

Cycling Scotland

National Assessment

of Local Authority Cycling Policy



May 2008

National Assessment 2008

National Report

Final

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Project Team

Erl Wilkie (Project Director)

Andrew Mulholland (Project Manager and report author)

Alasdair Marshall

Catherine Christie

Online survey development and chart graphics - Paul Egan, Media Solutions.

Public relations - Smarts.

Assistance, advice and research provided by the Cycling Scotland staff and Board.

<i>Section</i>	<i>Page</i>
Executive Summary	ii
Study Aims	ii
Methodology	ii
Key Findings	iii
Next Steps	iv
1 Introduction	1
Study Aims	1
Purpose of Report	1
Report Structure	1
2 Background	2
Scope of Study	2
Contemporary Policy Context	2
3 Methodology	7
Methodology Development	7
Assessment Methodology	7
4 Assessment Structure	10
Planning	12
Actions	13
Monitoring	14
Understanding Users & Stakeholders	14
5 Levels of Development	15
6 National Summary	19
Selected Results	20
Planning	23
Actions	30
Monitoring	36
Understanding Users & Stakeholders	41
7 Key Findings and Next Steps	43

Appendix A Methodology Development

Appendix B Workshop Report Summary

Appendix C Survey Questions

Appendix D Local Authority Summaries

Appendix E Local Authority Results

Executive Summary

The National Assessment 2008 is a qualitative assessment of local authority cycling policy. The purpose of the study is to encourage an organisational culture that ensures cycling becomes a realistic travel and leisure choice for the travelling public.

The study builds on the assessment of local authorities published in 2005.

Study Aims

The key aims of the National Assessment 2008 are to:

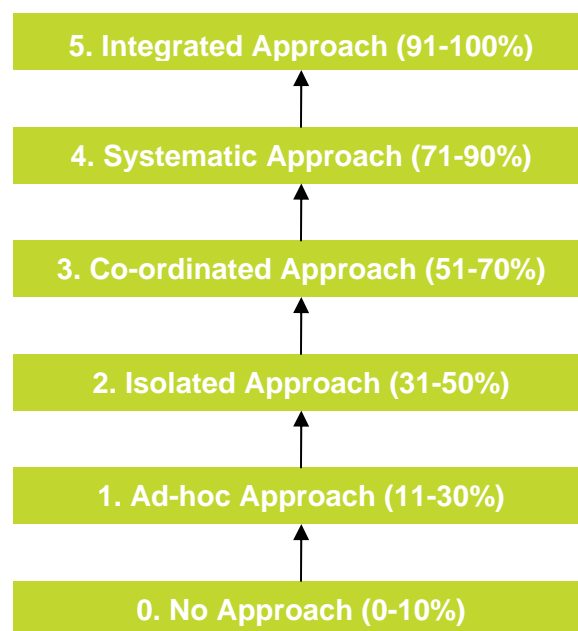
- Benchmark local authority progress on cycling policy;
- Catalyse improvements in local authority policy by providing advice on key areas of development; and
- Identify gaps and opportunities at a national level that can be taken forward by Cycling Scotland to help facilitate local authority development.

Methodology

Local Authority performance was examined against qualitative criteria across nine key aspects, covering the Policy Areas of:

- Planning;
- Actions; and
- Monitoring.

The study incorporates a review of self assessment submissions and supporting policy documents. Each local authority was given quantitative scores across all three Policy Areas, and is identified by an overall Level of Policy Development:



Key Findings

The National Assessment 2008 demonstrates that almost every aspect of local authority cycling policy has advanced since 2005, with an overall improvement of 8%. A significant part of this improvement is attributable to local authorities implementing the recommendations of the 2005 Assessment.

- 28 of the 32 local authorities have improved cycling policies as compared with 2005;
- Best performing local authority - Fife Council; and
- Most improved local authorities – Falkirk and West Dunbartonshire.

Areas of strength

- Cycling strategy development;
- Staff resource allocation;
- Off-road child cycle skills development;
- School Travel Plans and associated interventions;
- Staff Travel Plan formulation;
- Use of cycle route design guidance;
- The implementation of individual cycle route measures;
- Individual promotional measures; and
- Strategy and scheme consultation.

Areas of development required:

- Greater political leadership;
- More substantial and consistent capital and revenue funding;
- Inter-departmental co-ordination;
- Multi-stage delivery of child and adult cycle skills development;
- Integration of cycle network planning principles within development and roads planning;
- Integrating cycling with all modes of transport;
- Road traffic reduction measures;
- Development of outcome-related promotional strategies;
- Monitoring cycle use trends;
- Evaluation of policy and demonstration of intervention benefits; and
- Engaging users as strategic partners.

In many cases, local authorities are too focussed on local priorities to deliver the strategic objectives being asked of them. There is a need for consistent transport policy at a national level and a long term approach taken to sustainable investment and strategy.

Regional Transport Partnerships have a key role in continuing to develop a strategic outlook and a partnership approach at a local level.

National Agencies have a vital supporting role in providing expertise, guidance and delivery support. There is also a need to engage more effectively with the private sector.

It is hoped that the National Performance Framework will provide the consistent approach required.

The findings of the National Assessment 2008 will be taken forward to inform the development of the proposed Cycling Action Plan for Scotland (CAPS). The CAPS aims to strengthen the role of cycling within the outcomes of the National Performance Framework at a local and national level. The CAPS will be developed from the participatory involvement of all stakeholders and the public, and aims to cut across traditional policy areas.

Next Steps

Each local authority is provided with a full report on its National Assessment 2008 performance. It is hoped that local authorities will consider the findings of the Assessment and implement some of the recommendations into future cycling policy.

It is clear that local authorities require a significant level of support to help deliver the change required to realise real increases in cycle use.

For its part, Cycling Scotland will take forward the recommendations and actions from within this report and incorporate them into its business plan for this and future years. Cycling Scotland will develop actions in the following key areas:

- Develop a Cycling Action Plan for Scotland;
- Engage decision-makers at all levels;
- Improve knowledge-sharing and skills development;
- Develop improved local and national monitoring; and
- Improve consistency of cycle promotion.

1 Introduction

The second National Assessment of Local Authority Cycling Policy was carried out by Cycling Scotland during the financial year 2007/08. The Assessment 2008 is a qualitative examination of local authority cycling policy. This report delivers the findings.

Study Aims

The purpose of the study is to encourage an organisational culture that ensures cycling becomes a realistic travel and leisure choice for the people of Scotland.

The study builds on the assessment of local authorities published in 2005.

The key aims of the National Assessment 2008 are to:

- Benchmark Local Authority progress on cycling policy;
- Catalyse improvements in Local Authority policy by providing advice on key areas of development; and
- Identify gaps and opportunities at a national level that can be taken forward by Cycling Scotland to help facilitate local authority development.

Purpose of Report

This document reports on the activities of all Scotland's local authorities in delivering policies to encourage cycle use as leisure and a mode of travel. The report draws together the key findings and provides recommendations for Cycling Scotland and other organisations to act on.

A report has similarly been prepared for each local authority, containing a more detailed assessment of the authority's specific policy performance. It is hoped that each local authority will consider the tailored advice and work with partners to implement some of the recommendations.

Report Structure

Following this introduction, the report is structured in the following sections:

- Section 2 – Background;
- Section 3 – Methodology;
- Section 4 – Assessment Structure;
- Section 5 – Levels of Development;
- Section 6 - National Summary; and
- Section 7 – Key Findings and Next Steps.

2 Background

Scope of Study

The National Assessment 2008 examines the quality of local authority policies to get more people cycling more often as a 'normal' mode of travel and leisure activity. While this is the principle focus of the study, policies to develop cycling as a sport or in any other context are considered here as promotional or progression tools to increase the awareness of cycling as a 'normal' activity.

The study focuses on local authorities as the principal delivery bodies. It is recommended that in future years, the scope is extended to consider the role of Regional Transport Partnerships and National Parks within the National Assessment.

Contemporary Policy Context

General Context

Cycling policy is being driven up the agenda by three key policy drivers.

Climate Change and the health impacts of an increasingly inactive and obese population along with a shift to sustainable development have resulted in significant changes to the policy landscape. The three pillars of sustainable development - environment, economic and social – are emerging in most new national policies and strategies and also informing the outcomes and objectives of existing policy.

The recent change in Scottish Government (May 2007) has also resulted in a significant shift to more outcome-orientated planning, delivery and reporting, and strengthened the role of local authorities as the key delivery agents.

Increases in global oil prices, concerns over security of energy supply and the dependence of the transport industry on one principle fuel type have resulted in a renewed focus on more localised production and self sufficiency.

The Government White Paper 'Choosing Health'¹ signalled a change in policy emphasis from treatment to prevention of ill health. More recently the Foresight Report² and National Institute for Clinical Excellence guidance³ have reinforced the importance of the environment as a key determinant of health and well-being. Best practice for designing neighbourhoods and green spaces to improve health is currently evolving.

National Policy

The above key drivers have all had a significant impact, informing a range of policy and strategy documents that impact on cycling and active travel and how it can achieve positive outcomes for these strategies. Some of the key documents are listed below:

¹ Choosing Health: Making healthy choices easier, Department of Health (2004)

² Foresight Tackling Obesities: Future Choices – Summary of Key Messages, Government Office for Science (2007)

³ Interventions that use the environment to encourage physical activity, National Institute for Health and Clinical Excellence (2006)

Choosing our Future: Scotland's Sustainable Development Strategy⁴ sets out commitments to develop a broad set of indicators that capture the different dimensions of sustainable development reflecting our social and environmental as well as economic goals.

The UK's shared Framework for Sustainable Development: One Future - Different Paths⁵ committed to develop three new measures; social justice, environmental equality and wellbeing. With the launch of the set of sustainable development indicators in June 2006, the (then) Scottish Executive undertook to assess the applicability of any new measures developed from this work.

Defra is co-ordinating the work on the development of these potential indicators. An update on progress was given in the latest edition of Sustainable development indicators in your pocket in July 2007.

Scotland's National Physical Activity Strategy⁶ was published in February 2003 detailing the (then) Scottish Executive strategy to increase the nation's physical activity. Scotland is one of the first countries in the world to have such a strategy in place.

The National Transport Strategy⁷ is the Scottish Government's long-term transport vision over the next 20 years and beyond. It sets out priorities to improve journey times and connections, reduce emissions, and improve quality, accessibility and affordability of transport.

The National Planning Framework⁸ is a non-statutory planning policy document which looks at Scotland from a spatial perspective and sets out an achievable long-term vision. It identifies likely change up to 2025 to ensure different areas can develop to their full potential. It also identifies key strategic infrastructure needs to permit planning investment effectively. The framework provides a national context for development plans and planning decisions and will inform the ongoing programmes of the Scottish Government, public agencies and local government. It is one of the factors the Scottish Government will take into account in coming to decisions on policy and spending priorities.

Regional Transport Partnerships (RTPs) were formally established on December 1, 2005 to strengthen the strategic planning and delivery of regional transport so that it better serves the needs of people and businesses.

The main task of each RTP is to prepare a regional transport strategy. These were submitted to the (then) Scottish Executive and are awaiting approval. Most RTPs are also responsible for the delivery of transport services and all can seek additional powers if required to deliver strategies.

The seven RTPs are:

- Shetland Transport Partnership (ZetTrans);
- Highlands and Islands Transport Partnership (HITRANS);
- North-East of Scotland Transport Partnership (Nestrans);
- Tayside and Central Scotland Transport Partnership (Tactran);
- South-East of Scotland Transport Partnership (SEStran);
- Strathclyde Partnership for Transport (SPT); and
- South-West of Scotland Transport Partnership (SWestran).

⁴ Choosing our future: Scotland's sustainable development strategy, Scottish Executive (2005)

⁵ One future – different paths, The UK's shared framework for sustainable development, The UK Government and Devolved Administrations (2005)

⁶ Let's Make Scotland More Active: A strategy for physical activity, Scottish Executive (2003)

⁷ Scotland's National Transport Strategy, Scottish Executive (2006)

⁸ National Planning Framework for Scotland, Scottish Executive (2004)

National Performance Framework

A change of Government in May 2007 resulted in a refocusing of policies and the creation of a National Performance Framework.⁹

One of the first obvious impacts of the National Performance Framework was the creation of a concordat between local authorities and Government.

The Scottish Government stated their purpose: to focus on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth.

This resulted in the creation of Purpose Targets, National Outcomes and identification of 45 National Indicators.

Table 1 – National Performance Framework Purpose Targets

Indicator	Target
GDP Growth	To raise the growth rate to the UK level by 2011 To match the growth rate of small independent EU countries by 2017
Productivity	To rank in the top quartile for productivity amongst our key trading partners of the OECD by 2017
Population Growth	To match average European (EU15) population growth over the period from 2007 to 2017, supported by increased healthy life expectancy in Scotland over this period
Solidarity	To increase overall income and the proportion of income earned by the three lowest three income deciles as a group by 2017
Cohesion	To narrow the gap in participation between Scotland's best and worst performing regions by 2017
Participation	To maintain our position on labour market participation as the top performing country in the UK and to close the gap with the top 5 OECD economies by 2017
Sustainability	To reduce emissions over the period to 2011. To reduce emissions by 80% by 2050.

Concordat

The Concordat¹⁰ between the Scottish Government and COSLA sets out the terms of a new relationship between the Scottish Government and local government within the National Performance Framework. It underpins the funding to be provided to local government over the period 2008-09 to 2010-2011.

A central proposal is the creation of a Single Outcome Agreement (SOA) between each local authority and the Scottish Government based on the 15 key National Outcomes of the National Performance Framework.

The SOA will include local outcomes, indicators and targets developed by each local authority, which contribute to the National Outcomes and Indicators of the National Performance Framework.

National Agencies have a vital support role in assisting local authorities achieve their outcomes and objectives within their SOA. In providing this support it is likely that the National

⁹ Scotland's Budget Spending Review, Scottish Government (2007)

¹⁰ Concordat between the Scottish Government and local government, Scottish Government (2007)

Agencies' aims and objectives will become more aligned to the National Performance Framework.

Cycling's role in SOAs and the National Performance Framework

Of the 45 National Indicators, cycling is well placed to contribute directly to indicators:

- 32 - Reduce overall ecological footprint;
- 36 - Increase the proportion of journeys to work made by public or active transport; and
- 37 - Increase the proportion of adults making one or more visits to the outdoors per week.

Cycling can also make an indirect contribution to indicators:

- 4 - Reduce the proportion of driver journeys delayed due to traffic congestion;
- 13 - Increase social economy turnover;
- 14 - Reduce the rate of increase in the proportion of children with their Body Mass Index outwith a healthy range by 2018;
- 15 - Increase the average score of adults on the Warwick-Edinburgh Mental Health Well being scale by 2011; and
- 21 - Reduce mortality from coronary heart disease among the under 75s in deprived areas.

Cycling Scotland will work with local authorities and partners at all levels to ensure that the role of cycling is recognised in the National Performance Framework.

Local Context

Most local policies and strategies follow the national lead, however the emphasis placed on the various high level Government objectives varies from authority to authority.

Cycling policy typically sits within the Local Transport Strategy, with in some cases a separate Cycling Strategy also developed. The three pillars of sustainability – environmental, social and economic – are the central planks of most local authority transport strategies and policies. The emphasis placed on each of the three pillars is very different in each local authority, and the balance of the Transport Strategies and prominence of cycling varies as a result.

In many cases, the health agenda is coming more prominent in Local Transport Strategies and there is a growing recognition of the importance of population health in economic development as well as on social and environmental objectives, if the relationship is not yet wholly understood. The growing importance of Health Impact Assessments¹¹ in strategy formulation will lead to cycling taking greater prominence in future Local Transport Strategies.

Cycling actions are also commonly delivered in Local Plans, NHS Local Delivery Plans, Core Path Plans and Access Strategies, Community Plans, Physical Activity Strategies, Sport Development Plans, Area Tourism Plans, Joint Health Improvement Plans.

There has been a shift towards local and community planning stimulated by The Local Government in Scotland Act 2003 (the Act) which provides a statutory basis for Community Planning in Scotland.

¹¹ Health Impact Assessment <http://www.healthscotland.com/resources/networks/shian.aspx>

The aims of Community Planning in Scotland are:

- making sure people and communities are genuinely engaged in the decisions made on public services which affect them; allied to
- a commitment from organisations to work together, not apart, in providing better public services.

