

National cycling strategy

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Foreword by the Minister for Local Transport

On any examination of the needs of a sustainable transport policy, it is crystal clear that the bicycle has been underrated and underused in the United Kingdom for many years. This is especially true when one looks at those other European countries where cycle use has been increased and maintained by deliberate action at both local and national level. There is enormous potential to increase the use of cycles in Britain, but it will only be realised if we develop a coherent approach setting out how the status quo can be altered in favour of the bicycle. The National Cycling Strategy outlines how that can be achieved.

Implementing the National Cycling Strategy will involve a very wide range of contributors. It will be successful if we build on the strong partnership which already exists between central and local Government, the private sector, and road user groups themselves. In that respect, I greatly appreciate the considerable effort that has already been put into bringing forward this Strategy document by members of my Steering Group, the working groups and many others, and I pay particular tribute to the major role played by the Cyclists' Public Affairs Group. But above all, this has been a co-operative exercise. The spirit of determined partnership which has emerged augurs extremely well for the success of the Strategy.

I commended the National Cycling Strategy to transport providers and consumers. Its development will now be guided by a National Cycling Forum which will co-ordinate action, involve key players and report on progress annually. The Strategy offers a dramatic step forward in raising the status of cycling and I am personally delighted to have been associated with its development.

Steven Norris

The Steering Group consisted of representatives from:

Department of Transport

Scottish Office

Welsh Office

Department of the Environment

Department of Health

Association of County councils

Association of District Councils

Association of Metropolitan Authorities

Association of London government

Convention of Scottish local Authorities

Confederation of British Industry

Cyclists' public Affairs Group

Transport 2000

Department of the Environment for Northern Ireland (Observer)

Introduction by the Steering Group

This National Cycling Strategy represents a major breakthrough in transport thinking in the UK. It will promote cycling priority on the highway in the centre of towns, at the workplace and in new developments. By so doing, the Strategy will generate a culture change for cycling.

More people want to cycle, especially for local trips. With safer conditions on the road a "critical mass" of cyclists will be encouraged. Then cycling will feed on its success and make our streets safer and cleaner for everyone. By 2002 the National Cycling Strategy aims to have tapped this potential and delivered a doubling of cycle use in the UK.

The Strategy will not stop there. A further target to double cycle use again by 2012 has been set. A National Cycling Forum will be established to guide the delivery of the strategic actions.

Cycling has a bright future, contributing significant benefits to the nation.

Why cycling?

The Green Paper on Transport (*Transport: The Way Forward*) highlights the need to manage the existing road network more efficiently. Cycling has a clear role to play within this policy framework. Sustainable transport options are needed for both utility and leisure trips, offering practical alternatives to the private motor car. These will ensure long term economic vitality, improve environmental conditions, and safeguard public health. Cycling fits well into any plans for a future transport framework. It offers a widely accessible, convenient and environmentally-friendly means of making local journeys, especially in urban and suburban areas. And it is a healthy, enjoyable, economic and efficient means of travelling.

Much of the considerable potential for cycling is derived from the existing journey patterns of other modes. 72% of all trips are less than five miles in length. Half are less than 2 miles. Combined with public transport, cycling can offer a door to door alternative for longer trips.

Why a National Cycling Strategy?

The National Cycling Strategy offers a new approach. It creates a focus for organisations and individuals who are in a position to influence a change in physical conditions, the attitudes of individuals and the outlook of organisations. It sets out common objectives, identifies targets in relation to those objectives, and identifies a range of actions which can help to meet the targets.

How can action be taken?

Many of the actions to provide for cycling will involve a more cycle-friendly application of existing resources. For instance, cyclists can be taken more fully into account and given priorities within traffic management schemes. This process may well involve the reallocation of road space to create convenient and safe access by cycle. Other actions will involve shifting resources to schemes which recognise the value of cycling. With planning and co-ordination, it is believed that the changes can be achieved within current overall resource constraints on the relevant bodies.

A partnership

The National Cycling Strategy depends upon an increased level of co-operation between organisations in the public, commercial and voluntary sectors. Each can bring particular strengths to achieving the objectives, which contribute to the overall aim. As a consensus document, the detailed advice in the Strategy must be adapted to differing circumstances, whilst its main thrust will endure.

The end result

The opportunity will be created for more people to choose to cycle. The focus for action is to restore cycling as a comfortable and convenient transport choice. The Steering Group is confident that the central target, to double bicycle use by 2002, can be met through the efforts of all those with an identified role to play. the longer term prize for our communities will be a further doubling of cycle use by the year 2012.

Key Strategic Outputs**The vision - more cycling**

Objective	To increase cycle use
<i>Mechanism</i>	<i>the implementation of the National Cycling Strategy</i>
The central target	Double the number of trips by cycle (on 1996 figures) by end 2002
	Quadruple the number of trips by cycle (on 1996 figures) by end 2012
Local targets	Local authorities and other transport providers and trip generators to set local target which will contribute to the central targets to increase cycle use.

Planning - to make places accessible by cycle

Objective	To achieve convenient cycle access to key destinations
<i>Mechanism</i>	<i>A broader and more robust application of the Planning Policy guidance Note 13 (PPG13) philosophy</i>
Output 1	Department of the Environment and Department of Transport, in association with local authorities and other Government Departments, to develop further advice and best practice on location of developments and provision for cycling
<i>Mechanism</i>	<i>Maximise opportunities for combining cycling with public transport</i>
Output 2	Partnerships between operators and local authorities to ensure provision for the secure parking and carriage of cycles.

First steps - improving safety

Objective	Improve cycle safety
<i>Mechanism</i>	<i>Focus action through new road safety targets. Review the options for a realistic cycling safety target</i>
Output 3	Identify, in the forthcoming consultation of road safety targets beyond the year 2000, the possibility of having a target for cycling safety (by exposure) which is consistent with the central aim of increasing cycle use
<i>Mechanism</i>	<i>Local Safety Scheme programmes to provide for cycling and identify and address hazards confronting cyclists</i>

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Output 4	The overall content of the Local Safety Scheme programmes to reflect the extent of casualties to vulnerable road users, and to include assessments of vulnerable road user casualty patterns.
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Getting there - road space and priority

Objective	Provide for increased cycle use within all local highways and traffic management schemes
<i>Mechanism</i>	<i>Apply a recognised "cycle audit" procedure to all schemes</i>
Output 5	Initial guidance to local authorities on "cycle audit" by end 1997
Objective	Design for safe and convenient cycle use of the road network
<i>Mechanism</i>	<i>all relevant guidance to reflect the principles of "Cycle-Friendly Infrastructure".</i>
Output 6	A commitment to conduct an ongoing review and revision of all design guidance
Objective	Reallocate road space to cycling
<i>Mechanism</i>	<i>Review the current road network in all urban areas and produce an implementation plan for a cycle-friendly environment</i>
Output 7	Local highway, planning, and public transport authorities to conduct strategic cycle reviews and produce "Local Strategies for Cycling" by end 1999

At the destination - cycle parking

Objective	Cycle parking facilities to be available at all major destinations, including town centres, shopping developments, educational establishments, hospitals and leisure facilities
<i>Mechanism</i>	<i>Local authority provision of parking, in partnership with the private sector</i>
Output 8	Local authorities to concert a programme of cycle parking provision to be completed before 2002
Output 9	private sector establishments to review their cycle parking arrangements.
Objective	Cycle parking facilities to be available at all major destinations
<i>Mechanism</i>	<i>Planning requirements for cycle parking provision</i>
Output 10	Local planning authorities to establish cycle parking standards for development plans by the end of 1998

Security - tackling cycle theft

Objective	Reduce cycle theft - by improving cycle security
<i>Mechanism</i>	<i>Develop a standard for cycle security devices</i>
Output 11	Agree a set of graded standards for cycle security devices by the end of 1996
Objective	Reduce cycle theft - by improving recovery
<i>Mechanism</i>	<i>Commercial bicycle registration schemes to be included in the police directory for access by Police Forces via the Police National Computer</i>
Output 12	Establish a working group on cycle registration in 1996 to report to the National Cycling Forum by the end of 1997

Culture shift - changing attitudes

Objective	Raise awareness and expertise amongst transport providers, service providers and employers
<i>Mechanism</i>	<i>"Think Bike" in other transport, environment and quality of life programmes</i>
<i>Mechanism</i>	<i>Promotion of proven good practice in cycling provision through professional training and development courses</i>
Output 13	All relevant professional institutions to review training courses and ensure that entry requirements and Continuing Professional Development include an understanding of cycling issues
Output 14	Establish the collection and dissemination of examples of good practice in cycling provision
Objective	Raise the status and awareness of cycling - amongst potential cyclists and other road users
<i>Mechanism</i>	<i>Use publicity and participation events to spread the message that cycling is a practical, safe and enjoyable form of daily transport</i>
Output 15	Extend cycling promotions such as National Bike Week, Green Commuter Plans, "Travelwise" and other relevant public campaigns
Objective	Encourage and enable cycling among school children
<i>Mechanism</i>	<i>Improve traffic management and safety measures on routes to schools and provide supporting cycle training programmes</i>
Output 16	Double the number of children cycling to and from school
Objective	Fully recognise and encourage cycle use for business trips
<i>Mechanism</i>	<i>Establish a fair and agreed cycle allowance rate</i>
Output 17	Issue new guidelines to employers for an agreed cycle allowance rate

Resources - the drive-chain of change

Objective	unlock financial resources to meet the Strategy objectives
<i>Mechanism</i>	<i>Funding mechanisms to reflect current objectives for environmental improvement and health. Cycling plans to be rewarded, particularly where they form part of an overall transport strategy which will encourage transfer from the private car</i>
Output 18	Monitor, maintain and develop the cycling rewards in transport and other funding mechanisms
Objective	Unlock staff resources to meet the Strategy objectives
<i>Mechanism</i>	<i>Shift in staffing to take responsibility for cycle policy and audit of related works</i>
Output 19	Every local authority to consider responsibilities and staff time for cycling policy and provision
Output 20	Department of Transport to consider the staff resources required to meet the new policy objectives
Objective	To make best use of existing infrastructure and resources and to integrate cycling into other programmes
<i>Mechanism</i>	<i>Ensure cycling is considered in other transport, regeneration, and environmental programmes</i>
Output 21	Central Government, its agencies, local authorities, transport providers and large organisations to consider the impact of their activities and expenditure decisions on travel choice

The road ahead - directing and monitoring action

Objective	Progress the National Cycling Strategy
<i>Mechanism</i>	<i>Establish a standing group to steer and monitor progress on the Strategy</i>
Output 22	Set up a National Cycling forum, chaired by the Minister for Local Transport, to produce an annual progress report
Output 23	All local authorities to liaise with local cycling groups and regularly assess progress towards local cycling targets
Objective	Monitor the results of the National Cycling Strategy
<i>Mechanism</i>	<i>Establish reliable methodologies for surveying cycle use, measuring its determinants and monitoring sustainable mobility</i>

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Output 24	Review the data sources on cycle use, the range of determinants and indicators of sustainability, and make any agreed improvements by end 1997
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1:- Context

1.1:- Cycle use in the UK

1.1.1:- Cycling accounts for less than 2% of trips in the UK, compared to 10% in Sweden, 11% in Germany, 15% in Switzerland and 18% in Denmark. Cycle use in the UK has been declining as a form of transport in recent years. This contrasts with some of our European neighbours where deliberate programmes for action have successfully increased the share of trips by cycle.

1.1.2:- Despite low levels of bicycle use, there is strong interest in cycling in the UK, and cycle sales have been buoyant.

1.1.3:- There is enormous potential to convert this interest in cycling into increased levels of cycle use. The UK has neither an unusual geography, climate or economy. In Switzerland there are more hills, Sweden has colder winters and Germany higher car ownership; yet each has five times the share of bicycle trips than the UK. Trip patterns in the UK, where half of all trips are less than two miles in length, offer great potential for increased levels of cycling and walking.

1.2:- Policy backdrop

1.2.1:- In recent years the policy climate on congestion and pollution, the promotion of local accessibility, and of personal health, has changed dramatically. An increase in cycling can be a central factor in offering an environmentally sustainable and health promoting local transport option. Moves to highlight the role for cycling have been taken in a series of key strategic Government documents, and in guidance: Sustainable Development - The UK Strategy (1994) highlights the role of

"work ... to maximise the potential for walking and cycling..."

Planning Policy Guidance Note 13: Transport (PPG13)(1994) notes that

"local plans should include policies that encourage the implementation of specific measures to assist people to use bicycles" (para 4.15)

the Health of the Nation White Paper (1992) links physical exercise to the objective of reducing coronary heart disease (CHD), targeting

"To reduce death rates for both CHD and stroke in people under 65 by at least 40% by the year 2000"

and identifies

"Appropriate physical activity can also help reduce risk of CHD and stroke." (Summary document 1992).

