



Department
for Transport

Cycling and Walking Investment Strategy

Investment Inputs, Outputs and Outcomes

We want to make cycling and walking the natural choice for shorter journeys, or as part of a longer journey

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1. Introduction

- 1.1 This Government's approach to cycling and walking is one of partnership. We believe that by working closely with our partners in local bodies, the third sector and the wider public and private sector we can develop a strong basis for achieving our ambition for walking and cycling.
- 1.2 This document, part of the suite of documents that make up the Cycling and Walking Investment Strategy (the Strategy), sets out the impacts of previous long-term investment in cycling and walking from the Local Sustainable Transport Fund (LSTF), as well as the outputs and outcomes of other current and historical programmes. The document also describes the lessons learned from research undertaken into the impacts of sustained investment in cycling and walking.
- 1.3 As an extension to demonstrating the outputs and outcomes of walking and cycling programmes, we have also launched an online interactive map which highlights the coverage and impact of a range of programmes discussed in this document – <http://maps.dft.gov.uk/funding-for-sustainable-travel/index.html>

2. Impact of investment

Introduction

- 2.1 The most significant and sustained investment in cycling and walking in recent years came from the LSTF from 2011 to 2015, with some schemes receiving further funding from the LSTF extension (2015-16). In total, £600m was made available through the LSTF (including Bikeability) between 2011 and 2015, with an additional £78.5m (including Bikeability) in 2015-16. The approximate split of LSTF funding by mode showed 30% (£127.7m) of funding used for cycling and 21% (£89.6m) of funding for walking^{1,2}. The impact of these programmes is highlighted below and in Figure 1.
- 2.2 The LSTF built on the successes of programmes such as the Cycling Demonstration Towns, which began receiving increased levels of funding in 2005. Between April 2008 and March 2011, the Department for Transport and the Department of Health invested over £140 million to promote cycling and to address a historic decline in cycling activity. Part of this investment (around £50 million) was used to create one Cycling City and eleven Cycling Towns (the CCTs), and a qualitative evaluation of this programme has now been published.³
- 2.3 In recent years the Government has continued to invest in cycling and walking, through programmes such as the Cycle City Ambition Grants (2013-18), Sustainable Travel Transition Year (2016-17), Access Fund (2017-20), Bikeability (investment secured up to 2020), and Growth Deals (2017-21). Due to the typical time taken from the launch of a programme until completion and then evaluation, the Department for Transport's evaluation of the impact of cycling and walking programmes currently relates primarily to schemes funded up to 2014-15, and predominantly to the LSTF, which is discussed below. However, the Department is currently working with Transport for Quality of Life and Sustrans on an evaluation of the Cycle City Ambition Grants Programme (where funding runs up to 2018). A separate evaluation of Bikeability, due for completion in 2018-19, is also underway.

The impact of the Local Sustainable Transport Fund

- 2.4 The LSTF funded 96 projects. All projects were required to report on 37 headline indicators. Reported outputs included:
 - 33,600 new or improved cycle parking spaces installed
 - 780km of new routes and 340 new crossings created
 - 88,600 people took part in led walks and cycle rides

¹ Hiblin, B and Sloman L (2016) *What works? Learning from the Local sustainable Transport Fund 2011-2015* Report to the Department for Transport

² Complementary investment of £375m was secured from local sources.

³ See: <https://www.gov.uk/government/publications/evaluation-of-the-cycling-city-and-towns-programme-interim-report>

- 69,400 children had pedestrian training
- 230 rail stations upgraded to improve access to the station, including for those arriving by foot, cycle and public transport
- 6,600 workplaces and 3,600 schools received new services, facilities, or activities in order to encourage walking, cycling, car sharing or travel by the public
- 73,000 job seekers given travel advice and support
- about 409,400 people given personalised travel planning support to encourage sustainable transport use

2.5 Twelve of the 96 LSTF projects were classed as ‘large projects’ – those requiring Government investment of £5m or more. An appraisal of the twelve large projects suggested nearly half of the benefit would come from business time savings and wider economic benefits, worth in total around £1bn. It was estimated that the value of these economic benefits across the entire LSTF could be in the order of £3bn. The study also showed that a quarter of LSTF projects helped unemployed people get to interviews, training and new jobs, by making it easier and more affordable for them to travel by sustainable modes. It is estimated that LSTF projects employed between 4,700 and 6,150 people per year in direct jobs and roles in the supply chain.⁴

⁴ DfT (2015) *Local Sustainable Transport Fund – analysis of employment impacts* and Hiblin, B and Sloman L (2016) *What works? Learning from the Local sustainable Transport Fund 2011-2015 Report to the Department for Transport*

Case Study: Walk to School

Between 2012 and 2015, the Walk to School programme was supported by the LSTF. The programme worked with 182 secondary schools and 854 primary schools across 15 local authorities, reaching around 400,000 children. The programme achieved significant modal shift: in primary schools the number of pupils walking all or part of the way to school increased by 23% and the number being driven all the way decreased by 30%. In secondary schools the number of pupils walking increased by 12%.

