

FINANCE COMMITTEE

DRAFT BUDGET 2014-15

SUBMISSION FROM CYCLING SCOTLAND

Introduction

1. Cycling Scotland welcomes the opportunity to respond to the Scottish Parliament Finance Committee's call for evidence on the Draft Budget 2014/15.

2. As the national cycling promotion charity for Scotland, Cycling Scotland understands the importance that budgetary decisions have on supporting projects and programmes established to encourage people to cycle more often, with the aim of reaching the 10% of everyday journeys by bike in Scotland by 2020 (Cycling Action Plan for Scotland 2013).

3. In the knowledge that cycling can bring so much benefit to people and communities, we are eager to provide evidence on to inform the Draft Budget 2014/15; however, please note that we have restricted our response to our areas of expertise – cycling and active travel – which we are funded to deliver on behalf of Transport Scotland.

Background to Cycling Scotland

4. Cycling Scotland is the national cycling promotion charity for Scotland. Our programmes and projects focus on supporting our vision of making Scotland a nation of cyclists. Our aim is to establish cycling as an acceptable, attractive and practical lifestyle option. We work together with our partners and stakeholders to increase the number of people cycling and improve the environments they can do so in.

Cycling Scotland has five "Goals":

- Let everyone know about the role cycling can play in achieving a healthier, more sustainable and fairer Scotland
- Help promote better, greener public spaces where people of all ages and abilities can cycle safely
- Show that cycling is a great way to get around, giving people from all walks of life better access in Scotland's towns, cities and to the outdoors
- Show that cycling is a safe, effective and economical transport option that's better for the people of Scotland and for their environment
- Celebrate and promote that there is a type of cycling for everyone; leisure, travel, tourism, sport and play

5. In addition, we are fully committed to playing a central role in assisting Transport Scotland, its partners and stakeholders to achieve the shared vision set out by the Scottish Government and CoSLA in the Cycling Action Plan for Scotland (CAPS) in 2010 and reiterated in the refreshed CAPS in 2013: "...by 2020, 10% of everyday journeys taken in Scotland will be by bike."ⁱ

The National Performance Framework and Cycling

6. The National Performance Framework (NPF) has a distinct set of outcomes, with a wide-ranging set of indicators that will help the Scottish Government assess performance against these outcomes. Of course, cycling does not have a direct impact on every single indicator, but it certainly does have an effect a large proportion of indicators – from economic and environmental to health and transport – and research has shown that an increase in cycling leads to improvements in all of these areas.

7. The first section of this response uses key indicators to provide evidence on how cycling positively contributes to each of these in the pursuit to achieve the NPF's outcomes and targets.

National Performance Framework – Relevant indicators to cycling

Primary National Indicator relating to Cycling

8. “Increase the proportion of journeys to work made by public or active transport”; Scottish Government noted performance: ↔

9. As mentioned, other indicators relate to cycling (as outlined in the subsequent paragraphs), but this is the only indicator that specifically cites cycling, albeit within the term ‘active transport.’

10. The Scotland Performs websiteⁱⁱ clearly shows that, in terms of journeys to work made by public or active transport, there has not been a significant change since 1999 (30.5% in 1999, 30.8% in 2011). Therefore, the benefits that could be had from an increase in sustainable transport are not being fully realised.

11. However, it is important to note that there is some good news in that same timeframe with regard to cycling to work. The Scottish Household Survey (SHS) shows that there has been a slight increase in cycling to work (as a usual method of travel to work) from 1.7% in 1999 to 2.0% in 2011. To put this a bit more into perspective, it is important to note that the average for the period from 2008-2011 is 2.25% compared to 1.6% average from 1999-2002. Please also keep in mind that this statistic is for the whole of Scotland. When looking at more local levels of cycling, the situation is varies considerably.

