Cycling Framework For Active Travel Consultation

1. INTRODUCTION

1.1 Transport Scotland are consulting on a draft Cycling Framework [1] for Active Travel for the period covering 2022-2030.

1.2 This document is the replacement to the Cycling Action Plan for Scotland (CAPS) [2] that was in place between 2010-2020.

2. BACKGROUND

2.1 The Cycling Framework for Active Travel sets out our strategic priorities and shared actions to maximise cycling's contribution in realising the Scottish Government's long-term Vision for Active Travel in Scotland[3]: *That Scotland's communities are shaped around people, with walking and cycling the most popular choice for everyday short journeys.*

2.2 CAPS was critically reviewed in 2020 independent of Transport Scotland and the overall recommendation was that the next version of CAPS should be a strategic level plan that placed emphasis on the delivery of key actions that international evidence shows are required to increase levels of everyday cycling.

2.3 The draft Cycling Framework places an emphasis on six strategic themes based on the approach to cycling in Scotland:

- Safe Cycling Infrastructure
- Effective Resourcing
- Fair Access
- Training & Access
- Network Planning
- Monitoring

2.4 A delivery plan has been developed alongside these themes with key actors identified with responsibilities for delivery over the short-, medium- or long-term basis, with a review at 4 year intervals.

3. RESPONSE

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[1] Draft Cycling Framework
[2] Cycling Action Plan 2017-20
[3] Vision for Active Travel in Scotland

3.1   SEStran intends to submit a formal response, and welcomes the views of members of the Partnership Board on the main suggested points of feedback of regional integration, effective resourcing, and roles and responsibilities.

3.2   SEStran has long supported the need and ambition for greater delivery of high-quality cycling infrastructure, and in line with the SEStran Strategic Network will continue to work with local partners to deliver on this.

3.3   SEStran would like to emphasize the strategic role that RTPs play within the transport sector, and this has not been clearly represented in the proposed Delivery Plan.

3.4   While supportive of the strategic themes identified, SEStran do not believe that there is a clear route map for how the delivery plan will be resourced nationally, regionally, or locally, to attain the level of infrastructure change that would meet the long-term vision as set out in 2014, especially if there is policy or legislative change required.

3.5   While SEStran intend to reflect the significance of regional input to the Delivery Plan, the final publication and recommendation of the Active Travel Transformation Project may have influence on the responses as drafted.

4.   RECOMMENDATIONS

4.1   The Board are asked to note content of the report and review the draft document for consultation. SEStran would welcome further comments from the Board to be integrated into a final submission.

Peter Jackson
Active Travel Officer
November 2022

Appendix A8: Cycling Framework Response Draft

Policy Implications	SEStran submit funding bids for projects that have outputs that are clearly linked to Active Travel Outcomes Framework already, so this new framework will not dramatically change this approach.
Financial Implications	SEStran will continue to submit bids under the available mechanisms for funding of projects, subject to any change in criteria.
Equalities Implications	While this framework is listed as cycling it makes provision for all active modes and in turn SEStran will ensure that projects that are advanced for development align with the RTS equalities outcomes.
Climate Change Implications	This framework will not substantially change SEStran projects and the aspiration for greater active travel in the region, therefore will may minimal implication on current climate change action undertaken by the Partnership.

Framework and Delivery Plan Purpose

The Cycling Framework for Active Travel sets out our strategic priorities and shared actions to maximise cycling's contribution in realising the Scottish Government's long term Vision for Active Travel in Scotland: That Scotland's communities are shaped around people, with walking and cycling the most popular choice for everyday short journeys.

The top priority for the achievement of our vision is for the delivery of more dedicated, high quality, safe cycling infrastructure, effectively resourced, where fair access is ensured and uptake is supported with training and education.

1. Do you agree with the above statement of strategic priorities for driving the development of cycling for transport in Scotland?

Yes

The strategic policies are agreed, and it is the discussion and actions by whom and how the delivery can be achieved which is the key to achieving the strategic priorities.

