

SPICe Briefing

Walking and Cycling

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This briefing provides background information on walking and cycling as forms of transport in Scotland. It gives a brief summary of walking and cycling statistics, policy and funding plus other related topical issues. It also includes short case studies of successful plans and projects that are increasing the number of people walking and cycling.



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INTRODUCTION

Walking and cycling are healthy and environmentally friendly forms of transport; they produce near zero carbon emissions, minimal noise and require little road space.

This briefing focuses on walking and cycling as forms of transport, as opposed to recreation or sport.

WALKING

PEDESTRIANS AND THE LAW

As might be expected, walking is not subject to many legislative constraints. The only regulations which specifically limit what pedestrians can do relate to the operation and use of zebra, pelican and puffin crossings as set out in The Zebra, Pelican and Puffin Pedestrian Crossings Regulations and General Directions 1997 and a ban on walking on motorways (except in an emergency) as set out in The Motorways Traffic (Scotland) Regulations 1995. These regulations are made under powers granted by the Road Traffic Regulation Act 1984 (c 27), the provisions of which are reserved to the UK Government.

Section 1 of the Land Reform (Scotland) Act 2003 (“the 2003 Act”) gives pedestrians the right to exercise access rights, in a responsible manner, over most land in Scotland. The main places where these access rights do not apply include:

- Land on which there is a house, caravan, tent or other place affording a person privacy or shelter, and sufficient adjacent land to enable those living there to have reasonable measures of privacy and to ensure that their enjoyment of the house or place is not unreasonably disturbed
- Gardens which are separated from houses but only accessible to the residents who have common rights in them (these are usually found in cities such as Edinburgh and Glasgow).
- Land on which there is a non-domestic building or other structure or works, plant or fixed machinery, and land which forms the curtilage of a building or which forms a compound or other enclosure containing any structure, works, plant or fixed machinery
- Land in which crops have been sown or are growing, although access rights do apply on the margins of fields, along paths and tracks, and on any unsown ground
- Grass sports pitches or playing fields whilst they are in use for their intended purpose
- Any sports pitch or playing field with an artificial surface (e.g. astroturf), whether or not in use
- On golf greens, bowling greens, cricket squares, lawn tennis courts or other similar areas, whether in use or not
- Land developed and in use for recreation, where the exercise of access rights would interfere with such use, e.g. a racecourse
- On land around any school and used by that school (such as a playing field)
- Places where you have to pay to enter, e.g. castles, historic houses and gardens
- Building, civil engineering or demolition sites
- Railway and airfield infrastructure and airports
- Working quarries and other surface workings
- Land where public access is, by or under any other legislation, prohibited, excluded or restricted. This can also include restrictions introduced by local byelaws (which must be consistent with the access rights granted by the 2003 Act) and management rules

- Land exempted from access rights through an order made by a local authority (for exemptions lasting for six or more days, the order needs to be confirmed by Ministers and be subject to public consultation)

Full details of the access rights granted under the 2003 Act, plus restrictions on these rights, are set out in the [Scottish Outdoor Access Code](#) (Scottish Natural Heritage 2005).

SCOTTISH GOVERNMENT WALKING POLICY

The Scottish Executive consulted on a [Walking Strategy for Scotland](#) (Scottish Executive 2003) between February and July 2003. It published an [analysis of the consultation responses](#) (Scottish Executive 2004) in September 2004. However, a final version of the strategy was never published.

The [National Transport Strategy](#), published by the Scottish Executive in December 2006 includes a commitment to “Promote cycling and walking as sustainable forms of transport especially for short journeys”.

The Scottish Government’s [Road Safety Framework](#) (2009) contains the following commitments regarding pedestrian casualty reduction:

“In Government, and in partnership with other stakeholders, we will:

- Publish guidance for Scottish roads authorities on designing streets, focusing on the needs of pedestrians of all abilities.
- Encourage local authorities to consider 20 mph speed limits in all residential areas.
- Investigate whether alcohol is playing a greater part in pedestrian casualties and, if it is, consider what we can do to reverse the trend.”

These are in addition to commitments regarding child road safety, which include funding child road safety education and undertaking research into the links between road safety and disadvantaged children and those in ethnic minority groups and implement agreed action.

The [Scottish Government’s response to the Town Centre Action Plan](#) (Scottish Government 2013), commits the Scottish Government to “...work with local authorities and other relevant partners to develop and maintain walking and cycling routes, public realm improvements and cycle parking facilities in town centre areas where high levels of cycling can be achieved.”

The Scottish Government (2012) [announced](#) its intention, on 17 May 2012, to produce a National Walking Strategy, which would aim “...to maximise the number of people using walking as a mode of transport, to get active and to stay active”. Keith Brown MSP, Minister for Transport and Veterans, was asked about the progress of the strategy at the Infrastructure and Capital Investment Committee’s [meeting of 26 March 2014](#) (Scottish Parliament 2014), to which he replied that “The strategy is currently with the working group, which was established to support its development and covers a range of national partners, and it will be redrafted according to the responses of the different partners and submitted to the Minister for Commonwealth Games and Sport before going out to a targeted stakeholder consultation. It is due to be published in June.”

WALKING STATISTICS

It is inherently difficult to collect consistent, high quality statistics on walking as a mode of transport due to its informal nature. Transport Scotland collects some high level statistics on

walking through both the UK-wide National Travel Survey (Transport Scotland 2013d) and the Scottish Household Survey¹ (Transport Scotland 2013e). The following three tables set out trends in walking since the establishment of the Scottish Parliament in 1999, which can be summarised as a slow decline in the incidence of walking and the total distance walked by Scottish residents since 1999.

Chart 1 below shows that both the trend in average number of walking trips and total distance walked has been downward since 2001/2002, with a very small upturn in total trips since 2009/2010. The average distance of a walking trip has remained consistent over the period 1998/1999 to 2011/2012 at 0.7 miles per trip.

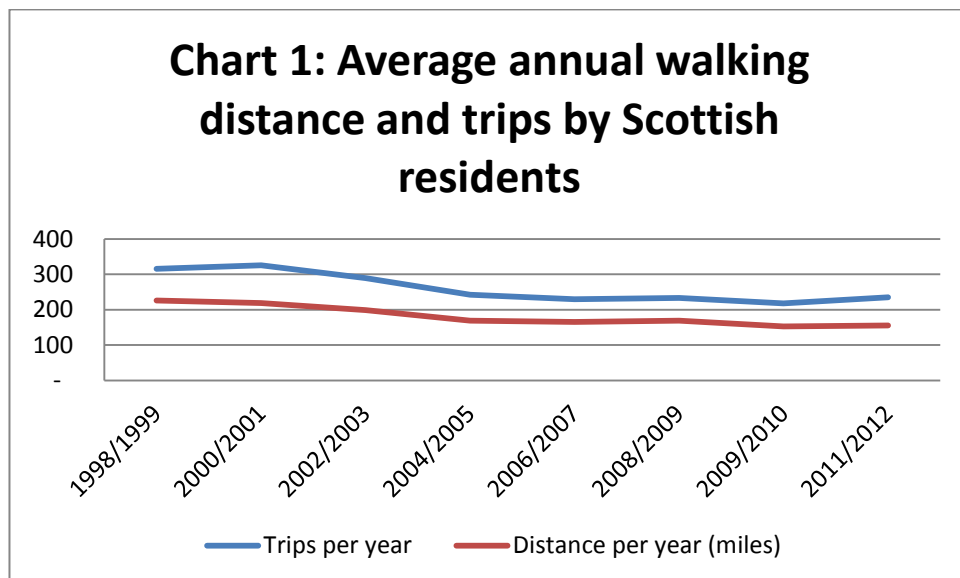


Chart 2 below shows that the number of people walking to work and school has remained broadly consistent since 1999, with around 50% of school pupils and 13% of people in employment, who do not work at home, walking to school or work.