The Government's Strategy Statement on Physical Activity (Department of Health 1996) stresses the health benefits of moderate intensity physical activity, including cycling, and sets out new recommendations to encourage regular activity. The Strategy supports the Health Education Authority's campaign "Active for Life", a national advertising campaign to emphasise active living. (HEA 1996)

1.2.2:- The Government's 1994 statement on cycling acknowledged that underlying conditions on the road need to alter. More recently, objectives and policies have been brought into sharp focus with the Minister for Local Transport offering to develop a National Cycling Strategy:

"There is a need to take drastic action... One such action is the creation of a National Cycling Strategy. This would be a useful tool in promoting cycling."

1.2.3:- Significant progress has already been made in the development of cycling schemes and related traffic measures through the local transport funding process. The Transport Policies and Programme

(TPP) Circular from the Department of Transport to local authorities (Local Authority circular 2/96) states:

"It is apparent from the experience of other European countries that there is considerable scope to make more use of bicycles in Britain..."

"the Department will expect TPPs to show that local authorities are developing policies that make better provision for cyclists..."

"It is thought realistic to aim to double existing levels of cycle use by the year 2002." (LA Circular 2/96, from paras, 36, 39).

1.2.4:- The recent Scottish Office policy booklet "Cycling into the Future" highlight the different funding arrangements for local authorities in Scotland and says:

"Cycling is rightly viewed as an economic, healthy and energy efficient means of transport."

"In providing new transport infrastructure the Government believes that facilities for cyclists should be fully considered from the outset. A multi-modal approach to transport projects will often enable provision for cyclists to be incorporated at minimal cost."

1.2.5:- A number of schemes and local programmes are being developed which demonstrate how rapid change can be affected.

1.3:- Towards a National Cycling Strategy

1.3.1:- The National Cycling Strategy process was brought forward by a Steering Group under the Chairmanship of the Minister for Local Transport. It drew together representatives from the Department of Transport, The Scottish Office, the Welsh Office, the Department of the Environment, the Department of Health, the Association of County Councils, the Association of District Councils, the Association of Metropolitan Authorities, the Association of London Government, the Confederations of Scottish Local Authorities, the Confederation of Scottish Local Authorities, the Confederation of British Industry, Transport 2000 and the Cyclists' Public Affairs Group.

1.3.2:- The Steering Group established four Working Groups and set the following Objectives and Terms of Reference for the process.

1.3.3:- Objectives To establish a culture which favours the increased use of bicycles for all age groups; develops sound policies and good practice; and seeks out innovative, practical and effective means of fostering accessibility by cycle.

1.3.4:- Terms of reference In bringing forward this Strategy, the following Terms of Reference were used:

- Ascertain existing constraints to cycle use and develop means of removing them
- Identify mechanisms and actors for encouraging, facilitating and establishing bicycle use
- Unlock necessary private and public sector resources
- Agree targets and indicators of progress
- Monitor and evaluate the strategy implementation

1.3.5:- Working methods Five main areas of concern were pursued in depth by the four Working Groups and the Steering Group. They were:

- The value of identifying both national and local targets for increasing cycle use
- Land use planning and the integration of travel modes, for cycling and sustainable transport
- Integrating cycling within traffic management practices

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- Improving the security of bicycles
- Promoting cycling and changing attitudes

1.3.6:- Additionally a model framework for local cycling policies was developed. It covers the existing statutory process for planning and transport, and is commended to local authorities.

2:- Principal outputs

2.1:- Strategic actions

2.1.1:- The following sections of the National Cycling Strategy reflect the strategic measures identified by the Steering Group and each Working Group. A full set of detailed supporting papers are contained in a separate Appendix - contact 0171-271 5175 for details.

2.1.2:- The National Cycling Strategy Steering Group identified four initiatives which are central to the Strategy and which can act as a focus for all contributors to it. Those factors are:

- a headline target to increase cycle use
- establishing relevant local targets
- associated indicators of progress
- a National Cycling Forum to guide the ongoing strategy process

2.2:- Headline national target

2.2.1:- To act as a focus for the many organisations involved in creating the conditions for cycle use, the Strategy has established a headline target.

TARGET

Double bicycle use by the year 2002

(from a base of 1996 levels)

Double it again by 2012

2.2.2:- The intention is to achieve increases in cycle use primarily at the expense of use of private motor vehicles, whilst reducing the risk to cyclists of traffic injuries. The targets are based on a study of successful provision in Continental and UK towns. They also take account of the experience in achieving national increases in cycle use secured in Germany, Denmark and other countries. (Further details of the considerations in identifying realistic targets are set out in a paper included within the Strategy Appendix - contact 0171-271 5175 for details.) The targets are believed to be achievable. They lay down a challenge, requiring a marked change in emphasis and attitudes.

2.2.3:- The process to identify a national cycling target involved:

- an examination of experience within the UK and elsewhere in Europe in successfully increasing cycle use
- local experience of maintaining cycle share and targeting future levels
- a measure of the qualities of targets
 - **challenging** the decline in cycle share in the UK
 - **realistic** in relation to **increases** in cycle use achieved elsewhere in Europe
 - **linked** to the wider government **objectives** for air quality, transport efficiency and personal and public health
 - **supported** by identified **measures** to achieve the target

2.3:- Local targets

2.3.1:- The national cycling target is recognised in the 1996 TPP Circular, also in the Scottish Office announcement launching the policy booklet "Cycling into the Future". Local authorities are invited to

contribute by establishing local targets. These may be taken into account in any future funding arrangements.

2.3.2:- For some organisations the prospect of doubling bicycle use may be a relatively straightforward commitment - for others it may appear to be an impossibility. It is hoped that all will establish challenging yet achievable targets, the cumulative result of which will realise the national aspiration. The setting of numerical targets may not be the best approach for each contributor to the strategy; for some, a more modest task achievement or quality standards approach may better reflect the level of influence which they have over the final outcomes. This will be particularly true for some non-highway authorities

2.4:- Indicators of progress

2.4.1:- Because many factors impact upon cycling, the Working Groups identified a set of indicators of the key determinants of cycle use, and hence of progress towards the main target. These indicators are aimed at preventing failings in any one element of the Strategy from compromising the achievement of the overall goal.

2.4.2:- The range of secondary indicators which have been identified are:

Secondary indicators

Safety	to measure and target reductions in the risk (by exposure) to cyclists
Theft	to measure, and later identify targets for, reductions in reported cycle theft
Cycle policy	to survey and target all local authorities to establish a cycling strategy
Cycle users	to monitor the increase in cycle use and changes in attitude by gender, age and social group
Cycle use	to establish local cordon and screen line counts for cycle flows
Cycle share	to measure the proportion of trips made by cycle compared with other modes, by corridor and selected key destinations
Public transport	to measure the number and proportion of trips where cycle/public transport are used in combination

2.5:- Monitoring and review

2.5.1:- The National Cycling Strategy document highlights the value of realising increased levels of cycle use. The Strategy offers a framework for action to achieve that aim. It will evolve in the light of progress and lessons learned. That will provide a beneficial influence on future guidelines and programmes.

2.5.2:- To give a means of reviewing progress, and updating objectives, the Steering Group has proposed a standing National Cycling Forum. This would be chaired by the Minister for Local Transport, with secretariat support from the Department of Transport. It would include representatives from organisations across the UK and would meet regularly.

2.5.3:- A national Cycling Forum will ensure the implementation of the National Cycling Strategy and publish an annual review of progress.

2.5.4:- The forum will work within the following framework:

The National Cycling Forum

Mission	to ensure that national and local policy and provision are delivering increases in cycling, in line with the identified NCS outputs
Tasks	
	encourage implementation of NCS actions
	involve, co-ordinate and integrate contributions to the NCS from all relevant sectors of central government
	monitor progress on NCS outputs, aims and targets, and recommend as appropriate:
	policies
	guidance to local authorities
	Government Department inputs
	research
	communications actions
	revisions to the NCS in the light of wider developments
Outputs	
	an annual report on NCS progress
	advice notes
	recommendations for research and communications

3:- Cycling and Sustainable Transport

3.1:- Introduction

3.1.1:- The following section introduces detailed discussion of the need to preserve and restore sustainable travel patterns through land-use planning, highways planning and specific sustainability projects. As a whole, the National Cycling Strategy stresses the need to create the conditions in which cycling is made more attractive than using private motor vehicles. This requires more sustainable patterns of development, as well as the promotion of less polluting transport modes. Cycling fits well within the context of the UK Sustainable Development Strategy (Sustainable Development: the UK Strategy, Cmnd 2426, January 1994, HMSO).

3.2:- Cycling and sustainable travel

3.2.1:- Cycling can contribute to a wide range of sustainability benefits. to achieve them the National Cycling Strategy will seek to:

- encourage more people to cycle and so reduce pollution, enhance local environments and improve health;
- secure a shift from cars to bicycles, whilst ensuring that the space released is not filled up by more cars;
- increase accessibility to amenities and services by bicycle;
- make cycling safer.

3.2.2:- Cycling must be seen as an integral part of a sustainable transport strategy, rather than a bolt-on extra. Along with walking and public transport it is an essential ingredient for an approach which seeks to encourage more energy-efficient, less resource-consuming means of transport.

3.2.3:- To secure the benefits of a significant increase in cycling will require changes to reflect the full costs of, and reduce dependence on, the car. This can be done by:

- ensuring that the full, external costs of car use are paid by the user;
- using land-use planning policies to reduce the need to travel;
- giving high priority to local accessibility in location decisions for jobs, shopping, education, health, leisure and other facilities;
- having comprehensive, co-ordinated, safe and reliable public transport;
- ensuring that transport planners and public transport operators enable cycling to be combined with use of public transport.

3.2.4:- The Government has already adopted policies to increase the real cost of car use and to integrate land-use and transport to reduce reliance on the car (PPG13: Transport).

3.2.5:- Sustainable transport is the key for Local Agenda 21, whose action plans should promote both cycling and walking and involve local communities in the decision making process. (Local Agenda 21 is named after Agenda 21, the manifesto for sustainable development which was agreed by 170 countries including the UK at the 1992 Earth Summit.)

3.2.6:- However, to achieve a more sustainable pattern of transport, new indicators for assessing the sustainability of transport need to be developed. These should emphasise accessibility, reduced car dependence, and reduced energy use and pollution. Such indicators need to be meaningful and usable as performance measures; capable of indicating who gains and who loses; and demonstrate the impact that new policies have on our quality of life.

- DOT/DoE to consider how indicators of sustainability for appraisal and monitoring of transport projects and schemes might be developed
- Department of Health to monitor physical activity in relation to cycling and/or the rate at which it is taken up as an "exercise prescription".

3.3:- Planning for local transport

3.3.1:- An effective sustainable transport policy needs clear overall goals, not only for helping to develop options, but also in order to assess and later to monitor performance. In order to assess the performance of such a strategy, indicators are needed to measure the effects of alternatives. To design schemes that will meet key objectives requires new techniques, such as for assessing relative accessibility by different means of transport. It is also essential that all schemes are assessed on a common basis, allowing cycling schemes to compete on even terms with road schemes or public transport. The monitoring procedures for testing the effectiveness of transport packages will need to include a review of the ability of the Common Appraisal Framework to reflect the value of cycling.

3.3.2:- Increasingly local transport strategies are based on concerns about sustainability and generally include a strong emphasis on demand management, improved public transport and more cycling and walking. This provides an enabling framework for local cycling strategies, and can assist both cyclists and pedestrians and reduce the conflict between them. Indeed, increased cycle use can help achieve key objectives, especially those to increase access opportunities, reduce congestion and pollution, improve the local environment, improve health and help implement Local Agenda 21.

3.3.3:- Local transport strategies, in addition to providing infrastructure, will need to address the key areas where there is the greatest potential to achieve a transfer from the car to cycling, such as trips to work and to school. Local transport strategies should also address leisure travel and ways of increasing choice, such as combining public transport and cycling.

- Local authorities to review, with the DOT, whether sustainability is adequately reflected in recent methods for assessing both transport strategies and individual schemes. This approach will require a review of the role of the existing Cost Benefit Analysis technique.

3.4:- Cycling as a means of local transport

3.4.1:- Local strategies should start with clear objectives and targets for cycling. They should be prepared in close consultation with cyclists' organisations and other transport user groups, and be integrated with other local strategies, including development plans, transport policies and programmes and Local Agenda 21. There should also be links to other strategies, such as health, recreation and tourism.

3.4.2:- Integration with land-use and transport planning and traffic management means:

- encouraging development patterns and the location of developments which ensure that short trips to work, places of education and local facilities can be made by bicycle;
- identifying a comprehensive cycle network and safeguarding opportunities;
- linking strategies to cycle audits of all proposed road building or widening, and traffic management schemes;
- linking cycling and public transport;
- ensuring local authorities take the lead in promoting cycling, working closely with others (e.g. employers, health authorities, educational establishments and retailers).
- **Local authorities, for all their functions (health, education, highways etc.), to set local targets for increasing cycling**

- **Local authorities to produce their own Green Transport Plans to show how cycling fits in with other transport policies.**

3.5:- Cycling to work

3.5.1:- Cycling should be promoted as an integral part of plans by employers to reduce the land and maintenance costs of car parking provision, to reduce car use and to secure health benefits for their employees. This means developing facilities such as secure parking and showers, and providing financial incentives for employees to encourage cycle use to and within work.