12. At a more local level, there are some local authorities that have a significant proportion of people travelling to work by bike as their ‘usual’ mode. For example the 2009/10 Local Area Analysis of the SHSⁱⁱⁱ shows that the City of Edinburgh is at 7.3%, Moray is at 4.7%, Dumfries & Galloway is at 4.5% and Aberdeen City is at 3.6%. The SHS also asks about the mode a person uses as a regular alternative to travel to work apart from their usual mode. If this is combined with ‘usual’ mode, City of Edinburgh is at 10.8%, Moray at 10.8%, Dumfries & Galloway at 7.8% and Aberdeen City at 6.4%, with a further five local authorities over 5%¹.

¹ Confidence intervals for ‘regular’ alternative mode is (at 90%) +/-1.5% for Edinburgh, +/-3.41% for Moray, +/-2.44% for D&G and +/-1.91% for Aberdeen City.

Supporting National Indicators

Transport and Road Safety

13. “Reduce traffic congestion”; Scottish Government noted performance: ↔
“Reduce deaths on Scotland’s roads”; Scottish Government noted performance: ↑
(but note that pedal cycle casualties/KSIs are increasing)

14. Key to encouraging more people to cycle is the implementation of road environments that are not just designed more safely, but actually feel safer as well. The public has made it clear, as supported by the findings in the consultation for CAPS in 2010 as well as Scottish Household Survey responses, that a large proportion of people are put off cycling due to concerns over safety, and those who currently cycle would cycle even more if conditions were safer.

15. Although the risks of cycling are very low, particularly compared to the benefits gained from cycling more often, there are some disconcerting emerging trends with regard to pedal cycling casualties. Overall road traffic casualties – including Killed and Seriously Injured (KSI) and slight casualties - have decreased substantially in Scotland over the last few decades; however, the most recent Key Reported Road Casualties in Scotland report (2012) shows that pedal cycling casualties in 2012 have gone against this trend and increased by 9% from 2011. This one year rise is worrying enough, but the trends are also showing a startling increase in cycling casualties compared to the mid-2000s. The Transport Scotland report shows that, compared to the average figures between 2004-08, there were 25% more seriously injured in 2012, with particularly alarming figures on ‘non built-up roads’, which saw 34% higher overall cyclist casualties in 2012 compared to the 2004-08 average.

16. Although it does not make an increase in pedal cycle casualties in any way acceptable, it is important to note whether the increase in casualties could be attributed to an increase in cycling volumes. The rate of pedal cycle casualties per vehicle km travelled in Scotland has generally fallen over the last decade; however, this rate has started to increase recently as well, with a clear rise from 2010 to 2011 (from 2.62 to 2.70 casualties per million vehicle km) and the rate of KSIs is slightly worse with the 2004-08 average around 0.55 KSI per million vehicle km, compared to the 2007-2011 average of 0.56. The traffic volume figures for 2012 have not been released as of yet, but due to the substantial increase in pedal cycle casualties in 2012, there will need to be an equally large increase in cycling volumes to show that there has been a fall in casualty rates for pedal cyclists.

17. The safety statistics and concerns are very important to note, particularly as other strategic transport projects in Scotland have been implemented with a core aim of improving safety; therefore, investment in cycling should be seriously considered at least for this very same reason, but even more so due to the substantial health, environmental, economic and well-being benefits associated with increased cycling coupled with the opportunity that better cycling and walking environments act as a conduit for better places.