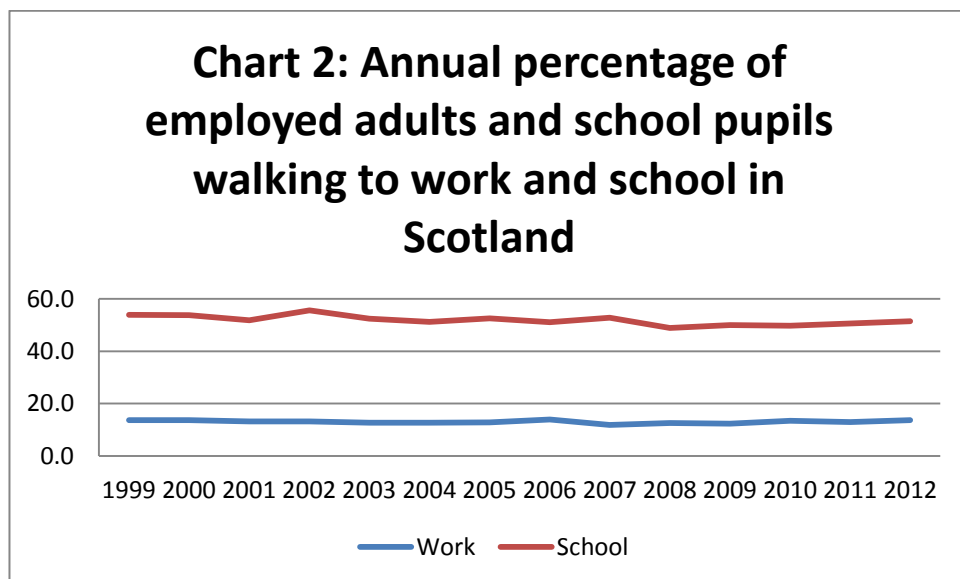
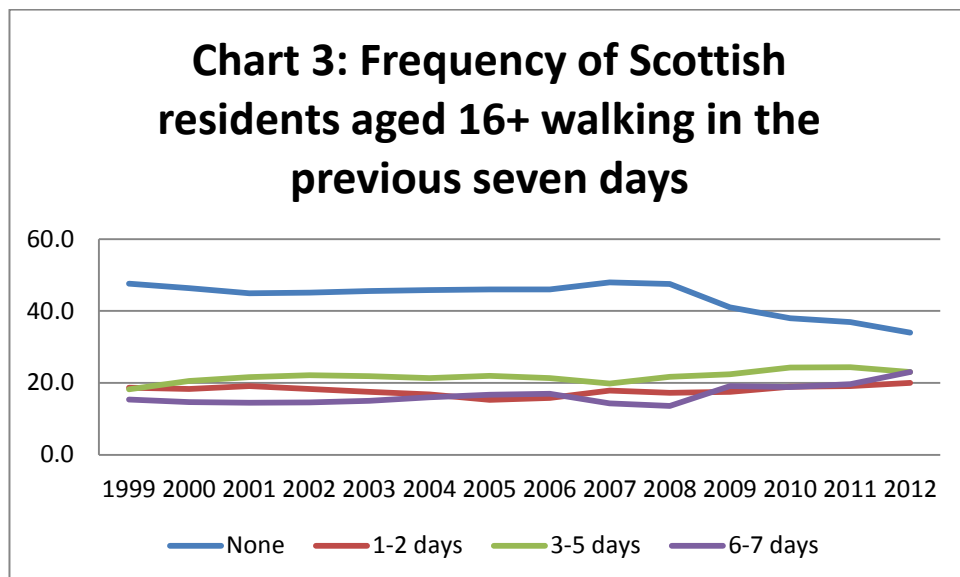


Chart 3 shows that the number of people who report not walking more than a quarter of a mile for transport in the previous seven days has declined from 48% in 1999 to 34% in 2012. There

¹ The statistics used to create Charts 1 and 2 are taken from Transport Scotland's [National Travel Survey 2011/2012](#) publication and the figures for Chart 3 are from Transport Scotland's annual [Scottish Transport Statistics](#) (Transport Scotland 2013f) publication and associated datasets

has been a concurrent rise in the number of people reporting that they had walked on 1-2 days, 3-5 days and 6-7 days in the previous seven days.



PEDESTRIAN SAFETY

Chart 4² below shows that the number of pedestrians killed on Scotland’s roads has fallen considerably since 1999, when 89 pedestrians were killed, to a low of 43 in 2011 - although 2012 saw an increase to 57. However, the decrease in pedestrian fatalities has occurred at a slower rate than for all road users.

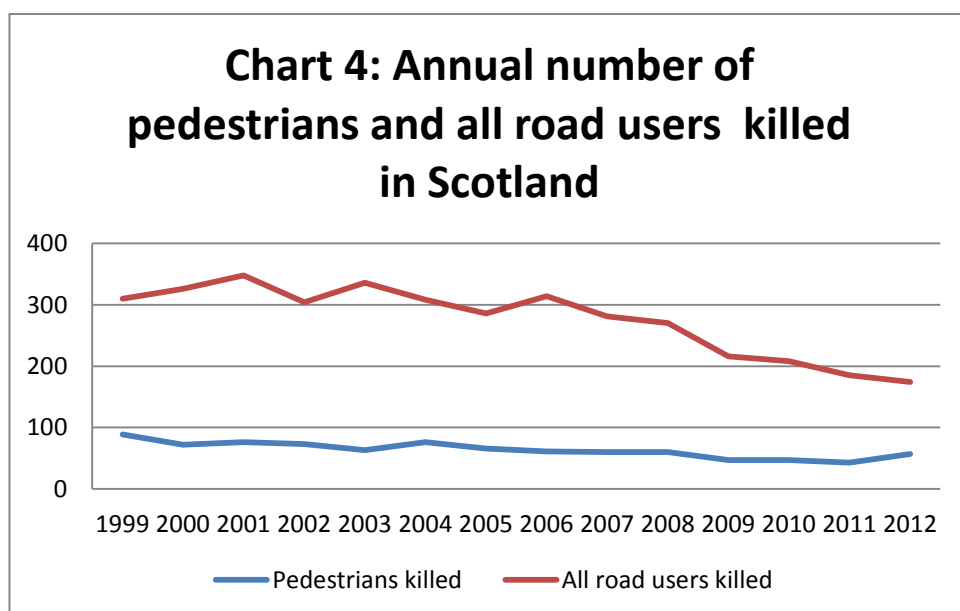
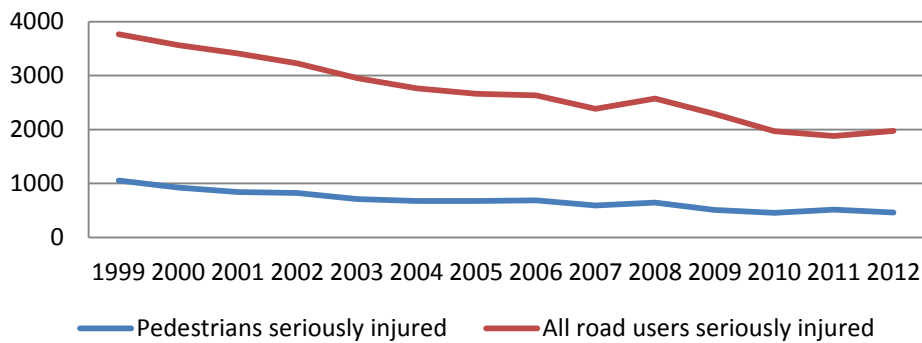


Chart 5 below shows that there has also been a considerable fall in the number of pedestrians seriously injured on Scotland’s roads since 1999, when 3765 pedestrians were seriously injured, to 1974 serious injuries during 2012. Again, the reduction in serious pedestrian injuries has been slower than that experienced by all road users.