- Commuter plans to be promoted as effective ways of reducing the impact of demand for car travel and to encourage cycling
- Consideration to be given to reallocating car parking space to cycle parking as a potentially cost efficient use of land by commercial concerns
- The tax system to be altered to give incentives for cycle use relative to the costs of car use for trips both to and within work, including application to travel allowances for local Councillors

3.6:- Cycling in urban areas, especially town centres

3.6.1:- There is a need to reassess the allocation of space and amount of facilities provided, especially in town centres, for the most space and energy-efficient means of transport: walking and cycling. Proposals for reallocation, improved access and improved facilities need to be an integral part of a strategy for improvements to the environment and traffic management in town and local centres. To achieve this, there will be a need to develop partnerships with retailers and other service providers to promote more sustainable means of access for people and for goods delivery. Better access and parking for cyclists should be an integral part of such a strategy and should be recognised in funding criteria for local transport strategies and for regeneration funds (e.g. Single Regeneration Budget).

- Town centre management action plans to include proposals for improved access, cycling facilities, publicity and promotion
- Local authorities to work with employers and retailers to develop easy access and secure cycle parking in town centres, at stores and other attractors

3.7:- Cycling in the countryside

3.7.1:- Leisure cycling has great potential for growth, it can be a stimulus to tourism, it is a high-quality way to enjoy the countryside and a good way to introduce people to cycling for their everyday transport needs. To encourage more leisure cycling there needs to be small-scale improvements, especially near to where people live, followed by better signposting, marketing and information. Flagship leisure routes, using quiet roads or disused railway paths, can increase the profile and boost leisure cycling in town and countryside.

- Safe local links to be promoted between town and countryside
- Recreational and leisure cycling to be promoted as an alternative to travel by car
- The multi-purpose value of cycling investment for health, leisure and transport interests to be recognised.

3.8:- Longer journeys

3.8.1:- For longer journeys, bicycles can combine very well with public transport, especially rail. With provision at both ends of a longer public transport journey, this combination can offer competitive door to door transport choice. Combining cycling with public transport requires improved provision and a strategic approach to its development. There are no legal or practical constraints to prevent such improvements, which can also benefit other passengers.

However, planning and co-operation are essential to ensure that space on trains is used flexibly, and that secure parking and effective information is provided at stations.

- Ensure, as railway rolling stock is refurbished or renewed, that there is sufficient flexible space on all passenger trains to carry bicycles
- Plan to provide secure cycle parking at all public transport interchanges by 2000

3.9:- Resources

3.9.1:- The available resources will need to be more targeted on cycling to bring about a significant change in cycling's share of all journeys, and to counteract the effects of long-term under-investment in cycling. TPP packages (in England) and other programmes need to be more cycle orientated as part of a cost efficient and integrated approach to transport. Resources within other programmes or projects should contribute to the objective of growth in opportunities to cycle. The shift of priority (or resources) to those schemes which provide for alternatives such as cycling, rather than those which simply increase motor traffic capacity, will need to be maintained. Other sources will include partnerships in the fields of health, education, urban regeneration and in the countryside, as well as private developers, sponsorship and the National Lottery, and public transport improvements.

3.9.2:- Above all, there needs to be a cultural change whereby local and national Government and all their partners think bike as part of sustainability. A successful cycling policy will only happen if it is owned by all the stakeholders, not driven only by minority interests. The stakeholders include the community at large. Campaigns like Travelwise are a start towards building the new think bike culture as part of an integrated transport policy.

4:- Integrating Cycling with Traffic Management

4.1:- Introduction

4.1.1:- Managing traffic has become increasingly important as transport providers strive to reduce the impact of the car on our urban and rural areas. The Government's Green Paper on transport policy (*Transport: The Way Forward 1996*) sets out an approach which acknowledges that providing extra capacity in towns is often not the right solution, and even in rural areas it should by no means be an automatic choice. Managing the road network is the current challenge. Cycling can make a significant contribution to this challenge, but for it to do so will require the design of direct and convenient routes for cycling in traffic management schemes.

4.2:- Objective - a cycle-friendly road network

4.2.1:- Most cycle journeys in the UK are for utility rather than leisure purposes - to work, to places of education or to the shops. Fast, direct routes that are convenient and safe are of great importance to the daily cyclist. One of the primary objectives of the National Cycling Strategy is therefore to encourage and enable planning and highway authorities to create a cycle-friendly infrastructure. That means a road network, supplemented by cycle routes, which enables people to reach all destinations safely and conveniently by cycle. It should also be attractive to new cyclists.

4.2.2:- Most cycling takes place on the road and this will continue to be the case. So it is essential that the road network is made suitable for cycling. Segregated cycle routes and networks will play an important role in some areas, but they will be of limited use if cyclists are unable to use ordinary roads freely. The Green Paper on Transport (1996) stated that best use should be made of the existing road network before considering new road construction: this means an increased role for traffic management, including such measures as bus/cycle priorities, traffic calming, safety schemes, and new technology to give information and enforce regulations.

4.2.3:- Traffic management and related highway engineering offers enormous potential to improve cycling conditions: advanced stop lines for cyclists at traffic signals, one-way streets with contra-flow cycle lanes, road closures with gaps for cyclists, and extensive networks of bus and cycle lanes are obvious examples. However, if engineers do not explicitly plan for cyclists, traffic management can make cycling conditions worse, endangering cyclists and discouraging people from cycling.

4.3:- New thinking, changed priorities

4.3.1:- On the whole, creating a cycle-friendly infrastructure does not demand either complex or expensive traffic management measures. Instead, some significant changes in thinking, attitudes and priorities are needed in the way that we manage our roads. The following sections highlight those changes.

4.3.2:- Traditionally the objective of traffic management has usually been to maximise capacity for motor vehicles, but this is changing. In future there will be a need to avoid motor traffic capacity considerations pre-empting the provision of cycle-friendly traffic management and design. In design processes, cycling provision should be given full consideration in delivering improved efficiency of road use, better safety and reduced environmental impact. Bicycles use road capacity more efficiently than private motor vehicles.

4.3.3:- Excessive motor vehicle speed is a major hazard for cyclists - and other road users. Greater attention must be paid to the non traffic functions of the roads. This recognises, for instance, that they can also be places where people live and work, and where children play. Reducing speeds and aggressive driving, through engineering, education and enforcement, is crucial to creating a cycle-friendly infrastructure. The Traffic Calming Act 1992 specifies that such measures are

'for the purpose of promoting safety or preserving or improving the environment through which the highway runs.'

Greater attention to this stated purpose would help in tackling excessive speed.

4.3.4:- The vast majority of journeys are short: 60% of car trips are under 5 miles. Yet attention too frequently focuses on long, motorised trips. The prevalence and importance of short trips needs to be emphasised, within an objectives-led approach.

4.3.5:- Planning for the different environment-friendly modes is often carried out separately. An integrated approach is needed that maximises the opportunities for sustainable transport modes, rather than one mode in particular. A corridor or area-based approach is preferable. This may involve safe routes to schools, shops and public transport interchanges, and similar projects which can bring a focus to local transport needs.

4.3.6:- Some authorities have been deterred from promoting cycling for fear of not meeting road safety targets. Yet the experience of those cities and other countries that have encouraged cycling is that increasing cycling can be compatible with road safety aims. Pedestrians will also benefit from the measures to enhance cycling. Attention needs to be directed towards reducing the sources of danger, rather than inhibiting the movement of environmentally sustainable yet vulnerable road users.

4.3.7:- Cyclists will benefit from a range of measures to encourage sustainable transport and reduce the use of private cars. Restrictions on car use are needed to improve the environment; cycling offers a practical alternative in many cases.

4.3.8:- Many authorities and professionals have tended either to ignore cyclists or treat them as marginal users of the roads. Education and promotion are important in overcoming such attitudinal and institutional barriers. The standing of demand management skills will need to be raised within transportation departments, and suitable training encouraged. And the status of cyclists as legitimate and valuable road users will need to be emphasised.

4.4:- Required strategic outputs

4.4.1:- A fresh approach to traffic management is needed which is more output based, for example, in giving priority to people rather than vehicle capacity. Modelling and evaluation techniques, along with design guidelines, should be reviewed to meet this approach. Telematics projects should also incorporate these principles.

- The revision to Roads & Traffic in Urban Areas (due to be published at the end of 1996) to incorporate the principles of "Cycle-Friendly Infrastructure" and people capacity

4.4.2:- Road space (and time) should be reallocated from private motor vehicles to cyclists, often in conjunction with buses and/or pedestrians. Bus priority measures should be integrated with cycle priority measures. Simultaneously prioritising buses and cycles increases the modal share of both.

- All highway authorities to undertake a strategic cycling review of their road networks, to be completed within five years, and to produce their own "Cycling Strategy"

4.4.3:- Cycle audit procedures should be adopted by all highway authorities. These will ensure that opportunities are not missed to enhance cycling conditions, and help avoid inadvertently making them worse. The existing highway network, including cycle facilities, should be evaluated using cycle audit procedures.

- Initial guidance to local authorities on "cycle audit" procedures to be agreed by end 1997; "cycle audit" to be considered as a requirement for future local transport funding bids

4.4.4:- Cyclists should be given due priority in road safety programmes. New road safety targets should include casualty rates by distance travelled, measures of what injuries whom, and encouragement of benign modes. Enhanced data collection and improved identification of where,

when and how cyclists are injured are needed. Education programmes to help children and adults to cycle more safely, and to make motorists more aware of their responsibilities towards vulnerable road users, are required.

- The overall content of the Local Safety Scheme programmes to reflect the extent of casualties to vulnerable road users, and to include assessment of vulnerable road user casualty patterns
- Identify, in the forthcoming consultation on road safety targets beyond the year 2000, the possibility of having a target for cycling safety (by exposure) which is consistent with the central aim of increasing cycle use

4.4.5:- Traffic law enforcement should be given higher priority, particularly excessive speed, with increased use of new technologies such as speed governors. More resources need to be allocated to effective enforcement measures through a shift in police resources or extension of local authority powers. This should follow on from engineering and education measures. A review of traffic law is required to consider whether greater responsibility should be placed on those that endanger others, as is done in certain other countries.

- Home Office, Scottish Office and DOT to commission a review of law and enforcement to protect vulnerable road users.

4.4.6:- Heavy Goods Vehicle (HGVs) inflict a disproportionate number (in relation to their proportion of the total traffic mix) of serious injuries and fatalities on cyclists. Measures are needed to reduce the hazard they present. These include traffic engineering, vehicle design to reduce blind spots, side guards, education of drivers (such as the FTA/RHA/CBI (Good Lorry Code") and cyclists, restrictions on lorries in certain streets and further research.

- Establish a working party, within 6 months, to agree detailed recommendations on protection from HGVs.

4.4.7:- Professional bodies and academic institutions need to raise awareness of the relevance of cycling and improve practical skills. Cycling issues should be integrated into mainstream engineering, planning and design training, including National Vocational Qualifications (NVQs), not taught as separate topics. There should be a programme of training for existing professionals, particularly local authorities and consultants.

- The professional bodies to commission a review of training needs and make recommendations within one year

4.4.8:- Cycle access needs to be maintained in most vehicle restricted areas. Better design, consultation, and appreciation of the importance of cyclists is needed. Where shared use is thought appropriate, it should be well designed. Experience of new housing developments since Design Bulletin 32 was revised last suggests that local authorities need to liaise more closely with developers to realise the benefits it offers.

- Provide supplementary guidance to Design Bulletin 32 (Layout of Roads in Residential Areas) on shared use provision and cycle access to all types of vehicle restricted areas

4.4.9:- Good quality local authority proposals and bids are fundamental to unlocking local transport funding for cycling as part of a coherent local transport strategy. Further advice on bidding, appraisal methods and alternative funding sources is required. Transport funding criteria should stimulate cycling strategies and cycle audit procedures, and facilities to integrate cycling with public transport. The objectives-led approach should be emphasised. Major schemes and bridge strengthening still dominate local transport funding. A continuation of the shift towards local packages (including cycling measures) is required to deliver progress towards the objective to increase cycle use.

- Local transport funding criteria for 1998/99 to place an onus on local authorities to allocate adequate resources for cycling to meet objectives

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4.4.10:- All local authorities should identify an officer (preferably a regular cyclist) with sufficient authority and resources to promote cycling measures and influence the design process. The Department of Transport should, similarly, engage sufficient staff expertise and senior responsibility to ensure the success of the National Cycling Strategy objectives.

- Every local authority to establish clear responsibilities and adequate staff time for cycling policy and provision
- Department of Transport to allocate increase staff resources, sufficient to meet the new policy objectives

4.4.11:- Further research is needed into many aspects of traffic management and cycling. The implications for cyclists should be more explicitly addressed within all traffic management, safety and highway scheme research. More flexible design solutions and innovative measures need to be researched and promoted, drawing on best foreign experience. Further discussion and wider involvement in setting research priorities is recommended.