The crucial importance of Community Planning may be the ability to improve the connection between national priorities and those at regional, local and neighbourhood levels. At present this has not been realised.

Cycling Action Plan for Scotland

Cycling Scotland, in response to a delegate vote in favour at its 2007 Conference, is working in partnership with a broad range of partners to develop a Cycling Action Plan for Scotland (CAPS). The CAPS Board draws together stakeholders across the fields of Health, Transport, Access, Sport, Education, Active Travel and from local and national government.

The CAPS process will invite all users and stakeholders to participate in setting the scope of an outcome-based, flexible and relevant Action Plan that will deliver all necessary actions.

The findings of the National Assessment 2008 report will be taken forward to the Board to consider in developing the direction of the CAPS. As the key delivery agents, local authorities will play a vital role in its development.

3 Methodology

Methodology Development

A summary of the process of Methodology Development is included in Appendix A of this report.

Assessment Methodology

The Assessment was undertaken in 6 stages:

Stage 1 - Consultation Workshops

Stage 2 - Identification of single point of contact

Stage 3 - Local Authority Survey

Stage 4 - Survey and Strategy Review

Stage 5 - Draft Performance Reports

Stage 6 - Reporting

Stage 1: Consultation Workshops

Cycling Scotland held three regional workshops to consult key stakeholders on the role and direction of the National Assessment. The workshops provided delegates with an opportunity to:

- identify the main barriers to delivery and actions to overcome them;
- discuss the role and direction of the project;
- provide input into its development; and
- share in good practice from different organisations.

Workshop delegates identified a vision of the future of:

A built environment that is more inclusive of people than at present, and where people willingly choose to travel by sustainable modes. There will be an emphasis on providing the public with the opportunity to make better travel choices.

The workshops gave Cycling Scotland an overview of the successes, opportunities and barriers in local areas. This information has been fed into the conclusions of this report.

The Executive Summary of the Workshop Report is included in Appendix B of this report. The full version is available for download at www.cyclingscotland.org.

Stage 2: Identification of single point of contact

Each local authority provided a single point of contact through which all communication on the National Assessment was directed. However, Cycling Scotland strongly recommended that comment from a range of local authority departments was collated and that the single point of contact act as a co-ordinator.

The following individuals or departments were suggested as key sources of information, however the list of key people varied considerably between authorities:

- Relevant senior managers;
- Cycling Officer;
- Access Officer;
- School Travel Plan Co-ordinator;
- Travel Plan Officer;
- Road Safety Officer;
- Transportation Policy;
- Roads/ Transportation;
- Education;
- Leisure/ Recreation/ Parks;
- Economic Development;
- Land Use Planning Policy;
- Development Control; and
- PR/ Marketing.

Stage 3: Local Authority Survey

Each local authority was asked to complete an online self-assessment survey incorporating 43 questions in the areas of Planning, Actions and Monitoring. Within these areas, 9 Topics and 26 sub-topics were looked at. The structure of the Assessment is outlined in Section 4.

Each local authority was provided with a user account. The online survey could be accessed by any number of respondents and could be completed in segments during several visits or in full.

For each question, the local authority respondent was presented with the opportunity to:

- Select the criteria most relevant to the local authority across a scoring range of 0 to 5;
- Comment on the local authority's activities in the relevant area; and
- Score the local authority's activities on the basis of the criteria and respondent's comments.

Respondents were provided with the opportunity to add any further comments at the end of the survey.

Cycling Scotland and its online survey developer Media Solutions provided full advice to respondents in all aspects of the survey and technical matters.

The list of questions asked is included in Appendix C. The Detailed Assessment Criteria is available for download at www.cyclingscotland.org.

Stage 4: Survey and Strategy Review

Upon submission, Cycling Scotland reviewed the self-assessments and the relevant Local Transport Strategy against the Detailed Assessment Criteria set for each sub-topic. Where other documents were referenced by the respondent, these were also examined. Typically, the additional documents included:

- Cycling Strategy;

- Local Plan;
- Supplementary Planning Guidance;
- Development Advice Notes;
- Access Strategy;
- Physical Activity Strategy; and
- Core Paths Plan.

The review reporting process was threefold:

- Summary of the key activities of the local authority matched against the Detailed Assessment Criteria;
- Where scores are revised, a reason linked to the criteria was provided; and
- Details of additional information required.

To ensure consistent interpretation of the criteria, all reviews cross-checked and then approved by the Project Manager.

Stage 5: Draft Performance Reports

Draft Performance Reports were generated from Stage 4 and issued to local authorities. This was followed up with a telephone call. Comments on the draft were received in writing and in telephone conversations.

Where further information and clarification was provided, this was incorporated into the draft report, scores revised and a final report produced.

Stage 6: Reporting

Cycling Scotland published the following reports:

- Scotland-wide Summary Report: contains summaries of local authority results and conclusions for consideration at a national and regional level;
- Local Authority Summary Reports: contains a more detailed outline of each Local Authority's activities for the attention of local authority staff; and
- Executive Summary Reports: overall conclusions for the attention of local and national decision-makers.

4 Assessment Structure

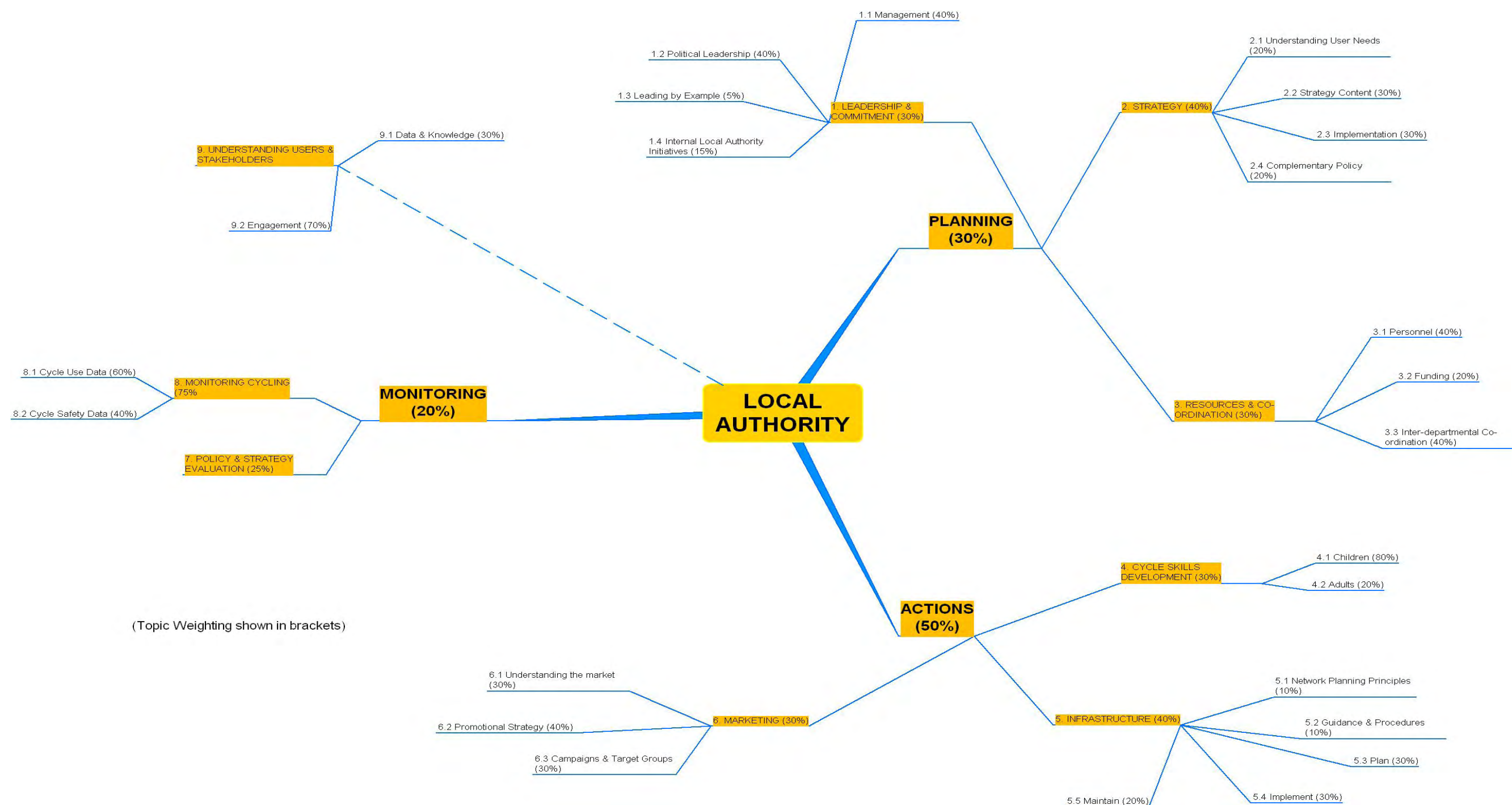
A total of nine Topics are examined, identified by three main Policy Areas. These are:

Policy Area	Topic
Planning	Topic 1: Leadership & Commitment
	Topic 2: Strategy
	Topic 3: Resources & Co-ordination
Actions	Topic 4: Cycle Skills Development
	Topic 5: Infrastructure
	Topic 6: Marketing
Monitoring	Topic 7: Policy & Strategy Evaluation
	Topic 8: Monitoring Cycling
	Topic 9: Understanding Users & Stakeholders

Topic 9 is assessed using responses throughout the areas of Planning, Actions and Monitoring and sits outwith the 3 Policy Areas.

This remainder of this Section 4 summarises the nature of the assessment topics. The Assessment structure is illustrated in Figure 1.

Figure 1 - Local Authority Assessment Structure



Planning

Planning considers the efforts made by the local authority in demonstrating leadership, developing strategy and managing and co-ordinating resources to deliver effective cycling policies.

Topic 1: Leadership & Commitment

This topic considers the extent to which the local authority demonstrates leadership in delivering cycling policy. Activities at political and management level to drive forward the cycling agenda in local authority practices are identified. The study looks at the extent to which the local authority leads by example by encouraging other organisations to increase cycle use, promoting good practice and providing leadership and advice. Also looked at are internal initiatives to increase cycle use associated with local authority business.

The following subjects are covered:

- Management;
- Political leadership;
- Leading by example; and
- Internal Initiatives.

Topic 2: Strategy

Local Authority strategy for cycling typically sits within the responsibilities of the transportation or planning departments, and may be a stand-alone document or form part of the wider Local Transportation Strategy. In either case, the assessment looks for a number of key aspects to be covered - use of local user information; commitment to partnership and co-ordination across organisations and areas of interest; integration of policy and objectives across departments and public bodies; a timed, financed implementation plan with key targets and objectives; and complementary policies, particularly in transportation and planning.

The following subjects are covered:

- Understanding User Needs;
- Strategy Content;
- Implementation;
- Complementary Policy.

Topic 3: Resources & Co-ordination

This topic considers the personnel and funding commitments of the local authority, and the extent to which these are co-ordinated across departments. The personnel and funding arrangements vary considerably between authorities. This topic looks to identify that there is sufficient time for dedicated cycling staff to deliver significant improvements to cycling provision, that cycling is considered in the work of all relevant departments and is co-ordinated at a senior level.

The following subjects are covered:

- Personnel;
- Funding; and
- Inter-departmental co-ordination.

Actions

Actions considers the effectiveness of policy delivery, by examining Cycle Skills Development, Infrastructure measures and Marketing interventions.

Topic 4: Cycle Skills Development

The Cycle Skills Development topic considers the role of the local authority in improving the cycle skills and cycling confidence of its population. For the most part, this incorporates the programmes and resources for multi-stage training delivery to children, however it also looks at the extent to which skills programmes are available to adults.

This topic covers skills development for both:

- Children; and
- Adults.

Topic 5: Infrastructure

This topic examines how well the local authority delivers and maintains an effective cycle network. It looks at the plans and implementation procedures of the local authority to deliver suitable infrastructure to permit and encourage cycle use as a mode of transport. The local authority's application of the principles of network planning in providing for and understanding users is considered, along with its use of guidance and procedures to integrate cycle design into existing practices. The extent to which the local authority identifies the existing and potential network, and develops an action plan with SMART targets and long and short term implementation programmes is looked at. Also considered is the level to which procedures are in place to implement and maintain the network over the short and long term.

The following subjects are covered:

- Network Planning Principles;
- Guidance & Procedures;
- Plan;
- Implement; and
- Maintain.

Topic 6: Marketing

Marketing is key to encouraging more people to cycle. This topic examines the activities of the local authority in understanding the market and developing a promotional strategy. It looks at the level of consultation and co-ordination between local authority departments and with partner organisations. The campaigns undertaken, and promotional activities aimed at specific target groups are examined in the context of their level of sophistication and market penetration.

The following subjects are covered:

- Understanding the market;
- Promotional Strategy; and
- Campaigns & target Groups.

Monitoring

Monitoring looks at the level of sophistication of policy and strategy evaluation and the monitoring of cycling.

Topic 7: Policy & Strategy Evaluation

Policy and Strategy Evaluation considers how the local authority monitors progress towards strategy objectives. Are there output and/ or outcome targets, is user feedback used effectively, is an Annual Performance Review-style process with cycling indicators implemented?

Topic 8: Monitoring Cycling

The assessment considers the activities of the local authority to monitor cycle use and safety information using a range of tools. Do cycle counts take place? Are user opinions sought? Are attempts made to identify the benefits of cycling policy, is the information used effectively?

This topic examines the monitoring of:

- Cycle Use Data; and
- Cycle Safety Data.

Understanding Users & Stakeholders

This topic sits outwith the three main Assessment Areas. Aspects of Topic 9 are contained within all Areas, however due to its importance in cycling policy and for the purpose of comparison with 2005, this is identified this as a distinct Topic.

Topic 9: Understanding Users & Stakeholders

Understanding the needs of users and stakeholders is an essential aspect of developing and delivering cycling policy. Local information on the travel patterns, behaviours, attitudes and sensitivities of users is expected to inform planning, actions and in monitoring.

Evidence of engagement and working in partnership with stakeholder and user groups across a broad spectrum of interests is expected. This may include economic development, tourism, access, health, leisure, education, planning, transportation, local employers, community groups and private sector interests.

The three levels of engagement are considered: Communication; Consultation; and Participation.

Questions on this subject were asked as part of topics 1-8. The score for this topic is composed of the responses to these questions and therefore sits on its own, separate from Planning, Actions and Monitoring.

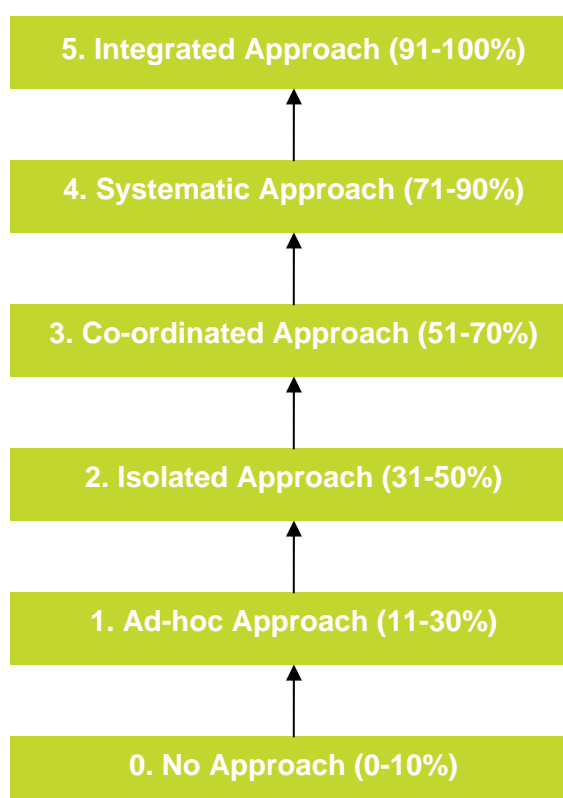
The following subjects are covered:

- Data & Knowledge; and
- Engagement.

5 Levels of Development

The overall scores on cycling policy have been used to identify the level of development of each local authority. The National Assessment recognises six levels of cycling policy development, as shown below (score range in brackets).

The Assessment is a qualitative one designed to benchmark and stimulate policy improvement. There is an inherent difficulty in assigning a quantitative score to a qualitative assessment, and comparisons between authorities are not generally possible to any degree of accuracy.