² All statistics used in charts 4 and 5 are taken from Transport Scotland’s [Reported Road Casualties Scotland 2012](#) publication and associated datasets

Chart 5: Annual number of pedestrians and all road users seriously injured in Scotland



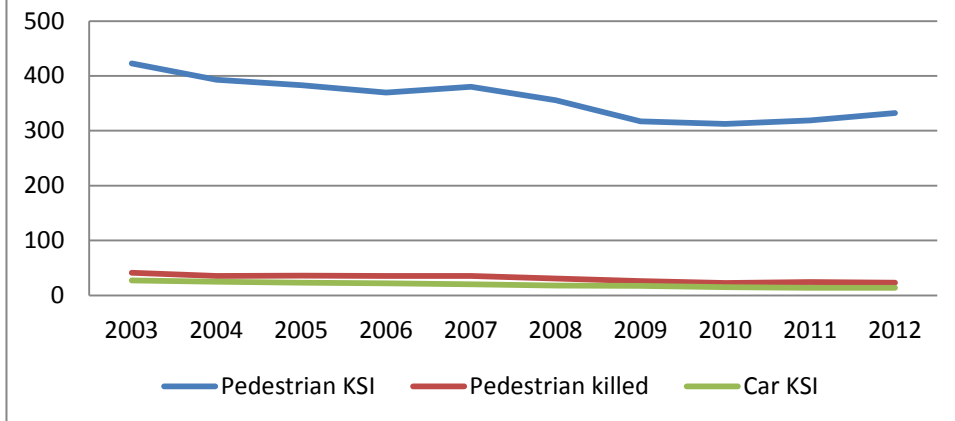
Transport Scotland's [Reported Road Casualties 2012](#) (Transport Scotland 2013a) outlines the following key points on pedestrian casualties in Scotland:

- **Since 2008, pedestrian casualties have fallen by a quarter.** Pedestrian casualties fell by 4 per cent between 2011 and 2012 but the number of fatalities increased by 33 per cent.
- **Most pedestrian casualties occur in built up areas.** (95% of casualties and 75% of fatalities occur on roads with a speed limit of 40 mph or less.)
- **The fatality rate is higher on faster rural roads.** (43% of pedestrian casualties on roads with a speed limit of 60 mph or more are killed or seriously injured. This compares to 25% for roads with a speed limit of 30 mph.)
- **Most casualties occur during the winter months.**
- **Most occur in evenings, though at weekends, adult casualties peak between midnight and 2 am.**
- **A quarter of pedestrian casualties are aged under 16.** (11% of casualties are aged 11-15.)
- **Almost 60 per cent of pedestrian casualties in 2012 were male.**

The UK Department for Transport (2013) produces [annual figures](#) showing the casualty rate for all modes of transport, including walking, per billion kilometres travelled. Chart 6 below shows that walking is generally a safe mode of transport, although one pedestrian was killed in a traffic incident in the UK for every 43.5 million kilometres walked during 2012 and one pedestrian killed or seriously injured (KSI) for every 3 million kilometres walked. KSI figures provide a more consistent measure of casualties than fatalities, which are subject to considerable annual fluctuation. Chart 6³ also shows that annual pedestrian KSI figures per distance travelled have started to rise in recent years and walking remains, statistically speaking, more dangerous than travelling in a car – where the KSI rate was just one per 71.4 million kilometres travelled in 2012 and continues to fall each year.

³ Statistics for Chart 6 are taken from the UK Department for Transport's Passenger Casualty Rates by Mode: 2003-2012

Chart 6: Pedestrians killed and KSI per billion km walked in UK



It is worth remembering that, while pedestrians may face a very small risk of injury, walking offers many health benefits. Details of these benefits are summarised in [The Benefits of Regular Walking for Health, Well-Being and the Environment](#) (C3 Collaborating for Health 2012).

FUNDING

Scottish Government funding for the development of pedestrian infrastructure and support for local schemes to encourage people to walk are principally channelled through two budget lines, i.e. “support for sustainable and active travel” and the “cycling, walking and safer streets” grant to local authorities. However, both these budget lines support a wide range of sustainable travel initiatives, e.g. the support for sustainable and active travel budget line also support the development of car clubs, the Glasgow Fastlink bus project and cycling infrastructure developments, making it very difficult to establish what the Scottish Government actually spends on walking.

Pedestrian infrastructure is largely the responsibility of local authorities, in their role as roads authorities. Again, details of local authority expenditure on pedestrian infrastructure are not available as such expenditure is generally counted as expenditure on roads.

WALKING INFRASTRUCTURE

The Scottish Government/Transport Scotland sets out its best practice guidance on designing high quality pedestrian environments in [Designing Streets](#) (Scottish Government 2010b). The introduction to *Designing Streets* sets out the Scottish Government’s vision for high quality pedestrian environments as follows:

“The premise upon which the document is based is that good street design should derive from an intelligent response to location, rather than the rigid application of standards, regardless of context. *Designing Streets* does not, thus, support a standards-based methodology for street design but instead requires a design-led approach. This demands taking into account site-specific requirements and involves early engagement with all relevant parties. *Designing Streets* marks the Scottish Government’s commitment to move away from processes which tend to result in streets with a poor sense of place and to change the emphasis of policy requirements to raise the quality of design in urban and rural development.”

Designing Streets sits alongside [Designing Places](#) (Scottish Executive 2001), which sets out the Scottish Government's wider design ambitions for the built environment.

CYCLING

CYCLISTS AND THE LAW

This section aims to set out the main features of roads law as it applies to cyclists. While every effort has been made to ensure this information is accurate it is not a comprehensive description of the law and is not intended to be legal advice.

Cycling on the pavement: Most people will tell you that an adult cycling on a pavement is committing an offence. However, the issue of cycling on the pavement is more complicated than it may first appear. The Roads (Scotland) Act 1984 does not use the term “pavement”, as this can also mean the surface of a road. Rather, it defines five key terms:

- **Road:** A way over which there is a public right of passage by any means, including the road’s verge and any associated bridges, tunnels etc.
- **Carriageway:** Commonly known as “the road”, the carriageway is a way which can be used by any vehicle.
- **Footway:** Commonly known as “the pavement”, a footway is a way, which is associated with a carriageway, where right of passage is limited to foot.
- **Footpath:** A way, which is not associated with a carriageway, where right of passage is limited to foot.
- **Cycle track:** A way where passage is limited to bikes or bikes and foot.

Generally, anyone cycling on a footway or footpath in Scotland is committing an offence under the provisions of Section 129(5) of the Roads (Scotland) Act 1984. It is not an offence to cycle across a footway or footpath to access a cycle track, driveway or other land where cycling is allowed.

The issue is complicated by access rights granted to cyclists under Section 1 of the Land Reform (Scotland) Act 2003 (“the 2003 Act”). The 2003 Act allows cycling on most land unless access is controlled by or under another enactment. This means that land reform access rights do not normally apply to roads or footways as their use is restricted under various statutes. However, the 2003 Act does allow cycling on any path where access has not been restricted by a Traffic Regulation Order or through other legal means. In practice, this allows cyclists to use most paths in urban parks and rural areas.

To further complicate matters, Section 7(1) of the 2003 Act states that the restriction on access rights described above does not apply where land has been designated as a “core path” under the provisions of the 2003 Act⁴. This means that cyclists may be able to cycle on a footpath, or even a footway, designated as a core path without committing an offence. However, it is important to remember that access rights must be exercised responsibly and cyclists should consider cycling on the carriageway (i.e. road) even if the associated footway has been designated as a core path.

Other cycling offences: As well as the offence of cycling on a footway/footpath, the Road Traffic Act 1988 sets out a number of other cycling related offences, which are summarised below:

⁴ The 2003 Act requires every local authority and National Park authority (access authorities) in Scotland to draw up a plan for a system of paths (known as core paths) to give the public reasonable access throughout their area.

- **Section 24:** Ride more than one to a bicycle, unless it has been designed to carry more than one person
- **Section 26:** Hold on to a moving vehicle or trailer
- **Section 28:** Cycle dangerously
- **Section 29:** Cycle in a careless or inconsiderate manner
- **Section 30:** Cycle under the influence of drink or drugs
- **Section 36:** Fail to comply with road signs and signals
- **Section 163:** Failure to stop when required by a police or traffic officer
- **Section 168:** Failure to give, or giving false name and address in case of careless, inconsiderate or dangerous cycling

What constitutes dangerous cycling: Dangerous cycling is defined as cycling in a manner liable to cause either injury to a person or serious damage to property. In determining whether a person has cycled dangerously, a Sheriff must consider whether it would have been obvious to a competent and careful cyclist that cycling in such a manner fell far below the standard that would be expected of such a cyclist.

