.

However, apart from 8 cities which received 'Cycle City Ambition Grant' funding, CWIS1 provided no earmarked funding for local authorities to implement these network plans. Instead, councils had to make do with seeking funds from their own Local Transport Plan funding, local growth funds, and from sources such as the Transforming Cities Fund, Housing Infrastructure Fund and Future High Streets Fund. Although very welcome, these shorter-term funding sources did not give councils the certainty or confidence to plan and prioritise their LCWIPs strategically.

The single most important spending item now needed in CWIS2 is therefore a budget line to enable local authorities to deliver their LCWIP networks. This could incorporate most of the proposals set out under Theme 1 of 'Gear Change', including:

- *Safe and continuous cycle routes*, and the creation of *cycle, bus and walking corridors ('Gear Change' pp16-17).*
- *'Mini Hollands'* and *'Low Traffic Neighbourhoods'* – LTNs are local street networks from which rat-running through traffic is filtered out by sensitively-located road closures, with the streets designed keep the remaining traffic to low traffic, to create a safe and attractive environment for residents, and to support walking and cycling for local journeys. Mini Holland schemes complement LTNs by including protected cycle lanes alongside the adjoining main roads *('Gear Change' pp18-19)*.
- *'School streets'* – streets where motor vehicles may not be driven or parked at school arrival and departure times *('Gear Change' pp18-19)*.

It could also cover urban realm improvements (n.b. these are not covered in 'Gear Change').

Local authority A roads *('Gear Change' p24)*

The Major Road Network (MRN) is a network of relatively important non-trunk A roads which are managed by local authorities (n.b. trunk roads form part of the Strategic Road Network, SRN, along with motorways – see section 2.2 below). MRN roads were due to receive £3.5bn of funding from the National Roads Fund created by former Chancellor George Osborne's decision to hypothecate fuel duty revenues for roads investment – though it is now unclear whether they will continue to receive ringfenced funding.

'Gear Change' includes a commitment to "ensure that new local and strategic A road schemes include appropriate provision for cycling". This is very welcome, however we believe further action is needed to provide separate cycle facilities alongside existing local A roads. These often provide the most direct connection between neighbouring towns. They rarely have separate cycle facilities, yet their traffic volumes and speeds are usually such that, if they were new roads, they would require separate cycle provision in order to conform to the new Cycle Infrastructure Design standards (LTN 1/20). Moreover, they typically have road widths that encourage drivers to overtake very closely at speed (they are often 7.3m wide, comprising two 3.65m carriageways, which is precisely the wrong width for cyclists to share the carriageway – see LTN 1/20 paragraph 7.2.5). They can also be very difficult for both pedestrians and cyclists to cross, creating barriers for walking and cycling journeys between start and end-points on either side of them.

In order to facilitate cycling between towns which are within cycling distance of each other, or between towns and homes or other destinations in their surrounding areas, Cycling UK proposes that funding should be earmarked for cycling improvements along and across the corridors of non-trunk A roads. This would be drawn from the National Roads Fund.

Rights of Way Improvement Plans (RoWIPs) *(not covered in 'Gear Change')*

Historically, the Rights of Way (RoW) network (i.e. footpaths, bridleways and byways) was used for day-to-day travel, e.g. to work in the fields, to take goods to market etc. In the 21st century, its uses are more recreational, enabling people to enjoy healthy outdoor activity and to connect with nature. The Covid lockdown has reminded us of these benefits, while a recent report from the Environment Agency has documented the huge economic value of the health benefits people gain from outdoor access, but also the need to 'level up' access to these benefits. These points have also been recognised in the 25 Year Environment Plan, produced by the Department for the Environment (DEFRA).

The RoW network still also plays a valuable role in enabling people to make day-to-day journeys on foot or by cycling, however this could be greatly strengthened. At present, there are rights to cycle (or ride horses) on just 22% of England's rights of way network (i.e. the bridleways and byways). This network is generally badly fragmented and is often far less suitable than footpaths, which can often be wider and more firmly surfaced. The RoW network is poorly signed, surfaced and maintained, making it unsuitable for day-to-day journeys other than in daylight and good weather.