SEStran have been working with local partners to develop cycle networks since 2009 and through different iterations arrived at the publication of a Strategic Network for active travel across the region in 2020. SEStran firmly believe that the requirement of high-quality infrastructure needs to be met in order to provide opportunity for those who are not actively engaged in cycling.

Strategic Policy Links
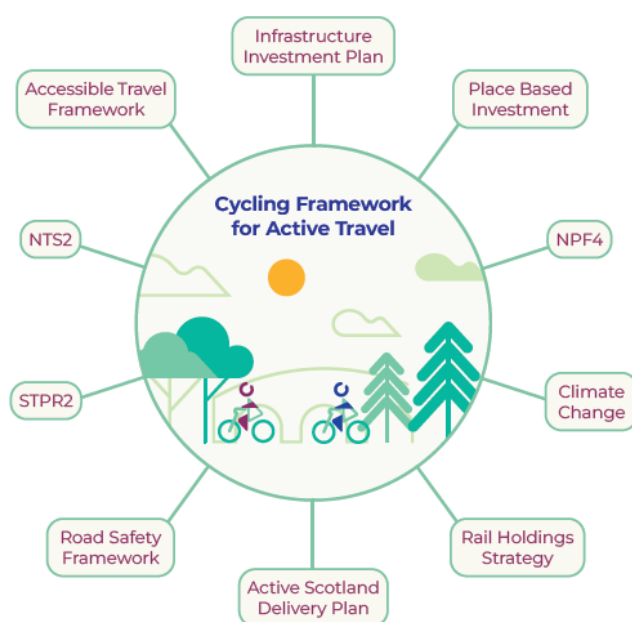
2. The diagram above sets out how the Cycling Framework is aligned to the wider policy context. Do you agree that this captures the key policy linkages and/or should any policy areas be added or removed?

Yes

As suggested in the consultation paper there is an immediate need to utilise as many opportunities across portfolios as possible. The inclusion of health initiatives and integration with education provide the greatest opportunities to integrate active travel into areas where there are immediate outcomes and the greatest potential for sustained behaviour change. This may go beyond finding the links and acting upon opportunities for joint programming without repetitive work.

The outcomes of the Active Travel Transformation Project should identify need to link to the wider policy context set out in the diagram.

Delivery Plan - Strategic Themes

Safe Cycling Infrastructure	**Effective Resourcing**
Deliver dedicated, high quality cycling infrastructure suitable for all Embed cycling in the design and maintenance of our places and communities and prioritise user comfort and safety	Provide long-term funding and resourcing for the delivery of infrastructure and supporting behaviour change programmes, informed by local transport strategies Promote and support innovation across the sector
Fair Access	**Training & Education**
Increase equity of access to cycles and cycling opportunities Ensure modal integration across the transport network including adapted and non-standard cycles, e-cycles, cargo cycles and cycleshare	Ensure new infrastructure is supported by inclusive promotional programmes, cycling training and other complementary initiatives Provide opportunities for all to learn to cycle from an early age into adulthood
Network Planning	**Monitoring**
Prioritise investment based on local transport strategies	Expand monitoring networks and align monitoring at local and national levels Embed learning in future investment decisions

Map existing and planned networks to identify gaps and improve consistency of quality and implementation	

3. Six strategic themes have been identified based on stakeholder feedback, as above. These themes illustrate the overarching approach for cycling for transport in Scotland. Do you agree with these strategic themes as priority areas for action in this framework?

Yes

Theme 1 – It is important to keep as consistent as possible the level of quality expected of infrastructure across the nation. It is not enough to assume that cities would have the best facilities and more rural areas are downgraded. While each route needs to be appropriate to its setting, the convenience and coherence must be evident from the outset to promote change. A nationally accepted standard needs to be adopted as seen in international exemplars to produce infrastructures that enable users to immediately identify what, where and how.

Theme 2 – SEStran wholeheartedly support multi-year funding in order to diligently prepare route designs and prepare for construction and also support development of longer term behaviour change programmes.