What constitutes careless or inconsiderate cycling: A person may be guilty of careless or inconsiderate cycling if they cycle on a road without due care and attention, or without reasonable consideration for other persons.

Roadworthiness: The Road Vehicle Lighting Regulations 1989 as amended requires all bikes to be fitted with a rear reflector and pedal reflectors. In addition, any bike being ridden at night or when there is seriously reduced visibility must be fitted with front and rear lights, flashing lights are allowed. Failure to comply with these requirements is an offence. The Pedal Cycle (Construction and Use) Regulations 1983 requires anyone using a bike to ensure that their brakes are in working order.

Enforcement: The enforcement of cycling offences is a matter for Police Scotland. Police use fixed penalty notices to deal with most cycling offences, e.g. cycling without lights at night or failing to stop at a red light. A fixed penalty notice for a cycling offence requires the payment of a £30 fine. However, someone found guilty, on summary conviction, of carrying a passenger on a bike designed for one person could be fined up to £200, holding on to a moving vehicle up to £200, careless or inconsiderate cycling up to £1000, cycling while unfit through drink and drugs up to £1000, failing to comply with traffic signs or signals up to £1000, dangerous cycling up to £2500 and cycling on the pavement up to £500. Failure to stop when required, failure to give details or providing false details can result, on summary conviction, of a fine of up to £1000. The level of fines due for cycling offences are set out in Schedule 2 of the Road Traffic Offenders Act 1988.

Children and young people are not technically exempt from the legal restrictions described above. However, the Criminal Justice and Licensing (Scotland) Act 2010, Section 52 establishes that no-one aged under 12 can be prosecuted for an offence, effectively meaning that anyone aged under 12 can freely cycle, in a responsible manner, on the pavement.

CYCLING STATISTICS

Chart 7⁵ below shows that there has been an annual increase in the total distance cycled in Scotland since 2007, with the total distance cycled increasing 13.5% since 2007.

⁵ The statistics used to create Chart 7 are taken from Transport Scotland's annual [Scottish Transport Statistics](#) publication and associated datasets and for Charts 8 and 9 from Transport Scotland's [National Travel Survey 2011/2012](#) publication

Chart 7: Annual distance cycled (million km)

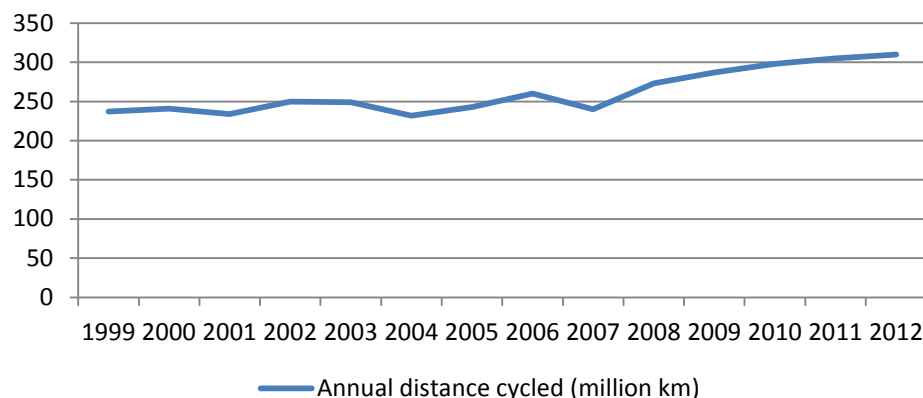


Chart 8 below shows that the annual average number of cycle trips taken per head of population has actually fallen from a high of 15 in 1998/1999 to a low of seven in 2006/2007 and remained at nine since 2009/2010. It is worth noting that these averages are collected through the UK-wide National Travel Survey, which has a relatively small sample size in Scotland. Given the low incidence of cycling in Scotland, these figures could be subject to some sampling error and should only be considered as a broad indicator. It is also worth remembering that these are average figures and the number of cycle trips taken by individuals will vary greatly across the population.

Chart 8: Bicycle trips: Annual average per head of population

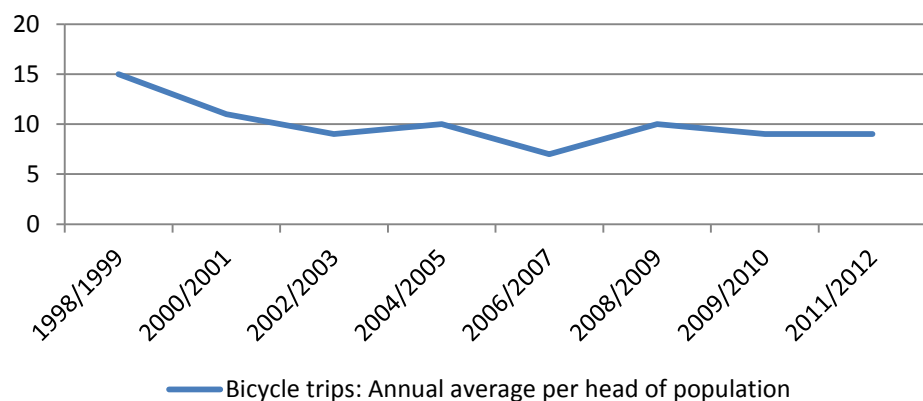
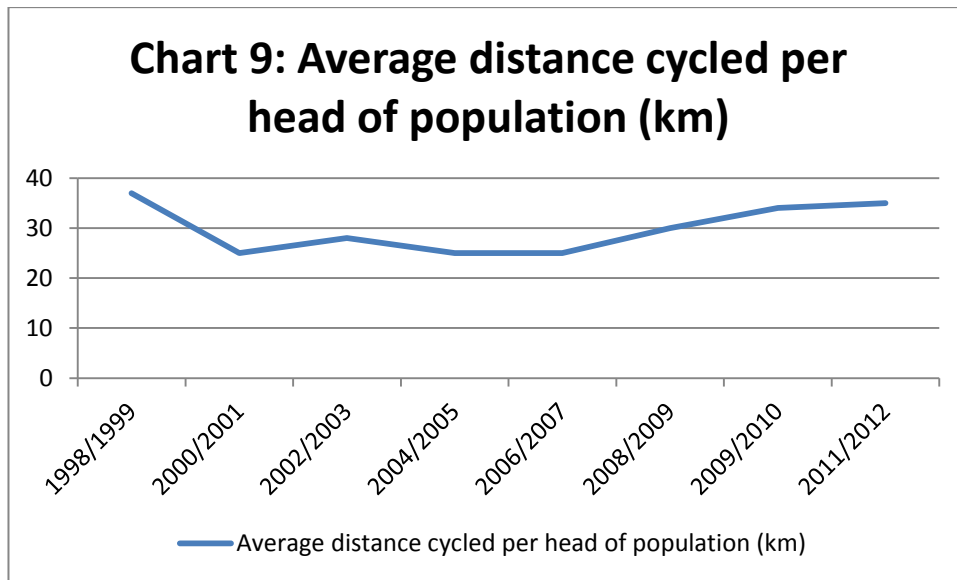


Chart 9 below shows an increase in the average distance cycled per head of population since 2006/2007, although the average 35km cycled per head of population in 2011/2012 is still below the average 37km cycled in 1998/1999. Again, these figures are subject to the caveats mentioned in relation to Chart 7.



[Transport and Travel in Scotland 2012](#) (Transport Scotland 2013g) indicates that in 2012 some 35% of Scottish households had access to at least one bike that could be used by an adult. This is almost unchanged since 2002, when 34.9% of households had access to a bike.