This framework has been developed from the 2005 National Assessment and has drawn on the approach of Bicycle Policy Audit's (BYPAD's) Ladder of Development. A scoring system with six levels of development was retained in order to provide continuity with the 2005 Report.

The criteria expected at each level are detailed below. It may be that the efforts of individual local authorities feature aspects of two or more levels. However, the overall level should reflect the approach of the local authority as a whole.

Level 5: Integrated Approach

Score 91-100%

Cycling policy is a continuous task and is fully integrated with other strategies and activities in the fields of transport, planning, environment, health, employment, economy etc. The local authority's approach is totally joined-up and measures to increase cycle use are demonstrably effective and are complemented by strong measures to curb car use.

There is strong political leadership driving cycling policy, which is evident in substantial and sufficient resources to drive improvement and delivery, the presence of comprehensive cycling expertise across departments, and politicians promoting commitment to a range of national and international audiences.

A cycling steering group or lead officer at a senior level is able to dictate resource across departments and the local authority is structured to achieve outcomes on policy rather than ruled by departmental divisions.

Strategic partnerships are central to the cycling effort. These help catalyse improvement at all levels through the constant exchange of ideas, knowledge and experiences with external partners – both horizontally (i.e. with other local authorities and public and private bodies across all relevant sectors), and vertically (i.e. with regional bodies and Government).

The cycling policy is characterised by:

- A deep knowledge of the needs of the population and linked to high level quality of life indicators. Quality data is used to demonstrate benefits to economic, environmental, health etc outcomes, and users participate at a strategic level in the decision-making process;
- The systems in place are fully formalised and safeguard the continuity of cycling policy;
- There are quality standards for each activity, including localised guidance that mainstreams cycling actions;
- Infrastructure considered in complete networks covering the whole local authority area;
- Sophisticated and targeted marketing strategy;
- Full commitment to delivery over the long term, including secured and prioritised budgeting;
- Systematic evaluation and monitoring of strategies, programmes and projects;
- SMART indicators are used as policy instruments; and
- Planning and transportation policy that ensures healthy and sustainable modes are the easy choices for the population.

Level 4: Systematic Approach

Score 71-90%

The development of cycling policy is regarded as a system, which is fully integrated into transport and land use policies. The active support of a number of key local politicians ensures a sophisticated cycling strategy is in place and there is sufficient resource in place to deliver it. Senior staff promote the local authority's work to a range of audiences.

Cycling is embedded within formalised steering groups and working practices. The working practices of all departments are regularly improved to accommodate cycle user needs. There is a broad range of measures implemented (e.g. infrastructure, marketing campaigns, information and education), co-ordinated centrally and measurable against outcome targets. Internal and external partners are involved in steering groups and actively contribute to delivery on projects and strategy.

The cycling policy is characterised by:

- User needs understood through consultation and the availability of data in a number of areas that is regularly collected, stored, analysed, is fed into policy systematically and can identify trends;

- There is an emphasis on people-focussed strategy and there are strong policies to reduce car use as well as providing advantage to sustainable modes;
- Supportive strategy in other key fields;
- A tendency for long-term planning;
- There is a substantial and consistent annual budget but it is not yet safeguarded for the long term; and
- Formal partnerships between different partners (e.g. other departments, schools, employers, health organisations) to deliver projects.

Level 3: Co-ordinated Approach

Score 51-70%

There are a number of formal arrangements in place that ensure the co-ordination and continuation of cycling activities. There are a number of staff within local authority departments concerned with transport and land use disciplines that demonstrate joined-up thinking internally and with partners in relevant sectors. Their actions are limited by resource allocation.

There is political support for good news stories, but little strong will to tackle the underlying issues.

The cycling policy is characterised by:

- Cycle use data collected regularly to monitor progress and a good understanding of the needs of different types of user;
- A cycling strategy that is a prominent part of the wider Local Transport Strategy;
- The cycling staff plan over the medium term, but much of the planning is project-based and cycling rarely receives the resources that are required to produce mode shift; and
- Communication of information, experience and plans ensures some cross-departmental working, however activities are not always complementary.

Level 2: Isolated Approach

Score 31-50%

There is a cycling policy, but it is not effectively co-ordinated with transport, land use, health and environmental policy. Staff in one or two departments deliver cycling and have difficulty involving the remainder of the local authority.

Infrastructure development is the main concern of the policy, although some supplementary activities are undertaken. The cycling policy is characterised by:

- Some isolated political support;
- Reasonable budget but significantly resourced by external sources;
- Strategy will consist of a commitment to general principles, but these are not binding or compulsory;
- Targets are largely output-based, or based on difficult-to-measure outcomes;
- Some data is collected and there is knowledge of the cyclists' needs and priorities;

- Decisions by other departments may be counter-productive to promoting cycling;
- Continuity is dependent on a few individuals.

Level 1: Ad-hoc Approach

Score 11-30%

There is a limited cycling policy that mainly concentrates on problem-solving and is dependent on individual efforts. Most of the actions are re-active.

Cycling is usually very low down on the list of priorities, and the policy is characterised by:

- Minimal political support;
- Low and irregular budget allocations;
- Minimal staff resource and often at a technical level;
- Limited understanding of users' needs; and
- Short-term actions.

Level 0: No Approach

Score 0-10%

The local authority's efforts to promote cycle use are embryonic. There is very little demonstrable understanding of the needs of cycle users and the complexity of transport impacts on quality of life. On-road cycling is considered to be unsafe and it is perceived that there is little demand for it. It is likely that there is no meaningful cycling strategy and little resource commitment

6 National Summary

This Section of the report summarises the findings of the study at a national level.

Following a presentation of selected results, each Policy Area and Topic is considered in turn, incorporating a:

- Description of activities;
- Good local authority practice;
- Key local authority development requirements; and
- Cycling Scotland actions required.

Summaries of each local authority's performance and results are included in Appendices D & E.

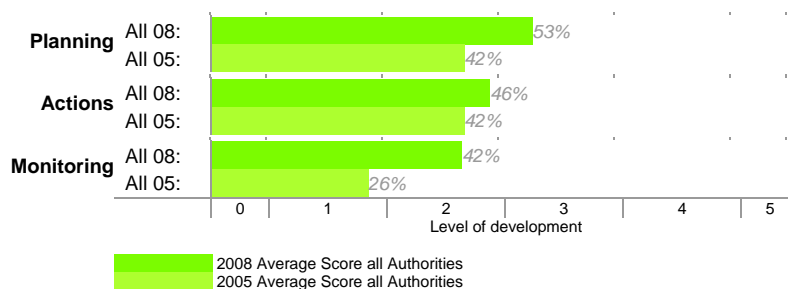
Selected Results

There has been steady progress in the majority of local authorities since 2005. The following charts illustrate selected indicators of performance.

National Performance in Individual Policy Areas

Chart 1 indicates the development in each Policy Area.

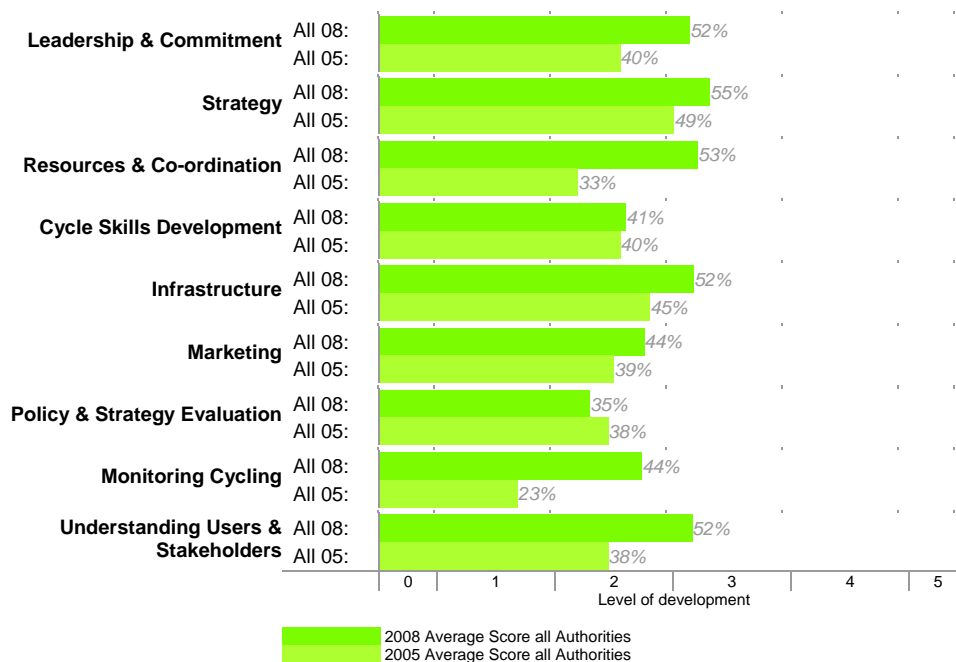
Chart 1 – National performance by Policy Area 2008v2005



National Performance in Individual Topics

Chart 2 indicates the development in each Policy Topic.

Chart 2 – National performance by Topic 2008 v 2005



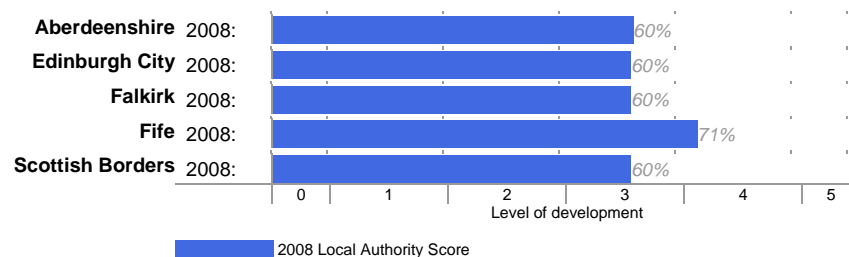
Best performing local authority

Fife Council – overall score of 71%

Aberdeenshire, Edinburgh, Falkirk, Scottish Borders – overall score of 60%

A number of other local authorities scored just below 60%

Chart 3 – Best performing local authorities



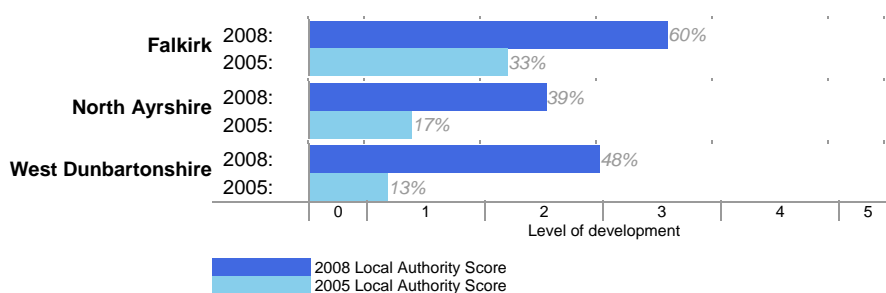
Most Improved local authorities

West Dunbartonshire Council – overall improvement of 35%

Falkirk Council – overall improvement of 27%

North Ayrshire Council – overall improvement of 22%

Chart 4 – Most Improved local authorities overall performance



Levels of development

As indicated in Section 5, overall scores of cycling policy are used to identify the level of development of each local authority. The National Assessment recognises six levels of cycling policy development, as shown below (score range in brackets).

The Assessment is a qualitative one designed to benchmark and stimulate policy improvement. There is an inherent difficulty in assigning a quantitative score to a qualitative assessment. Furthermore, local authorities differ greatly in nature in terms of geography, land use and organisational structure. It is therefore not possible to make direct comparisons between authorities.

28 of the 32 local authorities have improved scores since 2005

The Level of Development of each local authority is shown in Appendix E.

Level 5 – Integrated Approach (91-100%)

2008 – no local authorities

(2005 – no local authorities)

Level 4 – Systematic Approach (71-90%)

2008 – 1 local authority

(2005 – 1 local authority)

Level 3 – Co-ordinated Approach (51-70%)

2008 – 13 local authorities

(2005 – 3 local authorities)

Level 2 – Isolated Approach (31-50%)

2008 – 16 local authorities

(2005 – 19 local authorities)

Level 1 Ad hoc Approach (11-30%)

2008 – 2 local authorities

(2005 – 9 local authorities)

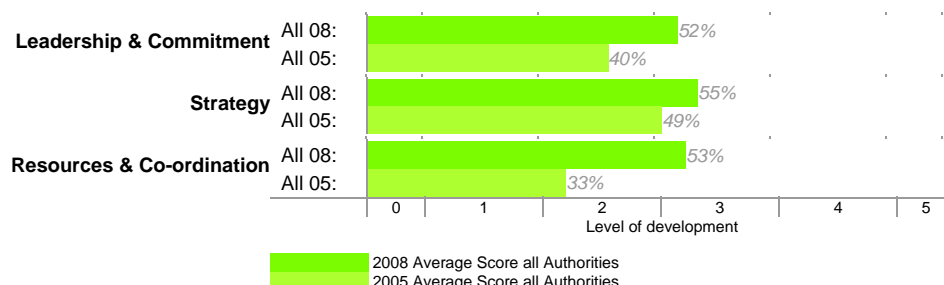
Level 0 – No Approach (1-10%)

2008 - no local authorities

(2005 – no local authorities)

Planning

Chart 5 – National performance by Planning Topics 2008 v 2005



Topic 1: Leadership & Commitment

The National Assessment criteria encourage senior level and corporate accountability for cycling actions integrated across all departments. The important role of elected members taking difficult, long-term decisions on sustainability is a key part of the criteria, and at the top level, involvement in actions and demonstrating public leadership on cycling is required.

At the top level, the authorities have a well established outcome-led travel plan with a range of hard and soft measures and a willingness to deter unnecessary car use as well as encourage sustainable modes, with SMART¹² targets set.

Description of Activities

11% improvement since 2005¹³

There has been considerable improvement in the level of Leadership and Commitment shown to cycling.

This is particularly evident in the area of Travel Planning, where 20 local authorities now have some form of Travel Plan in place, and the majority of the rest are in the process of developing one. In many cases, the Travel Plan has involved significant investment in staff and capital resource.

In a number of authorities, the Travel Plan is now being used to encourage more sustainable travel practices among local employers. The delivery of a number of Travel Plan measures – eg office pool bikes – is slowed by the stringent requirements of Health and Safety departments. There remains limited progress in restrictive measures such as reducing car parking capacity.

20 local authorities have a Travel Plan

At a senior managerial level, commitment to cycling varies considerably by local authority, but the awareness of the need for change has improved. The overall picture is that it is still proving difficult to develop commitment across departments and that more accountability needs to be created to ensure actions are delivered.

At a political level in most areas, elected members are beginning to realise the benefits of more people cycling, and there is improved involvement in publicising individual delivery

¹² Acronym for Specific, Measurable, Achievable, Relevant, and Time-bound.

¹³ It should be noted that, while specific indicators of leadership are included in the assessment, there remains a degree of subjectivity to the assessment of managerial and political leadership, in the self-assessment aspect.

successes. Regional Transport Partnerships have been hugely beneficial in developing a strategic perspective on transportation policy.

While there is widespread support for persuasive measures, there remains a requirement for elected members to lend more support to behaviour change and to take braver decisions on tackling growth in private car use.

Despite the progress made, there is still a low Co-ordinated Approach to Leadership & Commitment and a requirement to develop leadership at a political level and across departments.

Good Practice

Edinburgh – Political leaders are significantly engaged with staff on individual projects, policy steering and in driving improvements individually. The Executive Member for Transport chairs cycle forum meetings.

Fife – Travel Plan contains a range of hard and soft measures and progress is continually monitored and reviewed. The Local Authority aims to complete the Cycle Friendly Employer Award during 2008 and most of the criteria are already met.

West Dunbartonshire – From being the worst performing Local Authority in 2005, West Dunbartonshire has demonstrated a 35% improvement in performance overall that has largely been driven by the commitment of senior management. Cycling is now a key policy area integrated into senior level steering platforms.