Theme 3 – SEStran as a region has ownership levels above the national average but still below 40%, with low incomes below 20%. Through regional projects SEStran provide opportunities to access e-bikes at a community level and with a bike-share scheme in operation. While these functions are a vital theme, they still sit behind safe infrastructure in terms of priority to enable greater participation numbers.

Greater visibility of bike initiatives would be useful to understand effective models as it is unclear if those trialled thus far in Scotland are economically appropriate.

Theme 4 – SEStran have supported joint working with Cycling Scotland since 2016 in rolling out further training opportunities to all ages in the region, this has included the establishment of a verified education programme for cargo bike users.

Theme 5 – SEStran produced a regional active travel network in collaboration with local partners in 2020, an approach that has not been undertaken before, but crucially identifies routes that cross local boundaries and sets out a timeline for potential investment and phasing of routes to connect settlements and link into a longer regional network.

Mapping is essential though plans should not be too specific as preferred routes may align differently, the Strategic Network takes a schematic approach to identify the settlements to be connected on a regional level with further local connections. This should be hosted by

an appropriate national body and consistent with previous comments on a national standard, visualisations need to represent accurately what level of infrastructure is available across the country.

Theme 6 - How monitoring and data collection is undertaken between the various stakeholders must be coordinated to enable monitoring the success of outcomes. The current monitoring network is insufficient to provide meaningful evidence in many areas where single counters are placed on remote paths.

Delivery Plan - Safe Cycling Infrastructure

Action	Lead Delivery Partner	Supporting Delivery Partner(s)	Short, Medium or Long Term
Work with local authorities on creating active travel strategies to prioritise investment in the creation of a dense, coherent network of connected cycling infrastructure in every town and city that is segregated from traffic and integrated with public transport	Local Authorities	Transport Scotland, Sustrans, Regional Transport Partnerships (RTPs), ScotRail, Network Rail	Medium
Remove barriers to the fast implementation of cycling infrastructure, including through changes to the Traffic Regulation Order (TRO) process, and support the use of temporary and trial schemes	Transport Scotland	Society of Chief Officers of Transportation in Scotland (SCOTS), Local Authorities	Short
Make it safer to walk, cycle and wheel across and along the trunk road network, both where it passes through towns and villages and where it links two or more settlements	Transport Scotland, Operating Companies	Local Authorities	Short
Use the Scottish Government's compulsory purchase reform programme to consider whether powers to acquire land for the purposes of cycling infrastructure are fit for purpose	Transport Scotland, Scottish Government		Medium
Provide ongoing development and governance of co-produced design guidance, including mitigation of	Transport Scotland	SCOTS, Sustrans	Short

unintended impacts on vulnerable road users and that infrastructure is suitable for non-standard cycles			
Develop a national approach to the creation of quiet road/cycle friendly roads in rural areas with everyday journeys prioritised	Transport Scotland	RTPs, Local Authorities, Sustrans	Medium
Update design and asset management guidance to enable national, consistent principles of infrastructure	Transport Scotland	SCOTS, Sustrans	Long
Engage the business sector to embed active travel in wider corporate culture including through the use of cargo cycles as the normal choice for local deliveries	Sustrans, Local Authorities	Local Authorities, Freight Transport Association (FTA)	Short
Support communities to close roads to allow for community events such as Play Streets and Car Free Days and to transition successful schemes to more permanent arrangements	Local Authorities	Transport Scotland, Sustrans, Living Streets	Medium
Support the various deliverables set out in Scotland's Road Safety Framework 2030 under its Active and Sustainable Travel Strategic Action, ensuring that road safety remains a key focus of active and sustainable travel in Scotland	Transport Scotland	Police Scotland, Local Authorities	Long

4. Do you have any comments on the substance of the delivery plan actions in this section?

Given the legal requirements for the production of strategies or plans there is a resourcing question across smaller authorities, where active travel may be incorporated into a LTS or even LDP. This may be less flexible to speeding up delivery but should not be used to penalise authorities in their efforts to attract funding. In addition to this the RTPs have made regional assessments for active travel though these again may not be specifically stated as a strategy, and should be considered

Safe Cycling Infrastructure Actions

5. Do you have any comments on the agencies identified to lead and support these actions?

Safe Cycling Infrastructure Actions - Lead Agency

Role of LTS and Active travel strategies integrating cross boundary schemes is key to identifying regionally important schemes. There is no legal requirement/approval of strategies so partnership working and agreement is critical to success.