The statistics set out in Charts 7 to 9 appear to show that, since 2007, there has been a small increase in cycling across Scotland. However, the statistics available are not sufficiently robust to draw any firm conclusions and it is clear that the national picture of a small increase in the popularity of cycling does not represent the picture in all areas of Scotland, as explored in the case study below.

CYCLE SAFETY

Chart 10⁶ below shows that the number of cyclists killed on Scotland's roads is subject to considerable annual fluctuation. There is no clear trend in cyclist fatalities since 1999, when nine cyclists were killed, although numbers have increased annually since the five fatalities that occurred in 2009 to nine fatalities in 2012. Although official figures are yet to be published by Transport Scotland, 13 cyclists were killed on Scotland's roads in 2013 – the highest number since 2003. The fairly consistent number of cyclist fatalities is in contrast to the clear fall in fatalities for all road users that has occurred annually since 2006.

⁶ All statistics used in Charts 9 and 10 are taken from Transport Scotland's [Reported Road Casualties Scotland 2012](#) publication and associated datasets

Chart 10: Annual number of cyclists and all road users killed in Scotland

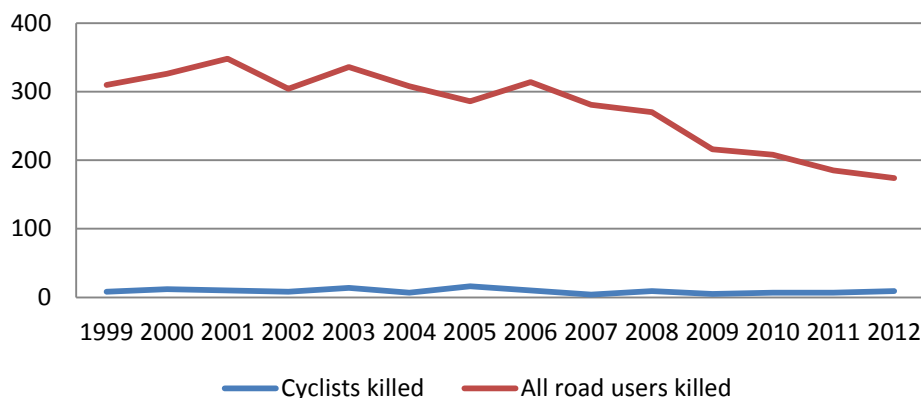
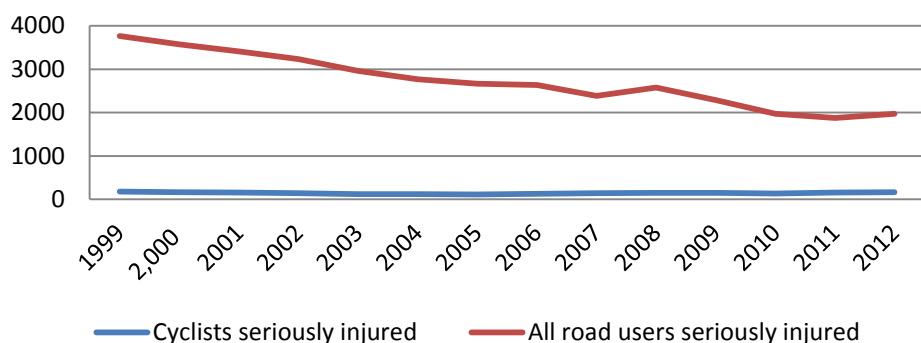


Chart 11 below shows that there has been a steady decline in the number of serious injuries experienced by all road users since 1999, when there were 3765 serious injuries, to a low of 1877 injuries in 2011, which rose to 1974 in 2012. However, while serious injuries amongst cyclists fell from 181 in 1999 to a low of 116 in 2005 there has been a steady increase to 167 serious injuries in 2012.

Chart 11: Annual number of cyclists/ all road users seriously injured in Scotland

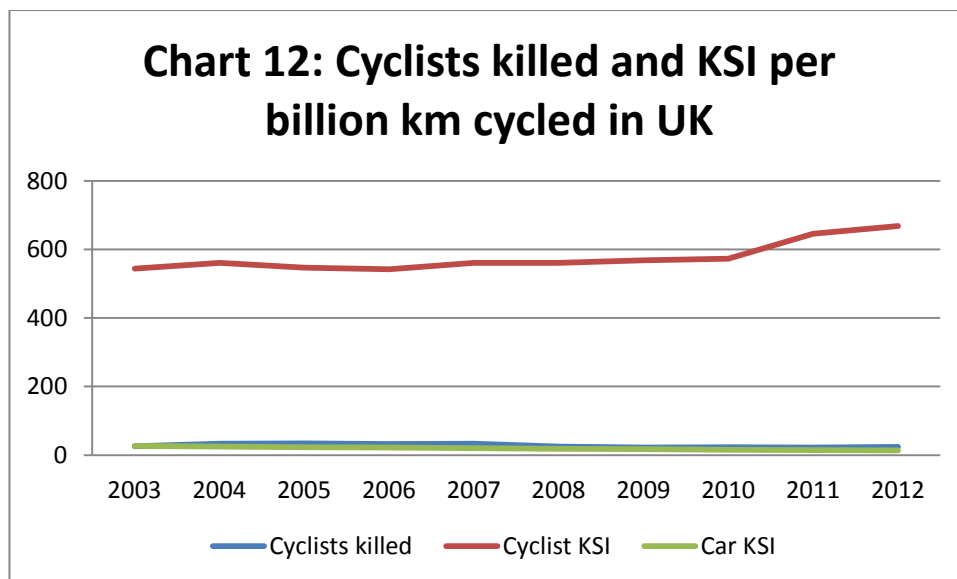


Transport Scotland's [Reported Road Casualties 2012](#) (Transport Scotland 2013) outlines the following key points on cyclist casualties in Scotland:

- **Since 2008, there has been a 23 per cent increase in pedal cycle casualties, with a 9 per cent increase between 2011 and 2012.** Pedal cycle traffic increased by 14 per cent between 2008 and 2012.
- **Most pedal cycle casualties occur on slower roads in built up areas** (75% of casualties are in urban areas and 90% occur on roads with a speed limit of 40 mph or less)
- **Most fatalities happen on faster roads in rural areas** (60% of fatalities happen in rural areas and 60% happen on roads with a speed limit greater than 40 mph).
- **Injury accidents occur at junctions, fatalities tend to occur away from junctions** (70% of pedal cycle casualties occur at junctions, Two thirds of fatalities are away from junctions where vehicles are travelling faster)

- **Most accidents resulting in an injured pedal cyclist involve a car** (83% involve cars. 96% involve a car, taxi or van and only 2% involve LGVs or HGVs)
- **Most pedal cycle casualties occur during summer months, in good weather and in daylight.** (52% occur May-Sept, 4 out of 5 occur in good weather and a similar proportion in daylight).
- **Pedal cycle casualties peak in the evening and morning periods** (30% between 4 pm and 7 pm and 16% between 7 am and 9 am).
- Forty five per cent of pedal cycle casualties are aged between 30 and 49.
- **The majority of pedal cycle casualties in 2012 were male** (82%).

The UK Department for Transport (2013) produces [annual figures](#) showing the casualty rate for all modes of transport, including walking, per billion kilometres travelled. Chart 12⁷ below shows that cycling is generally a safe mode of transport, although one cyclist was killed in a traffic incident in the UK for every 41.7 million kilometres cycled during 2012 and one cyclist killed or seriously injured (KSI) for every 1.5 million kilometres cycled. KSI figures provide a more consistent measure of casualties than fatalities, which are subject to considerable annual fluctuation. Chart 12 also shows that annual cyclist KSI figures per distance travelled have started to rise in recent years and cycling remains, statistically speaking, considerably more dangerous than travelling in a car – where the KSI rate was just one per 71.4 million kilometres travelled in 2012 and continues to fall each year.