Key Local Authority Development Areas

LC1 - Incorporate indicators on cycle use into the Single Outcome Agreement

LC2 - Develop a process of accountability for cycling outcomes

LC3 - Engage Councillors as partners in steering cycling policy

LC4 – Strengthen Travel Plans and work towards the Cycle Friendly Employer Award

Cycling Scotland Actions

CSLC1 - Continue to meet local decision-makers to encourage improvement

CSLC2 - Continue to work with local authorities to implement the Cycle Friendly Employer Award, as recommended by the National Transport Strategy

CSLC3 - Develop the Making Cycling Mainstream courses to demonstrate the contribution of cycling to successful Single Outcome Agreements

CSLC4 - Develop a process to help local authorities share experience on overcoming Travel Plan implementation hurdles

Topic 2: Strategy

The National Assessment criteria encourage local authorities to develop a deep understanding of user needs at a local level as a basis for a strong cycling strategy. There should be a range of objectives and measures integrated into all complementary policy areas across local authority responsibilities. The cycling strategy should be co-ordinated within a single document (either stand-alone or within a broader policy area (usually Transport)) and have links to all other key policy documents to ensure widespread implementation. All measures should be linked to a short to long term implementation plan with SMART output and outcome targets based on local indicators.

The Assessment also considers the level of sophistication of complementary land use and traffic reduction policies, in particular planning to shorten trip distances, the quality of development layouts and the measures in place to restrict private car access.

Description of Activities

6% improvement since 2005

Cycling Strategy

The majority of cycling strategies sit within the Local Transport Strategy. A number of local authorities have developed or are developing separate cycling and walking sub-strategies. There has been a general improvement in the overall quality of strategy policies, however there are still significant steps required to identify and integrate holistic actions that will address the fundamental barriers to cycle use.

Increasingly, health and sustainability are taking a stronger position within transport at a local level. This has resulted in the majority of local authorities adopting a far broader range of cycling policies that often sit within a number of policy documents, or refer to links between documents, particularly in Local Plans.

While in many cases, policies are specific and strongly worded, in a majority, the wording is such that commitment to action is heavily caveated. Local strategies often avoid making strong statements on cycling policy. In many cases, cycling is still an add-on to a wider strategy, although in general there is a gradual move to a more co-ordinated approach.

Action plans are, in the majority of cases, still considered in isolation within one or two departments and particularly within transportation. Action plans are also, for the most part, lacking SMART output and outcome targets.

A number of local authorities, particularly in the Tactran area have not updated Local Transport Strategies since the first round in 2000/01. The delay in approving Regional Transport Strategies has been the principal reason for this delay.

Complementary Policy

While complementary policy on land use, development control and road traffic reduction accounts makes up just 20% of the overall strategy score, its significance in terms of the impact on Active Travel modes is probably as great as the remainder of cycling policy as a whole.

Many of the barriers to Active Travel are created by unsustainable urban planning and transportation practices. While the changing direction of local and national policy is positive, there is a legacy of single use developments, transport

The average trip length in Scotland grows at approximately 1.3% per annum
(Scottish Transport Statistics 2007, Table 12.6)

infrastructure and development layouts principally facilitating car use, and professional expertise that does not effectively accommodate cycles.

12 local authorities state that cycling staff are consulted on development control decisions

Local authorities are addressing some of these issues through amendments to Supplementary Planning Guidance and Development Advice Notes, and there is little doubt that on a general level there has been an increased understanding in recent years of the need to incorporate cycle user needs into local development plans. Most local authorities' planning policies have been strengthened by the recommendations in Scottish Planning Policy 17¹⁴ and Planning Advice Note 75¹⁵. However, the application of these principles remains somewhat patchy. On

the whole, development layouts and locations principally encourage car use, with cycle facilities incorporated as an add-on.

Clackmannanshire is the only local authority that referred to targets on traffic reduction in the study, however the indicators are very localised. A minority of local authorities discuss restricting or reducing the rate of growth, or the rate of increased growth, and some refer to indicators of this. For most local authorities, strategy measures remain relatively disjointed. While there are advances being made in persuasive measures, there is little political will to implement the holistic and fundamental changes in emphasis required to restrict private car use.

To a significant extent, this finding confirms the conclusions of The Evaluation and Review of Local Authority Road Traffic Reduction Targets. Local authorities have been unable to deliver on the local requirements of the Road Traffic Reduction Act, and there is a reluctance to deliver while there remains a perceived lack of consistent strategy at a national level. There is also a reluctance to buy in to the potential of road traffic reduction policies to achieve local transport objectives, particularly in relation to economic performance.¹⁶

"Opportunities for delivery of road traffic reduction targets are not wholly in the control of local authorities, but require a much wider partnership and commitment, across most levels of government and also the private sector."¹⁷

Good Practice

City of Edinburgh – The cycle network is considered an integrated part of development planning, and in many cases the concept of advantage to sustainable modes is realised. The local authority strongly favours mixed use development within the city boundary. There are a number of innovative improvements to the transport network and the local authority demonstrates a desire to reduce car use through both incentives and disincentives, including road space re-allocation.

East Lothian – The East Lothian Design Standards for New Housing Areas document is targeted at developing Home Zones wherever practical and producing more connected, permeable layouts to make walking and cycling more attractive.

Fife - Fife Council has developed a publically available (in its final form) five-year cycling action plan 'Draft Cycling Charter for Fife'. Each policy intervention is measured by output

¹⁴ Scottish Planning Policy 17: Planning for Transport, Scottish Executive (2005)

¹⁵ Planning Advice Note 75: Planning for Transport, Scottish Executive (2005)

¹⁶ The Evaluation and Review of Local Authority Road Traffic Reduction Targets, Scottish Executive (2006)

¹⁷ The Evaluation and Review of Local Authority Road Traffic Reduction Targets, Scottish Executive (2006)

targets, linked to outcome targets of increased cycle use measured by a range of SMART localised indicators and directly linked to strategy objectives.

Stirling – Stirling Council's Transport Planning Development Advice Note advises new developments on sustainable transport. It ensures that developer contributions match the transport impacts of their developments. The less sustainable the mode use, the greater the level of contributions.

Key Local Authority Development Areas

S1 - Develop a cycling action plan cutting across policy areas to support strategy delivery and linked to the Cycling Action Plan for Scotland process

S2 - Strengthen policy to tackle unnecessary private car use in both urban and rural contexts

S3 - Improve integration between cycles and all other modes

S4 - Strengthen the role of shared space design in development control and urban areas

Cycling Scotland Actions

CSS1 - Work with all partners and stakeholders at all levels to deliver a Cycling Action Plan for Scotland

CSS2 - Assist Local Authorities in applying the Cycling Action Plan for Scotland at a local level

CSS3 - Disseminate good practice on strategy

CSS4 – Develop individual Making Cycling Mainstream courses for Strategy and Development Control

Topic 3: Resources & Co-ordination

The National Assessment criteria encourage local authorities to identify a lead officer, preferably at senior level and with the support to dictate resource across departments and co-ordinate actions on cycling. A regular senior-level steering group is also beneficial in developing accountability and checking progress.

Topic 3 also considers funding. The criteria encourage a long-term approach to secure and consistent funding for cycling to permit forward planning.

It is recognised that the size and nature of authorities varies considerably, however the criteria is designed to accommodate the differing approaches to resource and co-ordination.

Description of Activities

20% improvement since 2005

Personnel & Co-ordination

Local Authorities now typically have a number of officers in place dealing with various aspects of cycling. Commonly the lead is taken by officers in one of the following roles:

- Transportation planning/ policy;
- Road safety;
- Access;
- School Travel; or
- Travel Planning.

In urban authorities, typically a handful of staff will deal with transport planning, with sustainable transport policy delivered by one or more staff members. While this aids consistent development, the challenge is in integrating actions into senior level responsibilities. Frequently cycling policy is not effectively co-ordinated across departments.

In semi-rural/ rural authorities, cycling actions are generally a part of the roles of staff in different departments. The challenges there are usually in identifying a lead officer to co-ordinate policy and delivery and, as with urban authorities, integrating this into senior level responsibilities.

Against this background, local authorities are faced with the problem of a skills shortage in transport planning generally, and the feedback from many authorities indicates that budgetary constraints in local authorities are hindering long term staff recruitment and efforts to develop cycling policy.

While co-ordination at an officer level between the various members of staff involved in delivering cycling actions is reasonably good in most local authorities, there remains a need to engage more effectively with many of the departments and staff who believe that cycling is not their responsibility.

Funding

Approximately 1% of all transport funding in Scotland is spent on cycling. Typically around 3% of total transport funding at a local level is spent on cycling (this figure includes external

ring-fenced funding)¹⁸. If Scotland wishes to increase cycle use, this funding picture has to improve.

In the vast majority of local authorities the lack of a secure and long term approach to funding means that staff are commonly tailoring activities to external resource drivers rather than a long term plan for delivering cycle use. A significant number of local respondents expressed concern at the uncertainty over ring-fenced funding sources from Central Government such as Cycling Walking Safer Streets, through Sustrans' National Cycle Network and School programmes and Regional Transport Partnerships. A majority said that reducing the level of funding through these sources will lead to reduced cycle expenditure at a local level.

Inconsistent local capital and revenue funding means that projects are frequently only delivered in areas where external/ ring-fenced funding sources are provided.

The move towards an outcome-based approach through the National Performance Framework means that an increased emphasis will be placed on local authority funding to meet objectives, either through resourcing Regional Transport Partnerships' activities or direct funding. It is vital that cycling features prominently in future local authority budgets.

Good Practice

Fife – Fife identifies the long term funding requirements to deliver its action plan targets. The budget is broken down by allocations and a maintenance budget is identified (on top of the base transport network maintenance budget. 83% of its funding in 2006/07 was from external ring-fenced sources.

Falkirk – Falkirk has a dedicated full-time Cycling Officer who has responsibility for co-ordinating and delivering all actions on cycling. The local authority has progressed significantly. In the past three years since this post was developed.

West Dunbartonshire – West Dunbartonshire steers cycling actions through its Sustainable Development Working Group, which operates at a head of service level and has the backing of the Chief Executive. Actions are delivered and monitored by the Group, which incorporates all departments.

Key Local Authority Development Areas

RC1 - Dedicate more time for a lead cycling officer to co-ordinate cycling actions

RC2 – Develop a senior level Steering Group to implement consistent actions across policy areas and departments

RC2 - Identify consistent revenue funding sources for promotion and maintenance

RC3 - Provide more consistent capital funding

Cycling Scotland Actions

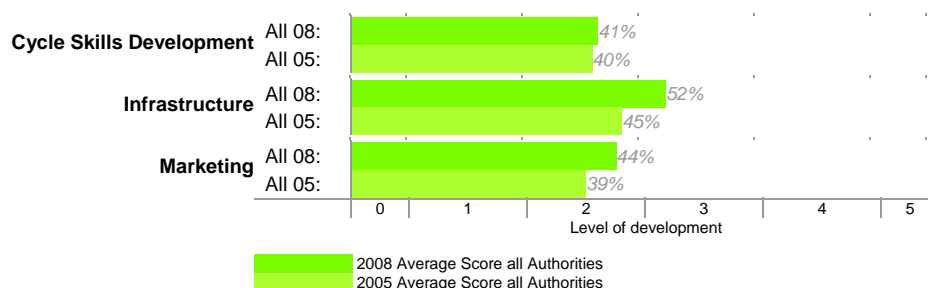
CSRC1 - Disseminate good practice on staff resource co-ordination

CSRC2 - Continue to work with partners at all levels to improve funding allocation for cycling

¹⁸ Spokes survey 2007 for 2006/07 financial year expected budget allocations. Spokes Bulletin, Spring (2007)

Actions

Chart 5 – National performance by Actions Topics 2008v2005



Topic 4: Cycle Skills Development

The National Assessment criteria encourage local authorities to develop skills progression: for children through the delivery of multi-stage training to UK National Standard levels 1-3 and integrating cycling into the school curriculum; and for adults by providing introductory guided rides tailored to the needs of different target groups.

In both cases, authorities are encouraged to develop steering partnerships across all responsibilities and incorporate policy targets in relevant disciplines (eg. Health, Education, Transport etc).

Description of Activities

1% improvement since 2005

Children

The current delivery focus for most local authorities has been on the Scottish Cycle Training Scheme (developed by Road Safety Scotland to UK National Standard level 2 if delivered on-road) aimed at school children aged 10-12. Cycling Scotland has developed resources for National Standard Level 1 (Ready Steady Bike) and Level 3 (Go byCycle).

In 2001, research for the (then) Scottish Executive showed that in the region of 10% of the eligible school population were completing on-road cycle training and a further 20% completing training off-road (not to the current National Standard), with 85% of schools being offered training.

There is currently limited data in this area but recent information collated by Road Safety Scotland shows a slight increase in the levels of on-road delivery and an overall increase in the levels of delivery. However, almost a third of local authorities still provide no on-road delivery and only 1 local authority has it as the principal option.

Traditional delivery has relied on volunteers through Road Safety Units. However a shift in the delivery framework is currently taking place whereby Active School Teams have taken on a coordinating role for the delivery of the scheme locally.

The delivery focus remains:

- Building the capacity to deliver by increasing the available instructor base;
- Maximising delivery of on road-training at National Standard Level 2; then

■ Adding additional levels.

There is a need for increased commitment, possibly through policy statements and the re-allocation of resources if we are to increase the numbers of children receiving on-road cycle training.

Significant challenges to developing the schemes are presented by pressure on the curriculum, a shortage of volunteers and inconsistent application of standards.

Adults

There remains a requirement to re-introduce adults to cycling. One way to overcome the perceived barriers is through led-rides focussed on particular settings, such as travel to work or community based initiatives.

Local authorities committed to increasing cycle usage have an awareness of such programmes. At present, isolated promotional activity is fairly widespread, often as part of Bike Week events. Some local authorities have staff trained as adult ride leaders through Bicycle User Groups or Travel Plan arrangements. However, this is an area where much more can be done at relatively little cost. There may be an opportunity to engage with bike shops and local employers who could be encouraged to provide trainers free or at a very minimal fee in exchange for free publicity.

Good Practice

Argyll & Bute – The Scottish Cycle Training Scheme is available to all primary schools and is delivered as an on road activity in 74 of the 80 schools. Cycle training is seen as an integral part of road safety education, and is looked at as an investment in giving future drivers a more holistic appreciation of road safety; Argyll and Bute has lower incidence young driver casualties than the Scottish average.

Orkney Islands - The Community Safety Team (comprising the antisocial behaviour officer, school travel plan co-ordinator, social services and the police) co-ordinate cycle training and skills for school aged children. 100% of school aged children have access to cycle training at the age of P6. 74% of schools in Orkney have either an Active Travel Plan or a Travel Plan which is under construction.

Shetland - Cycle training at National Standard levels 1 and 2 is offered and coordinated by a steering group of key stakeholders. Training is available to all schools and is delivered on a rotational basis to pupils.

Key Local Authority Development Areas

D1 - Maximise on-road delivery of Scottish Cycle Training Scheme for 10-12 year olds and introduce as policy for all schools

D2 - Introduce delivery of multi-stage child cycle training

D3 - Develop a system of introductory adult led-cycle rides for key target groups

Cycling Scotland Actions

CSD1 - Continue to work with Road Safety Scotland and other partners to develop and deliver progression in training delivery for both children and adults

CSD2 - Deliver the recently developed Cycle Friendly Schools Award in conjunction with complementary initiatives (eg Active Schools)

CSD3 - Continue to train instructors for both children and adults

Topic 5: Infrastructure

The National Assessment criteria encourage local authorities to develop a long-term network-based approach to Infrastructure, based on a holistic understanding of user requirements, network principles and appropriate guidance.

At the top level, it is expected that local authorities:

- Understand the core design principles for different users and monitor local data on that basis;
- Integrate cycle facility design into all infrastructure guidance, taking into account the latest advances in holistic urban planning and street design;
- Plan sophisticated joined-up local and regional networks, fully evaluated against user needs with prioritised development plans and an approach that facilitates access to all destinations by all potential users;
- A SMART targeted implementation programme, joined up with all local authority delivery programmes; and
- Sophisticated maintenance programmes with clear criteria and monitoring of targets.

Description of Activities

7% improvement since 2005

Local authorities are beginning to develop cycle networks in a more holistic manner however, this is often not co-ordinated effectively with other infrastructure programmes creating conflicting priorities.

The Core Path Planning process has permitted a more holistic approach to develop integrated networks of off-road routes. However, this process needs to feed into the development of cycle network plans rather than form the basis of it. The needs of cycle users, particularly as a mode of transport, and pedestrians are often very different.