6. Do you have any other comments on this section of the delivery plan?

Safe Cycling Infrastructure Actions – Other

Crucial that Transport Scotland/SCOTS and Sustrans fully consider and include view of local authorities delivery partners in developing the co produced design guidance.

Quiet roads in rural areas- Develop a national approach short be a short term priority although delivery will be medium to longer term.

Effective Resourcing

Action	Lead Delivery Partner	Supporting Delivery Partner(s)	Short, Medium or Long Term
Review options for multi-year, long-term funding for infrastructure and behaviour change programmes where appropriate	Transport Scotland	RoadSafety Scotland	Medium

Increase active travel budget to £320 million or 10% of the transport budget, whichever is greater, by 2024-25	Transport Scotland		Medium
Ensure the appropriate level of resource is in place to develop and deliver active travel strategies ensuring that cycling for transport is prioritised appropriately	Local Authorities	Sustrans, Regional Transport Partnerships (RTPs), Transport Scotland	Medium
Work with manufacturers, social enterprises and industry vocational partners to increase cycle and cycle parts production and recycling in Scotland with a focus on green skills and materials research and development	Transport Scotland	Energy Savings Trust (EST), Cycling UK, Scottish Credit and Qualifications Framework Partnership, Cycling Scotland, Scottish Enterprise	Medium

7. Do you have any comments on the substance of the delivery plan actions in this section?

Effective Resourcing Actions

Identifying the resources needed to assure the delivery with increased budget availability should be a short term priority although how resources and skills gaps can be mitigated will be a medium to longer term action. The issue of resources will be under consideration by the ATTP.

8. Do you have any comments on the agencies identified to lead and support these actions?

9. Do you have any other comments on this section of the delivery plan?

The timeframe for changing multiyear funding should be accelerated and should be a short term outcome of the ATTP.

How will effective resources be assured in a climate of higher inflation and reducing budgets?

What scale of growth exists for securing manufacturing and production, given there is a market for Scottish Cycling products on a global scale the ambition would need to be met with the demand of some national scale of cycle production whether associated to accessibility or a bike share system similar to the Dutch OV bikes.

Delivery Plan - Fair Access

Action	Lead Delivery Partner	Supporting Delivery Partner(s)	Short, Medium or Long Term
Expand access to cycles, including adaptive cycles, e-cycles and cycle share	Local Authorities, Transport Scotland	Active Travel Delivery Partners	Short
Review funding criteria to ensure that fair access is appropriately weighted and improving accessibility is given an appropriate level of priority	Transport Scotland and Sustrans	Local Authorities	Medium
Improve quality and level of service of carriage of bikes on trains and require rural and island bus services to carry cycles, where appropriate	Transport Scotland	RTPs, Local Authorities, ScotRail, Bus Operators	Medium
Support cycling journeys to and from public transport hubs as part of a multi-modal journey	Sustrans, Local Authorities	ScotRail, Network Rail	Medium
Provide a free bike to all children of school age who cannot afford one	Transport Scotland		Short

10. Do you have any comments on the substance of the delivery plan actions in this section?

The action on expanding access to cycles needs to identify that maintaining and managing these access schemes is an on going revenue cost which impacts on the ability to deliver widely and equitably.

11. Do you have any comments on the agencies identified to lead and support these actions?

RTPs should be included in this section. SEStran has developed bike hire schemes and the importance of a regionally developed and managed scheme needs to be incorporated.