Health

18. “Increase physical activity”; Scottish Government noted performance: ↔

“Increase the proportion of healthy weight children”; Scottish Government noted performance: ↔

“Improve mental well-being”; Scottish Government noted performance: ↔

“Reduce premature mortality”; Scottish Government noted performance: ↑

19. There has been little change in Scotland with regard to increasing physical activity, increasing the proportion of healthy weight children and improving mental well-being. The statistics show that in 2011, 39% of adults aged 16 and over met the physical activity recommendations. With regard to mental well-being, the mean score on the Warwick-Edinburgh Mental Wellbeing Scale (WEMWBS) was 49.9. Neither of these have improved or increased between 2008 and 2011.^{iv}

20. The 2011 statistics also show that 65.6% of children aged 2-15 had a healthy weight, which is a decrease from 70.3% in 1998. In addition, 31.6% of children were classed as overweight or obese in 2011, again an increase from 28.0% in 1998. Finally, 15.7% of children were classed as obese or morbidly obese in 2011, another increase from 13.0% in 1998.^v

21. Improving health is a key to building resilient communities and an environment that facilitates and encourages physical activity will help ensure benefits to physical and mental health. Research conducted on behalf of the Glasgow Centre for Population Health (GCPH)^{vi} reviewed connections between a person’s environment and their health and concluded that there are linkages between health, well-being and levels of physical activity and the built environment. Further research for the GCPH conducted a literature review on how land use, density and urban design impacts health^{vii}. A key finding in this report is that there needs to be “...*an increased awareness among those undertaking planning and urban design of the need to create spaces that present opportunities for physical activity.*” Furthermore, the report indicates that an increase in levels of active travel is associated with a more mixed land use strategy and shorter distances between services and facilities. GCPH also recently released a briefing paper monetising the health benefits of cycling in Glasgow. The briefing paper^{viii} highlights that the estimated annual health economic benefits – based on Glasgow cordon count data – indicates a benefit of over £4 million per year.

22. Cycling Scotland has a number of projects and programmes that have had a positive impact on increasing cycling in Scotland, and, as a result, positively impact physical activity levels and the health benefits that increased physical activity brings. For example, Cycling Scotland delivers a suite of programmes to support cycling to school. This includes Bikeability Scotland Level 2 (on-road) training delivered at 31.7% of primary schools, the Cycle Friendly School award with 431 primary schools registered and the ‘Give Me Cycle Space’ campaign. These programmes are not only complementary with each other, but also with projects and programmes delivered by other partners such as local authorities, Sustrans and CTC Scotland. As an example, the Give Me Cycle Space (GMCS) campaign in 2012 was successful in terms of campaign impact with 88% of parents/drivers recalling the campaign and its message when prompted and nearly two-thirds of parents indicating that the campaign made them feel more confident about their children cycling to school. However, the GMCS campaign also contributed to measurable results with an increase of cycling levels at participating schools from 6.2% to 7.7%, with some even

larger increases in places like Fife (2% to 4.25%) and Dumfries and Galloway (7.5% to 15.5%).

Environment

23. “Improve people’s perceptions of their neighbourhood”; Scottish Government noted performance: ↑

“Increase people’s use of Scotland’s outdoors”; Scottish Government noted performance: ↓

“Reduce Scotland’s carbon footprint”; Scottish Government noted performance: ↑

24. The improvement in people’s perceptions of their neighbourhood is certainly a good result. It is therefore important that this improvement continues to be monitored and evaluated to ensure that this trend does not reverse. One important note to make regarding this indicator is that the most recent Scotland’s People report from the Scottish Government^{ix} shows that, although the prevailing opinion is that the perception of neighbourhood improvements over the last three years has largely ‘stayed the same’, those who say that their neighbourhood got worse (15%) slightly outweighs those who have said that their neighbourhood improved (12%). This shows that there is some risk of the general improvement slipping if key areas of neighbourhood concern are not addressed. The top disliked aspect of the neighbourhood is an ‘unpleasant environment’, which includes, amongst a number of other elements, pollution, environmental noise, parking problems and too much traffic. This aspect is particularly disliked in large urban areas (32% compared to Scotland-wide 27%).

25. Research conducted in Bristol in 2008^x found that high levels of motor vehicle traffic led to negative impacts on the physical and social environment, as well as negative impacts on people’s quality of life and well-being. In particular, more vulnerable members of society – including children and the elderly – were especially negatively impacted by higher levels of motor vehicle traffic. In addition, the research showed that residents on lightly trafficked streets had made more friends and acquaintances with other residents on the street than those who lived along medium or heavily trafficked streets.