Local authorities outside London are under a duty to maintain a Rights of Way Improvement Plan (RoWIP), but not to implement that plan, nor is any earmarked funding available for them to do so. An opportunity to rectify this currently exists, as the UK replaces the EU's funding arrangements including the Common Agriculture Policy (CAP). Former Environment Secretary Michael Gove spoke about using post-Brexit agricultural subsidies to provide "public money for public goods". Clause 1 of the Agriculture Bill already cites "public access to and enjoyment of the countryside" as one of the public goods for which subsidy payments can be made. Yet DEFRA's draft Environmental Land Management (ELM) scheme guidance (which will in practice provide the basis for allocating post-Brexit agricultural subsidies) says virtually nothing about increasing access.

We urge that this should be rectified, with funding prioritised for missing links in the RoW network, and sections that can most beneficially play a dual role in enabling day-to-day journeys as well as recreational walking and cycling. These are typically in 'urban fringe' areas, where improvements to surfacing and lighting could enable rights of way to be used (for instance) by children in rural areas to reach schools in nearby towns, as well as by families in those towns to enjoy recreational walks or cycle rides at the weekend without having to jump in their cars.

Cycling UK therefore urges that amendments are made to the proposed scope of the ELM funding scheme, so that funding can be made available to connect LCWIP and RoWIP networks, enabling the latter to extend out into the countryside.

Cycle-bus integration *('Gear Change' p25)*

Supporting the combination of cycling and public transport could provide significant benefits for travellers, for public transport operators and for the wider public good:

- *For passengers,* the combination is a healthy and convenient door-to-door alternative to driving, particularly for those who cannot do so.
- *For public transport operators,* it boosts the catchment area for public transport services 16-fold, increasing their economic viability. It also reduces the costs of providing car parking, releasing valuable land for other uses.
- *For society,* it reduces the environmental and other impacts of car-dependence, while strengthening local economies (and their public transport services) in rural areas.

Cycle-bus improvements can support the installation either of cycle racks on the outside of buses (as is common in Switzerland or the USA), or cycle storage inside buses (as is available on services in the Lake District and East Yorkshire).

N.B. We cover cycle-rail integration measures in part 2.2, as these will need nationally co-ordinated funding.

Bike share schemes *(not covered in 'Gear Change')*

Bike hire schemes, whether staffed (e.g. at stations), docked (such as London's Santander Cycles) or dockless (such as those run by companies like Lime and HumanForest), can provide excellent 'try-before-you-buy' opportunities for people considering cycling. Schemes which offer opportunities to try out electrically-assisted pedal cycles (or 'e-bikes') or non-standard cycles (e.g. tricycles, which may be needed for people with some disabilities) can be particularly valuable for disabled people, health patients or others from disadvantaged groups, who could not otherwise afford the risk of buying an e-bike or non-standard cycle, without first deciding whether they will benefit from it.

Bike share schemes have been found to be highly effective at attracting people to switch to cycling from car travel. A recent survey found that on-street bike hire schemes are widely used in combination with public transport; that they attract a high proportion of female users; and that they are effective at persuading people to switch from car travel. A business case for the Brighton & Hove e-bike share scheme found that it would yield an excellent benefit-to-cost ratio (BCR) of 7.5 :1 over 15 years. The Brighton & Hove scheme was subsequently found to have reduced participants' car use by an average of 20%.

However, the demise of many of the original 'dockless' bike share operators (e.g. Ofo and Mobike) has highlighted the need for some public funding to procure economically viable bike share schemes. In more disadvantaged areas (where vandalism and theft are more common), some revenue funding will also be needed to provide healthy mobility for people facing multiple disadvantages.

Cycling UK therefore urges that CWIS2 should provide capital funding to enable councils to set up bike share schemes in towns and cities, and in recreational areas. In section 2.4, we also call for some additional revenue funding support to maintain such schemes, particularly in more disadvantaged areas, where their operational costs are likely to be greater but where they could provide particularly valuable benefits in terms of overcoming both transport poverty and health inequalities.

2.2. Capital funding: national delivery

Strategic Road Network (SRN) *('Gear Change' p24)*

In section 2.1, we noted that the Major Road Network can present significant barriers to cycling (and indeed to walking) journeys along and across the network, often preventing cycling from being used for journeys across it. The same is true, if not more so, for the Strategic Road Network, i.e. England's motorways and trunk roads, managed by National Highways (NH, formerly Highways England).

Between 2015 and 2020, NH has delivered a £100m programme of improvements to cycle, pedestrian and equestrian access along and across SRN corridors, mainly through its £175m 'Designated Fund' for 'Cycling Safety and Integration' (this being one of NH's 5 designated funds that was operational during the period of the 1st Roads Investment Strategy, RIS1). For the 2nd Roads Investment Strategy period (RIS2, 2020-25), there is no longer a designated fund specifically covering cycling, however cycling improvements along and across the SRN corridors are expected to be eligible for funding from the new designated fund for 'Users and Communities' (though they could also attract funding from the DFs for 'Safety and Congestion' or for 'Environment and Wellbeing').