It is worth putting the risks faced by cyclists in context. The British Medical Association report in its [Healthy Transport = Healthy Lives](#)” (BMA 2012) report that “In spite of the harms cyclists face in terms of safety and exposure to air pollution, a number of studies have found that the health benefits of cycling, such as improved quality of life, weight control, and protecting against major chronic diseases, greatly outweigh these risks, by up to a factor of 20 to 1.”

The UK Department for Transport commissioned TRL (previously the Transport Research Laboratory) to undertake research into the causes of collisions involving cyclists, the results of which are summarised in [Collisions Involving Cyclists on Britain’s Roads: Establishing the Causes](#) (Department for Transport 2009). The main findings of the research were:

- A high proportion of collisions occurred at junctions; almost two-thirds of cyclists reported killed or seriously injured at or near junctions. In collisions involving a bicycle and another vehicle, the driver’s having ‘failed to look properly’ was reported to be a key contributory

⁷ Statistics for Chart 10 are taken from the UK Department for Transport’s Passenger Casualty Rates by Mode: 2003-2012

factor for drivers and riders at junctions (reported in almost 60% of serious collisions at junctions).

- The study found that rural roads present particular challenges for cyclists, as the risk of being killed is much higher than for other roads. Almost half of cyclist fatalities occurred on rural roads, and the proportion of collisions on these roads increases for those aged 40+ years. Casualty severity was found to increase with the posted speed limit, and so measures to reduce traffic speeds in rural areas may benefit cyclists.
- Collisions at night/in the dark were more likely to result in a fatality, and rural roads present particular difficulties, as not only are the speed limits generally higher but the roads are often unlit. A detailed examination of these accidents found that the bicycle was commonly impacted in the rear by the vehicle.
- HGVs present particular challenges for cyclists and are over-represented in cyclist fatalities (18% of fatal cycle accidents involved an HGV, compared with 4% of serious accidents). These accidents were more common at junctions where the main collision configuration was the HGV driver making a left turn while the cyclist was going ahead. 'Vehicle blind spot' and 'passing too close to the cyclist' were judged by the police to be key contributory factors.

SCOTTISH GOVERNMENT CYCLING POLICY

The Scottish Government first set out its policies on cycling in the [Cycling Action Plan for Scotland](#) (CAPS) (Scottish Government 2010a), which was published in June 2010. This committed Transport Scotland, working with partner organisations, to 17 actions on issues such as cycle training, research, development of the national cycle network, professional development, cycle promotion and driver education. The key vision set out in this document was that 10% of all journeys made in Scotland would be made by bike by 2020. Further information on the first version of CAPS can be found in a previous SPICe briefing on [Cycling](#).

Transport Scotland published an updated version of [CAPS](#) (Transport Scotland 2013b) on 19 June 2013. The key vision set out in the original CAPS was amended to state that "10% of everyday journeys taken in Scotland will be by bike". The updated CAPS does not define what constitutes an "everyday journey".

The updated CAPS commits Transport Scotland, working with partner organisations as appropriate, to 19 actions. These actions are summarised below along with a brief note on implementation to date:

ACTION	Action to date
Establish an annual national cycling summit	First cycling summit (Transport Scotland 2013c) held in Edinburgh on 24 September 2013
Each local authority to develop a cycling/active travel strategy	Several authorities, e.g. Edinburgh, already have such plans and others are developing them. Nationwide information not available at present.
Provide cycle related professional training to those involved in traffic planning, town planning, design and engineering	Cycling Scotland, and others, continue to provide cycle related professional development training courses
Continue to support the development of "community links"	SUSTRANS announced a programme of community links projects for 2014/15 and 2015/16, funded by Transport Scotland and individual local authorities, on 7 April 2014

Continue to develop the national cycle network	SUSTRANS continues to develop the national cycle network, in partnership with Transport Scotland and local authorities
Further integration between cycling and public transport	Ongoing, including as part of the ScotRail franchise renewal
Establish cycle hub at Stirling Railway Station, with a view to roll out at other stations	Stirling Cycle Hub opened in May 2013
Promote the roll-out of 20mph zones in residential areas	The City of Edinburgh Council is working on the roll-out of a city-wide 20mph zone, acting as a demonstrator scheme for other authorities
Develop a mutual respect publicity campaign	Cycling Scotland developed the “Niceway code” campaign, funded by Transport Scotland, which ran during August/September 2013. Although supported by many cycling stakeholders, the campaign was heavily criticised by individual cyclists and cycle campaigners (e.g. The Cycling Embassy of Great Britain , Dave Brennan and AsEasyAsRidingaBike)
Continue to deliver Bikeability training in schools	Ongoing
Develop adult cycle training resources	Ongoing. Cycling Scotland piloted adult cycle training courses in Edinburgh during 2013 and has launched an “Essential cycling skills” app for less confident and returning cyclists
Promote and support community led cycling initiatives	Cycling Scotland awards small grants under its Cycling Friendly and Sustainable Communities Fund
Support projects which encourage primary pupils who cycle to school to continue cycling on transition to secondary school	Ongoing
Promote cycling for young people	Cycling Scotland continues to undertake cycling promotion work in schools
Promote access to bike schemes, e.g. bike libraries	Under development
Encourage all employers to become cycle friendly employers	Cycling Scotland continues to promote the Cycling Friendly Employer scheme
Develop follow-up work to Smarter Choices, Smarter Places pilot projects	Final evaluation (DHC, Aberdeen University and ITP 2013) of the Smarter Choices, Smarter Places project published in March 2013. A series of events are being held around Scotland to share learning from the project
Report annually on suite of national cycling indicators	National cycling indicators still under development
Develop local monitoring to allow for co-ordinated national collection of cycling data	Under development

The Scottish Government's [Road Safety Framework to 2020](#) (Scottish Government 2009) sets out the following five commitments for improving the safety of cyclists:

- Develop a Cycling Action Plan for Scotland [published 2010] to achieve the overarching outcome of 'more people cycling more often'. One action will be to increase the numbers of children receiving cycle training and therefore promoting road safety.
- Ensure that all road users receive appropriate education and training messages about cycling in the road environment, including journeys to and from school and in residential areas.
- Continue to monitor and develop Scottish Cycle Training Scheme [replaced by Bikeability Scotland] resources for dissemination to Road Safety Units and others responsible for co-ordinating the Scottish Cycle Training Scheme programmes.
- Encourage the wearing of correctly fitted helmets by cyclists, especially children.
- Ensure cyclists are considered in new road and maintenance schemes.

FUNDING

Revenue and capital funding for cycling comes from two principal sources, the Scottish Government and local authorities. The Scottish Government provides funding for cycling under a number of different budget headings, which currently include:

- Support for Sustainable and Active Travel
- Future Transport Fund
- Transport Scotland Trunk Road Cycling Initiative
- Cycling, Walking and Safer Streets grant to local authorities

The Scottish Government has also allocated funding to cycling on an ad hoc basis from additional funds allocated through the Barnett formula (Barnett consequentials) and from departmental budget under-spends in other policy areas such as Road Safety and the Climate Challenge Fund.

Each local authority can choose to allocate revenue and capital funding to cycling from its budget - decisions on how much to allocate are a matter for each individual local authority. Local authorities also fund Regional Transport Partnerships, which can also choose to fund cycling projects.

There are no official figures collated on how much is invested in cycling by the Scottish Government and local authorities. SPOKES (The Lothian Cycle Campaign) undertakes an annual survey which aims to identify total Scottish public sector investment in cycling. The figures produced by SPOKES are the most accurate and comprehensive guide to public investment in cycling in Scotland. The most recent figures can be found in SPOKES Bulletin 117 (SPOKES 2013).

Chart 13 below highlights SPOKES figures for total public sector investment in cycling between 2001-2002 and 2015-2016 at 2013-2014 prices, a full breakdown of these figures is available in Annex 1. Keith Brown MSP, Minister for Transport and Veterans, [announced](#) (Transport Scotland 2014) on 25 April 2014 that Cycling Scotland would be awarded an additional £4.5m over two years to promote cycling. The SPOKES figures in Chart 13 and Table 1 have been amended by SPICe to take account of this additional funding.