There is still a significant focus on developing off-road routes, and often planning processes consider off-road and on-road networks separately. There are very few local authorities with holistic network plans in place.

Constraints on space and the complexities of land ownership negotiations often slow the development of segregated, traffic-free routes. There remains a need to understand more fully that creating a cycle friendly road network, particularly in urban areas, is the key to delivering real increases in cycle use and that this approach is consistent with good urban design and economic development objectives.

Good Practice

Aberdeen - All new traffic lights have feeder lanes and advanced stop lines as standard as part of a move to improve cyclist visibility and safety in the City.

Glasgow City –The cycle network plan is currently being re-appraised using criteria based on origin-destination. Planning software is used to determine trip generators, detour factors, car ownership and travel to work mode to assess the value of each route in serving the potential market. The extensive consultation process of developing the core path network will feed into the cycle network development plans.

City of Edinburgh – The Local Authority has set as policy that there is a presumption that cycles are exempted from one-way streets and banned right turn restrictions, and against new roundabouts. The Local Authority has also removed existing roundabouts in some cases.

South Ayrshire – South Ayrshire Council won the Scottish Transport 2007 Walking and Cycling Award for the development and implementation of local feeder routes as part of their Local Cycle Networks for small and medium-sized towns.

Key Local Authority Development Areas

- I1 - Develop the understanding of network planning principles throughout key departments
- I2 - Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- I3 - Develop holistic network plans to allow access to all destinations by all users
- I4 - Introduce SMART infrastructure delivery targets linked to outcome indicators
- I5 - Use best practice modern design standards to prioritise active travel over car use, particularly for short trips
- I6 - Develop specific criteria for route maintenance procedures

Cycling Scotland Actions

- CSI1 – Continue to deliver Making Cycling Mainstream courses on Infrastructure
- CSI2 - Continue to disseminate good practice advice
- CSI3 - Engage with local authority decision-makers and arrange best practice visits
- CSI4 - Continue to work with the Scottish Government to develop the Designing Streets guidance

Topic 6: Marketing

The National Assessment Criteria encourages the development of outcome-based promotional strategies. It is considered that at the Integrated Approach stage, the local authority has: local market segmentation data and is able to identify trends; a long-term outcome-led marketing strategy, with full engagement of all key stakeholders at strategic and delivery levels; and runs both sophisticated general as well as highly targeted campaigns aimed at specific market segments.

Description of Activities

5% improvement since 2005

Almost all local authorities take part in some form of promotional campaign, substantially carried out by technical officers.

A small majority of local authorities now have provide some basic information on the local authority website and most provide press releases to promote new facilities.

Sustrans' Safe Routes to School¹⁹ programme, run as part of the Scottish Government's 'Tackling the School Run' initiative, have been extremely successful in instigating local authority action targeted at a specific market.

15 local authorities state that promotional activities are delivered by departments in isolation

23 local authorities run events publicised as part of Bike Week

Over two-thirds of local authorities have delivered activities as part of Bike Week, increasingly in partnership with RTPs and other authorities.

Most local authorities who have implemented a Travel Plan have developed promotional activities around it.

While much of this activity is valuable in increasing awareness, local authorities rely heavily on external funding sources to deliver promotional campaigns and this lack of consistent revenue funding hinders long-term development and outcome-led strategies. There is a significant lack of local market segmentation being done to inform promotional activities. No local authorities currently have a long-term marketing or promotional strategy in place and, with the exception of some of the schools activities, very little assessment of the impact of activities is carried out. Individual campaigns often lose their impact without continuous investment to build and maintain momentum.

It may be unrealistic to expect local authorities to carry out market research and develop sophisticated marketing strategies in isolation. A significant degree of support and consistent long-term planning must be developed at a national and regional level to support activities. Regional Transport Partnerships are aiding this process, however, more intervention is required at a national level to develop this.

Economies of scale may also be achieved by better partnerships across local authority boundaries. This could allow pooled resources to fund market research and strategy development. Local authorities should also engage more effectively with the private sector to determine shared opportunities.

¹⁹ Sustrans Safe Routes to School <http://www.saferoutestoschools.org.uk/index.php?f=scotland.htm>

Good Practice

Glasgow City – the local authority won a European Mobility Week award for its full and imaginative participation in both 'In Town, Without My Car!' events and 'European Mobility Week ' 2004.

Scottish Borders – The recreational Cycling Group has instigated the development of a Recreational Marketing Strategy.

Moray – the local authority has developed a broad range of promotional measures based around the 'Get Fit -Be Green-Go Cycle' message.

Key Local Authority Development Areas

M1 - Develop an outcome-based marketing strategy for cycling, cutting across departments and engaging key partners

M2 - Pilot targeted marketing campaigns linked to a broader marketing strategy

Cycling Scotland Actions

CSM1 – Continue to deliver the Making Cycling Mainstream course on Marketing

CSM2 – Continue to deliver Cycle Friendly Employer and Cycle Friendly Schools programmes

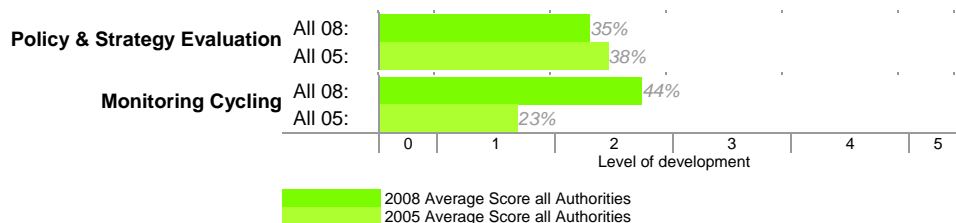
CSM3 – Continue to co-ordinate and develop National Bike Week

CSM4 – Work with national partners to develop targeted and consistent promotional campaigns and develop the links between these and local delivery

CSM5 – Disseminate best practice through the development of advice sheets on Marketing

Monitoring

Chart 5 – National performance by Monitoring Topics 2008v2005



Topic 7: Policy & Strategy Evaluation

The National Assessment criteria encourage a progression towards the monitoring of individual interventions, linked to strategic cycling outcome indicators that feed into corporate quality of life goals for the population.

It is of vital importance that local authorities set appropriate SMART outcome and output targets to create accountability and demonstrate policy benefits. Cycling targets should be based on local data. Ideally, indicators should include public attitude and user satisfaction trends.

The developing National Performance Framework puts the onus on local authorities to demonstrate the results of policy.

Description of Activities

3% regression since 2005²⁰

Policy and Strategy Evaluation is an area that is poorly developed. Most local authorities set targets for local area actions. However, in the majority of cases these are not linked to outcomes, and often where they are, the outcome indicator is Census or Scottish Household Survey data rather than local data. As discussed in Topic 8: Monitoring, there are difficulties in collecting reliable cycle use data, and it is therefore essential that targets to increase cycle use are backed up by the use of several key indicators.

Cycling Scotland will develop monitoring guidelines to advise on the effective monitoring of cycling and will continue to work with relevant stakeholders to discuss how data can be effectively collated and reported on at a local and national level to develop outcome indicators.

Best Practice

Draft Cycling Charter for Fife - Fife Council has developed a publically available (in its final form) five-year cycling action plan. Each policy intervention is measured by output targets, linked to outcome targets of increased cycle use measured by a range of SMART localised indicators and directly linked to strategy objectives.

²⁰ The 2005 Assessment incorporated Evaluation and Monitoring within the same Topic. Cycling Scotland (2005)

Key Local Authority Development Areas

- E1 - Incorporate indicators on cycle use into the Single Outcome Agreement
- E2 - Develop local outcome indicators for cycling policy
- E3 - Develop user satisfaction indicators for cycling
- E4 - Improve links between outcome indicators and actions

Cycling Scotland Actions

- CSE1 – Work with partners to develop advice on incorporating cycling outcome indicators into Single Outcome Agreements
- CSE2 – Disseminate good practice through the development of advice sheets on policy and strategy evaluation

Topic 8: Monitoring Cycling

Monitoring trends and the impacts of interventions is one of the most fundamental elements of planning. Without data on patterns, levels and attitudes, it is almost impossible to understand how effective funding schemes are and how efforts should be targeted to most effectively plan for the future.

The National Assessment criteria encourage a holistic approach to monitoring, developing trends on cycle use indicators and public attitudes. It also recommends communicating data and trends to colleagues and partners to develop public reporting mechanisms.

Traditionally monitoring has been a very weak area in cycle policy. The low number of cycle trips means that data is often very unreliable which creates particular challenges in identifying trends. In addition, in the area of on-route cycle use counting, the technology is still in development, particularly in on-road cycle counting.

However, in both cycle use counting and 'settings'-based monitoring, there are signs of improvement at a local level.

Description of Activities

20% improvement since 2005²¹

Cycle use counts

At the beginning of 2007 there were approximately 200 automatic cycle counter (ACC) sites in Scotland, the vast majority of which were in the Central Belt area. Around two thirds of these were local authority or RTP-funded initiatives, the remainder funded by the Scottish Government. Approximately half of the Scottish Government funded counters are monitored by Sustrans, the other half by local authorities.

Co-ordination of output has proved difficult and the quality of the data collected varies considerably.

²¹ The 2005 National Assessment incorporated Evaluation and Monitoring within the same Topic. Cycling Scotland (2005)

Sustrans' Counter Audit in 2004²² found that only 35 of the 116 counters identified provided more than 9 months data.

The main problems are:

Many local authorities put aside no budget for data collection/ maintenance and the overall level of data collected is extremely poor

- In many cases there has been no strategic planning in the location of many counters;
- Missing data is patched with software that is designed to deal with forecasting motor traffic data;
- Many practitioners consider ACCs unsuitable for the vast majority on-road locations due to the nature of cycle movements and the high levels of 'shadow' counting from passing motor vehicles;
- As a result the picture from local ACCs is extremely patchy and it is not possible to derive an overall pattern of cycle use.

However, at a local level there are signs that this aspect of policy is improving.

In 2006/07 SEStran funded the purchase of counting equipment for all authorities in the region. The Scottish Borders Council use mobile counters in order to improve network coverage. South Ayrshire Council now installs ACCs as a matter of course on all new segregated routes. Several local authorities (eg. Falkirk, Fife) use development planning gain to fund the installation of ACCs with associated routes.

In some local authorities, notably Glasgow City, automated count trends are validated by biannual cycle parking surveys and screenline or cordon counts.

During 2007, Cycling Scotland held discussions with RTPs, Sustrans, local authorities and the Scottish Government on the way forward to improve the situation further. Cycling Scotland is committed to publishing a guidance note on cycle use counting and working with its partners to develop robust local monitoring regimes to establish local and national trends.

Travel to School Data

Travel to school data is collected in most local authorities through School Travel Planning. From Autumn 2008 this will be collated and monitored at a national level by the network of School Travel Plan Co-ordinators through Sustrans. All school children in Scotland will take part in a 'hands-up' survey asking questions on the mode of travel and how children would like to travel to school.

Sustrans has made it a requirement of Safe Routes to School funding that cycle parking monitoring is conducted.

Workplace Travel Data

The vast majority of local authorities have undertaken workplace travel surveys as part of Staff Travel Plan development. In some cases, notably Renfrewshire, data is being collected from other local employers.

²² Scotland Automated Counter Audit, Sustrans (2004)

Road Safety Data

In March 2000, the UK Government, along with the (then) Scottish Executive and the National Assembly for Wales, announced a new national road safety strategy and set casualty reduction targets for 2010, based on an average of levels between 1994 and 1998.

The key targets are:

- A 40% reduction in the number of people killed or seriously injured (KSI).
- A 50% reduction in the number of children killed or seriously injured.
- A 10% reduction in the slight injury casualty rate.

All local authorities monitor traffic accident statistics provided by the Police. In general, accident trouble spots and trends are addressed through remedial works and safety campaigns. In most cases, the low level of cycle use means that cycle accidents do not feature prominently in statistical analysis.

However, this approach to safety, concentrating largely on accident reduction has led to a narrow set of solutions, often creating a built environment that is hostile to users of vulnerable modes. The approach at a national and local level needs to be broadened to improve linkages with other key areas such as social inclusion and health, to take a holistic view of 'safety' as opposed to 'accidents'.

The National Assessment criteria encourages local authorities to identify trends in perceived and actual risk, key factors to address in encouraging active travel, as well as numbers of accidents.

It is accepted that guidance at a national level is required in this field, and Cycling Scotland welcomes the current consultation on the Scottish Road Safety Strategy. It strongly urges that a holistic approach to road safety is taken in the future.

Good Practice

Fife - Fife Council has developed a range of indicators to measure progress, and strongly linked to every policy intervention.

School Travel Plan Co-ordinators – through the network of school travel plan co-ordinators, snapshot 'hands up' survey data will be collated across the country from Autumn 2008.

Scottish Borders – the local authority has implemented a system of mobile cycle use counters. These can be deployed at various points on the network to maximise coverage.

Key Local Authority Development Areas

Mo1 - Establish baseline cycle use data

Mo2 - Monitor staff travel regularly and report progress

Mo3 - Monitor school travel regularly and report progress through the School Travel Plan Co-ordinator network

Mo4 - Develop public reporting of local cycle use indicators

Mo5 - Monitor perceived safety among cycle users and non-cycle users

Mo6 - Develop targets on cyclists' safety

Cycling Scotland Actions

CSMo1 – Develop guidance on cycle use monitoring

CSMo2 – Incorporate actions on monitoring into the Cycling Action Plan for Scotland

CSMo3 – Work with partners to develop national level indicators for cycle use

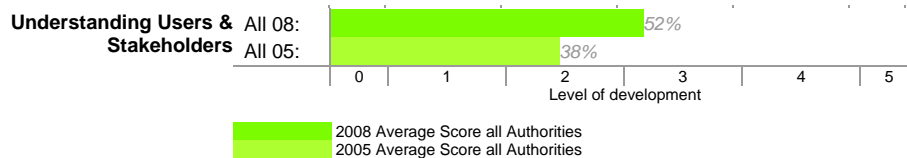
CSMo4 – Continue to deliver the Making Cycling Mainstream course on Targets and Monitoring

CSMo5 – Work with partners to influence the direction of the Scottish Road Safety Strategy

Understanding Users & Stakeholders

The Understanding Users & Stakeholders Topic sits outwith the three main Policy Areas. Elements of it are contained within each Area and the results are pulled out to afford analysis.

Chart 5 – National performance Understanding Users & Stakeholders 2008v2005



Topic 9: Understanding Users & Stakeholders

There are a number of key elements that local authorities can incorporate to ensure they understand and engage stakeholders effectively and meaningfully.

The National Assessment criteria encourage a customer focussed approach to users and stakeholders and a progression towards a system of strategic partnership with users and stakeholders at all levels of decision-making. They aim to incorporate elements of participation, consultation and communication with policy or strategy formulation as well as individual projects and localised decisions.

It also encourages the development of local data and knowledge that is communicated internally and externally to permit an understanding of the benefits of a good cycling policy to high level outcomes – eg health, economy, environment.

Description of Activities

7% improvement since 2005

All local authorities engage users in a communicative and consultative manner during the formulation of major strategies and plans. There is good practice across Scotland, with a range of workshop, survey, and written consultations undertaken. Commonly, information on the current reasons for, and attitudes and barriers to cycling are collated and fed into Local Transport Strategies. The data and knowledge on user needs should be collected on a more formal and regular basis to develop indicators of progress based on user satisfaction. Aberdeen City is developing such a process.

All local authorities have a statutory obligation to facilitate a local access forum in relation to Core Path Planning. Scottish Natural Heritage (SNH) and Paths for All have produced good practice guidance for access forums²³. The Paths for All/ SNH guidance, sets out a useful framework for managing the process of stakeholder engagement within a forum. However, access forums do not necessarily deal with cycling issues in a holistic manner.

Cycle forums are in place in several local authority areas in different forms. The most effective example is in Edinburgh, where the engagement process is directly linked to decision-making.

²³ Local Access Forums – A Guide to Good Practice, Paths for All and Scottish Natural Heritage (2006)

The development of effective Community Planning Partnerships may be one of the future catalysts for helping develop a more participatory approach to cycling policy formulation.

There is a requirement for Community Planning Partnerships to develop Joint Health Improvement Plans and Regeneration Outcome Agreements. In the majority of cases, the impact of these is still to be realised and there are concerns about their effectiveness to demonstrate results, with improvements in the engagement processes still required²⁴. The challenge is to integrate these effectively with existing strategies and actions to ensure that outcomes are delivered.