5:- Cycle Security

5.1:- Introduction

5.5.1:- Cycles are an example of a commodity vulnerable to theft. They are highly mobile (by definition), exposed, high enough in value to be worth stealing, too low in value to be worth equipping with expensive security devices, frequently hard to identify and easily disguised. It is hardly surprising that even in affluent countries like The Netherlands, cycle theft is endemic where there is widespread use. Experience in the UK and in other countries demonstrates that steps can be taken to reduce theft. It is important that all possible measures to prevent theft are taken, both to encourage existing cyclists to remain on the roads and new cyclists to take up cycling.

5.2:- Parking

5.2.1:- Provision of secure cycle parking is a key factor in deterring opportunistic and organised cycle theft. This includes providing secure cycle parking at transport interchanges.

5.2.2:- Equipment to which cycles can be attached is needed for two reasons. Insurance policies usually require that cycles are attached to a fixed object; and cycles in the UK generally do not have inbuilt stands, and so cannot be free-standing without support.

5.2.3:- If cycling is to retain its inherent advantages, it is essential that cyclists are able to park at the most convenient location, usually immediately outside the venue they wish to visit. Where cycle parking provision is not conveniently placed, cyclists need to be able to attach their cycles to fixed features.

- Relevant authorities are expected to consult local cyclists' user groups when reviewing existing provision for cycle parking and when considering implementing changes or improvements
- Cycle parking to be provided at common destinations such as educational establishments, shops and business centres. Security restrictions on cycle parking should not be made unnecessarily e.g. where car parking is considered acceptable
- Cyclists to be allowed to attach their cycles to publicly owned street furniture and fixed features, as long as no obstruction is caused. Where an obstruction may be caused, the local authority should place a warning notice and seek to make special cycle parking provision at an appropriate location nearby

Legal provision

5.2.4:- Section 63 of the Road Traffic Regulation Act 1984 enables local authorities to make a traffic regulation order to provide stands or racks for cycles on the highway. Whilst only a single order is needed for the whole of an administrative area, all the individual sites have to be set out in a schedule. This imposes a much greater administrative burden on local authorities than is required for the introduction of other street furniture.

5.2.5:- Many local authorities introduce cycle stands without specific legal cover. Procedures for introducing cycle parking could be simplified by bringing them into line with the powers enabling the introduction of street furniture. It is understood that the Government accepts there is a sound argument for change when a legislative opportunity arises.

5.2.6:- There are powers under Section 249 of the Town and Country Planning Act 1990, enabling a local authority to introduce cycle parking and other street furniture into areas which have been pedestrianised.

5.2.7:- When constructing cycle parking facilities, authorities should consider whether it is more appropriate to use road space than pavement space, in order to reduce the risk of causing obstruction to pedestrians, particularly those with disabilities.

- An early opportunity taken to be to amend the Road Traffic Regulation Act 1984 to place cycle parking provision on an equal footing with the introduction of other street furniture by the year 2000

Scale of provision

5.2.8:- The Planning Policy Guidance note on Transport (PPG 13) produced jointly by the Department of the Environment and the Department of Transport states at paragraph 4.17:

Authorities should encourage the provision of secure cycle parking at public transport interchanges, including railway stations and park and ride facilities, to increase the opportunities to use cycles in combination with public transport and car sharing. Provision of secure cycle parking facilities should be sought in all major developments and in town centres, and at educational institutions.

The Scottish Office has issued comparable guidance in the draft National Planning Policy Guideline - Transport and Planning.

- The Department of the Environment to issue advice on setting local standards for minimum acceptable levels of cycle parking provision by the year 1998.
- Planning authorities to include specific standards for cycle parking provision in Unitary Development Plans, Local Plans and building regulations, in line with targeted levels of cycle use. These should also be included in planning briefs
- Existing facilities which are open to the public to meet these standards, within a specific timescale
- Local authorities and public transport infrastructure enterprises to provide cycle parking facilities, of a good quality, to meet demand at all public transport interchanges by the year 2000
- Cycle parking provision to be included in all public area redevelopment and environmental improvement plans

Cycle parking equipment

5.2.9:- Parking equipment currently available ranges from being simple, efficient and secure to that which is complex, expensive or hopelessly inadequate.

- A comprehensive study to be commissioned to review and test equipment currently available, leading to authoritative guidance by the year 2000 on the design, construction and installation of:

Sheffield type stands and racks

Wall mounted bars

Lockers

Locking devices

Other proprietary systems

Secure cycle shelters

5.3:- Security devices

5.3.1:- There is a testing procedure for security devices, operated by Sold Secure, an independent non-profit making testing organisation. A pass/fail approach is used, based on a five minute test (i.e. five minutes attack by a potential thief), which offers a very high standard. Experience in the automobile sector indicates that the Sold Secure standard provides an incentive for manufacturers to raise their standards.

5.3.2:- The Sold Secure standard may be too rigorous for cycles, given that many have a low value. A gradation of standards might allow the consumer to decide which level of security is appropriate to the particular cycle and cyclist. Sold Secure is willing to consider some kind of grading of attack resistance into, say, Gold and Silver standards. These would relate to different qualities of attack tools, but still based on the five minute attack test.

5.3.3:- A standard would provide an independent validation signal to the consumer. The National Cycling Strategy Working Group on Cycle Security agreed that:

- Involving a non-commercial organisation such as Sold Secure is clearly in the public interest, because it would act as a neutral evaluator of security devices
- To help the consumer to make choices about how to invest in security, agreement to a set of graded standards for security devices should be sought by the end of 1996
- In order to agree a set of graded standards, there is a need for Sold Secure to have discussions with retailers and manufacturers

5.3.4:- The British Standards Institute takes the view that a technical British Standard for locks is not necessary. However, a back up to security devices, in the form of serial numbers, could well constitute a de facto British Standard.

5.4:- Registration and recovery

5.4.1:- Currently there is no national system for the registration of cycles, which can be valuable items and are exposed to risk of theft. A widespread drive for voluntary cycle registration could yield a significant reduction in theft. The cost of registration and marking could come to as little as £5 per cycle, especially if marketed through cycling organisations. A single national registration scheme does not appear to be necessary, providing that individual schemes meet data requirements to feed in to the Police National Computer. What is needed is for the police to be able to access any given scheme, without having to make an excessive number of calls. Were this to prove possible, then the limitations of the existing post coding scheme could be bypassed.

5.4.2:- Post coding has the merit of being truly national, but it has the considerable demerit of becoming rapidly obsolete as the bicycle is sold on, or the cyclist moves and changes address. It is ineffective because police officers rarely scan bikes to look for the codes, and stamping can cause damage to some modern cycle frames. Furthermore, it requires compliance on the part of the consumer (i.e. they must go to get it coded).

5.4.3:- The best time for registration is the point of sale. For a modest fee the bicycle can be given a unique identification number and/or its frame number logged, together with details of the owner. The issue of which property registration company is involved ceases to matter provided that one-call checking is incorporated within their products. The different companies could compete for the market through the retailers.

The vital protection for the consumer would be the guarantee that the police would be able to access effectively, when a theft was reported to them. This guarantee of access would need to be clearly signalled.

5.4.4:- A crucial element of any scheme is a visible mark that the cycle has been registered. The marking should also identify the registration company and its phone number. Not only does this help third parties to report abandoned cycles and police to trace owners, but it can act as a deterrent to potential thieves. Establishing in their perception that the cycle will be difficult to dispose of is as important as the reality. Registration therefore becomes not only a part of the recovery programme - it is also part of deterrence.

5.4.5:- It would appear far more effective to register cycles when they are sold than just to set up a register of stolen bikes. The latter would be too vulnerable to hazy recall on the part of the cyclist, and would therefore offer a recipe for a high failure rate if not backed up by an accurate register recording

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cycle details. The retailer would be able to guide the purchaser through the process in a few minutes for a small fee whilst details are fresh in everyone's minds.

- Cyclists encouraged to have their cycles visibly and permanently marked. A cycle could be marked by, and registered with, a commercial company offering this service through the intermediary of the retailers
- Companies providing property identification and database products are encouraged to apply for inclusion on the police directory, details of which are available to all police forces via the Police National Computer, 24 hours a day
- In the interests of consumer protection, the registration schemes to advertise their inclusion on the police directory as part of their promotion materials
- Retailers to have the opportunity to sell registration to customers at point of sale of bicycles, with a commission from the registration companies

6:- Changing attitudes - a communication programme

6.1:- Introduction

6.1.1:- The preceding sections on '*Cycling and Sustainable Transport*', '*Integrating Cycling with Traffic Management*' and '*Cycle Security*' have highlighted practical and physical measures needed to establish a more favourable cycling environment. Achieving these improvements in facilities and conditions throughout the community and meeting the National Cycling Strategy's target growth for cycling will require an extensive communications programme. Its purpose will be to convince both those responsible for providing our transport systems, and potential cyclists, that more cycling is a practical transport option offering desirable community and personal benefits.

6.1.2:- Such a communications programme will need to reach many different organisations with a combination of messages. These will include basic information on the implications of cycling; how other programmes impact on it, offering opportunities for improvement; guidelines for transport providers based on examples of good practice; and campaigns to incline public attitudes and behaviour towards greater cycle use.

6.1.3:- The number and wide range of issues identified underlines the need for considerable resources for the delivery of an effective communication programme. In particular there will need to be integration of many separate projects and activities into a co-ordinated campaign, with a strong profile across the whole community. The direction and resource generation to achieve this will be a prime function of the National Cycling Forum, within its overall remit to encourage implementation of the National Cycling Strategy. In this it is intended that the National Cycling Forum will continue work already started - collecting information which leads on to a positive projection of cycling benefits, within a single co-ordinated message.

6.2:- Key issues

6.2.1:- As the main agency for the National Cycling Strategy, the National Cycling Forum will have the necessary status and authority to facilitate its development. Central Government will continue with its lead role for the Strategy, encouraging the co-operation of partners in delivering programmes by the provision of relevant support and incentives. This should include financial assistance where appropriate and feasible.

6.2.2:- An important element in the successful achievement of the Strategy will be the generation of funding to deliver a dedicated communication programme. It is envisaged that funding may be attracted from several sources, and this should help facilitate the integration and wider application of several existing schemes and new campaigns.

6.2.3:- Until long-term plans are implemented, careful prioritisation of target groups and objectives will be necessary. Some projects already identified are contained in the matrix reproduced in the separate Appendix - contact 0171-271 5175 for details. This lists policy and attitudinal objectives for various target groups and proposes the means by which they might be achieved.

6.2.4:- In addition to the extension of existing initiatives, there is also potential for co-operation between agencies such as central government, local authorities, charities and commercial organisations to generate new approaches through partnerships. A number of examples exist under the Cycle Challenge project, referred to in *Annex 3*.

6.2.5:- Whilst much of the early communications emphasis will be aimed at the providers of the cycling environment and conditions, a significant increase in cycling's modal share will only be achieved by a positive and substantial shift in public attitude. Research recently conducted by the Transport Research Laboratory (TRL) clearly underlines the challenging task in changing the attitudes of groups including motorists, parents and employers.

6.2.6:- To obtain the planned level of growth in cycling will not only require local improvements in facilities and conditions but also a public acceptance of cycling as a desirable mode and a belief that this is personally beneficial.

6.2.7:- Progress in the provision of cycling facilities and conditions will be necessary, and will present a platform on which to build a wider public campaign to promote benefits to potential cyclists.

6.3:- Key target groups and communication objectives

6.3.1:- The full list of organisations and objectives is given in the matrix within the Appendix - contact 0171-271 5175 for details. The targets can be grouped conveniently into three broad categories:

1. Providers
2. Existing Road Users
3. Potential Cyclists

Clearly, individuals may at a given time inhabit more than one of these categories.

6.3.2:- "Providers" include the various elements of central and local government involved in the management of the transport system, and other agencies influential in shaping the environment of the potential cyclist. It is envisaged that the key grouping within this category will be local authorities, acting both as providers in their own right and as multipliers taking positive cycling messages to other provider groups (such as employers, and those who control access to specific destinations) within their ambit.

- The prime task will be to obtain recognition amongst transport providers of the need to provide for cyclists effectively and attractively, coupled with a general encouragement of public participation

6.3.3:- Road users include the key groups of motorists and cyclists, and other groups such as commercial and public transport drivers and pedestrians. The significance of this category is as a shaper of the environment into which the potential cyclist must consider venturing on a bicycle. The various groupings can therefore obviously have a powerful effect on the attractiveness of cycling as a proposition.

- For all groups to understand and accept their rights and responsibilities towards other road users: one medium might be to encourage all road users to sign up to a form of "attitudinal highway code" that would promote ways of thinking, not just behaving
- For motorists this includes the impact of excess speed and giving insufficient space to riders, which are identified in research as major disincentives to people to cycle more
- For cyclists this represents an acknowledgement of the effect of poor cycling behaviour on wider perceptions of cycling amongst other road users and amongst potential cyclists

6.3.4:- Potential cyclists include not only specific groups such as school children, young adults, commuters and shoppers, but also those with the ability to influence the behaviour of others such as parents of young children. The ability of children to cycle is, however, especially important given that physical activities established in childhood are considerably more likely to be continued in adult life than if first attempted in adulthood. Research shows that children are also generally keen to be allowed to cycle.