Chart 13: SPOKES Annual Funding Survey: Total annual investment in cycling at 2013/14 prices (£m)

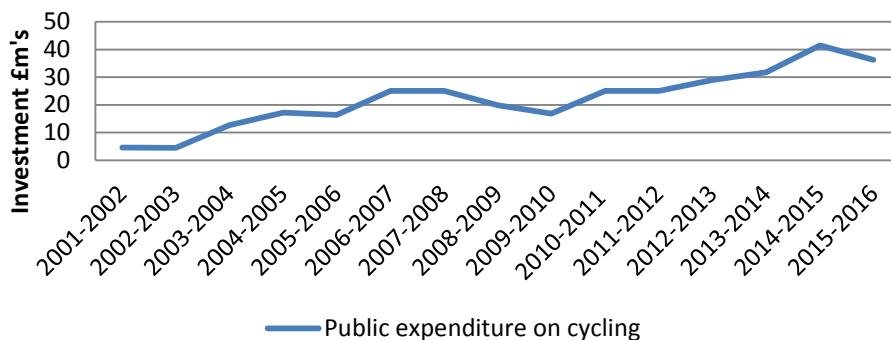


Table 1 below sets out the estimated total public investment in cycling in Scotland per head of population between 2012/13 and 2015/16, using the amended SPOKES figures and the Office for National Statistics' [National Population Projection: Constant fertility, no improvement in life expectancy variant projection](#) (Office for National Statistics 2013). These figures should be used as a guide only, as future expenditure is subject to change.

Table 1: Annual public investment in cycling in Scotland

Year	Cycling investment per head of population
2012/13	£5.33
2013/14	£5.93
2014/15	£7.72
2015/16	£6.72

While international comparisons on public investment in cycling are difficult to obtain, Jonathan Dennis (economic adviser to Transport Scotland) quoted figures of £26 per head in Amsterdam, £8-£9 per head in Copenhagen and £4 per head in Berlin at the Infrastructure and Capital Investment (ICI) Committee's [meeting of 27 February 2013](#) (Scottish Parliament 2013). All these cities have a higher modal share⁸ for cycling than anywhere in Scotland. At the same meeting, Jonathan Dennis went on to quote cycling modal share figures of 35% for Amsterdam, 20% for Copenhagen and 20% for Berlin. However, it is worth bearing in mind that these cities have pursued relatively high, sustained levels of investment in cycling over two or three decades.

CYCLE INFRASTRUCTURE

The Scottish Government/Transport Scotland sets out its best practice guidance on the design of cycling infrastructure in [Cycling by Design 2010](#) (Transport Scotland 2010). Cycling by Design 2010 sets two design standards, i.e. desirable minimum and absolute minimum, decisions on which standard should apply are made as follows:

“Whilst designers should always aim to provide high quality facilities which exceed guidance, the ‘Desirable Minimum’ should be considered as the minimum design requirement providing a good quality of facility.

⁸ Modal share is the proportion of all trips taken by each individual mode of transport.

The ‘Absolute Minimum’ may be applied where there are constraints that mean the Desirable Minimum design guidance cannot be met, for cost, environmental or social reasons.

It is the responsibility of the scheme designer to examine the circumstances of each situation and determine what is appropriate, where minimum guidance may be tolerable and whether or not mitigation may be required in applying such guidance.”

In addition to Cycling by Design 2010, detailed advice on the design of cycle infrastructure is set out in the UK [Design Manual for Roads and Bridges \(DMRB\), Volume 6, Section 3](#) (Highways Agency 2014). This document is produced by the transport departments of the four UK administrations. Although aimed primarily at trunk road design, the DMRB is the standard reference document for all road design in the UK.

Compared to the cost of road and rail projects, active travel infrastructure is relatively inexpensive. The table below sets out the cost of four active travel infrastructure projects undertaken by the City of Edinburgh Council. It is worth noting that it is difficult to generalise about the cost of such projects, which can vary significantly depending on the type of infrastructure and any location specific barriers to its development.

Project	Cost	Size	Description
NCN1 (A90 upgrade)	£1.3m	2.4km	Substantial upgrade to the cycle path next to the A90 between Cramond Brig and Dalmeny. The cost per km is high for a cycle infrastructure project due to the physical constraints present (the route is closely bounded by the A90 and a private estate) and the resultant structural works required to enable the path to be widened
North Meadow Walk	£0.42m	1.1km	Foot/cycle path widened, resurfaced and new lighting installed.
Quality Bike Corridor	£0.5m	4km	On-road improvements to a 4km corridor between George IV Bridge and the Kings Buildings
Restalrig Rail Path	£0.25m	1.3km	Disused railway path surfaced and lighting installed, plus upgrades to stepped access points

It is worth noting that, with the exception of the Quality Bike Corridor, these are not just cycle-specific projects, as they also benefit pedestrians who use these routes.

CYCLE TRAINING

Cycle training for children and young people in Scotland is provided through Cycling Scotland’s [Bikeability Scotland](#) scheme. The scheme provides three levels of training, the content of which are briefly outlined below:

- **Level 1:** Level 1 teaches children the basic skills of riding a bike, such as balance, control and making turns. It is usually delivered to children in Primary 5, and takes place in the playground.
- **Level 2:** Level 2 teaches children how to ride a bike safely on the road and navigate basic junctions. It is usually delivered to children in Primary 6 and 7 and takes place on quiet roads.
- **Level 3:** Level 3 teaches children how to navigate more complex junctions and plan journeys effectively. It is aimed at Primary 7 pupils and supports them to make

independent journeys and plan the quietest and safest route available. Level 3 training is delivered on road, on a route that has been risk assessed by a qualified cycle trainer.

Bikeability Scotland training is usually provided at school by qualified cycle trainers and cycle training assistants, made up of Cycling Scotland trained school staff and volunteers. There is no requirement for schools to provide cycle training, although 68.5% of pupils receive some form of cycle training at primary school, with 31.5% receiving some form of on-road training (Scottish Parliament 2012).

Information on adult cycle training is available from [Cycling Scotland](#).

STRICT/PRESUMED LIABILITY

There is no legal hierarchy of care for road users in the UK, i.e. the drivers of larger or heavier vehicles have no special duty of care to more vulnerable road users. In the event of someone who suffered personal injury or damage to their vehicle in a road traffic accident seeking damages in a civil action, the responsibility to prove negligence (on the balance of probabilities) lies with the claimant, who has to prove that the defender was negligent and caused material harm.

Strict liability is a term used (not entirely accurately with regard to its true legal meaning, which is why some cycle campaigners use the term presumed liability) to describe a situation where someone being pursued for damages by a more vulnerable road user will normally be deemed responsible for the accident unless they can prove that the more vulnerable road user acted in a reckless or negligent manner. This duty would apply to all road users, including cyclists.

It is important to note that strict liability does not mean a driver will always be held responsible for an accident involving a more vulnerable road user. If the driver can prove that they were not responsible for the accident, then they will not be held at fault for it. Indeed, strict liability could place an additional duty of care on cyclists towards pedestrians, as they are more vulnerable than cyclists. Transport Scotland undertook research into the operation of strict liability laws in other countries as part of its Cycling Action Plan for Scotland commitments.

CASE STUDIES

Many local authorities, public bodies, NGOs and private companies are working to increase the number of people cycling and walking. Attached are two case studies of successful projects and programmes that are increasing the number of people walking and cycling in Scotland.

Case Study 1: WoW Scotland

Living Streets Scotland, an NGO working to promote people-friendly public spaces, has been running a Walk to School campaign (WoW Scotland) with every local authority in Scotland, which aims to get more children walking to school. WoW Scotland uses an online Travel Tracker monitoring system that allows primary school children to record how they travelled to school on an interactive whiteboard. Following initial piloting during 2012/13, WoW Scotland was launched in October 2013 at 35 schools in 14 local authorities, supported by funding from Paths for All and the Scottish Government.