26. Cycling is not only a great method to experience the outdoors, but it also is a very low-impact way of accessing and enjoying the outdoors in terms of impacts on air quality and the natural environment. The Scottish Household Survey (2012) shows that approximately 10% of people in Scotland have cycled in the last four weeks for at least 30 minutes for recreational, health, training or competition purposes. This is the sixth most popular sporting/recreational activity, behind only walking, swimming, keep fit/aerobics, gym/weight training and running/jogging. In addition, the Scottish Recreation Survey^{xi} highlights that cycling is one of the main activities people undertake on visits to the outdoors (4% of respondents) behind only ‘walking’ (74%) and ‘family outing’ (9%). This data shows that there is already a proportion of people in Scotland utilising a bicycle for recreation and access to the outdoors and therefore improvements to walking and cycling access to the outdoors is an important conduit for potentially improving on the relevant national indicator.

27. Encouraging more Scots to use a bike or walk instead of a car for short trips can significantly reduce the huge contribution road transport makes to CO₂

emissions. A switch from carbon-intensive, motorised transport to cycling and walking – or public transport in certain circumstances – makes a positive contribution to lowering carbon and other greenhouse gas emissions.

28. The majority of journeys in Scotland could be considered ‘local’ with approximately 77% of journeys under 10km^{xii}, with approximately 60% of journeys under 10km taken in a motor vehicle (either as a driver – 46% - or passenger – 13%)^{xiii}. Therefore, the greatest impact for decarbonising the transport network, whilst also enhancing ‘place’ will be to change a large proportion of these local journeys to cycling and walking, two truly low-emission modes of transport.

29. Therefore, it is essential that decisions on government spending considers how cycling and walking can be integral to programmes to encourage local interactions as opposed to dependence on medium- to long-distance travel to services which tend to rely on the car (e.g., out of town shopping centres and business parks, or neglected town centres causing local residents to travel further away for services).

Are there any additional indicators or targets which should be included to measure performance?

30. The Cycling Action Plan for Scotland sets a shared vision for the Scottish Government and CoSLA of *10% of everyday journeys taken in Scotland to be by bike by 2020. To ensure that this established policy is consistently represented as part of the National Performance Framework, Cycling Scotland calls for there to be a specific indicator – or an amendment to the existing public transport/active transport indicator – for measuring an increase in cycling and walking, with levels for each clearly monitored individually, not only collectively as ‘active travel’ and certainly separate from public transport. The national indicator should link to established policy, particularly one such as cycling that has such cross-cutting benefits as demonstrated above and in previous submissions of evidence on the subject.*

31. In addition, consideration should be made to widen the indicator to include ‘all’ journeys, not just journeys to work to, again, bring this more into line with the established CAPS vision and to provide an indicator to monitor the potential cross-cutting benefits that cycling and walking provides that other transport modes do not provide (including public transport).

32. This data would not need to come from an additional data collection exercise, as the Scottish Household Survey Travel Diary already captures this data.

Conclusion

33. The Infrastructure & Capital Investment (I&CI) Committee’s^{xiv} report on the Draft Budget 2013/14 makes the recommendation that “...*the Scottish Government should consider further immediate adjustments to the current allocation within the Draft Budget 2013/14 and redirect additional funding from other transport lines to active travel. The Committee remains convinced by the evidence received that even relatively minor adjustments could bring disproportionately larger economic and societal benefits.*”

34. As the I&CI Committee has clearly stated, there is a huge amount of evidence that shows that increased cycling brings transport, economic, environmental, health and societal benefits that far outweigh the costs associated with providing the environment and support needed to increase cycling levels. Cycling Scotland notes that 'cycling' has been truly embedded across national and local government policies and the desire to cycle is there amongst the population of Scotland. However, there is still a disconnection between policy establishment and actual implementation and, as the I&CI committee has highlighted, this is evident in the allocations that active travel receives within the Scottish Government's budget.