- A programme of positive messages to secure a recognition of the benefits and enjoyment of cycling and its applicability to many journeys, combined with reassurance on key concerns such as security and safety

6.4:- Performance measurement

6.4.1:- It will be important to measure communication effectiveness against specified targets. At this stage the targets are only stated as general shifts. An ongoing process assessing practical examples (such as Cycle Challenge programme) in support of cycling, and publishing information, will substantially assist the targeting process.

- An urgent priority will be the development of the TRL's qualitative research on public attitudes into statistically reliable benchmarks, on which to measure progress on key criteria

6.5:- Priorities and timing

6.5.1:- The deterrents to cycling in the UK's road and transport system should be addressed initially with the implementation of messages directed to transport providers. This should be combined with parallel reassurances, via existing initiatives such as "Travelwise", National Bike Week, Green Commuter Plans and Company Transport Plans, to existing cyclists and encouragement to "early adopters" to cycle. As conditions improve and cycling becomes a more attractive option, a dedicated media campaign of encouragement and information, probably supported with training, will be necessary.

6.6:- Conclusion

6.6.1:- To obtain significant improvements in attitudes to cycling, the initial communications objectives will be to disseminate, throughout the provider network, positive evidence of the community benefits of cycling. This will then be used as a platform for wider public campaigns to achieve the headline target of doubling bicycle use by 2002.

7:- The Local Framework

7.1:- Introduction

7.1.1:- The National Cycling Strategy draws on a Model Cycling Policy Framework (MCPF), produced by Allott Transportation for the Cyclists' Public Affairs Group (C-PAG). The model was originally commissioned as part of a C-PAG project funded by the Department of Transport's Cycle Challenge programme. It is referred to in the National Cycling Strategy as an illustration of the multidisciplinary approach which may be adopted by local authorities.

7.1.2:- *Annex 2* to the National Cycling Strategy is an extract from the MCPF. It describes the elements which a local cycling strategy might reasonably contain. The full MCPF appears as a supporting paper in the separate NCS Appendix - contact 0171-271 5175 for details. The MCPF draws on a report to C-PAG of six case study areas in England, Scotland and Wales (in Cambridgeshire, Cardiff, Edinburgh, Manchester, Oxford and Tauton).

7.1.3:- Local authorities throughout the UK formulate their policies on transport, development and the environment through a process of discussion and consultation, leading to the publication of policy documents. The format and frequency of these documents may be laid down in national legislation or guidance (Structure Plans and Local Plans for example), or left to local choice (such as specific cycling policy statements).

7.1.4:- Local authority planning and transport professionals have expressed the need for some guidance in responding to the new climate for cycling promotion throughout the planning process, transport programmes and associated powers and initiatives. It has been suggested that a model policy framework on cycling would be helpful for local authorities, to adapt to their own circumstances.

7.1.5:- The MCPF reflects the aims and policy guidance set out in the National Cycling Strategy. Elected members and community groups may wish to use it as an informal audit of local commitments to cycling.

7.2:- The local framework

7.2.1:- The full MCPF report covers statutory policy formulation in the production of four documents:

1. The Structure Plan (produced in England by a county planning authority and in Scotland by each of the new unitary authorities or jointly by neighbouring unitary authorities).
2. The Local Plan (produced in England by a district planning authority as a district-wide document, or in Scotland by the new unitary districts as a number of separate plans).
3. The Unitary Development Plan (UDP), (produced in England (and since April 1996 in Wales) by unitary planning authorities or metropolitan district/borough authorities) combines structure plan and local plan and is not covered separately.
4. Transport Policies and Programme (TPP) (in England and Wales) and Package bids (in England only) and annual bids for block allocation for capital expenditure (in Scotland).

7.2.2:- In addition to these statutory policy documents, authorities may produce other policies which could help to encourage cycling. These include Road Safety Plans, environmental policies and specific policies on cycling, public transport etc.

7.3:- Overview of policy issues

7.3.1:- In this section the key issues which might be reflected in local authority policy documents are summarised as a checklist. This should be particularly helpful for elected members and community

groups in establishing that relevant issues have been addressed. The "checklist" can be applied across all of the statutory and non-statutory documents produced by a local authority.

Objectives

- Reduces the need for travel?
- Puts people movement before vehicle movement in built up areas?
- Encourages cycling, walking and public transport as a way of reducing motor traffic?

Targets

- For increasing cycle use, to contribute to national targets of doubling cycle use by 2002?
- For reducing accident rates measured by distance travelled and by trips?
- For reducing cycle theft?
- For reducing emissions?
- Are targets appropriate and realistic for the local situation?

Timescales

- Relevant to the period covered by the document?
- Realistic?
- Maintain momentum?

Policy context

Relate to key national, regional and local strategic plans and guidance?

Mechanisms/policies

a. Engineering

- Detailed measures generally in tune with objectives?
- Funding programmes (including Package bids in England) to have a sufficient cycling element to meet the objectives and targets?
- Cycle-Friendly Infrastructure guidelines and other accepted good practice followed?
- Cycle audit for all highway and traffic schemes?
- Cycle accident analysis and remedial measures?
- Local Safety Scheme programmes to have an appropriate proportion of cycling-related schemes?
- Cycle network plan?
- Cycle parking installation plan?
- Cycle access in new developments?
- Safe use of bus lanes (without impacting upon bus operations)?
- Area-wide safe routes to school scheme?
- Safe use of off-carriageway facilities (without inconveniencing or endangering pedestrians)?
- Adequate provision for maintenance to ensure smooth, debris-free surfaces?

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- Improved links to public transport interchanges?

b. Encouragement

- Publicity programme for cycling as a mode of transport?
- Network maps available as leaflets and on-street displays?
- Cycle parking and other facilities in new developments in line with local standards?
- Links with public transport, including parking at interchanges and cycle carriage on LRT/trains/buses when suitable?
- Safer routes to school and secure cycle storage at school?
- Adequate level and quality of child cyclist training provided?
- Employer schemes?

c. Complementary policies

- Car demand restraint?
- Green Commuter Plans/Company Transport Plans?
- "Travelwise"/"Headstart"-type promotional activities?

Monitoring and review

- Monitoring and review procedures?
- Adequate data collection on cycling usage and other target areas?
- Annual reporting on progress towards targets?
- Cyclists' Forum/Advisory Group?

Funding

- Realistic funding in the context of other transport, recreation, health and education expenditure?
- All possible sources, including developer finance, considered?

The strategy at a glance

STRAT REF.	OBJECTIVE	TARGET/ INDICATOR (IF ANY)	'WHAT' (MECHANISM)	'WHO' (LEAD BODY)	'WHEN' (DATE)	STATUS
	INCREASE CYCLE USE					
2.2		Target (number of trips) - double by 2002 - quadruple by 2012	National Cycling Forum Scottish Cycling Forum Statements of Policy (inc. TPP Circular) Local Targets	DOT Scottish Office Local Authorities	May '96 April '96	AGREED AGREED Some agreed
	ESTABLISH A CONSENSUS					
1.3		Support for the broad thrust of NCS document	Statements of support	DOT Scottish Office DoE D. Health Welsh Office C-PAG Other Steering Group: ACC, ADC, AMA, ALG, CoSLA, CBI, T2000, DoE, DoE-NI	June '96 July '96 July '96 July '96 July '96 June '96 Autumn '96	AGREED AGREED
6.1		Wider support for the NCS	Statement of support	Statement of support from other bodies: Government Departments, PTAs, Countryside Commission, professions (RTPI, IHT, ICE etc)	Autumn '96	
	TAKE ACTION					

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	Planning for sustainable access					
3.2.6	Plan for short trips	Increase accessibility to facilities by short trips Establish indicators of sustainable transport schemes and packages	Guidance on applying PPG 13 and draft NPPG on Transport in Scotland to Local and Structure Plans Research into indicators	DoE/DOT/SO/LAs DoE/DOT	Ongoing Ongoing	Ongoing
3.8.1	Create local cycle network	Link development and cycle route networks to public transport	Local planning conditions	LAs	1999	Some in place
3.7.1	Provide wider access	Link urban route networks into the countryside and the National Cycle Network	Plan route networks	LAs/DOT/Sustrans	Ongoing	Ongoing
	Integration with other modes					
3.8.1	Enable combinations of cycling and public transport	Programme of refurbishment (rail) and design (coach and rail) for bike carriage	Transport operator contracts	OPRAF/PTAs/rail and bus operators	Ongoing	Some ongoing
	Improve cycle safety					
4.4.4		Identify the possibility of a cycling safety target by rate (exposure), consistent with increasing cycle use	Investigate targets by exposure in review of Road Safety targets for beyond the year 2000	DOT, Scottish Office	end 1996	AGREED

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4.4.4		The overall content of Local Safety scheme programmes to reflect the extent of casualties to Vulnerable Road Users (VRUs)	Funding guidance LA assessment of VRU casualty patterns	DOT LAs	1997 1998/9	
4.3.3		Reduce traffic speeds	Enforcement and traffic calming Kill Your Speed Campaign	Home Office/LAs/Police DOT	Ongoing Ongoing	Ongoing Ongoing
4.4.6		Identify scale of and solution to HGV threats		DOT/FTA/C-PAG	1997	
4.4.5		Improve road user courtesy traffic law	Review the protection of VRUs in road	HO/DOT		
	Create a cycle-friendly infrastructure					
4.4.3	"Think cycling" in all highway management and public transport schemes	Agree initial guidance for a "Cycle Audit" procedure by 1997	Publish a procedure and guidance LA to implement a Cycle Audit	DOT, Scottish Office LAs	1997 1999	AGREED
4.4.1		All major guidance to reflect Cycle-Friendly Infrastructure Guidelines	Review all guidance and update: - RTUA - DMR&B - TAs/TDs - ARCADY, PICARDY etc	IHT HA DOT/HA commercial	end 1996 ongoing ongoing ongoing	
4.3.2	Promote "people capacity"	Strategic cycle review of all LA areas by 1998/9	In DOT funding guidance LAs to execute it	DOT LAs	April '97 1999	

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4.4.2	Reallocate road space	Cycling priority strategies in all LAs by 1999 Study cycle access to Vehicle Restricted Areas	Required for DOT funding Commission research and add guidance to DB32	DOT/LAs DoE/DOT LAs	1999 1997/8	Some in place
	Provide for cycle parking					
5.2.9		Secure, ample cycle parking at key destinations in towns and at public transport interchanges	Planning guidance Local authority programme of parking provision Develop standards for cycle parking	DoE/LAs LAs DoE/LAs	1998 1996/2000 1997	Some in place
5.2.9		Secure, ample cycle parking available at places of education and the workplace	Cycle-friendly standards	C-PAG Employers, Educational establishments	1997	Scheme in place
	Reduce theft					
5.3.3	Improve security	Set graded standards for cycle security devices	A standing committee on cycle security to develop the standards	NCF	1996	Ongoing
5.4.1	Increase recovery	Effective cycle registration and recovery scheme linked to the Police National Computer Promotion of linked schemes at point of sale	Facility for police to access commercial registration schemes Agree a basic approach	Standing committee on cycle security (C-PAG/HO/Police)	1997 1998	
	Shift travel incentives					

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3.5.1	Reward cycle use	Establish parity of allowances between cycles and other transport	New guidance on allowances	Inland Revenue	1997?	
	Raise public awareness					
4.4.7 and 6.3.2	Educate transport providers and trip generators	Raise awareness of good practice in cycle-friendly provision	Review training and entry requirements and CPD courses	Professional bodies	Ongoing	
3.5.1		Take a lead as an employer	Make provision and join as a cycle-friendly employer	LAs/Business	Ongoing	Scheme in place
6.3.4	Inform potential cyclists	Re-establish cycling as normal transport, cycling as a fun and health activity	Events (NBW) and PR	DoH, DOT, CTC, Scottish Office	Ongoing	Ongoing
6.3.3		Cycle users to respect traffic laws	Education and enforcement	HO, DOT, C-PAG, Scottish Office	Ongoing	
6.3.3	Engage other road users	Establish that cyclists are a legitimate road user with equal status to drivers	Education and enforcement	AA/RAC/DOT/HO/Scottish Office	Ongoing	Ongoing
	Educate retailers	Recognise the speed and convenience of cycling	All LAs to run Travelwise campaigns Local partnerships	LAs	1998 1996 onwards	Scheme in place
		Recognise the potential for improvements from and impacts of non-cycling programmes Provide customer bike parking	Town centre management plans	LAs/Business	Ongoing	