Good Practice

Aberdeen - Annual reviews into transport aspirations for the City are carried out through the 'City Voice' (Community Planning forum) questionnaire. The first one has recently taken place and included a series of cycling questions in terms of barriers towards cycling. These answers are forming part of the background information for the revision of the Cycle Strategy.

Edinburgh - The Edinburgh Cycle forum brings together key partners, user groups and local authority departments, and the group is chaired by the Convener of the Transport, Infrastructure & Environment Committee. Actions from the forum are fed back into strategy and planning at all levels.

Scottish Borders - The Recreational Cycling Group includes local authority departments, Scottish Enterprise Borders and Visit Scottish Borders. The helps co-ordinate and promote recreational cycling in the Borders and has instigated the development of a Recreational Cycling Strategy.

Key Local Authority Development Areas

US1 - Improve knowledge of cycle user needs across departments and at a senior level

US2 - Engage users as partners in decision-making

US3 - Develop links between forums and decision-making

Cycling Scotland Actions

CSUS1 - Attend local cycling forums

CSUS2 - Disseminate good practice examples and advice

CSUS3 - Continue to deliver the Making Cycling Mainstream on Stakeholder Engagement

²⁴ Health Improvement Planning in Scotland: An analysis of Joint Health Improvement Plans, NHS Health Scotland (2005)

7 Key Findings and Next Steps

The key aims of the National Assessment 2008 are to:

- Benchmark Local Authority progress on cycling policy;
- Catalyse improvements in Local Authority policy by providing advice on key areas of development; and
- Identify gaps and opportunities at a national level that can be taken forward by Cycling Scotland to help facilitate local authority development.

Benchmarking Progress

The National Assessment 2008 demonstrates that almost every aspect of local authority cycling policy has advanced since 2005, with an overall improvement of 8%. A significant part of this improvement is attributable to local authorities implementing the recommendations of the 2005 Assessment.

28 of the 32 local authorities have improved cycling policies as compared with 2005.

As the only local authority demonstrating a 'Systematic Approach', Fife Council remains the best performer; with a holistic strategy in place that is well planned, consistently funded and continually evaluated. It's Draft Cycling Charter for Fife is a lead that other local authorities should follow.

The most improved local authority is West Dunbartonshire Council. Catalysed by the recommendations of the 2005 Report, strong managerial leadership from the Chief Executive downwards has demonstrated that significant change is possible with commitment at a senior level. Falkirk Council has also progressed significantly thanks to the appointment of a full time Cycling Officer and is now one of the best performers in Scotland.

The main areas of strength are:

- Cycling strategy development;
- Staff resource allocation;
- Off-road child cycle skills development;
- School Travel Plans and associated interventions;
- Staff Travel Plan formulation;
- Use of cycle route design guidance;
- The implementation of individual cycle route measures;
- Individual promotional measures; and
- Strategy and scheme consultation.

The main areas of development required are:

- Greater political leadership;
- More substantial and consistent capital and revenue funding;
- Inter-departmental co-ordination;
- Multi-stage delivery of child and adult cycle skills development;

- Integration of cycle network planning principles within development and roads planning;
- Integrating cycling with all modes of transport;
- Road traffic reduction measures;
- Development of outcome-related promotional strategies;
- Monitoring cycle use trends;
- Evaluation of policy and demonstration of intervention benefits; and
- Engaging users as strategic partners.

There are a great many examples of good practice across the country, however there remain significant challenges ahead. The key policy drivers of mental and physical well-being, fuel shortages and climate change all point towards the need to significantly modify the travel behaviour of the population. Strong political leadership at all levels is required to deliver this.

The National Assessment criteria encourage local authorities to develop holistic inter-modal and sustainable transport strategies, linked across all relevant policy areas. Cycling should form a core element of such strategies.

In many cases, local authorities are too focussed on local priorities to deliver the strategic objectives being asked of them. There is a need for consistent transport policy at a national level and a long term approach taken to sustainable investment and strategy. The Regional Transport Partnerships have a key role in continuing to develop a strategic outlook and a partnership approach at a local level. National Agencies have a vital supporting role in providing expertise, guidance and delivery support. There is also a need to engage more effectively with the private sector.

It is hoped that the National Performance Framework will provide the consistent approach required. The proposed Cycling Action Plan for Scotland will aim to strengthen the role of cycling within the outcomes of the framework at a local and national level.

Local Authority Actions

Each local authority is provided with a full report on its National Assessment 2008 performance. It is hoped that local authorities will consider the findings of the Assessment and implement some of the recommendations into future cycling policy.

In line with the National Performance Framework, it is recommended that local authorities engage with Cycling Scotland as partners to identify and develop interventions that will contribute to the targets of Single Outcome Agreements.

Cycling Scotland Actions

It is clear that local authorities require a significant level of support to help deliver the change required to realise real increases in cycle use.

For its part, Cycling Scotland will take forward the recommendations and actions from within this report and incorporate them into its business plan for this and future years. The following summary indicates the areas of action identified in the report:

Cycling Action Plan for Scotland

At the Cycling Scotland Conference last November, delegates voted for the development of a national action plan. In partnership with key stakeholders, Cycling Scotland has established a Cycling Action Plan for Scotland (CAPS) Board to agree a programme.

The CAPS Board draws together stakeholders across the fields of Health, Transport, Access, Sport, Education, Active Travel and from local and national government. However, it is

recognised that to be successful, the CAPS has to engage key stakeholders and delivery partners that may have little direct involvement with cycling at present.

The findings of this report will be taken forward to the Board to consideration in developing the direction of the CAPS. As the key delivery agents, local authorities will play a vital role in its development.

CSS2 - Assist Local Authorities in applying the Cycling Action Plan for Scotland at a local level

Engage decision-makers

Cycling Scotland will continue to hold meetings with senior officers in every local authority on an annual basis. The opportunities to develop local and national outcomes for cycling as part of the National Planning Framework will be considered and acted upon, in partnership with our colleagues at all levels.

CSE1 – Work with partners to develop advice on incorporating cycling outcome indicators into Single Outcome Agreements

CSMo3 – Work with partners to develop national level indicators for cycle use

CSLC1 - Continue to meet local decision-makers to encourage improvement

CSLC3 - Develop a Making Cycling Mainstream to demonstrate the contribution of cycling to successful Single Outcome Agreements

CSS1 - Work with all partners and stakeholders at all levels to deliver a Cycling Action Plan for Scotland

CSRC2 - Continue to work with partners at all levels to improve funding allocation for cycling

CSI3 – Engage with local authority decision-makers and arrange best practice visits

CSI4 – Continue to work with the Scottish Government to develop the Scottish revision of Manual for Streets

CSE1 – Work with partners to develop advice on incorporating cycling outcome indicators into Single Outcome Agreements

CSMo3 – Work with partners to develop national level indicators for cycle use

CSMo5 – Work with partners to influence the direction of the Scottish Road Safety Strategy

Develop knowledge-sharing and skills

Cycling Scotland will continue to deliver existing Making Cycling Mainstream courses and develop courses tailored to the needs identified in this report. The Cycling Scotland Conference has also proved a popular method of knowledge and information sharing and will remain in place for the foreseeable future.

CSS4 – Develop individual Making Cycling Mainstream courses for Strategy and Development Control

CSI1, CSM1, CSMo4, CSUS3

– Continue to deliver Making Cycling Mainstream courses in all areas of policy

Cycling Scotland will identify ways to improve communication between and within various disciplines. For example, knowledge sharing on aspects of travel plan implementation may be helped by developing email distribution networks or online advice forums.

CSLC4 - Develop a process to help local authorities share experience on overcoming Travel Plan implementation hurdles

The National Assessment Workshops held in May 2007 were a successful way of sharing good practice and developing focus. Cycling Scotland is committed to delivering more training or knowledge-sharing workshops as a way of maintaining productive contact with local authority officers and other stakeholders. Cycling Scotland will also attend local cycling forums wherever possible.

CSUS1 – Attend local cycling forums

Cycling Scotland will extend its range of good practice advice available online to include all areas of policy.

CSS3, CSRC1, CSI2, CSM5, CSE2, CSUS2

- Disseminate good practice advice in all areas of policy

Cycling Scotland will continue to work with its partners to improve the frameworks of delivery for child and adult cycle ride skills, and in particular to introduce UK National Standard cycle training programmes into the school curriculum.

CSSD1 - Continue to work with Road Safety Scotland and other partners to develop and deliver progression in training delivery for both children and adults

CSSD2 - Deliver the recently developed Cycle Friendly Schools Award in conjunction with complementary initiatives (eg Active Schools)

CSSD3 - Continue to train instructors for both children and adults

Develop improved local and national monitoring

Cycling Scotland will publish guidance on local cycle use monitoring during 2008, and will work with its partners at all levels to implement a monitoring structure to improve the analysis of national trends.

CSMo1 – Develop guidance on cycle use monitoring

CSMo2 – Incorporate actions on monitoring into the Cycling Action Plan for Scotland

Improve consistency of cycle promotion

Cycling Scotland will continue to work with its partners at all levels to develop campaigns that can be delivered at a national and local level and which are tailored to a long-term outcome-based strategy.

CSLC2, CSM2 – Continue to deliver Cycle Friendly Employer (as recommended by the National Transport Strategy) and Cycle Friendly Schools programmes

CSM3 – Continue to co-ordinate and develop National Bike Week

CSM4 – Work with national partners to develop targeted and consistent promotional campaigns and develop the links between these and local delivery

Appendix A – Methodology Development

Methodology Development

It was necessary to further develop the methodology of the 2005 Study in order to reflect the changing circumstances and improved knowledge base of cycling delivery activities in Scotland, and to develop a tool that can remain relevant for future years.

The 2008 methodology was developed through internal and external consultation, a review of the National Assessment 2005 Methodology and a review of similar assessments of cycling policy undertaken throughout Europe.

This process identified a number of recommended improvements to the methodology:

- The criteria for assessment could be more clearly defined to remain consistent for future years;
- The criteria should be available to local authorities and the process of assessing should be more transparent;
- A degree of self-evaluation should be introduced;
- Assessment tools should be developed to reduce the resource intensive nature of the assessment for Cycling Scotland and Local Authorities; and
- Cycling Scotland should avoid 'league-tabling' local authorities but retain the critical elements of the reporting process.

In developing the methodology of the Assessment, Cycling Scotland undertook a review of similar processes throughout Europe; consulted internally and informally with Sustrans on the scope of the review; and held a series of consultative workshops with local authorities, Regional Transport Partnerships and the Scottish Government.

Review of Cycling Policy Audits

This review considered assessments of cycling policy carried out throughout Europe.

2005 National Assessment (Scotland)

The 2005 National Assessment Report formed the starting point for this Assessment. It adopted the approach of the English Regions Development Team (discontinued) National Assessment, carried out in England in 2003.

Recommendations for the development of cycling policy and delivery were provided to each local authority and for national agencies to consider.

This approach was a valuable one and allowed a range of very detailed information on local authority activities to be collated and understood. This greatly assisted Cycling Scotland and other national agencies direct their efforts to best effect.

ERCDT 2004 (England)

The ERCDT carried out two assessments of English local authorities in consecutive years. The methodology of the first (2003) was largely adopted by Cycling Scotland in carrying out the 2005 National Assessment. The second (2004) developed a document of good practice¹, that was intended to help steer and advise local

¹ Local Authority Assessment Progress Review 2004: Guidelines and Matrices for Assessment, ERCDT (2004)

authorities. Consideration of the criteria in this document was incorporated into the National Assessment 2008 Detailed Assessment Criteria.

Bicycle Policy Audit (EU)

Bicycle Policy Audit (BYPAD)² is a commercial assessment tool enabling authorities to evaluate and improve the quality of their cycling policy, based on the methods of total quality management. Local politicians, officers and users are facilitated to separately assess the quality of the authority's cycling policy, and reach agreement on a report on the policy and the direction of development. An independent facilitator ensures a degree of impartiality in the final result.

The BYPAD process is overly resource intensive to be delivered by Cycling Scotland to all local authorities, but has two key advantages for participants. It brings the decision-makers, delivery personnel and the customers together to agree on the way forward for cycling, encouraging buy-in from all parties. Secondly, participation permits access to an EU-wide network of other authorities, allowing authorities to learn from others' experiences.

The BYPAD Ladder of Development has been heavily drawn on alongside the National Assessment 2005 to develop the 2008 scoring process.

Cycle Balance (Netherlands)

The primary objective of Cycle Balance³ is to stimulate local authorities to adopt a better cycling policy. The emphasis is on developing policies for cycles based on user needs. The tools of assessment are

- A local authority questionnaire to assess cycling policy;
- A user satisfaction questionnaire;
- National databases and statistics to assess local cycling conditions.
- An assessment of the quality of local cycling infrastructure.

The results are compared with: existing and developed standards; average scores of all assessed councils and councils of roughly the same size; the best scoring councils.

The Bicycle Balance tool involves a detailed data gathering exercise that is beyond the resource available for the National Assessment. There is a strong emphasis on infrastructure and it would be a useful guide for local authorities looking to improve their policy evaluation.

Traffic Inspections (Sweden)

The traffic inspections arranged by the Swedish Association for the Promotion of Bicycling, were conceived following the decision by the Swedish government to realise their Vision Zero⁴ safety strategy and to create a transportation system sustainable in the long run.

The purpose of the inspections is to help the local government to create an attractive and safe traffic infrastructure, with the emphasis on bicycle paths in areas of especially high potential for replacing automobile traffic by bicycle traffic.

² <http://www.bypad.org>

³ <http://www.ctc.org.uk/resources/Benchmarking/CycleBalance.pdf>

⁴ Vision Zero Road Safety Strategy, Sweden Department for Transport, <http://www.sei.se/visionzero/>

Traffic inspections are performed jointly by traffic experts, and municipal officials, both elected and appointed. Inspections are carried out on foot or by bicycle. Shortcomings in the traffic environment are noted, with the interests of vulnerable road users in mind. Each group presents its observations, comparisons are made, and the findings are summarised. Thereafter, the groups meet with representatives of the municipality, those responsible for roads and streets and city planning, as well as elected officials and the local office. At this meeting, the groups present their findings and proposals for improvements.

Plans should be made for a follow-up inspection a year or two later.

A written report on the traffic inspection is prepared and sent to the elected and appointed officials concerned, and to the mass media.

Again, the resource involved in this as just one aspect of cycling policy was too great to consider taking on. However there is a lesson here for the future development of Scotland's Road Safety Strategy.

Benchmarking Cycling Policies (Switzerland)

The evaluation identifies eight indicators to develop authority policy in favour of cycling. Each indicator is assessed by survey questions.

- Indicator 1: The urban structure
- Indicator 2: The transport setting and environment (attractiveness, safety)
- Indicator 3: The cycling network and equipment
- Indicator 4: Interface at terminals
- Indicator 5: The image of the bicycle and its integration into daily life
- Indicator 6: Transmission of a "bicycle culture"
- Indicator 7: Management and follow-up of bicycling policy?
- Indicator 8: Financing

The format of the benchmarking process was drawn on to inform the National Assessment 2008.

Urban Transport Benchmarking Initiative (EU)

The aim of the Urban Transport Benchmarking Initiative (UTBI)⁵ was to raise awareness of the potential for performance benchmarking to encourage transport stakeholders in cities to adopt best practices which could improve their urban transport. The project took place between autumn 2003 and summer 2006.

Glasgow City Council took part in the early stages of the project. Cycling Scotland took part in all stages.

The quantitative and qualitative data collected from different authorities across Europe and compared in this process was used to inform the development of the National Assessment 2008 Detailed Assessment Criteria.