12. Do you have any other comments on this section of the delivery plan?

Delivery Plan - Training and Education

Action	Lead Delivery Partner	Supporting Delivery Partner(s)	Short, Medium or Long Term
Provide a comprehensive cycle training offer for all life stages, including learning to ride in pre-school, learning to ride on-road through school bikeability training, and for adults of all ages, including cycle awareness training	Transport Scotland, Cycling Scotland	Education Scotland, Local Authorities, Sustrans	Short
Use the Cycling World Championships (CWC23) to inspire people, especially young people to cycle	CWC23		Short
Promote the new Highway Code and implement requirements for cycle training	Transport Scotland	Local Authorities, Cycling Scotland, Road Safety Scotland	Short
Provide local authorities with resources, including guidance and best practice examples, to enable effective local community engagement	Transport Scotland	Sustrans, Cycling Scotland, Local Authorities	Short
Develop a long-term communication plan that represents cycling as something that anyone can do, including with assistance/adaption and is a transport mode that brings many benefits to Scotland	Transport Scotland	Scottish Government, Active Travel Delivery Partners	Medium

13. Do you have any comments on the substance of the delivery plan actions in this section?
Training and Education Actions

While recognising the unique opportunity for CWC23 there must be solid support measures in the form of access and functional cycling incorporated across the various venues to truly encourage a wider segment of the population on cycling as a functional activity. This should also not be exclusive to a single event in the short term but across multiple sporting events ensuring that cycling and active travel and easy options for accessing venues.

With respect to giving appropriate resources, guidance, and best practice, this has been provided for multiple years through the SCSP programmes. In order to increase the effectiveness more integration of policy areas within local authorities and health boards is required.

14. Do you have any comments on the agencies identified to lead and support these actions?

Lead agencies

15. Do you have any other comments on this section of the delivery plan?

Other comments

Delivery Plan - Network Planning

Action	Lead Delivery Partner	Supporting Delivery Partner(s)	Short, Medium or Long Term
Produce active travel strategies for each local authority area, setting out plans to improve active travel networks and facilities to 2030 Strategies should be in line with regional transport strategies, include detailed mapping and use an evidence-led approach to network planning	Local Authorities	SCOTS, RTPs, Sustrans, ScotRail	Medium
Produce digital active travel mapping ('a network blueprint') for Scotland, which is informed by local authority transport strategies	Transport Scotland	RTPs, Local Authorities, Active Travel Delivery Partners (ATDPs), ScotRail	Medium
Work with other policy areas to introduce localised active travel networks as part of a larger package - e.g. local development plans - to create efficiencies	Local Authorities	ScotRail, Network Rail	Medium
Support the travel demand management measures aligned with the national 20% car km reduction route map	Transport Scotland	Local Authorities	Short
Review how active travel/cycling schemes are appraised – broaden the benefits to include social, economic and equality benefits	Transport Scotland		Medium

16. Do you have any comments on the substance of the delivery plan actions in this section?

This links to the comments made in Q5. The need for coordinated cross boundary strategies is agreed but there is no clear mechanism for approval and agreement. How can this be guaranteed with no formal approval mechanisms. Partnership working and agreement is critical to success.

Active Travel schemes should meet social, economic and equality benefits, but they should also be part of wider initiatives that meet a full appraisal. At a singular level some schemes may lose out on isolated appraisal basis and this will not speed the rate of delivery as hoped for through the ATTP.

17. Do you have any comments on the agencies identified to lead and support these actions?

 20% car km reduction should include RTP's to ensure regional cross boundary issues can fully represented in this action.

18. Do you have any other comments on this section of the delivery plan?

Delivery Plan – Monitoring

Action	Lead Delivery Partner	Supporting Delivery Partner(s)	Short, Medium or Long Term
Expand and where possible align monitoring and reporting of cycling levels at local, city, regional and national level and share learning	Transport Scotland	Local Authorities, RTPs, Cycling Scotland, Sustrans,	Short
Continuously monitor and evaluate the impact of active travel investment and embed learning in future investment decisions	Local Authorities	ATDPs, RTPs	Short
Conduct research on the social, environmental and economic factors influencing network planning, for example pandemic recovery and climate change impacts	Sustrans		Medium

19. Do you have any comments on the substance of the delivery plan actions in this section?

Monitoring Actions - What is being measured, where and for what reason? This framework is key for consistent monitoring across the network. Consideration should be given to qualitative monitoring and not just quantitative data.