35. To take advantage of the wide-range of benefits that cycling brings, Cycling Scotland has consistently called for an incremental increase to the amount invested specifically on cycling and active travel to reach the equivalent of 10% of the transport budget by 2020. The increase in funding for cycling should be spent on ensuring safe, direct, complete and high-quality cycle networks at a local level that provide segregated cycle facilities where appropriate and also reduce vehicle speeds and volumes. These network improvements should be supported by a programme of training through Bikeability Scotland, promotional activities to highlight new/existing infrastructure and road safety campaigns.

36. But what does this kind of investment look like in the immediate future? The recent announcement by the UK Government in Westminster on the injection of funding for cycling of £77m from national government to be matched by local governments to reach £148m in funding for cycling between 2013 and 2015^{xv} provides a good UK-based example of what can be done by a national government to unlock local funding for priority actions that support a key policy area. Of course, longer term and more consistent funding commitments for cycling are important and preferred, but the bids submitted by the local authority/council areas such as Greater Manchester (see: <http://cycling.tfgm.com/velocity/>) provide a good vision, along with an estimated cost (in the case of Manchester this is £20m from the UK Government and £11.1m from Greater Manchester, or, approximately £11.60 per head) on what is needed make a step-change in provision for safer cycling in the near future.

37. The National Performance Framework supports this commitment to cycling as evidenced by the fact that cycling contributes to so many of the NPF's outcomes and indicators, and also features so prominently in a number of departments' policies. Cycling Scotland looks forward to working with both national and local governments in continuing to promote cycling to ensure that the outcomes set by the Scottish Government are met.

ⁱ Scottish Government. (2010). Cycling Action Plan for Scotland. Edinburgh. And Transport Scotland. (2013). Cycling Action Plan for Scotland 2013.

ⁱⁱ Accessed 10 August 2013 from: <http://www.scotland.gov.uk/About/Performance/scotPerforms/indicator/transport>

ⁱⁱⁱ Scottish Government. (2011). SHS Transport: Local Area Analysis 2009/10

^{iv} Scottish Government. (2011). The Scottish Health Survey, Volume 1: Adults.

^v Scottish Government. (2011). The Scottish Health Survey, Volume 2: Children.

^{vi} Croucher, K., Myers, L., Jones, R., Ellaway, A., Beck, S. (2007). Health and the Physical Characteristics of Urban Neighbourhoods: a Critical Literature Review.

^{vii} Croucher, K., Wallace, A., Duffy, S. (2012). The influence of land use mix, density and urban design on health: A critical literature review. University of York.

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- ^{viii} Crawford, F., Whyte, B. (2013). Cycling is Good for Health and the Economy. Glasgow Centre for Population Health Briefing Paper 37: Findings Series.
- ^{ix} Scottish Government. (2012). Scotland's People Annual Report: Results from 2011 Scottish Household Survey.
- ^x Hart, J. (2008). Driven to Excess: Impacts of Motor Vehicle Traffic on Residential Quality of Life in Bristol, UK.
- ^{xi} TNS Research International (2012). Scottish Recreation Survey: Annual summary report 2011. Scottish Natural Heritage Commissioned Report No. 535.
- ^{xii} Scottish Household Survey Travel Diary 2011. (2012).
- ^{xiii} Scottish Household Survey Travel Diary 2009/10. (2011).
- ^{xiv} I&CI report to the Finance Committee on the Draft Budget 2013/14 can be found here: <http://www.scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/57606.aspx#active>
- ^{xv} Prime Minister's Office. (2013). Press Release: Government shifts cycling up a gear. Accessed 20 August 2013 from: <https://www.gov.uk/government/news/government-shifts-cycling-up-a-gear>