We therefore propose that CWIS2 should set out what funding the Government anticipates NH will invest in improved cycling and walking provision from its designated funds or other sources.

High Speed 2

Cycling UK petitioned against the parliamentary Bills to allow the building of both 'Phase 1' and 'Phase 2a' of the HS2 rail scheme (i.e. the sections from London to the West Midlands, and from the West Midlands to Crewe respectively). Cycling UK is not opposed to HS2 per se but do want to ensure that new or altered highways (including rights of way) running along or across the HS2 corridor reflect best practice in cycle-friendly design (as well as high standards of lorry safety for construction vehicles, operators and drivers associated with the scheme).

Although HS2 Ltd provided Cycling UK with a legally-binding 'assurance' to "have due regard to" best practice design guidance, it has been markedly reluctant to do so. More recently, HS2 Ltd has belatedly updated its design standards in line with DfT's Cycling Infrastructure Design guidance (LTN1/20). However we fear that its previous use of badly outdated design standards when designing HS2 Phases 1 and 2a could impose huge long-term costs, as it will result in tunnels and bridges being built that prevent the construction of cycle facilities.

We therefore call for CWIS2 to include a budget line for cycling and walking provision along and across the HS2 corridor, on a similar basis to that provided for National Highways.

National Cycle Network *('Gear Change' p20)*

The National Cycle Network (NCN) is an important national asset. It enables walking and cycling for a whole range of purposes, from day-to-day journeys to school through to multi-day holidays (e.g. using routes such as the Coast 2 Coast trails). It is managed (though mostly not owned) by the sustainable transport charity Sustrans, who are one of Cycling UK's partners in the Walking and Cycling Alliance.

In 2018, Sustrans published its 'Paths for Everyone' review of the NCN, identifying improvements needed to bring the NCN up to standard, while dropping some sections of the network (at least for the time being), so as to meet its strengthened quality thresholds. Cycling UK strongly supports Sustrans's calls for earmarked funding to improve the NCN.

Cycle-rail integration *('Gear Change' p25)*

We have already highlighted (in part 2.1) the benefits of combining of cycling and buses. We now discuss the cycle-rail combination.

In the Netherlands, 42% of rail trips involve cycling at the 'home end' of the journey, while 11% of rail trips are completed by bike at the non-home end. By contrast, just 2.8% of rail trips in Britain in 2015 also involved cycling (48 million cycle-rail trips out of a total of 1.718 billion rail trips). Yet this figure represents a very encouraging increase of 40% in the number of cycle-rail trips being made in Britain compared with 2010. Much (though by no means all) of this growth has been achieved through investment in cycle parking at rail stations. Cycle parking provision at Britain's rail stations has more than trebled over that period, to 77,000 spaces, while the number of rail journeys involving a cycle being parked at a station almost doubled (from around 16m to 28m). However rail journeys involving cycles (including folding bikes) being carried on trains has also grown, from around 17m to around 20m.[1]

The key measures for increasing the combination of cycling and public transport are:

- *Access to and facilities at stations and interchanges.* This needs to include:
  - Ample secure cycle parking, which needs to be conveniently located, clearly signed, sheltered and secure.
  - Cycle storage and hire facilities at larger stations – ideally including 'docking stations' for a local bike-hire scheme.
  - Access to, from, within and through the station. This includes convenient and well-signed links with the surrounding cycle network, as well as lifts or, failing that, well-designed wheeling ramps to assist cycle users in dealing with flights of steps.
- *Cycle carriage provision on new and refurbished public transport vehicles.* This should be designed to be easily useable by cycle users of all abilities, including those who use non-standard pedal cycles as mobility aids.
- *Customer information and services:* e.g. user-friendly cycle reservation systems, information about what services can and cannot carry cycles, and where to stand on the platform to load a cycle onto the train without delaying it.
- *Stakeholder engagement and monitoring.* This should include:
  - Collection of data on the use of cycle parking, storage, hire and carriage facilities;
  - Engagement with cycle-rail user forums.

Cycle parking is a particularly cost-effective solution for boosting cycle use, attracting new passengers to travel by train, and reducing car use for journeys to stations.