The LSTF supported Living Streets co-ordinators to work intensively with schools to identify and tackle physical barriers on local walking routes to schools, using School Route Audits with pupils, teachers and parents/carers.

Participating local authorities implemented a number of small scale infrastructure schemes to address issues raised through these audits. For example, a new double zebra crossing was installed between St John Plessington College and St John's Catholic Infant School, Wirral, which was identified by students as key to encouraging walking to school.

(Images courtesy of Living Streets)



3. Lessons learned

- 3.1 The programmes that have supported walking and cycling to date have delivered a range of lessons. A number of these lessons have been identified in the broader academic literature through a Rapid Evidence Assessment of the impact of walking and cycling interventions, which was commissioned by the Department and is published alongside the suite of Strategy documents⁵.
- 3.2 Since the launch of the LSTF, the Department has taken steps to ensure that the programme has been effectively monitored and evaluated, and that it has been possible to learn lessons from the programme. These lessons are set out below.
- 3.3 One of the key lessons is that the outcomes of investment into cycling and walking programmes are predominately felt at the local or project scale in the first instance. This lesson is built on by the Cycling and Walking Investment Strategy, which recognises the role of Government to support local delivery partners to do what they do best - identify and deliver individual and tailored interventions fit for their own local areas, in order to deliver the ambition to make cycling and walking the natural choice for shorter journeys, or as part of a longer journey.
- 3.4 Research⁶ published by the Department demonstrates that the **benefits from cycling and walking projects are stronger when capital infrastructure** is supported by revenue measures. There is a strong consensus from academic research and evaluation that the most effective approach to increasing cycling and walking is to implement a complementary package of measures. Infrastructural measures appear necessary but not sufficient to bring about change, and behavioural interventions in the absence of enabling infrastructure appear less likely to be successful.
- 3.5 An ongoing **commitment to monitoring and evaluation of cycling and walking programmes** is essential. Evaluation of early cycling and walking investment programmes was often based on investment over short timescales and case studies, making it difficult to demonstrate long-term behaviour change and draw comparisons between interventions. More robust evaluation evidence has come from the Local Sustainable Transport Fund evaluation, which has considered investment across 2011-15.⁷ The current Cycle City Ambition Grants evaluation is expected to provide further evidence on the effectiveness of capital investment across a sustained period.
- 3.6 **Flexibility** from delivery partners has also been key to successful delivery. Deadlines for drawing down government funding have meant that local authorities need to be agile in developing and implementing cycling infrastructure programmes by putting in place contingency measures to ensure expenditure is maximised by deadline - for

⁵ Brook Lyndhurst (2016) Investing in walking and cycling - Rapid Evidence Assessment

⁶ Brook Lyndhurst (2016) Investing in walking and cycling - Rapid Evidence Assessment

⁷ Hiblin, B and Sloman L (2016) *What works? Learning from the Local sustainable Transport Fund 2011-2015* Report to the Department for Transport

example, mitigating against the extended timescales for the Highway Works programme by accelerating schemes originally included within later phases of their programmes.