20. Do you have any comments on the agencies identified to lead and support the actions in this section?

Lead agencies, the issue of funding and resources for monitoring are crucial. There is a role for all partners but clear demarcation and agreement on how this can be developed is needed.

21. Do you have any other comments on this section of the delivery plan?

Other comments: the final action involves/ needs to be coordinated and link to the review of appraisal at a national level (changes to STAG to include appropriate social and non quantitative outputs) to be considered in the work to be undertaken.

Active Travel Transformation Project

In the 'Bute House Agreement' between the Scottish National Party and the Scottish Green Party in 2021, it was agreed that at least £320m or 10% of the total transport budget will be allocated to Active Travel (AT) by 2024/25. There is consensus that existing AT delivery models will not be scalable, nor in many cases suitable to meet the ambition of this new budget.

An Active Travel Transformation Project (ATTP) has been set up to assess the current delivery model and inform and implement a new delivery model for the future of AT. The primary objective of the ATTP is to maximise the opportunities in AT delivery in the short-term (2022/23) and medium term (2023/24-2024/25), to deliver the most effective and efficient achievement of AT outcomes.

Working closely with AT delivery partners, the ATTP is being delivered in two phases. Phase one focuses on evaluation and evidence gathering. This phase aims to assess the existing active travel delivery model by identifying constraints and opportunities. Phase two will use this evidence to develop and prioritise proposals for changing the delivery model.

The ATTP will culminate in December 2022 with a report to the Minister for Active Travel which will provide evidenced proposals for holistic changes to AT delivery in Scotland.

As part of the ATTP we are considering different models of incentivisation, evaluation and monitoring for local authorities.

To what extent do you agree with the following statements:

22. For large infrastructure projects, conditions of funding should be delivery on agreed targets for: timescales, expenditure and meeting project objectives.

Strongly Agree/Agree/<mark style="background-color: red">*Neither Agree or Disagree/*</mark>*Disagree/Strongly Disagree*

The main issue with this is measuring against the project objectives which may not be easily quantifiable. This links to the points raised in comments on monitoring in Q21.

23. In order to ensure maximum value for money and impact, active travel funding in the short term should be prioritised for those local authorities with the greatest capacity to deliver, with capacity building support offered to those with the least.

Strongly Agree/Agree/Neither Agree or Disagree/Disagree/<mark style="background-color: red">*Strongly Disagree*</mark>

Whilst some benefit from this approach is acknowledged it does not tackle cross boundary schemes. It does not necessarily identify the best places to invest as the availability of delivery resources does not mean the most appropriate schemes are being developed.

In reducing car kms, longer cross boundary trips need to be tackled which the proposed approach does not do.

24. Future funding for active travel infrastructure should include a mechanism for re-distributing investment from local authorities unable to deliver to agreed standards and timescales.

Strongly Agree/Agree/Neither Agree or Disagree/Disagree/<mark style="background-color: red">*Strongly Disagree*</mark>

The resources needed should be identified at the outset. If a scheme justifies being funded then the resources should be "found" to ensure that it is delivered. It should not be delayed because local resources cannot be found to deliver the proposal.

Impact Assessments

As part of the development of this policy framework, and to comply with our statutory obligations, a number of impact assessments have been carried out. These impact assessments are currently in the draft - or pre-screening - stage and are available to read alongside the framework and delivery plan.

The impact assessments that have been carried out are: Social and Equalities Impact Assessment (SEQIA), Business Regulatory Impact Assessment (BRIA), and Island Communities Impact Assessment (ICIA).

In order to inform the next phase of the development of the framework and delivery plan we welcome your comments on the draft impact assessments.

22. Do you have any comments on the draft Social and Equalities Impact Assessment?

Social and Equalities Impact Assessment

23. Do you have any comments on the draft Business Regulatory Impact Assessment?

Business Regulatory Impact Assessment

24. Do you have any comments on the draft Island Communities Impact Assessment?

Island Communities Impact Assessment