- Under the DfT-funded Bike'n'Ride programme, 4 train operators installed 2,800 'standard' parking spaces, 1,161 secure cycle spaces (e.g. in lockable areas), 48 cycle lockers, 310 hire bikes and three cycle hub or cycle hire facilities. This led to an overall doubling in the proportion of rail passengers cycling to the stations in question: from 6% to 12%. It also increased the frequency of their rail journeys (the proportion who travelled 5 times a week increased from 47% to 57%).
- A 2004 Transport for London survey of cycle parking provision at Surbiton station (which was then newly installed) found that a quarter of the users had only started cycling since the cycle parking at been introduced, with a third saying they would be unlikely to cycle if the cycle parking wasn't there. 13% of cycle users had switched from travelling to the station by car, freeing up car parking spaces for other users.

[1] Unpublished reports to the Government's Cycle Rail Working Group (CRWG).

Anecdotal evidence of several other cycle parking installations shows that they are quickly filled – for instance, the recently-provided new cycle parking at Chelmsford station was full within a month. This has been particularly true though for cycle parking provision at terminus stations (e.g. Waterloo, which has grown hugely over the past decade.

Cycling UK therefore calls for a funding line in CWIS2 to support cycle-rail and cycle-bus initiatives. The cycle-rail programme should at least continue to support the provision of cycle parking at rail stations, though the funding for other cycle-rail improvements will depend on the arrangements now being put in place to replace rail franchising.

Purchase subsidies for electrically assisted pedal cycles, cargo bikes, *('Gear Change' pp26-27 and p39)*

The European market for e-bikes grew nearly 12-fold from 2006 to 2014 (from 98K to 1,139K units annually). Yet the UK's e-bike market is very under-developed, compared with countries like the Netherlands (where e-bikes account for 21% of bike sales) or Belgium (50% of sales). Hence there is a very strong case for the Government to support increased use of e-bikes as part of the its Industrial, Clean Growth and Clean Air strategies.

Projects to promote e-bike use have been shown not only to increase cycle use but also to reduce car use, and hence pollutant emissions. Initial feedback from demonstration projects run by the charity CoMoUK (previously known as Carplus Bikeplus) found that that 46% of participants were using e-bikes for regular trips that they had previously made by car or taxi. A separate e-bike hire project in Brighton found that participants reduced their car use by an average of 20% during the project. These results match findings of reduced car-use from other e-bike projects in the UK and the Netherlands, Norway, Switzerland, Australia and California.

Taken together these studies also indicate that:

- People are willing to use e-bikes for longer and/or hillier trips than they would be willing to make using conventional bicycles;
- Their additional speed means they can compete with cars on journey times over longer distances than conventional bicycles can;
- For drivers wishing to reduce their car use, e-bikes are in many ways a preferable alternative to e-cars. They cost less to operate, they provide additional health and (in many cases) time-saving benefits, they are easier to store (avoiding the need to find and pay for parking spaces), and their batteries are easier to charge.
- 'Try-before-you-buy' schemes are highly effective for boosting cycle use, especially among groups who would otherwise not consider cycling, e.g older people, health patients and people with disabilities.

The Government's Office for Low Emissions Vehicles (OLEV) provides generous subsidies for the uptake of electric cars and vans, but no support for e-bikes other than cargo-bikes. This is despite evidence that subsidising e-bike purchases is twice as cost-effective as electric car subsidies as a way to reduce CO_2 emissions. It would also deliver reductions in congestion, road danger and physical inactivity that cannot be achieved by supporting electric cars.

Cargo-bikes, particularly electric-assisted cargo-bikes also have the potential to replace vans, particularly for 'last-mile' goods deliveries in urban areas. The EU-wide Cyclelogistics project (to which Cycling UK contributed) found that 51% of motor-vehicle trips in EU towns involving the transport of goods could be accomplished by cargo bikes. We therefore strongly urge the Government to reconsider OLEV's remit and direct it to support e-bikes as well as electric cars and vans.

Subsidies for non-standard pedal cycles, and bicycles for children on free school meals *(not in 'Gear Change')*

Notwithstanding the case made above, we suggest the most valuable cycle purchase subsidies would be:

- Subsidising non-standard pedal cycles (including electrically assisted cycles) for disabled people;
- Providing cycle purchase vouchers for children on free school meals.

We cannot point to evidence in support of these proposals, However we believe they would strongly support the Government's "levelling up agenda".

2.3. Revenue funded programmes: local delivery

Cycle training for both adults and children *('Gear Change' p36)*

Cycling UK strongly welcomes the commitments in the 'Gear Change' vision document to extend the provision of cycle training for adults and children of all ages, including disabled people using adapted cycles.