- 3.7 **Taking a long-term approach to funding** - Historically, funding for cycling and walking has been provided through a range of different programmes which have involved competitive bidding processes, often being announced at short notice with limited timeframes for applications. This is to ensure investment in those schemes that offer the highest returns as well as local political buy in. While this has been helpful in funding local schemes, the process has tended to favour those authorities who have the resources to produce well developed bidding proposals and have a pipeline of 'shovel ready' schemes to offer.
- 3.8 There is a need to **prioritise routes that meet demand**, to improve wider networks and ensure there are good connections to new pieces of infrastructure. Some impressive results have been achieved from infrastructure-focused interventions and programmes, including in England as part of the Cycling Demonstration Town programme. However, the evidence suggests that building small amounts of infrastructure in isolation, where a wider cycle network remains poor and cycling levels are low, may have relatively little effect.
- 3.9 **Off-road or traffic free cycle routes have an important role in changing attitudes of non-cyclists**. There is good anecdotal evidence that people would be most encouraged to cycle by being able to ride completely away from motor traffic (i.e. 'Greenway' routes, such as the Bristol to Bath cycle path where almost the whole route is completely away from motor traffic, with grade separated junctions inherited from the railway). Other strongly preferred routes include those with substantial physical separation along roads (e.g. with hedge or kerb separation), and on very quiet streets with little or no motor traffic. Evidence⁸ on differences by age and gender suggest under-represented groups have particularly strong preferences for separation from motor traffic.
- 3.10 **Making the links with public health** – Research⁹ suggests that the scope for health benefits from walking and cycling interventions can be significant, and the potential savings (to healthcare providers/systems) far outweigh the investment costs in most cases. For example, the Cycling Demonstration Towns benefited from healthcare savings of £45 million over 10 years. However, directly attributing such benefits and savings to specific cycling and walking interventions is complex and rare. In general, the evidence suggests that walking and cycling interventions do increase physical activity levels (rather than acting as substitutes for other activity), but the scale of effect, its duration and its applicability to different groups within the population appears to vary considerably.

⁸ Brook Lyndhurst (2016) Investing in walking and cycling - Rapid Evidence Assessment

⁹ Brook Lyndhurst (2016) Investing in walking and cycling - Rapid Evidence Assessment

Figure 1: Regional map of investment outcomes

Local Sustainable Transport Fund 2015-16

Delivery of initiatives across the country to tackle congestion while making it easier, safer, cleaner and affordable for people to use public transport, cycle or walk.

Programme outputs/outcome examples*

- In Peterborough: over **1,500** employees engaged in personalised travel planning, and over **14,900** participants in cycle rides or walking events
 - In Leicester: over **1,000** newly registered members in car share schemes, saving over **2m** car miles, and in Nottingham, over **2,600** individuals tried alternative travel options and used the bus, walked or cycled
- In Lancashire: over **4,800** people benefitted from cycle training and in Greater Manchester **5,200** cycle training and maintenance skills places provided
 - A Walk to School programme in 13 local authorities, led by Durham increased walk to school rates in participating primary schools by **37%** compared to the baseline as a result of the 'Walk Once a Week' scheme
- In Surrey: **35km** of new or improved cycle routes delivered and 340 cycle places created
 - In the West Midlands: over **7,000** jobseekers supported into employment through introduction to sustainable transport initiatives
- In Sheffield: over **3,900** NEETs (those not in employment, education, or training) supported in independent travel training measures, and in York **1,200** individuals cycle trained and nearly **55,000** participants at walking events and cycle rides
 - In Devon: over **31%** of recipients reported changing their travel behaviour



£ Total Investment

- **44** successful authorities
- **£64.5m** (£78.5m with Bikeability) of DfT funding
- Supporting **£375m** of funding for complementary infrastructure works
- Total investment in sustainable transport: made available in 2015-16: **£440m**

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*based on local authority self-reported information

4. Inputs and outputs of ongoing programmes

- 4.1 The Department has a number of programmes currently underway that will support the Government's ambition to make cycling and walking the natural choice for shorter journeys, or as part of a longer journey. While many of these have not yet been evaluated, we have set out below the inputs to each of these programmes and any outputs or outcomes that have been measured to date.

Cycle City Ambition Grant Programmes

- 4.2 The current Cycle City Ambition Grant Programme runs from 2013 to 2018, and is helping to double cycling and make cycling safer in eight English cities.
- 4.3 Examples of delivery from the current programme include:
- **Birmingham:** seven canal routes completed, with nearly 50km of towpath refurbished with a new all-weather cycling surface
 - **Cambridge:** a new bridge over the River Cam
 - **Leeds:** a segregated Superhighway from east Leeds to Bradford, at 23km the longest continuous cycleway in the north of England
 - **Manchester:** seven new high-quality cycling routes totalling 45km along key corridors in Greater Manchester
 - **Newcastle:** four new strategic cycling routes linking Newcastle's densely populated inner suburbs to a revitalised city centre
 - **Norwich:** a new eight mile cycle route across the city
 - **West of England:** significant improvements to two large junctions in the north of Bristol on major roads with large traffic volumes, providing direct crossings of the A4174 and the M32 slip roads
 - **Oxfordshire:** improved and safer infrastructure for cyclists at approaches to the Plain Roundabout; a key gateway into Oxford
- 4.4 Between 2013 and 2015 the Department also provided over £17m to increase cycling in six National Parks. Figures 2 and 3 below set out the key outputs for both the first phase of the Cycle City Ambition Grant Programme and the Cycling Ambition in National Parks Programme.