WoW Scotland's Travel Tracker system collects data on how children travel to school and can provide teachers with charts or spreadsheets on travel patterns. This allows schools to reward children who walk, cycle or scoot to school. It also provides data that can be used for cross-

curricular learning, e.g. information that can be used in Maths lessons. It can also help build a sense of excitement in the school around the increasing number of walking and cycling journeys, including intra-class or intra-school competition. Living Streets Scotland provides schools with a stencil pack to allow children to paint walking related designs on their playground as means of promoting the scheme. The paint fades with time or can be scrubbed off, providing an environmentally sustainable marketing and promotion tool. Schools are already using the Travel Tracker system to help with class registration and to support their school travel plans.

Over 200,000 journeys have been logged by more than 10,000 pupils. Overall, 76% of journeys to school across WoW Scotland schools were by walking or other active travel, a 9.3% increase on baseline and 26% higher than the national average.ⁱ

Independent evaluation of the pilot by Create Consultancy states that:

“In controlled analysis, there is a statistically significant increase in recorded active travel rates in WoW schools from September 2011 to September 2012 using the Hands Up Survey, that is not apparent in matched non-WoW schools starting at a similar level of active travel. This is in line with qualitative data, in which both children and staff reported that the scheme was having an impact.”

Case Study 2: City of Edinburgh Council Active Travel Action Plan

The City of Edinburgh Council’s (CEC) [Active Travel Action Plan](#) (ATAP) (City of Edinburgh Council 2011) is a 10 year plan which aims to increase levels of walking and cycling in the city by 2020, with progress reviewed every two years. The ATAP highlights that while 36% of all journeys in Edinburgh were made by walking and cycling during 2010 (the highest of any local authority in Scotland), 75% of all trips made in the city were less than five km and that there is considerable scope for further growth in walking and cycling.

The ATAP was developed by CEC in partnership with NHS Lothian, Living Streets, SPOKES (the Lothian cycle campaign) and Sustrans, following extensive public consultation. The ATAP was formally adopted as CEC policy during September 2010.

The targets in the ATAP for the levels of walking and cycling to be achieved by 2020 are set out below.

	Journey to work		All journeys	
	2010 estimate	2020 target	2010 estimate	2020 target
Cycling	4.5%	15%	2%	10%
Walking	20%	21%	34%	35%

In addition the ATAP also refers to the CEC Road Safety Plan target to reduce the casualty rate for pedestrians and cyclists killed and seriously injured by 50% by 2020.

The ATAP identifies actions that need to be taken by CEC and its partners to achieve the targets. Each action is allocated a timescale for completion and allocated to a specific council department and/or partner organisation. The actions are divided into three sections, joint actions which benefit both walking and cycling as well as specific walking & cycling actions. Some of the actions relate to new infrastructure development but many are about modifying Council practices and changing how existing budgets are spent. A brief summary of the some of the key actions is given below, with an update on progress as at February 2014.

	Current progress
Joint Actions	
Improved design guidance and staff training.	Revised design guidance approved for consultation
Better marketing and promotion of walking and cycling.	Pilot in 2013 with European funding. Hoped to launch new brand and website during 2014/15
Introducing an area-wide sign-only 20mph speed limit pilot.	Complete - city wide rollout now planned
Improved signing, lighting and maintenance of the off-road paths.	Citywide approach to cycle signing agreed. 3 of 6 outstanding radial routes now signed.
Walking	
Prioritisation of areas and corridors for investment based on levels of usage.	Prioritisation revised in 2010 – work scheduled to further develop
Reducing street clutter and reviewing and where appropriate removal of pedestrian guardrail.	Guardrail protocol developed. Tram –related guardrail reviewed. Some other sections removed.
Improving crossing and junction facilities for pedestrians.	Work about to start on strategy for pedestrians at signals
Tackling footway parking.	Depends on Bill in Scottish Parliament.
Cycling	
Creating a comprehensive 'Family Cycle Network', suitable for less confident cyclists and families, and thereby join up the city's existing path network.	Network defined. Approx £5.3M invested since 2010 (2011/12 to 2013/14), major upgrades at end of Union canal Route, Leith to Portobello and route parallel to A90. Pilot changes to George St include cycle segregation. Currently bidding for several significant enhancements in routes to and across the city centre.
Creating a 'Cycle Friendly City' by improving on-street cycle facilities, such as increasing the amount of cycle lanes and advanced stop lines (ASLs) at traffic signals.	Investment in route linking 2 main campuses of Edinburgh University.
Better maintenance of on-road and off-road cycle facilities.	% commitment to Revenue budget has enabled significant improvements including drainage and vegetation maintenance on off-road network
Cycle training of children and adults.	On target to achieve 100% of p5/p6 children receiving cycle training by 2016/17. Exceeded the 50% target by 2013/14 (69%)
Improving access to bus, future tram stops and railway stations.	Programme of improved access to tram stops currently underway

Since 2012 CEC has committed to spending at least 5% of its transport budget (capital and revenue) on cycling and to date a 1% increase per annum has also been applied, meaning 7% of the transport budget is to be spent on cycling in 2014/15.

CEC annual capital expenditure on new active travel infrastructure is as follows:

Year	Total	CEC + other	Sustrans	Cycling Walking and Safer Streets	Scot Govt. (direct)
2010/11	£1.1M	£335K	£250K	£400K	£115K
2011/12	£1.4M	£459K	£429K	£436K	£76K
2012/13	£1.9M	£1194K	£426K	£280K	-
2013/14	£1.9M	£580K	£1060K	£260K	-

The impact of the ATAP and associated budget seems clear. Transport Scotland's [Scottish Household Survey: Transport: Local Area Analysis 2012](#) (Transport Scotland 2013) indicates that 5.5% of Edinburgh residents usually cycled to work during 2012. This is a 22% increase on the figures for 2010 estimated for the ATAP. It also indicated that 26.7% of Edinburgh residents walked to work in 2012, an increase of 33% on the figures for 2010 estimated for the ATAP. Even given the limitations in walking and cycling statistics set out earlier in this briefing, it is clear that there has been a substantial increase in walking and cycling to work in Edinburgh, going against the national trends set out in the statistics sections above.

ANNEX 1 : SPOKES ANNUAL CYCLE FUNDING SURVEY: FUNDING SOURCES SUMMARY TABLE.

Funding Source	Year														
	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Cycling, walking and safer streets	0.2	0.2	1.5	1.6	3	3.3	3.3	3.7	3.4	4	4	3.3	3.1	4.5	4.4
Public Transport Fund	1.8	1.8	3.6	3.5	3.4	0.7	0	0	0	0	0	0	0	0	0
Sustrans	0	0	2.5	3.5	2	7.8	7.8	5	3.9	7.7	5.8	9.7	11	19.2	15.7
Local Authority & Regional Transport Partnerships			1.6	2.2	1.9	4.7	5.9	3.9	3	5	5.1	4.8	4.8	4.8	4.8
Cycling Scotland					0.3	1.6	1.6	1.5	0.9	1.3	2.3	2	2.4	4.25	4.25
Smarter Choices								0.5	1.4	0.9	0.3	0.3	0.3	0	0
Trunk Roads				2	2	2	2	1	1.4	2	2	2	3.8	3.2	2
Climate challenge								0.1	0.3	0.4	0.6	0.6	0.6	0.6	0.6
Other	1.5	1.5	0.8	1.1	0.9	1.1	1.1	2	1.2	2.3	4	5.7	5.7	5.7	5.7
TOTAL	3.5	3.5	10	13.9	13.5	21.2	21.7	17.7	15.5	23.6	24.1	28.4	31.7	42.25	37.45
TOTAL (2013-2014 prices)⁹	4.6	4.5	12.7	17.2	16.4	25	25	19.8	16.9	25.1	25	29	31.7	31.4	36.2

Cycling Scotland budget for 2014-2015 and 2015-2016 updated by SPICe to take account of additional £4.5m announced by Minister for Transport and Veterans on 25 April 2014.

⁹ Figures at 2013-2014 prices calculated by SPICe using HM Treasury GDP Deflator Figures published December 2013

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