The three levels of the Government-backed National Standard for cycle training are intended to offer a progression through from basic cycle control skills (level 1) to having the confidence to handle busy roads and junctions (level 3). Yet at present, cycle training is currently offered to just 50% of primary school age pupils, most of whom only get offered cycle training to level 2. Few pupils are offered level 3 cycle training at secondary school, at a time when their journey distances are increasing, as is their independence. We hope this will now be addressed, alongside widespread provision of cycle training for adults.

There is good evidence that adult cycle training is highly cost-effective in encouraging new people to cycle, to cycle more often and for longer journeys, and to feel more confident when doing so. For younger children the evidence is less strong, suggesting that cycle training may be necessary but not sufficient to give parents the confidence to allow their children to cycle independently. Nonetheless, international best practice still supports its inclusion as a vital component of any wider strategy to promote more and safer cycling.

Cycling programmes in schools and workplaces *(not covered in 'Gear Change')*

There is also evidence of benefits from programmes in schools and in workplaces which go beyond simply providing cycle training. In schools, these can include bike to school days, or the inclusion of discussions of cycling as part of the wider curriculum (e.g. planning local cycle routes in geography classes, or discussing its environmental and health benefits during PHSE (personal, social, health and economics) classes. In workplaces, these can include 'bike breakfasts' and workplace cycle challenges, which incentivise employees to take up cycling during a targeted period (typically a fortnight), with positive feedback and rewards for the calories they have burned, the carbon and pollutant emissions they have saved.

Social prescribing and other community programmes *('Gear Change' p36)*

Cycling UK welcomes the plans in 'Gear Change' to pilot schemes in which GPs prescribe cycling for people with inactivity-related health conditions. Nonetheless, we believe more could be done to boost the diversity (as well as the number) of people taking up cycling.

There is good evidence that such behaviour-change programmes can be highly cost-effective ways to boost cycle use, particularly among groups such as women, older people, BAME communities, health patients and people with disabilities. Cycling UK's Big

Bike Revival (BBR), Community Clubs and Cycling for Health projects, run with support from DfT, have consistently demonstrated their effectiveness– and cost-effectiveness – in boosting cycle use particularly among under-represented groups.

- The *Big Bike Revival* (www.cyclinguk.org/bigbikerevival) has been run since 2015 in conjunction with local bike-recycling projects and similar social enterprises, with support from DfT. It involves open days where people are encouraged to bring along bikes that have lain unused, which often need a simple fix. They are offered free cycle checks, servicing, cycle maintenance workshops, cycle training and accompanied rides. 46% of participants in *Big Bike Revival* events in England were non-regular cyclists, almost half were women and 46% were from the top 30% most deprived areas in the country.
- *Community Clubs* (www.cyclinguk.org/community-cycle-clubs) are run in partnership with a wide variety of community groups, whether for women, health patients, people with disabilities or other disadvantaged groups. They offer longer-term support for people interested in taking up cycling, for whatever reason. They can often be formed in the aftermath of a Big Bike Revival project. We have set up over 200 clubs in England and Scotland, which have attracted 50,000 participants. Half of them were women, 53% are from the most deprived three deciles of neighbourhoods, 56% are from BAME backgrounds and 50% or attendees are non-regular cyclists on joining. 20% of participants have a disability or long-term health condition and 30% are inactive, meaning they were not doing 30 minutes of exercise per week prior to joining the club.
- Our *Cycling for Health* project (www.cyclinguk.org/community-outreach/health) is a potential prototype of how the Government's 'social prescribing' scheme could work. It has been run through 8 'cycling hubs' throughout West Yorkshire, with support from the West Yorkshire Combined Authority. It enables people with inactivity-related physical and mental health conditions to take up cycling as part of a sociable and supportive group. The majority of participants are now referred to the programme by local health professionals. Of the programme's 270 direct beneficiaries, 56% were from recognised areas of deprivation with 31% coming from the highest decile of deprivation. 78% were female and 28% identified as being of non-white ethnicity. 90% were previously non-cyclists, yet 68% were still cycling regularly (i.e. more than once a week) 6 weeks after the programme had ended. Participants said they felt more confident, more relaxed, closer to other people, better able to think clearly and deal with problems, and more optimistic about the future.

We urge DfT and the Treasury to reflect the importance of such revenue-funded behaviour change programmes, both in the Spending Review and the 2nd Cycling and Walking Investment Strategy which will follow it.