CTC Benchmarking

The CTC Benchmarking process⁶ is intended to facilitate knowledge sharing between local authorities in practical aspects of delivering cycling policy. To date in Scotland,

⁵ http://www.velomondial.net/page_display.asp?pid=13

⁶ <http://www.ctc.org.uk>

only Glasgow City and Fife Councils have taken part. This process is considered a valuable tool to enhancing the expertise of those that have taken part. The approach is complementary to the National Assessment and it is recommended that Scottish Local Authorities take part and utilise the Good Practice Database available on the CTC website (www.ctc.org)

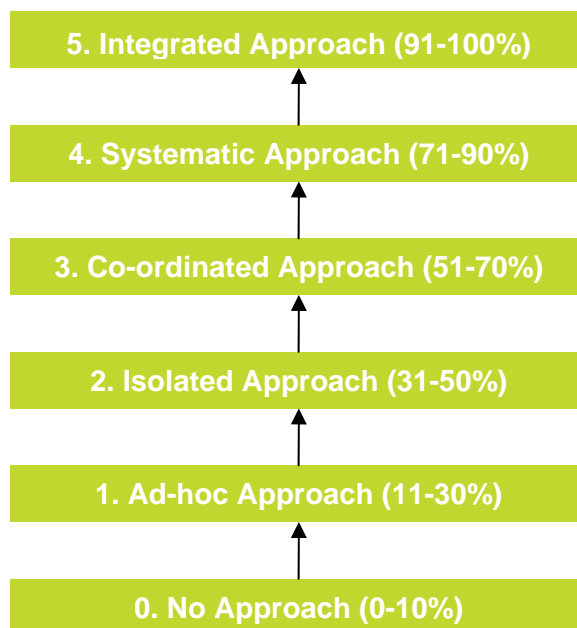
Development of Assessment Structure

The Assessment Structure (see Section 4 of this report) required to remain consistency with the National Assessment 2005, while also becoming more transparent, robust and consistent able to be retained for future years' Assessments.

The structure remained largely the same, however incorporated the lessons learned in the Review of Cycling Policy Audits.

Development of Scoring System (Levels of Development)

The Levels of Development scoring system draws heavily on the BYPAD Ladder of Development system. It was adapted to remain consistent with the National Assessment 2005. While BYPAD has four levels of development, the National Assessment has six.



As with the 2005 Assessment, local authorities were given a mark between 0 and 5 for each aspect of policy. To enable comparison, Assessment 2005 scores were converted into the Assessment 2008 scoring system. The 2005 Assessments of 7 local authorities across the development spectrum were then re-tested by 3 Cycling Scotland staff using 2008 system to ensure it was consistent with that in 2005. In all cases, the 2008 scores were within 5% of those in 2005. The system was therefore considered robust within a 5% margin of error.

Development of Detailed Assessment Criteria

The Detailed Assessment Criteria⁷ was developed firstly by reviewing the activities of local authorities at different levels in the 2005 Assessment. The criteria for each of

⁷ www.cyclingscotland.org

the 0-5 levels in 2005, was then strengthened with some of the content of the ERCDT 2004 Guidelines (see above).

Following this, for each topic area, good practice guidelines and policy documents were drawn on to identify the appropriate criteria for each level of development. A list of the documents consulted is included at the back of this Appendix.

Development of Local Authority Survey

During the National Assessment Workshop held during May 2007 (see Appendix B), local authorities reacted favourably to introducing an element of self-assessment. This was complementary to Cycling Scotland's desire to create a tool that could be easily transferable to future years and another local authority request that the criteria of assessment be made more transparent.

The form of the Local Authority Survey (see Appendix C and Section 3 of this report) was drawn from the survey style used in the BYPAD process and was developed as an online tool to aid sharing between local authority staff members and reduce the administrative burden for both the respondent and Cycling Scotland.

Methodology Review

A full review of the process will be carried out and will be available for download from www.cyclingscotland.org in due course.

Feedback from local authority participants included the following:

- The self-assessment process was generally well received;
- The transparency of the criteria aided faith in the process;
- The process would benefit from improved clarity in the guidance notes;
- A small number of respondents reported that the survey process had been hugely beneficial in their understanding of the subject;
- A small number of respondents reported that the tool had assisted the co-ordination of the different activities within the LA and that the process itself would benefit the development of cycling policy;
- Five respondents reported that the survey was too long and should be shortened by around one-third to one-half;
- Where respondents attempted to complete the survey alone, officers complained of the process becoming too onerous.

The development of the Detailed Assessment Criteria and Local Authority survey tool will be demonstrably labour-saving for Cycling Scotland in future years.

The scope of the assessment should include the Scottish Government, Transport Scotland, National Parks and the RTPs.

It was not possible within the scope of the 2008 Assessment to include RTPs, Transport Scotland, National Parks and the Scottish Government. It is recommended that this be considered in future years.

Detailed Assessment Criteria References

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Transport Assessment and Implementation: A Guide, Scottish Executive (2005)
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Urban Transport Benchmarking Initiative, Velo Mondial (2007)
Vision Zero Road Safety Strategy, Sweden Department for Transport

Appendix B – Workshop Report Summary

Executive Summary

Cycling Scotland held three regional workshops to consult key stakeholders on the role and direction of the National Assessment. The workshops provided delegates with an opportunity to:

- identify the main barriers to delivery and actions to overcome them;
- discuss the role and direction of the project;
- provide input into its development; and
- share in good practice from different organisations.

Vision

The delegates identified as a goal

a built environment that is more inclusive of people than at present, and where people willingly choose to travel by sustainable modes. There will be an emphasis on providing the public with the opportunity to make better travel choices.

Overcoming Barriers

The most fundamental barrier identified was the lack of will among local decision-makers and politicians to actually deliver change.

A number of actions to overcome this barrier were identified by delegates, with responsibilities for all of those involved in the delivery of cycling, the key players being the Scottish Executive (SE), Cycling Scotland, RTPs, Local Authority officers, Sustrans, pressure groups, the public.

Direction of the National Assessment

Cycling Scotland staff emphasised during the workshops that the project is owned by all stakeholders and the main purpose of it is to help organisations improve their delivery mechanisms. The comments received on the direction of the project are therefore of vital importance. Some of the key points were:

- The scope of the assessment should include the SE, Transport Scotland, and the RTPs;
- Cycling Scotland should do more to work with LAs to build on the National Assessment recommendations;
- The scoring system is a useful way of marking progress and setting standards and may also be an opportunity to introduce obligations on the LAs, such as in tying funding to the results;
- Criticisms should be constructive and targeted at the most appropriate decision-making level to effect improvements; and
- There was significant support for an online technical forum, as well as a physical meeting in the SESTRAN area.

Good Practice

Some excellent examples of working practices from nine Scottish organisations were presented to the delegates during the sessions. Cycling Scotland will develop an online facility to disseminate this information and any further examples of good practice that stakeholders and other organisations wish to share.

The full version of the National Assessment Workshop Report is available for download at www.cyclingscotland.org.

Appendix C – Survey Questions

Local Authority Survey

TOPIC	Q. NO	QUESTION
<hr/>		
1		PLANNING: Leadership & Commitment
1.1	1	Is there a senior manager(s) with overall responsibility for cycling?
1.1	2	What is the approach of the local authority to steering cycling policy? Please consider the local authority as a whole.
1.1	3	How is the development of cycling managed and supported throughout the organisation?
1.1	4	Is there a councillor(s) with overall responsibility for cycling?
<hr/>		
1.2	5	How is cycling approached by the Council? Please try to answer based on the way the Council generally and relevant committees deal with cycling development.
<hr/>		
1.3	6	What does the local authority do to promote cycling in other organisations?
<hr/>		
1.4	7	What percentage of local authority staff is covered by a Travel Plan?
1.4	8	What characterises the local authority's approach to delivering the internal local authority Travel Plan?
<hr/>		
1.4	9	What percentage of the Cycle Friendly Employer Award's 21 essential criteria does the local authority meet?
<hr/>		
1.4	10	Approximately what percentage of local authority staff benefits from at least 50% of the Cycle Friendly Employer Award's essential criteria?
<hr/>		
2		PLANNING: Strategy
2.1	11	How are user needs identified? Note that 'user' relates to any individual that could potentially cycle (i.e. incorporating latent demand as well as existing use).
2.1	12	How is data on user needs incorporated into the strategy?
<hr/>		
2.2	13	Which statements best describe the local authority's cycling strategy and it's links to wider transport strategy options?
<hr/>		
2.3	14	To what extent has the local authority developed a cycling action plan with specific, timed actions, targets and performance indicators linked to the strategy objectives?
<hr/>		
2.4	15	How does land-use planning policy benefit cycling?
2.4	16	How are development control procedures used to improve provision for cycling?
2.4	17	What does the local authority do to limit levels of car use?
<hr/>		
3		PLANNING: Resources & Co-ordination
3.1	18	How is local authority personnel arranged to plan and deliver on cycling?
<hr/>		
3.2	19	How is the local authority's cycling policy funded?
<hr/>		
3.3	20	What mechanisms are in place to ensure co-ordination across policy areas?
<hr/>		
4		ACTIONS: Cycle Skills & Development
4.1	21	How well developed is local delivery of cycle training? Please consider the delivery programme whether or not it is led by the local authority itself.

Local Authority Survey

TOPIC	Q. NO	QUESTION
4.1	22	How well is the school curriculum used to encourage cycle use? Consider measures such as cycling in formal physical education sessions, after school clubs, as a teaching tool, in lifestyle teaching on health/sustainability, etc.
4.1	23	How are resources to develop cycle skills among children co-ordinated?
4.2	24	How well developed is the local network of adult cycle skills training? Please consider the programmes available, the level of co-ordination and the local authority's involvement.
5		ACTIONS: Infrastructure
5.1	25	How well are cyclists skill levels, trip types and requirements understood by the local authority? Consider the collective understanding of departments involved in the delivery of infrastructure.
5.1	26	How does the local authority define the cycle network?
5.2	27	How does the local authority use guidance documents and procedures to help plan and design for cycling in all situations? Consider this question across local authority departments and in all circumstances (e.g. development control, new road design, public realm, junction re-design, etc. as well as for specific cycling projects).
5.3	28	What does the local authority do to understand the existing and latent demand for cycling? Consider demand assessment techniques, and consultation with users and stakeholders.
5.3	29	How does the local authority evaluate the network?
5.3	30	To what extent does the local authority have a network plan for the purpose of developing the network?
5.3	31	How does the local authority prioritise infrastructure development?
5.4	32	What targets does the local authority set for the implementation of cycle infrastructure?
5.4	33	How well developed are the local authority's infrastructure implementation programmes?
5.4	34	How well integrated with other plans and programmes are the infrastructure implementation programmes?
5.5	35	What are the local authority's arrangements for maintenance of the cycle network?
5.5	36	What are the local authority's arrangements for the inspection of the cycle network?
6		ACTIONS: Marketing
6.1	37	What does the local authority do to understand the market for cycling?
6.2	38	What targets and timetables for delivery are in place to ensure promotional campaigns are delivered?
6.2	39	How does the local authority co-ordinate and integrate promotional activities and ensure proper consultation?
6.3	40	How well developed are local authority campaigns to promote cycling to specific target groups? Consider in your answer the role of the local authority as a partner in broader publicity campaigns that it contributes to, but does not necessarily lead on.
7		MONITORING: Policy & Strategy Evaluation
7	41	How is cycling policy monitored and evaluated?

Local Authority Survey

TOPIC	Q. NO	QUESTION
8		MONITORING: Monitoring Cycling
8.1	42	How are cycle use trends monitored and used?
8.2	43	How is safety data monitored and used?
n/a	44	Please add any final comments you may wish to make.

Appendix D – Local Authority Summaries

Aberdeen City

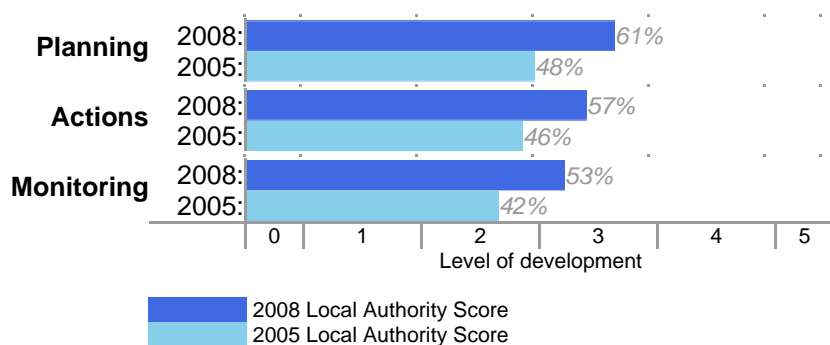
Level of Development: Level 3 – Co-ordinated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 55%

The local authority has a strong draft Local Transport Strategy and the forthcoming Cycling Strategy revision should be very positive. The LA should integrate a Cycling Action Plan across key departmental responsibilities. There has been good progress in linking with planning and development control processes and roads policy, however these links should be strengthened further. The Staff Travel Plan is in its second incarnation and has a range of measures. School Travel Plans are well developed and on-road cycle training is widely delivered.

Cycle use outcomes should be delivered and linked to measures more effectively. The local authority should continue to strengthen processes to ensure that cycling and walking are provided advantage in new developments and improve co-ordination of activities across departments.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Co-ordinate data and information on cycling, and make it accessible to the public
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Strengthen the role of cycling in development control policies
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Develop a senior level Steering Group to implement actions across policy areas
- Introduce delivery of multi-stage child cycle training
- Develop a system of adult led-cycle ride provision for key target groups
- Make use of Cycle Audit and Review procedures for all transport infrastructure
- Develop specific criteria for route maintenance procedures
- Develop an outcome-based marketing strategy for cycling
- Establish a network of automated cycle counters
- Monitor perceived safety among cycle users and non-cycle users
- Improve integration between cycling and all other modes of transport

Aberdeenshire

Level of Development: Level 3 – Co-ordinated Approach

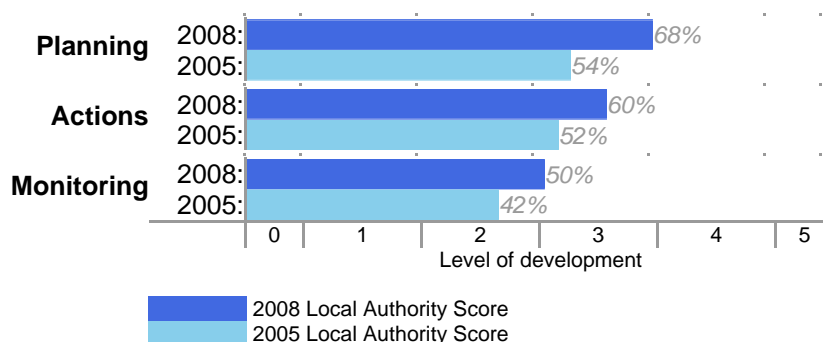
Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 41%

The local authority has demonstrated good progress in developing a co-ordinated transport strategy and intends to introduce a Cycling Strategy.

The local authority Staff Travel Plan is in its second incarnation, child cycle training is delivered on-road to over 50% of school pupils and the local authority has developed innovative promotional measures targeted at new developments, local businesses and schools.

The local authority should continue to develop senior level and cross-departmental involvement in steering actions. Holistic cycle network plans should be introduced, integrated with development plans, and integration with public transport developed.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Develop a senior level Steering Group to implement actions across policy areas
- Introduce delivery of multi-stage child cycle training
- Develop a system of adult led-cycle ride provision for key target groups
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Develop holistic network plans
- Improve integration between cycles and public transport
- Develop an outcome-based marketing strategy for cycling
- Develop public reporting of local cycle use indicators
- Establish a network of automated cycle counters
- Engage users as partners in decision-making

Angus

Level of Development: Level 3 – Co-ordinated Approach

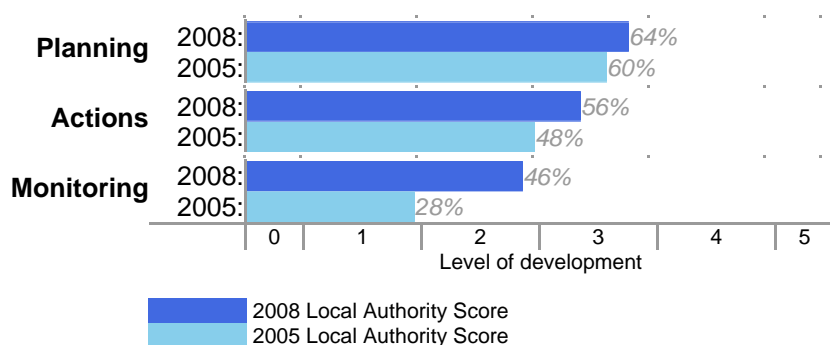
Mode share of journeys to work/ study by cycle – 2%

% of journeys to work/ study under 5km – 50%

The local authority has had considerable success in developing strategic routes and integrating processes into planning and transportation, with cycle audit used in all major schemes.