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	UNLOCK RESOURCES					
	Resourcing to meet the NCS objectives					
4.4.9	Funding	Highlight cycling in local transport funding	Funding guidance	DOT	Ongoing	AGREED
3.9.1		Broaden funding sources for cycling	Review and revise and publicise: Single Regeneration, Urban Renewal, Lottery, Countryside and EU Funds	DOE D Nat Heritage Euro Commission	1998 1998 1998	
3.3.1		Develop the Common Appraisal Framework to reflect the benefits of cycling in local transport plans	Research and develop the Common Appraisal Framework	DOT	Ongoing	Ongoing
4.4.10	Staffing	All LAs to prioritise cycling	LAs to allocate staff responsibility for cycling	LAs	1997	Some in place
4.4.11		DOT to consider staff resources for cycling sufficient to meet new policy objectives	Management decision	DOT	July 1996	
	AN ONGOING PROCESS					
	Progress the NCS					

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2.5.4	Afford the NCS processes a high status	Establish the National Cycling Forum	Minister to chair, DOT to staff NCF, broad UK representation	DOT	July 1996	AGREED
		- Annual report of progress	Publish	DOT	July 1997	AGREED
2.4.2		Local Authorities to regularly assess progress towards local targets for cycling	LA cycling forum and report process	LAs	Ongoing	Some in place
	Research and Development					
2.5.1	Increase cycle use	Review the data collection on cycle use		DOT, Scottish Office	1997	Ongoing
Appendix paper: contact 0171-271 5175 for details		Study "best practice" in medium sized European towns		DOT/DoE	1998	
4.4.4	Safety	Investigate the basis for cycling safety (exposure) targets		DOT, Scottish Office	1997	Ongoing
4.4.6		Identify the scale and solution to Heavy Goods Vehicle threats		DOT/FTA	1997	
4.4.7	Expertise	Review professional training courses		Professional bodies	Ongoing	
4.4.1	Guidance	Review all technical guidance		DOT, HA, SO, CTC, IHT`	1997 onwards	
4.4.1	Standards	Review highway authority standards		LAs, HA, Scottish Office	1997 onwards	

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5.2.9	Cycle parking	Study standards of cycle parking equipment and installation		DOT/CTC/IHT	2000	
6.4.1	Attitudes	Develop a research basis for attitudinal monitoring		DOT/TRL/Scottish Office	Ongoing	Ongoing
	MONITOR PROGRESS					
	Key indicators					
3.3.3	Improve public transport links	Measure and identify targets for increased combined trips with public transport	Monitor provision and use	DOT/Rail Regulator/PTAs/LAs	Ongoing	
2.4.2	Improve Safety	Investigate a cycling safety target by rate (exposure)	Measure cycle use and casualties, and feed into safety policy	DOT/LA's	1997	
2.4.2	Establish cycling policies	LAs to adopt a Cycle Strategy by 1999	Survey of LA policies	CTC/Local Authority Associations/DO T/SO	1997 onwards	
2.4.2	Reduce cycle theft	To measure, and later target, reductions in cycle theft	Review of sources of theft data	HO/LAs	Ongoing	
5.2.4	Improve cycle parking	Secure, ample cycle parking at key destinations	Survey of local authority programmes for parking	LAs/DoE	1996-2000	
2.4.2	More cycle users	Monitor use and attitudes by gender and age	Improve data availability	DOT/LAs/Scottish Office	Ongoing	
2.4.2	Increase cycle use	Local increases in cycle use to contribute to the central target	Cordon and screen line counts in urban areas	LAs	Ongoing	
4.4.9	Resource the process	Increase funding for cycle-friendly measures	Monitor funding forms	DOT/SO/C-PAG	Ongoing	C-PAG report in place

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	The headline target					
2.2.1		Target (number of trips) - double by 2002 - quadruple by 2012	Policy Statements (inc. TPP Circular)	DOT Scottish Office	May '96 April '96	AGREED AGREED

Annex 1 - Acknowledgements

The National Cycling Strategy was developed through a Steering Group, which received advice from four Working Groups. The time and effort willingly committed by a wide range of individuals and organisations is gratefully acknowledged. The membership of the Groups was as follows.

National Cycling Strategy Steering Group

Mr Steven Norris	(Chair) Minister for Local Transport and Road Safety
Ms Rose Ades	Cyclists' Public Affairs Group/London Cycling Campaign
Mr John Clayton	Association of District Councils/Dover District Council
Mr Colin Graham	Cyclists' Public Affairs Group/Cyclists' Touring Club
Mr Olly Hatch	Cyclists' Public Affairs Group
Mr Ken Huggett	Association of London Government/Royal Borough of Kingston upon Thames
Mr Keith Jones	Welsh Office
Ms Andrea Lewis	Association of Metropolitan Authorities/Birmingham City Council
Mr Bill McQueen	Scottish Office
Mr John McDowell	Department of the Environment for Northern Ireland
Dr Dawn Milner	Department of Health
Mr Fred Offen	Department of Transport
Mr Micheal Roberts	Confederation of British Industry
Mr Mike Sharpe	Association of County Councils/Cambridgeshire County Council
Mr Alan Silver	Convention of Scottish Local Authorities/Aberdeen City Council
Ms Lynn Sloman	Transport 2000
Mr Philip Stamp	Department of the Environment
Mr Mark Holder	(Secretary) Department of Transport

Working Group: Cycling and Sustainable Transport

Mr Michael Bach	(Chair) Department of the Environment
Ms Rose Ades	Cyclists' Public Affairs Group/London Cycling Campaign
Mr Peter Ashcrof	Countryside Commission
Dr Steve Atkins	London Transport
Mr Howard Boyd	Allott Transportation
Mr Ian Chatfield	Nottinghamshire County Council

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Mr Brian Dalton	Lewisham Transport Planning Group
Mr Ian Dyer	Leicester City Council
Ms Sue Flack	Nottingham City Council
Mr Jeremy Iles	Sustrans
Ms Sally Killips	Leicester City Council
Mr Roger Levett	CAG Consultants
Ms Andrea Lewis	Association of Metropolitan Authorities/Birmingham City Council
Mr Don Mathew	Cyclists' Public Affairs Group/Cyclists' Touring Club
Mr Tim May	Department of the Environment
Mr Hugh McClintock	Nottingham University and PEDALS
Mr Bill Mount	Royal Borough of Kensington and Chelsea
Mr Fred Offen	Department of Transport
Mr David O'Neil	Northamptonshire County Council
Mr Tim Pharoah	South Bank University
Mr Gordon Stokes	Transport and Travel Research
Mr Brian Whalan	Halfords Ltd
Mr Mark Holder	(Secretary) Department of Transport

Working Group: Integrating Cycling with Traffic Management

Dr David Davies	(Chair) Transport Planning Consultant
Mr Hugh Alford	Association of Chief Police Officers
Mr Chris Bainbridge	London Borough of Haringey
Mr Martin Belcher	TMS Consultancy
Mr Paul Cullen	Pedestrians Association
Mr Mike Ginger	Bristol City Council
Mr Colin Graham	Cyclists' Public Affairs Group/Cyclists' Touring Club
Mr Andy Greuter	Association of Chief Police Officers
Mr James Harrison	City of York Council
Mr Mark Jarman	Oxfordshire County Council
Mr Phil Noble	City of Edinburgh Council
Mr Fred Offen	Department of Transport

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Mr Derek Palmer	Institute of Highways and Transportation
Ms Melanie Rickman	Department of Transport
Mr Mark Rodmell	Department of Transport
Ms Barbara Sabey	Road Safety Consultant
Me Neil Wands	Scottish Office
Mr Mark Holder	(Secretary) Department of Transport

Working Group: Cycle Security

Mr Robin Simpson	(Chair) National Consumer Council
Ms Enid Church	(Facilitator) Cyclists' Public Affairs Group/London Cycling Campaign
Ms Kathy Casey	Home Office
Mr David Collins	Bicycle Association
Mr Kevin Delaney	RAC
Mr Colin Gallagher	Retainagroup
Mr Michael Hinchliffe	Sold Secure
Sir Peter Imbert	Retainagroup
Ms Ann Killick	Association of Cycle Traders
Mr Charlie Lloyd	London Cycling Campaign
Mr Fred Offen	Department of Transport
Mr David Patten	Halfords Ltd
Mr David Riddoch	Association of British Insurers
PC Roy Wood	Metropolitan Police

Working Group: Changing Attitudes

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Mr Bob Peach	(Chair) Marketing Consultant
Mr Trevor Blackburn	Sustrans
Ms Helene Bradley	BBC
Mr Vincent Christie	Association of District Councils
Mr David Collins	Bicycle Association
Mr Robin Ford	Dean Street Marketing Ltd
Ms Carol Freeman	Sustrans
Mr Olly Hatch	Cyclists' Public Affairs Group
Ms Merry Halliday	Transport Research Laboratory
Prof. Peter Jones	University of Westminster
Mr Fred Offen	Department of Transport
Mr David Patten	Halfords Ltd
Mr Stuart Reid	Cyclists' Touring Club
Mr Jonathan Toy	Allott Transportation
Mr Barry Walsh	The Automobile Association
Mr Erl Wilkie	City of Glasgow Council
Mr Mark Wyr	London Borough of Southwark
Mr Mark Holder	(Secretary) Department of Transport

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Inspector John Feavyour	Association of Chief Police Officers/Leicestershire Constabulary
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Dr Mayer Hillman	Policy Studies Institute
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Mr Graham Lansdell	Cyclists' Rights Network, Cyclists' Touring Club
Mr John Lawrence	Southampton City Council
Mr Nick Lester	Parking Director for London
The Government Office for London	
Mr David Livermore	Royal Automobile Club
Inspector Jeff Lloyd	Sold Secure/Northumbria Police
London Transport	
Mr Jeffrey Lough	The Home Office
Supt Duncan Macpherson	Metropolitan Police
Manchester City Council	
Greater Manchester PTE	
Asst. Commissioner Paul Manning	Association of Chief Police Officers
Mr David Massingham	Politics International
Mr Douglas McCartney	Nationwide Property Register Ltd/British Security Industry Association
Inspector Alan McInnes	Association of Chief Police Officers/Sussex Police
Merseyside PTE	
Mr Peter Miller	
Mr Terry Mulroy	Institution of Highways and Transportation
Mr William Neilson	Spokes, Edinburgh

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Mr Neville Nelder	County Surveyors' Society, Speed Management Group
Mr Viv Nicholas	European Secure Vehicle Alliance
Mr Tim Pheby	City of York Council
Sergeant Peter Pinder	Metropolitan Police
Dr Uwe Reiter	University of London
Mr Peter Robinson	Association of Cycle Traders
Dr Amanda Root	University of Oxford
Supt David Rowe	DOT Police Liaison Officer
Supt G Roylance	Metropolitan Police
Mr Jeffrey Simmons	
Mr Jonathan Smith	Yorkshire Dales National Park
Mr Alex Sutherland	Metropolitan Police
Ms Carol-Anne Sweeny	The Home Office
Mr David Twigg	Island Development Committee, State of Guernsey
Mrs Anne Wadsworth	Anne Wadsworth Associates
Ms Judith Walker	The Institution of Highways Incorporated Engineers
Ms Heather Ward	University College, London
Mr Ton Welleman	Ministry of Transport, Public Works and Water Management, The Netherlands
West Yorkshire PTE	
Mr Tony Wilson	Keysquare Ltd
Mr David Yelland	ARC Southern

Annex 2 - A model "local cycling strategy"

A2.1:- Introduction

A2.1.1:- A Local Cycling Strategy can give an overview of all the policies of a local authority which can help promote cycling. This Annex provides some model policies which could form the basis for such a Strategy. Many of these policies are equally appropriate to the statutory policy documents produced by local authorities. Further model policies for each statutory document are set out in the full report contained in the separate Appendix to the National Cycling Strategy, and give a level of detail that will assist the practitioner. Contact 0171-271 5175 for details.

A2.2:- Objectives

A2.2.1:- A local cycling strategy should include the following objectives:

Objective 1: To maximise the role of cycling as a transport mode, in order to reduce the use of private cars.

Objective 2: To develop a safe, convenient, efficient and attractive transport infrastructure which encourages and facilitates the use of walking, cycling and public transport and which minimises reliance on, and discourages unnecessary use of, private cars

Objective 3: To ensure that policies to increase cycling and meet the needs of cyclists are fully integrated into the Structure Plan, Local Plan, Transport Policies and Programme, Challenge funding and other resource bids, and the Road Safety Plan; and in all complementary strategies including transport studies and strategies, environment, education, health and leisure strategies.

A2.3:- Targets

A2.3.1:- A local cycling strategy would adopt locally appropriate targets which are sufficiently challenging to maintain momentum, but are realistically achievable within the specified timescales. Examples of the kind of targets which might be established are:-

Target 1: To adopt locally appropriate targets which will contribute to a national doubling of cycle usage by 2002 and a further doubling by 2012.

Target 2: To increase the modal share of cycling to at least Z% of all journeys to school, by pupils of 10 years of older, over 15 years from the year of publication

Target 3: To reduce the casualty rate for pedal cyclists per km cycled by X% within 5 years, by Y% within 10 years and by Z% within 15 years compared to casualty rates at the year of publication (research will be required to establish realistic targets for cycling casualty rate reductions).

Target 4: To reduce rates of cycle theft by X% within 5 years and by Y% within 10 years, compared to the level of theft at the year of publication, and where possible to seek further reductions thereafter.