Bike share schemes *(not covered in 'Gear Change')*

In section 2.1, we cited evidence for the value of bike share schemes as a highly cost-effective way for people to 'try before you buy' as a route into taking up cycling. This can be particularly valuable for older or disabled people, people with health conditions or people from lower income and ethnic minority groups. These are often people who are least likely to take up cycling, or to think that "cycling is something for people like me", or to be able to afford the non-standard pedal cycles they need (e.g. e-bikes and/or adapted pedal cycles), yet they are also those who potentially have the most to gain from doing so.

Yet there is an additional difficulty, in that bike share programmes are least economically viable in areas of disadvantage, partly due to the lower rates of take-up, partly because of the increased risks of vandalism or theft. On the other hand, where revenue support is available to help cover these costs, schemes of this kind have proved highly successful. This is especially true where they also provide additional benefits for the local

community, e.g. by employing people from disadvantaged backgrounds (including young offenders etc) and training them to maintain the bikes. Schemes run in Glasgow and Cardiff provide excellent examples.

We urge the inclusion of sufficient revenue funding in CWIS2 to support these programmes, in accordance with the Government's 'levelling up' agenda.

2.4. Revenue funding: national delivery

Active Travel England *('Gear Change' p33, also references on pp20, 26 and 30)*

We have previously noted our strong support for DfT's new Cycle Infrastructure Design guidance and for the Local Cycle and Walking Infrastructure Plan (LCWIP) process. Yet, after many years of cycling and walking being underfunded and under-prioritised, many councils lack the staff resources needed to plan and implement good cycle networks.

We therefore strongly support the proposals in 'Gear Change' to set up a new body, to be called Active Travel England. Its role will be partly to support local authorities in developing their plans, partly to assess their performance in implementing cycling and walking schemes, and partly to determine whether or not they should receive funding (based on their performance). It will also be a consultee on major developments. Cycling UK urges that Active Travel England is set up to fulfil these roles as soon as possible, and that it has adequate resources to fulfil the roles that are expected of it.

LCWIP support *(see 'Gear Change' p30)*

Even with the best will in the world, it will inevitably take several months to set up Active Travel England. In the meantime, we urge the Government to continue and increase its funding for an existing local authority support programme provided by a consortium comprising Sustrans, Living Streets and Cycling UK. This could be used (among other things) to build awareness and understanding of the new design guidance, among councillors, senior managers and practitioners alike.

3. CROSS-GOVERNMENT SUPPORT FOR CYCLING

Aside from policies and funding allocations directly relating to cycling and walking, there are a number of ways in which wider Government policy needs to support active travel, in order to maximise its benefits across a wide range of policy areas (health, climate, air quality, access to nature and strengthening the rural economy), as follows:

- *Wider transport policies* need to support the growth of public and shared transport, to promote traffic restraint both (through physical measures such traffic calming and cycle-permeable road closures to reduce speeding and rat-running) and through various pricing mechanisms. Road user charging can help not only by directly reducing demand for road travel but also by yielding funding to invest in sustainable transport alternatives. Road pricing can therefore combine both 'carrot' and 'stick'. As noted earlier, polling evidence shows substantial increases public support for urban road pricing in recent years.

- *Integrating active travel with public transport.* In terms of cycling, this should involve:
  - Providing safe and convenient cycle access to, from within and through stations
  - Safe, secure, accessible and well-designed cycle parking at stations, together with hire and storage facilities at larger stations
  - Providing formal and informal cycle spaces on trains
  - Developing convenient ticketing and reservation systems

- Information and publicity
- Supporting large cycling events
- Stakeholder engagement
- Monitoring and review of what is working.

For more, see Cycling UK's response to the Williams Rail Review.

- *Road safety policies* which support the growth of cycling and walking include: lowering speed limits; proceeding with the Highway Code revisions that were recently subject to consultation; strengthening driver education and training; reviewing road traffic offences and penalties; and promoting lorry safety though safer lorry cab designs and through transhipment depots; as well as by promoting cargo-bikes for 'last mile' deliveries.

- *Home Office and Justice:* Cycling UK has long called a comprehensive review of road traffic offences and penalties and a strengthening of roads policing. We are pleased that DfT and the Home Office have consulted on a Roads Policing Review (see Cycling UK's submission). We urge the Ministry of Justice and DfT to collaborate on strengthening road traffic offences and penalties, reflecting the amendments to the Police, Crime, Sentencing and Courts Bill proposed by Cycling UK and several allies.