Figure 2: Impact of Cycle City Ambition Grant Programme Phase 1



Cycling Cities Ambition Grant Phase 1

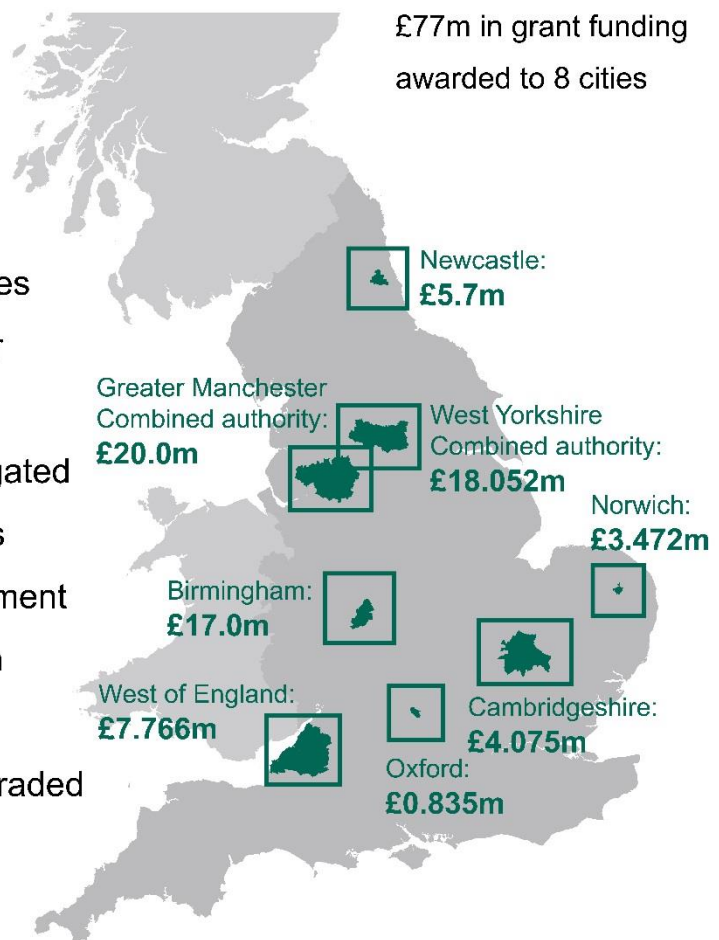
Local authority outputs



Investment has been used to help each city deliver plans to get more people cycling by improving and expanding cycle infrastructure between the city centres, local communities and key employment and retail sites.

Key outputs

- Nearly **2,800** new and upgraded cycle parking places
- Over **200km** of new routes (both off and on road) for cyclists and pedestrians
- Around **250km** of segregated cycle routes and facilities
- **45km** of quality improvement to cycling and pedestrian routes
- Nearly **300** new and upgraded cyclist and pedestrian crossings
- **15** stations benefitting from new infrastructure
- More than **760** workplaces and schools benefitting from new infrastructure



£ DfT expenditure

- Total DfT funding (excluding walking contribution): **Over £77m**
- Total local contribution: Over £30m (**35%** of total project costs)
- **£77m** expended up to March 2016

Figure 3: Impact of Cycling Ambition in National Parks Programme

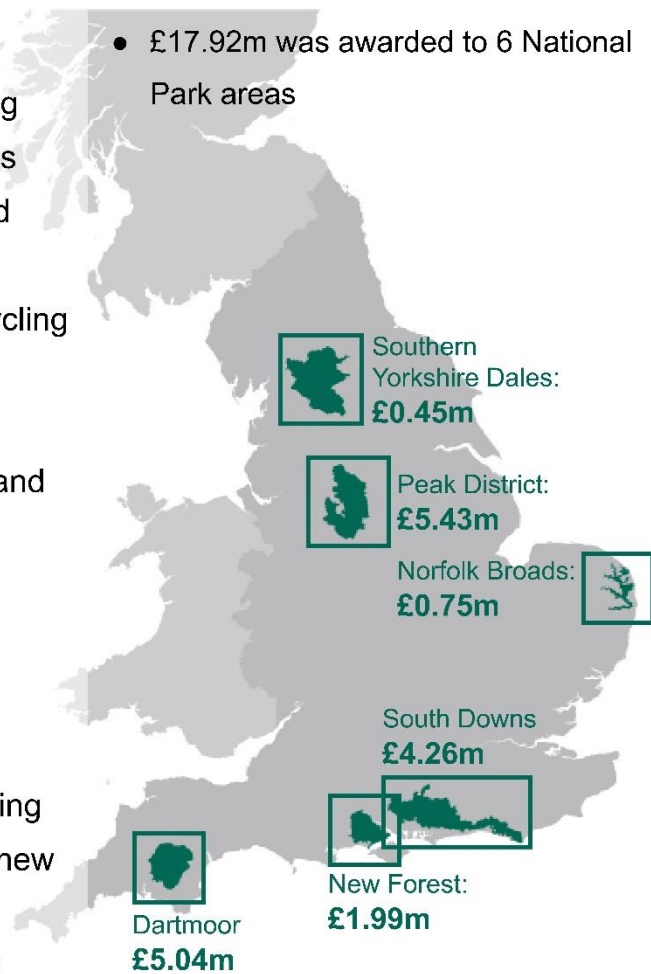
Cycling Ambition Grant Fund programme National Parks outputs