Target 5: To provide on-road cycle training for X% of 10-12 year olds.

Target 6: To ensure that funding bids include significant plans and schemes to benefit cycling, in line with the local cycling strategy.

A2.4:- Timescales

A2.4.1:- A local cycling strategy should have targets relevant over 10-15 years. Progress and policies should be reviewed annually.

A2.5:- Policy context

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A2.5.1:- Cycling policies are likely to be most effective as part of an integrated multi-modal transport strategy which emphasises traffic restraint, speed reduction and the promotion of environmentally-friendly modes. The local cycling strategy supports the development of a complementary package of measures in which cycling is an essential element in local transport.

A2.5.2:- The local cycling strategy should take full account of the aims and guidance set out in the following documents:

- Structure Plan (or UDP Part I)
- Local Plan (or UDP Part II)
- Transport Policies and Programme (England and Wales only)
- PPG6 revised (1996) Town Centres and Retail Developments (England)
- PPG12 (1992) Development Plans and Regional Planning Guidance (England only)
- PPG12 (Wales) - (Wales only)
- PPG13 (1994) Transport (England only)
- PPG13 (1988) Highways Considerations (Wales only)
- NPPG1 (1994) The Planning System (Scotland only)
- PAN37 (1992) Structure Planning (Scotland only)
- PAN 38 (1993) Structure Plans: Housing Land Requirements (Scotland only)
- PAN41 (1994) Development Plan Departures (Scotland only)
- Draft NPPG (1996) Transport and Planning (Scotland only)
- "Cycling into the Future" - Scottish Office Cycling Policy booklet (published April 1996)
- Relevant Regional Planning Guidance (England only) (RPGs are listed in PPG12 (1992) (Annex F)
- National Cycling Strategy (1994)
- Report of the Royal Commission on Environmental Pollution (1994)
- 'Transport - the Way Forward' (published 25/04/96)
- This Common Inheritance
- The Environment Act 1995
- Town and Country Planning Act 1990
- Planning and Compensation Act 1991
- The Road Traffic Act 1991
- UK Sustainable Development Strategy (Command 2426, January 1994, HMSO)
- The Health of the Nation White Paper (1992)
- Government Strategy Statement on Physical Activity (Department of Health 1996)
- Local Authority Circular 2/96 "TPP submissions for 1997/98"
- Local Authority Association' Road Safety Code of Good Practice 1996
- Other Government Circulars, White Papers etc. relating to cycling, health and the environment.

A2.6:- Mechanisms to deliver the objectives

A2.6.1:- As part of its integrated approach to transport, the Authority should undertake programmes of engineering, enforcement, encouragement and education in order to increase the level of cycling as a means of transport.

a. Engineering

A2.6.2:- The primary aim of engineering measures is to provide a cycle-friendly infrastructure. This will comprise the road network, modified where necessary and supplemented by cycle routes and cycle parking, to enable cyclists to reach all destinations safely and conveniently.

Policy 1: Cycle Audit - All highway and land-use development schemes will include a cycle audit, in conformity with the guidance being developed through the National Cycling Strategy, to ensure that schemes provide improvements to, or at least have no negative impact on, the coherence, directness, and comfort of routes used by cyclists.

Policy 2: Cycle Network - High quality route networks will be provided for cyclists, with priority given to the main urban areas and links to surrounding settlements which generate significant amounts of commuting. The route network will comprise the highway network, modified where necessary using traffic restraint, traffic calming and cycle specific facilities to enable safe and convenient access to all destinations.

Policy 3: Priority to be given to routes as follows:

1. Major routes which serve utility cycling trips; in particular "safe routes to schools", routes from residential areas to significant journey attractors such as retail centres, major employers, public transport interchanges, hospitals, other education facilities and leisure facilities
2. Other connecting routes used for utility cycling, including inter-urban links
3. Recreational routes, including links to non-urban sections of the National Cycle Network.

Policy 4: Route networks will achieve high standards of coherence, directness, safety, attractiveness and comfort, and design criteria will adopt the hierarchical approach recommended by the IHT/DOT/CTC/Bicycle Association publication: Cycle-Friendly Infrastructure, Guidelines for Planning and Design (1996).

A2.6.3:- The Cycle-Friendly Infrastructure advocates, wherever possible, measures to make the use of existing roads safe and convenient for cyclists in preference to segregation. Route design will consider the following approaches in descending order of preference:

a. Traffic Reduction.

Can traffic volumes be reduced sufficiently to achieve the desired improvements in attractiveness and safety? Can heavy lorries be restricted or diverted?

b. Traffic calming.

Can speeds to be reduced and driver behaviour modified to achieve the desired improvements?

c. Junction treatment and traffic management.

Can the problems that cyclists encounter, particularly accident locations, be solved by specific junction treatment or other traffic management solutions such as contraflow cycle lanes?

d. Redistribution of the carriageway.

Can the carriageway be redistributed to give more space to cyclists, perhaps in conjunction with buses?

e. Cycle lanes and cycle tracks.

Having considered and, where possible, implemented the above, what specific cycle lanes or tracks are now necessary?

Policy 5: Measures will be provided, wherever possible which improve cyclists' safety and give cyclists greater priority (in terms of access and journey time) over other traffic, on all roads with significant cycle flows or significant potential cycle flows.

A2.6.4:- Cycle priority measures could include:

- Traffic management to reduce traffic volumes, supported wherever possible by exemption for cyclists from traffic restrictions applying to general traffic, where it is safe to do so
- Speed limit reduction, traffic calming and junction treatment to reduce traffic speeds
- Advisory and mandatory cycle lanes, bus/cycle lanes and widened nearside lanes
- Advanced stop lines
- Changes in junction priority
- Toucan crossings and cycle-priority phases at traffic signals
- Fully segregated cycle tracks
- Direction signing of existing routes
- Shared use on converted footways - only in exceptional circumstances where no alternatives are available

Policy 6: The Council will undertake prompt and high standard structural surface maintenance and sweeping, salting and lighting maintenance on segregated cycle facilities and all roads used by cyclists.

A2.6.5:- Maintenance should include:

- Priority given in the highway maintenance budget to routes with high actual or potential cycle usage, and to a 2m wide strip closest to the nearside kerb
- Repair of all dangerous potholes within 24 hours of notification
- Sweeping of segregated routes at 4 week intervals during the autumn leaf fall and at 6 week intervals at other times, or more often in response to complaints
- Salting of all segregated cycle routes before the morning peak as needed
- An annual check of street lighting on cycle routes. Repair of defects within 48 hours of notification.

Policy 7: The authority will ensure that development does not sever routes used by cyclists or pedestrians or unjustly prejudice accessibility by walking or cycling

Policy 8: The authority will make use wherever possible of planning gain and commuted payments to improve transport infrastructure to aid cyclists and public transport

Policy 9: The authority will protect disused railway lines as transport corridors

Policy 10: the authority will ensure that cycle infrastructure developments are based on regular monitoring of cycle traffic flows and computer modelling of demand.

A2.6.6:- Cycle monitoring will include cordon counts in the main urban centres, and collation of data on location and number of cycle accidents and cycle thefts, and the undertaking of in-depth surveys when appropriate.

A2.6.7:- A computer modelling package could be used to assess levels of potential cycling demand for different routes, based on Census data about trip generators and attractors. Phased programmes of cycle route development will give priority to routes shown to have the highest potential demand.

Policy 11: The authority will ensure that cycling is fully integrated with public transport to facilitate cycle use as part of longer journeys.

A2.6.8:- Integration will include provision of high quality links from public transport interchanges to the cycle network, the provision of adequate, secure, covered cycle parking at railway, bus and tram stations and, as soon as possible, the convenient carriage of cycles on trains, buses and trams. Cyclists will be permitted, wherever safe and practicable, to use all bus lanes and other priority measures.

Policy 12: The authority will integrate measures to facilitate cycling with measures to aid pedestrians and people with mobility difficulties.

A2.6.9:- Cycling will be permitted in pedestrian areas wherever possible. If pedestrian flows during peak shopping hours make this impracticable, cycling will be permitted in pedestrian areas from midnight to 10 am and 4 pm to midnight to allow usage by cycle commuters.

Policy 13: Cycle parking - Adequate cycle parking will be provided, according to standards defined in the local plans, at educational establishments, retail centres, public transport interchanges, leisure facilities, and other major journey attractors. Employers will be encouraged to provide cycle parking at workplaces.

Policy 14: The authority will adopt cycle parking design standards to ensure that cycle parking facilities are secure and accessible, and where possible are well lit, under shelter, and conveniently serve the cycle route network.

b. Encouragement

Policy 15: The Authority will adopt a danger reduction strategy to ensure that the desired increase in cycle use does not result in an increase in cyclist casualties. The approach of this strategy will be to reduce road traffic danger at source, through programmes of engineering measures, and education and enforcement strategies.

A2.6.10:- The danger reduction strategy could include:

- Targets to reduce cyclist casualties as defined in [Target 3](#)
- Collation of data on the location and number of cycle injury accidents as a three year rolling average, backed up by hospital-based surveys as required
- Monitoring of complaints about near-misses and other perceived danger
- Remedial action to treat problem sites, undertaken where it is likely that this will release a suppressed demand for cycling and/or remove a likely accident problem
- Monitoring of casualties for the three years before, and three years after, implementation of road safety schemes

Policy 16: The Authority will adopt a Theft Reduction Strategy, recognising that fear of cycle theft is a major deterrent to cycling for utility journeys.

A2.6.11:- The theft reduction strategy could include:

Policy 17: The Authority will establish a programme of cycle-friendly employer initiatives.

A2.6.12:- The Authority will ensure that it sets an example as a cycle-friendly employer by adopting the following measures:

- Provision of secure, covered cycle parking, equipment storage lockers, and showers at the place of employment
- Cycle mileage allowance, for work related trips, to be established at a realistic level to fully reflect the costs of cycle use and to encourage cycling as the more appropriate mode for short trips. (Note: The incentive element of the allowance will be liable for taxation. However, the staff time and health benefits accruing to the authority are likely to make the exercise of encouraging cycling cost effective to the Authority even after tax)
- An interest-free loan scheme to help with the purchase of cycles
- Pool bikes
- Support for and regular liaison with an Authority Bicycle User Group (BUG)
- Clear support from Authority management for cycling
- Development of green commuter plan / employee transport strategy to include incentives to encourage all alternatives to private car use
- Charging an appropriate level for car parking by non-essential users at Authority buildings and a reassessment of "essential car user status"
- Liaison with and encouragement of cycle registration schemes
- Publicity on cycle theft awareness and measures that individuals can take to increase security.

A2.6.13:- The authority (for its health, education and transport functions), in partnership with interested local organisations, will co-ordinate a "cycle-friendly employers club" by offering financial support, practical advice, information, and health monitoring to encourage cycling promotion by other local employers.

Policy 18: The authority will prepare a "schools transport policy" which will encourage and facilitate walking and cycling (in combination with public transport use, where necessary) as a means to improve the safety, fitness and independent mobility of school children, and to reduce congestion and traffic danger around schools.

A2.6.14:- The "school transport policy" should include:

- A target for increasing cycle use for journeys to secondary schools
- Provision of safer routes to school
- Provision of adequate, secure, covered cycle parking at schools
- Provision of on-road cycle-training for 10-12 year olds
- A review of opportunities to restrain car trips to educational establishments by car parking restraint
- Location of new education establishments and housing developments so as to minimise journey to school distances.

Policy 19: The authority will support its infrastructure measures with a sustained programme of complementary publicity to publicise the cycle network and other facilities, to emphasise the health, financial and environmental benefits of cycling and the need for reduced use of private cars.

A2.6.15:- Full consideration should be given to signing up to a travel awareness campaign (such as Travelwise or Headstart) as a means to co-ordinate measures to encourage the use of cycling and walking and a reduction in car use.

A2.6.16:- The authority should use monies from its revenue budget and sponsorship from local organisations to provide the following publicity measures:

- Specific publicity (including maps) for new routes and facilities
- Integration with health campaigns
- Integration with environmental initiatives
- Integration with public transport
- Leisure cycling promotion
- Events and mass rides
- Support for National Bike Week initiatives

c .Education

Policy 20: The Authority will ensure that its programme of highway schemes and all cycling infrastructure proposals are supported by monitoring of cycle use (as described below in "Monitoring and Review of Policies and Action") and by regular consultation with local cycling organisations.

A2.6.17:- Consultation should include:

- Regular meetings (up to 6 per year) with a Cyclists' Forum/Advisory Group which will include councillors, council officers from all relevant departments, members of cycling organisations and other interested parties, to give regular advice and feedback on cycling issues
- Informal meetings and correspondence with local cyclists and cycling organisation
- Questionnaires surveys when appropriate

Policy 21: The Authority will endeavour to provide, in partnership with local cycling organisations, on-road cycle training for adults.

Policy 22: The Authority will provide on-road cycle training for at least 80% of 10-12 year olds as part of its "school transport policy".

d. Enforcement

Policy 23: the Authority will liaise with the Police to ensure that the enforcement of traffic law receives the highest possible priority.