- *Planning.* The Government's forthcoming planning reforms (due to be set out in a Planning Bill, expected later this year) need amending to avoid entrenching car-dependence in new housing and other developments. This involves:
  - Ensuring that any new zoning, environmental assessment and other policies help concentrate development in locations with good access to public transport;
  - Building to relatively high densities, in order to reduce cycling and walking distances and create space for walking, cycling and a green and pleasant urban environment;
  - Creating high-quality pedestrian and cycle-friendly route networks within the development, good links with other key destinations nearby, and good access to green open space within the development and the surrounding countryside;
  - Ensuring that any new mechanisms for developer contributions secure the funding necessary to provide whatever cycling, walking and other sustainable transport infrastructure is needed to avert the risk of car-dependence.

  For more, see Cycling UK's response to the Planning White Paper and these three blogs.

- *Rural policy and outdoor access*. As noted previously, the Environment Bill, and the Environmental Land Management (ELM) schemes which will follow it, present significant opportunities to improve off-road access for walking, cycling and horse-riding. This is timely, for three reasons. Firstly, the Government is planning to announce funding to boost the uptake of e-bikes. Secondly, it is also preparing to unveil its Rural Transport Strategy, which was subject to consultation last year (see Cycling UK's response). Taken together, these 'hooks' provide opportunity to persuade people (and indeed councillors) in rural areas to consider cycling seriously as a rural transport option. Thirdly, the experience of lockdown has raised awareness of the physical and mental health benefits of having good access to nature. The Environment Agency has noted that "Equality of access to, and connection with, a healthy natural environment would save billions of pounds in healthcare costs and reduced economic activity every year." Meanwhile the Government-commissioned Landscapes review (also known as the Glover review, which considered the management of National Parks and Areas of Outstanding Natural Beauty) called on the Government to "consider expanding open access rights in protected landscapes". The 25 Year Environment Plan stressed the importance of improving public access to and connection with nature, while the Agriculture Act 2020 cites "access to and

enjoyment of the countryside" as one of the purposes for which the Secretary of State can allocate agricultural subsidies, bringing public access into the scope of the Government's aim to secure "public goods for public subsidies". Hence there is a significant opportunity to improve the linkages between the planning and delivery of Local Cycling and Walking Infrastructure Plans (LCWIPs, which have typically been focussed more on urban and utility cycling and walking trips) and Rights of Way Improvement Plans (RoWIPs, which are seen as more rural and more recreational). By linking the two more closely, it will become possible to make greater use of the rights of way network to address 'utility' journey needs (e.g. for children in villages to walk or cycle to the school in the nearest town), while also enabling people living or residing in a town to access the surrounding countryside.

- *Health, recreation and sport*. Recognition of the value of cycling as a non-competitive sport, from Department for Culture, Media and Sport (DCMS) and Sport England, has increased markedly in recent years. However the Department of Health has said nothing about the role of active travel in its recent Obesity Strategy or its Physical Activity guidelines. This is a huge missed opportunity, particularly given the enthusiasm from the Department for Transport for an initiative to pilot cycling as a form of 'exercise on prescription' (see Gear Change page 36). There could be huge benefits from encouraging more GPs to encourage patients to take up cycling - and in some cases to refer them to 'exercise on prescription' schemes (such as Cycling UK's 'Cycling for Health' programme – see above). Further benefits could come from the NHS itself becoming a Cycle-Friendly Employer, thus promoting cycling to its own workforce, and thus encouraging them to become role models of healthy travel.

- *Education*: At present, the 'Bikeability' programme offers 'National Standard' cycle training to around half of all year 6 pupils, though the Government recently made a very welcome commitment to boost this to 100% by 2025. However a key issue is making time within the curriculum to provide this training. Cycling UK calls for greater engagement from the Department for Education in making this happen.

- *Employers:* One of the really interesting ideas in the newly-published Transport Decarbonisation Plan is the proposed 'Commute Zero' initiative, to enlist employers in promoting low or zero-carbon travel among their employees. Cycling UK urges the Department for Business, Energy and Industrial Strategy (BEIS) to play an active role in supporting this, and are keen to explore how our Cycle-Friendly Employer programme can be integrated into it.

4. FUNDING PROPOSALS UNDER 3 SCENARIOS

This concluding section outlines proposals Cycling UK made in our submission to the (subsequently postponed) Spending Review in Autumn 2020.