The Government sees more and safer cycling in and around National Parks as important tools to unlock a range of cross cutting economic and social benefits that enable growth.

Key outputs

- Over **580** new cycle parking places and storage facilities
- Nearly **100km** new off-road shared use cycle paths of which **7km** dedicated to cycling only
- Around **75km** of road improvements for cyclists and other users
- Over **220km** of off-road cycling, and other users signage and resurfacing improvements
- **13** cyclist/pedestrian crossing improvements including **3** new bridges in Dartmoor
- **10** stations benefitted from the cycle improvements and facilities
- **17** workplaces and schools benefitting from path improvements



£ DfT expenditure

- **47** workstreams taken forward under the National Parks programme
- At end March 2016, **42** were complete and **5** were near completion
- Almost **100%** of DfT funding expended

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Bikeability

- 4.5 The Department has issued £40m to support Bikeability cycle training for schoolchildren from September 2016 to March 2020, delivering on the Spending Review commitment to the programme. This is the strongest ever financial settlement for Bikeability. Bikeability continues to grow in popularity with schools and parents, with more than 300,000 children receiving training in 2015-16. Bikeability recently celebrated 2 million children trained since the programme began in 2007.
- 4.6 There is good evidence on the safety benefits of Bikeability. In 2014 the National Foundation for Educational Research was commissioned to examine the link between Bikeability training and road hazard perception. When asked where to position their bike on the road in a range of scenarios, the percentage of correct responses more than doubled for children who had undertaken Bikeability training, compared to a control group. There were also significant improvements in communication, priorities and observation skills. These results were undiminished when children re-took the test 2-3 months after training, which reinforces the view that trainees are learning a life skill.¹⁰
- 4.7 The Department's current evaluation study will look more closely at the benefits of Bikeability and Bikeability Plus. Bikeability Plus is a new range of training modules designed to tackle specific barriers to cycling and encourage children to cycle after their core Bikeability training. An evaluation of the initial pilot programme showed that on average, Bikeability Plus increased the number of children cycling to school at least once a week from 4% to 10%. During the pilot period, some individual schools achieved much higher rates of up to 25%.

Big Bike Revival

- 4.8 The Big Bike Revival (BBR) is an intervention aimed to incentivise and inspire the large proportion of people who own bikes in England, but do not cycle (or cycle less than once a week) to start cycling. This is because adults in Britain appear to be aware of cycling and its potential for shorter journeys, and a large proportion have bikes, but at present, they are not making use of them.
- 4.9 In October 2014 the Department ran a small pilot costing £240,000 to test the efficacy of the proposal. Following its success, a further £830,000 funding was allocated for a national rollout of the programme in 2015. Over a two week period, 93 bike recycle centres ran over 1,500 events and activities as part of a common social marketing intervention, with nearly 32,000 people attending the events and activities, which resulted in over 24,000 bikes being revived.
- 4.10 Evaluation of the national programme run in 2015 once again demonstrated the effectiveness of the programme in inspiring members of the public to get on their bikes. A total of 4,000 people received cycle maintenance training and just over 3,500 people started commuting by bike. Qualitative data from participant surveys showed that people who got involved in the cycling related events and activities were inspired and empowered to cycle more than they did before, particularly those who did not cycle on a regular basis. Over 50% of people attracted to the events were classified as a non-regular cyclist. Of those people, 59% stated that they cycle more now than they did before, which equates to a minimum of 7,892 individuals.