A2.6.18:- Measures to improve the effectiveness of traffic law enforcement to benefit cyclists should include:

- Support for Police enforcement of the law relating to excessive speed, dangerous driving, illegal manoeuvres, illegal parking, driving while under the influence of alcohol or drugs
- Support for Police enforcement of cyclists' use of lights, conformance to traffic signals and signs.

A2.7:- Monitoring and review of policies and action

Policy 24: The Authority will undertake comprehensive monitoring of cycle use, accidents involving cyclists and cycle theft, to inform its programme of infrastructure development and to measure progress towards its targets.

A2.7.1:- Monitoring should include:

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- Recording of pedal cyclists (including those pushing or riding on the footway) as standard procedure in all manual traffic counts and vehicle turning counts
- Regular (twice yearly) monitoring of cycle traffic flows using cordon counts on all routes (on- and off-road) into the main urban centres, backed up by in-depth surveys when appropriate
- Monitoring of cycle flows for the three years before (where possible) and three years after implementation of measures to facilitate cycling and implementation of road safety schemes
- Surveys to monitor user satisfaction before and after the implementation of major measures to facilitate cycling
- Collation of figures on location and number of cycle injury accidents as a three year rolling average, backed up by hospital-based surveys as required. Monitoring of complaints about "near-misses" and other perceived danger
- Collation of figures on location and number of cycle thefts, annually
- Monitoring of progress towards targets for cycle use for trips to secondary schools
- Monitoring of cycle training schemes

A2.8:- Staffing requirements

Policy 25: The Authority will ensure adequate staffing levels and expertise to meet the targeted increase in cycling as a mode of transport.

A2.8.1:- Consideration of cycling issues in all relevant Authority activities should be facilitated by:

- Establishment of a cycling team/cycling officer(s) as a focus for integrating cycling into all highway, land-use and leisure development projects.
- Training for all relevant local authority staff in the planning and design of cycle-friendly infrastructure.

A2.9:- Funding

Policy 26: The Authority will identify the necessary funding sources for cycling and will establish budgets.

A2.9.1:- Transport funding arrangements differ in England, Scotland and Wales, and are described separately in Appendix 7 of the full report (available from the Cyclists' Public Affairs Group).

A2.10:- Cycling action plan

A2.10.1:- The following table offers a timetable for implementing measures to encourage cycling.

By June 1997	
Cycle Networks	Initial design and basic signposting of on-road routes in major towns.
Cycle Parking	Design of cycle parking programme on public land. Preliminary negotiations with landowners for cycle parking on private sites. Cycle parking standards prepared for new developments.
Usage	Existing levels of cycle usage monitored by autumn and spring cordon survey and questionnaire survey.

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Accidents	Cyclists casualty rate per km cycled estimated from casualty numbers and total mileage from cordon/questionnaire survey. Accident reduction strategy developed.
Theft	Theft reduction strategy developed with police.
Employers	Bicycle User Groups (BUGs), parking, lockers and showers at Authority site(s). Cycle-friendly Employer initiative prepared.
Health	Measure average activity level.
Integration with public transport (refer also to cycle parking)	Preliminary negotiations with public transport operators to improve carriage of cycles on trains/LRT/buses Office of Passenger Railway Franchising to include carriage of at least 6 cycles on all trains as a requirement of all new franchises.

By 2002	
Cycle Networks	Completion of utility networks in major towns, including any construction. Safer routes to all secondary schools. Completion of urban sections and strategic interurban sections of National Cycle Network.
Cycle Parking	Cycle parking installed at all public transport interchanges, shopping centres, public buildings, schools. Ongoing encouragement of cycling parking at private sites. Encouragement of private developers to provide manned cycle parking.
Usage	Cycling % of non walk trips in urban areas increased to level set by local 5 year target X% of journeys to school by bike.
Accidents	Cyclist casualty rate per km cycled reduced by X% compared to 1997 (research will be required to establish a realistic cycle safety target).
Theft	Reported cycle theft reduced by X% compared to 1997.
Employers	BUGs and Cycle-friendly Employer provision at X% of large firms.
Health	Raise 1997 activity index by X%.
Integration with public transport (refer also to cycle parking)	Flexible space for the carriage of at least 6 cycles included in all new train orders and train refits Cycle carriage included in all new LRT projects. Flexible space/exterior cycle racks on all new buses.

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By 2007	
Cycle Networks	<p>Completion of all sections of National Cycle Network.</p> <p>Upgrading of utility networks to accommodate increased usage.</p> <p>Cycle Network improvements made possible by on-road demand restraint of motor traffic.</p>
Cycle Parking	<p>Increasing cycle parking provision to supply increased levels of cycling.</p> <p>Ongoing encouragement of cycle parking at private sites.</p> <p>Development of manned cycle parking, with repair facilities, left luggage facilities and other services at town centre destination.</p>
Usage	<p>Cycling % of non walk trips in urban areas increased to level set by local 10 year target Y% of journeys to school by bike.</p>
Accidents	<p>Cyclist casualty rate per km cycled reduced by Y% compared to 1997.</p>
Theft	<p>Reported cycle theft reduced by Y% compared to 1997.</p>
Employers	<p>BUGs and Cycle-friendly Employer provision at Y% of large firms.</p>
Health	<p>Raise 1997 activity index by Y%.</p>
Integration with public transport (refer also to cycle parking)	<p>Flexible space provided to accommodate at least 6 cycles on all trains.</p> <p>Free carriage of folding bikes on all buses and coaches.</p> <p>Flexible space/exterior cycle racks retro-fitted to all buses and coaches serving leisure destinations.</p>

By 2012	
Cycle Networks	<p>Further development of leisure/tourism facilities.</p> <p>Upgrading of utility networks to accommodate increased usage.</p> <p>Cycle network improvements made possible by on-road demand restraint of motor traffic.</p>
Cycle Parking	<p>Increasing cycle parking provision to supply increased levels of cycling.</p> <p>Ongoing encouragement of cycle parking at private sites.</p>
Usage	<p>Cycling % of non walk trips in urban areas increased to level set by local 15 year target Z% of journeys to school by bike.</p>

National cycling strategy

Accidents	Cyclist casualty rate per km cycled reduced by Z% compared to 1997.
Theft	Further reductions in reported levels of cycle theft if possible.
Employers	BUGs and Cycle-friendly Employer provision at Z% of large firms.
Health	Double 1997 activity index.
Integration with public transport (refer also to cycle parking)	Further improvements to trains/LRT/buses to facilitate cycle carriage.

Annex 3 - Innovative cycling schemes - the cycle challenge project

A3.1:- Introduction

A3.1.1:- Launched by the Department of Transport in July 1995, Cycle Challenge invited commercial, voluntary and public sector organisations in partnership with others to produce innovative approaches designed to encourage an increase in cycling, particularly for local journeys.

A3.2:- The response

A3.2.1:- Over 200 applications were received for funding. Schemes were of a high standard and included a wide diversity of cycling initiatives. These offered real evidence of a commitment both at local and national levels to expand the use of the bicycle as a serious mode of transport.

A3.2.2:- Sixty-two schemes were selected for funding. They were the ones felt to best meet the spirit and criteria laid down for the competition. Most were supported by matched funding from the promoters and their partners.

A3.2.3:- Many of the schemes are capable of being replicated elsewhere. They cover a diverse range of ideas - from large projects like the "Bike to Work" initiative at York receiving assistance of around £250,000, to smaller projects like the bicycle trailer scheme at Safeways in Devon requiring £1,250. Details of some of the schemes are listed below.

A3.3:- The schemes

A3.3.1:- Cycle Centres:

These offer a complete security, changing and maintenance facility for cycle commuters. A number are being established around the country. The size and range of facilities varies. Premises have been purchased for the Liverpool Cycle Centre, opening in Summer 1996, when a range of facilities such as parking showers, repairs and accessories will be available to local cyclists. A new cycle shop offering secure cycle parking and ancillary services close to the main railway station is already open for business in Basingstoke in Hampshire. Work is progressing well on the Leicester Cycle Centre.

A3.3.2:- Cycle Parking:

A wide variety of cycle parking projects is being developed. As part of a Cycle Friendly Employer scheme being coordinated by Nottinghamshire County Council which has attracted DOT funding of around £225,000, the Queen's Medical Centre have installed over 400 Sheffield stands as well as providing changing facilities for cyclists, and the University of Nottingham have installed 350 cycle stands for students. Hampshire County Council's Cycle and Ride schemes for the Hythe and Isle of Wight ferries is well under way, with new cycle lockers being installed at the ferry terminals. On a smaller scale, cycle stands are being provided at a number of local sites, including initiatives from the Parish Councils of Winterbourne and Frampton Cotterell, near Bristol.

A3.3.3:- Employer and Workplace Schemes:

Improving conditions for cycling at the workplace is a significant factor in encouraging people to cycle more. Around half of the successful Cycle Challenge schemes support cycling at the workplace in some way. BNR Europe Ltd have installed new cycle shelters and changing rooms, and improved access for cyclists: they plan to complete their project in September 1996. Pfizer Ltd are working closely with Dover District Council to improve facilities for cycling at their Sandwich site. Good progress is being made on a scheme in York where computer controlled high security cycle lockers are being installed at key sites in the city. At a number of hospitals, staff are being encouraged in a variety of ways to consider cycling to work: these include cycle parking at Poole Hospital; a cycle leasing scheme at Stockport Hospital; and an "Adopt a Bike" scheme at the North Staffordshire Hospital at Stoke. Sefton Borough Council are launching a cycle commuting and bicycle workplace

scheme, including the use of a virtual reality cycle training rig linked to a computer. Smaller projects include office pool bikes at Winchester City Council offices, and an adaptable staff bike for Devon County Council's Engineering Design Department.

A3.3.4:- Bikes on Trains:

The use of the bicycle for part of longer journeys involving public transport offers a means of generating increased cycling, as well as increased use of buses and trains. The London Borough of Haringey have a "Rolling Cycleway" project which involves adapting the rolling stock on the Gospel Oak to Barking line to enable bicycles to be carried, as well as providing improved access to stations and better local cycle routes. Suffolk County Council are working in partnership with Anglia Railways, Norfolk County Council and Cambridgeshire County Council to modify rolling stock so that cycles can be carried more readily on passenger trains in the region. The Cyclists' Public Affairs Group are developing a number of model projects for improving cycle provision on the railways. Amongst cycle parking schemes being assisted is a bike and ride scheme at the Metrolink station in Manchester, and cycle parking at ten rail stations in Hampshire.

A3.3.5:- Bikes on Buses:

Trails are being developed by a partnership from the Brighton area and Cumbria to establish the viability and safety of carrying bicycles on the front of buses in both rural and urban areas.

A3.3.6:- Cycle Routes, Information and Publicity:

Many of the Cycle Challenge schemes include the generation of local publicity. A pilot scheme from Environment and Transport Planning to design leaflets and maps of Brighton for cyclists has made excellent progress, with material being available in Summer 1996. The cycling at the workplace schemes include publicity and promotional material on the benefits of cycling. Those associated with hospitals or health authorities naturally have a strong emphasis on promoting the health benefits of cycling.

A3.3.7:- Cycling to Schools and Colleges:

A number of schemes aim to enable children and students to cycle more. The "Safe Cycling to School" scheme in the London Borough of Waltham Forest was launched during National Bike Week with provision for safe and secure cycle parking at a girls' school where cycling was not previously permitted: within the overall scheme, cycle parking is planned at 12 schools backed up by in-school cycle training; and at one school on a split site, pool bicycles will be made available to teachers to avoid the need for car use. Warwickshire County Council are receiving £50,000 for safe cycling to school project.

A similar amount is helping fund the development of a pro-bike culture at Moseley School in Birmingham. Good progress is being made by the London Borough of Ealing on a scheme to establish cycle commuting to the Thames Valley University, Leeds City Council is receiving £37,000 to help promote cycling in local schools and colleges.

A3.3.8:- Recycle Bicycles:

Berkshire County Council launched a "LifeCycles" workshop scheme during National Bike Week in June 1996: with staff who were previously unemployed, the scheme is to restore old bicycles which will then be sold to members of the public not owning a bicycle. A similar scheme being run by Hereford and Worcester Probation Service, to refurbish bicycles and then pass them on to local charities and voluntary groups, is also under way.

A3.4:- Monitoring

A3.4.1:- Many of the Cycle Challenge schemes include in-built monitoring to gauge their success. This is being supplemented by selective study from the Transport Research Laboratory to ensure that

results are assessed and lessons learned. All the schemes are scheduled to be in place by April 1997, though the results of monitoring on some will be available before then.

A3.5:- Dissemination of information

A3.5.1:- The results from Cycle Challenge are likely to be made available in a number of ways. One medium is the Department of Transport's established series of Traffic Advisory Leaflets on cycling, backed by day to day professional guidance. Conferences, seminars and technical workshops offer further outlets. Also, it is hoped that all the Cycle Challenge participants will pass on knowledge through published information and by giving hands-on experience to others seeking to introduce projects which either replicate or closely identify with particular Cycle Challenge initiatives.