We reflected the fact that, then as now, the Government had only committed £2bn of earmarked funding for cycling and walking. As noted earlier, this is more than a 6-fold increase in earmarked funding compared with the previous 5 year allocation (covering 2016/7 to 2020/1 – there was a 1-year overlap between the two funding periods). However, unless further funding is secured (whether from ring-fenced or non-ringfenced sources), this could end up being a reduction compared with the £2.4bn (including non-ringfenced funding) that was invested in the 5-year period up to April 2021.

We also reflected our understanding of the unpublished research, commissioned by DfT to assess what funding was required to meet its CWIS1 targets, which apparently estimates that the answer is between £6bn and £8bn. £6bn allows the target to be met,

but it does so in a way that focuses on 'easy wins', which are not necessarily the most 'beneficial wins'. £8bn also achieves a doubling of cycling trips, but with more of a focus on boosting cycle use among a wider demographic range of users (thereby yielding greater health and equality benefits) and more rural areas (this yielding greater climate benefits).

We therefore developed 3 funding scenarios, as described below.

Outline of scenarios

- *Scenario 1* considers how the £2bn already allocated could best be deployed to boost cycling and walking up to 2025, if no more funding were available. It focuses funding primarily in urban areas, particularly those which have a high capacity to spend it effectively. Inevitably though, these tend to be urban areas which already have relatively high levels of active travel, and populations who are relatively affluent and healthy. However we stress that it would not come close to meeting the Government's LCWIP targets for 2025. It also performs poorly in terms of tackling economic and health inequalities.
- *Scenario 2*, amounting to £6bn, could be expected to meet the Government's targets, but its benefits are still concentrated in areas where active travel is already relatively high, and among relatively healthy and affluent population groups. Hence it still does not perform well in terms of 'levelling up' access to the health, environmental, well-being and economic benefits of active travel.
- *Scenario 3*, amounting to £8bn, would meet the Government's targets in a way that also distributes the benefits of active travel to more rural areas and to more areas of deprivation. It would therefore achieve significantly greater benefits for the health, wealth and well-being of disadvantaged areas, while achieving greater carbon reduction and other benefits by also boosting cycling in more rural areas.

The budget lines in all 3 scenarios are the same, with capital funding for local cycling and walking infrastructure attracting the lion's share of the budget in all cases. However, we have assumed that the £2bn in scenario 1 comprises ring-fenced money only. Therefore the budget for this scenario does not show any provision for funding from the National Roads Fund (either for the Strategic or Major Road Networks, SRN or MRN), for HS2, or for Rights of Way improvements funded via the Environmental Land Management (ELM) scheme. Otherwise, the proportions of the available budget vary between scenarios, as set out overleaf.

	£2bn scenario	£6bn scenario	£8bn scenario
CAPITAL: Local delivery			
LCWIP implementation (incl. protected cycle lanes, low traffic neighbourhoods, mini-Hollands, school streets etc)	1,218	2,796	3,107
Major Road Network (MRN)	0	400	500
Rights of Way Improvement Plans (RoWIPs: funding through ELM scheme)	0	325	400
Cycle-bus measures	0	0	20
Bike share schemes	150	450	600
CAPITAL: National delivery			
Strategic Road Network (SRN)	0	500	750
HS2	0	40	52
National Cycle Network (NCN)	100	300	400
Cycle-rail	45	50	60
CAPITAL: TOTAL	1,513	4,861	5,889
REVENUE: Local delivery			
Cycle training: adults and children	150	300	400
School and workplace programmes	50	55	65
Social prescribing / health & community programmes	20	20	30
Bike share scheme support	47	134	191
REVENUE: National delivery	0	0	
E-bike / e-cargo-bike and inclusive cycle purchase subsidies	200	600	1,425
Active Travel England / LCWIP support	20	30	40
REVENUE: TOTAL	487	1,139	2,111
TOTAL (£millions)	2,000	6,000	8,000

The sums given here relate to the 5-year period 2020/1 to 2024/5. Of the £2bn ringfenced for cycling and walking over this period, £588m has been allocated in the first two years (£250m in 2020/1, and £338m in 2021/2), which should be subtracted from the above totals. However, we do not have a detailed breakdown of how these two amounts relate to the proposed budget lines in the table above. Hence we continue to present our figures in the form of a 5-year table, even though the first 2 years' worth of funding has already been allocated.

A fuller year-by-year breakdown was presented in our original submission to the 2020 Comprehensive Spending Review.

Roger Geffen
Policy Director

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