¹⁰ The full report can be found at: http://bikeability.org.uk/manage/wp-content/uploads/dlm_uploads/Bikeability-Hazard-Perception-Research-Appendices.pdf

- 4.11 As a result, a further £500,000 was allocated to the programme in March 2016. The programme aimed to help people get their unloved bike back into use, learn how to look after it and rediscover how much fun cycling can be. It provided members of the public with an opportunity to learn how to carry out basic bicycle repairs, for example fix a puncture, cycle safely on and off the road, and find out about local cycle routes, clubs or activities. Evaluation of this phase of the programme is currently underway.
- 4.12 To ensure continued rollout of the Big Bike Revival nationally, the Department is providing a further £1m funding in 2016-17. The additional funding will be used to focus effort in deprived areas across the country, with a view to providing opportunities to gain a bike at no cost from bike recycle centres, training on how to maintain a bike, and information on safe cycling.

Case Study: Harrogate bikes brought back to life

More than 650 people attended events put on by a volunteer-run charity in Harrogate as part of the Big Bike Revival. At nine events over the half-term week of 23-31 May 2015, a total of 658 people visited the centre, part of the Kairos Network Church, to receive free safety checks and repairs, buy recycled bikes, or enjoy fun activities, tea and cake.

John Rowe from Resurrection Bikes said: “Our involvement in the Big Bike Revival has been a tremendous success and demand for the sessions has really exceeded our expectations.

“It has been fantastic to see so many people, young and old, coming to us with their bikes, getting them fixed and riding away happy.

“Lots of people bought one of our affordable recycled bikes, and we also had quite a few generous donations that mean even more people will be able to purchase a bicycle of their own in time for the summer.”

Resurrection Bikes even teamed up with community art project *Beulah62* to create a cycling-inspired on-site mural – which local children helped to paint at the events.



Cycle Rail

- 4.13 Between 2012 and 2015 the Government invested £29m in improving cycle facilities at railway stations. This includes the installation of new high quality cycle parking along with cycle hire and innovative cycle hubs that combine all a cyclist needs under one roof. This has been the major enabler in trebling the number of cycle parking spaces available at stations since 2010. Over the same period, journeys to the station that involve cycling have risen by nearly 40%.
- 4.14 Cycling to stations cuts the carbon footprint of a journey and helps ease congestion at peak times, improve economic growth and aligns well with wider Government objectives. The Department will continue to work with delivery stakeholders to promote cycle-rail and share best practice. This includes ensuring rail franchises address the issue of sustainable access to stations with a particular focus on cycling. In addition, the Cycle-Rail Toolkit 2¹¹ ensures train operators have robust guidance that helps facilitate the installation of cycle facilities at stations and provides good practice examples.

Case Study: PlusBike – a new information portal

The number of journeys by cycle and train is at an all-time high largely due to new cycle infrastructure at stations, which means people can confidently park their bikes knowing they will be safe. But people also need to know what facilities are available at the stations they are travelling from and to, if they can take their bike on the train, or if there are cycle hire facilities at their destination. Developed by the Rail Delivery Group and funded by the Department for Transport, PlusBike offers a free online source for information on cycling facilities available at stations and on trains in Britain.



Before you travel, you can find out the level of cycling facilities at any given station, including the number and type of cycle parking spaces, cycle hire facilities at the station, with the app providing a direct link to any existing hire scheme near to the station, and cycle carriage policy on different train services. PlusBike is available through National Rail Enquiries, or as a mobile app, so it can also be used on the go.

Electrically-Assisted Pedal Cycles

- 4.15 Launched in March 2015, the Department for Transport's £700,000 Shared Electric Bike Programme aims to accelerate uptake of electric bikes through a grant scheme. The programme is supporting the development of eleven projects and sharing lessons learnt from these pilots in cities, rural areas and tourism hotspots in England, outside of London. These locations are shown in Figure 4 below.

¹¹ http://www.raildeliverygroup.com/files/Publications/2016-04_cycle_rail_toolkit_2.pdf

4.16 By supporting schemes in a range of different settings, including e-cargo bikes and e-bikes for people with disabilities, and placing e-bikes in housing developments in low income communities, the programme is gathering evidence on which people, places and journeys are best served by shared electric bikes.

Figure 4: Map of Shared Electric Bike Programme Locations

Shared Electric Bike Programme Project Locations



The Shared Electric Bike Programme is funded by the Department for Transport to explore which places, peoples and journey purposes are best suited to pooled electric bikes. There are 11 projects with over 200 bikes across England.