The local authority delivers on-road training to approximately 60% of primary school children, and the training is being integrated into the work of the Education department. Core Path Planning consultations are used to inform network considerations, however more needs to be done to consider networks of on-road routes.

The main areas for development are in providing more resources to build on successes to date, developing more co-ordinated marketing outcomes and developing effective indicators for strategy evaluation.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Implement Travel Plans for main local authority offices
- Improve integration between cycles and other modes
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Develop introductory adult led-cycle rides
- Improve integration between cycles and public transport
- Provide trip end facilities at schools, workplaces and public transport interchanges
- Develop an outcome-based marketing strategy for cycling
- Develop local outcome indicators for cycling policy actions
- Establish baseline cycle use data
- Develop public reporting of local cycle use indicators
- Monitor perceived safety among cycle users and non-cycle users
- Develop links between forums and decision-making

Argyll and Bute

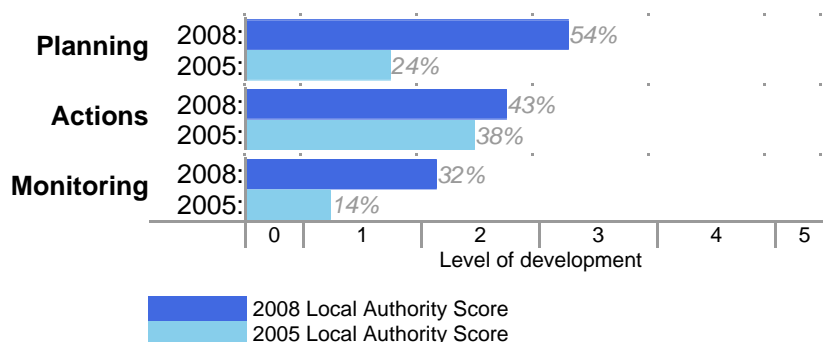
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 55%

The Local Authority delivers on-road training to approximately 93% of primary schools, however multi-stage delivery could be maximised and it would be beneficial to see a greater focus on cycle training for its wider benefits rather than solely as a road safety issue. The Local Authority has secured significant funding for long-distance cycle routes and commuting. The Local Authority has also engaged widely in developing the LTS and Core path Plan, however more needs to be done to consider the on-road network.

The network would benefit from a coordinated monitoring and maintenance strategy with a specific budget. Promotional strategy is weak and the Local Authority needs to develop specific campaigns for key target groups. Cycle use data needs to be appropriately collated and made available across departments.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a cycling strategy
- Maximise delivery of multi-stage child cycle training
- Develop introductory adult led-cycle rides
- Introduce infrastructure delivery targets
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Partner with Visit Scotland and local businesses to identify and develop the cycling tourist market
- Develop local outcome indicators for cycling policy actions
- Develop public reporting of local cycle use indicators
- Monitor perceived safety among cycle users and non-cycle users
- Improve knowledge of cycle user needs across departments
- Consult user groups on cycling

Clackmannanshire

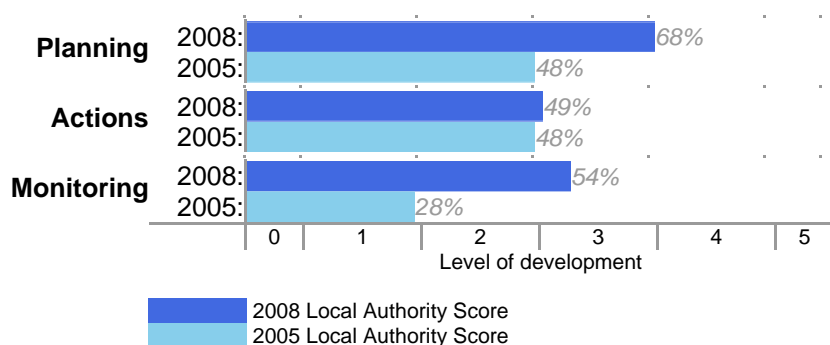
Level of Development: Level 3 – Co-ordinated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 54%

Within the Local Authority, cycling is considered as part of the overall sustainable transport agenda and cycling policy is developed and implemented through strong partnerships with other agencies. Cycling is well considered in complementary policy. The size and structure of the Local Authority allows for regular communication and collaboration between officers across departments.

The main areas for improvement are the development of a holistic network plan, developing ownership and accountability for cycling at a senior level, a segmented and targeted promotional strategy and the development of multi-stage cycle training with an on-road element.



Recommendations

- Develop a managerial level steering group to monitor actions
- Develop a process of accountability for cycling outcomes
- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of political accountability for cycling outcomes
- Co-ordinate data and information on cycling, and make it accessible to partners and the public
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Introduce delivery of multi-stage child cycle training
- Develop holistic network plans
- Carry out market research and market segmentation
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Monitor perceived safety among cycle users and non-cycle users

Dumfries and Galloway

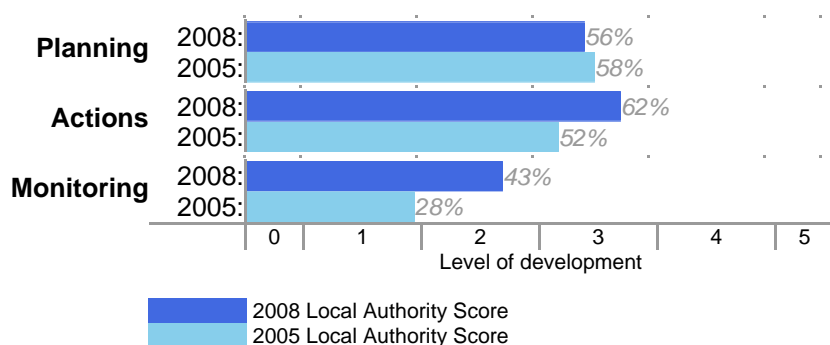
Level of Development: Level 3 – Co-ordinated Approach

Mode share of journeys to work/ study by cycle – 2%

% of journeys to work/ study under 5km – 57%

Cycling is well considered across complementary policy areas. A senior manager has overall responsibility for cycling and the Local Authority is committed to appointing a cycling officer. The Local Authority will develop a Cycling Strategy following the completion of the new Local Transport Strategy and there are plans recruit a further Sustainable Transport Officer post. To ensure maximum benefit this needs to be an action oriented document and mapped to the LTS.

Key areas to focus on are developing strategic inter-departmental coordination on cycling, delivering multi-stage and on-road cycle training and undertaking market research and segmentation exercises to inform promotional activity.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Implement Travel Plans initiatives at local authority offices
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Improve the co-ordination of cycling policy
- Develop a senior level Steering Group to implement actions across policy areas
- Deliver Scottish Cycle Training Scheme cycle training to all 10-12 year olds on-road
- Introduce delivery of multi-stage child cycle training
- Improve local evidence to understand network demand - both actual and latent
- Carry out market research and market segmentation
- Develop local outcome indicators for cycling policy actions
- Identify specific targets for cycle safety data (actual and perceived)

Dundee City

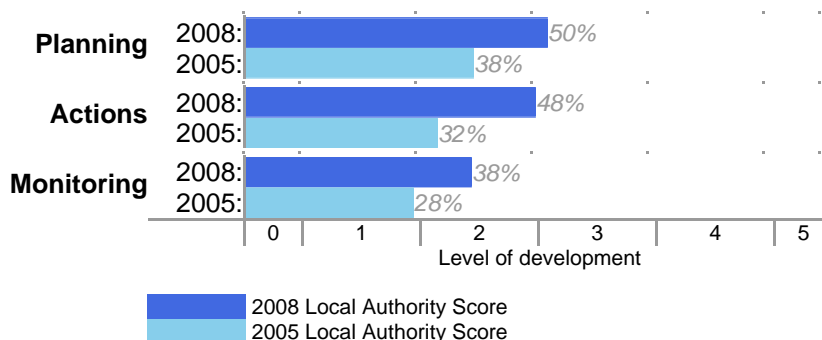
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 71%

There is senior level support for cycling and is the responsibility of officers in a number of departments on a part-time basis. The local authority has developed an extensive Core Path Network that incorporates cycle users. There is a requirement to feed this into a development of cycle network plans. The Local Authority carries out specific promotional work around active travel to schools and workplaces as well as wider activity using a broad range of tools.

Key areas for development include; developing a process of political accountability for cycling, enhancing the understanding across all departments of the full range of users' needs, delivering on-road cycle training, developing an outcome led marketing strategy and putting in place local indicators to measure the effect of cycling policy actions.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of political accountability for cycling outcomes
- Co-ordinate data and information on cycling, and make it accessible to partners and the public
- Develop policy based on user needs and include this in strategy and policy guidelines
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop a system of adult led-cycle ride provision for key target groups
- Promote the road network as part of the cycle network
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Improve knowledge of cycle user needs across departments

East Ayrshire

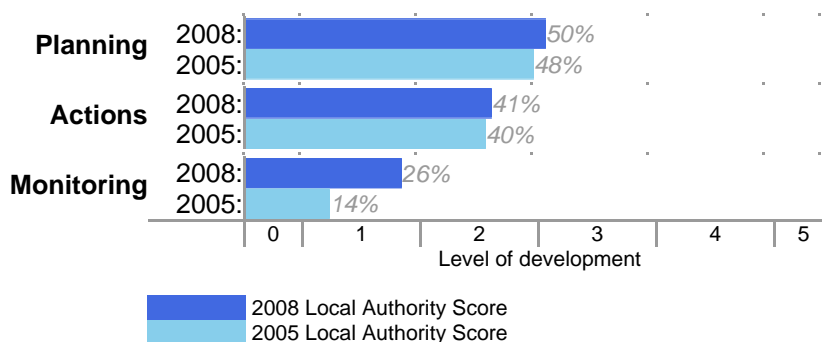
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 0%

% of journeys to work/ study under 5km – 49%

The new East Ayrshire 2008-2013 LTS consultative draft contains a number of specific references to cycling as a sustainable transport action. The new LTS also contains objectives for cycle project implementation. However, care needs to be taken to ensure these objectives are SMART. The Local Authority has an action plan and efforts are made to ensure that the cycle network is integrated into complementary plans. The Local Authority has conducted promotional work on specific projects

Little cycle training is conducted on road, although, the LA is piloting on-road training and transitional journeys. There is no adult cycle training but some leisure rides. The Local Authority has no workforce travel plan in place. There is limited evidence of cross-departmental co-ordination on cycling. There is a shortage of generic marketing information and no strategic approach to promotion. There is some limited checking of strategy against output targets but no specific collection of cycle use data.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Identify cycling champions within the Council
- Implement Travel Plans for main local authority offices
- Co-ordinate data and information on cycling, and make it accessible to the public
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Develop a senior level Steering Group to implement actions across policy areas
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop a system of adult led-cycle ride provision for key target groups
- Develop specific criteria for route maintenance procedures
- Carry out market research and market segmentation
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Establish baseline cycle use data
- Improve knowledge of cycle user needs across departments

East Dunbartonshire

Level of Development: Level 2 – Isolated Approach

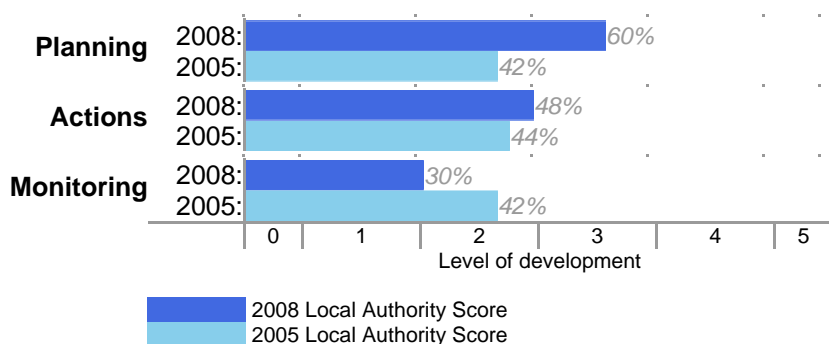
Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 43%

The Local Authority has a wide range of internal travel planning and promotional measures. The Local authority has consulted widely on issues such as the Local Access Forum and Core Paths Plan. School travel diaries and public consultations are fundamental inclusions in the planning process and their draft LTS contains a number of locally specific cycling targets. There is a good level of consideration of cycling in complementary policy.

The Local Authority understands users in certain particular markets but there is no structured promotional strategy.

With no capital budget for cycling all funding is externally sourced. There is, as yet, no programme of on-road cycle training for children and limited opportunities for adult cyclist skills development. There is an isolated approach to cycle network planning and there is no co-ordinated collection or dissemination of cycle use data



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Identify consistent revenue funding sources for promotion and maintenance
- Improve the co-ordination of cycling policy
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop a system of adult led-cycle ride provision for key target groups
- Develop the understanding of network planning principles throughout key departments
- Include partners and users in the network planning process
- Identify route maintenance responsibilities
- Carry out market research and market segmentation
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Improve links between outcome indicators and actions
- Establish baseline cycle use data
- Monitor perceived safety among cycle users and non-cycle users
- Improve knowledge of cycle user needs across departments

East Lothian

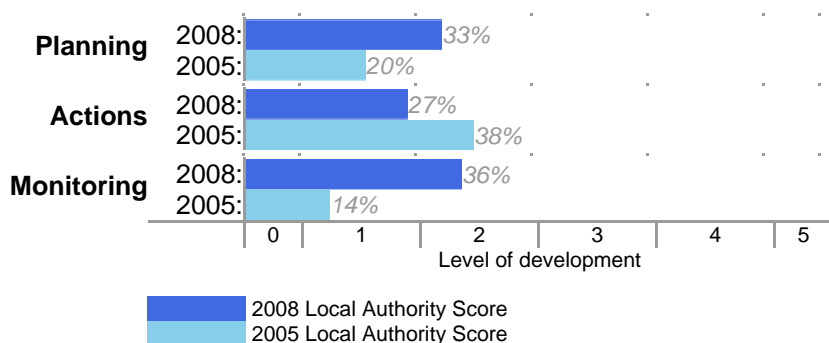
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 40%

The new political administration is demonstrating commitment to cycling. Councillors are actively pursuing the appointment of a cycling officer and the development of a cycle policy and strategy.

The key actions should be; the development of cycle user needs at a senior level, the development of a holistic network plan, the appointment of a cycling officer. The officers should capitalise on the political enthusiasm and engage key politicians as partners in strategy development. A group steering actions across complementary policy areas would also be beneficial.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of political accountability for cycling outcomes
- Implement Travel Plans for main local authority offices
- Develop a cycling strategy
- Improve integration between cycles and all other modes
- Identify a lead officer for cycling to co-ordinate cycling actions
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop holistic network plans
- Develop some knowledge of cycle user needs at a senior level
- Consult user groups on cycling

East Renfrewshire

Level of Development: Level 2 – Isolated Approach

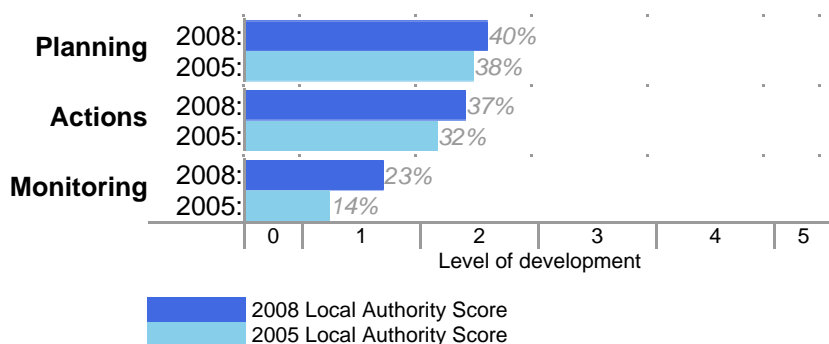
Mode share of journeys to work/ study by cycle – 0%

% of journeys to work/ study under 5km – 40%

The Local Authority has implemented a range of internal travel planning measures and its main office meets over 60% of the Cycle Friendly Employer Award criteria. The Local Authority promotes the use of the road network as the cycle network and continues to implement 20mph zones across the network.

The officer responsible for cycling has an excellent professional understanding of user needs and network planning principles. More support is required for him to deliver actions effectively. It would be beneficial to engage the elected members as partners in steering policy.

The local authority should start to deliver on-road training to all primary school children and develop a cycling action plan backed by senior managers in order to focus efforts.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of political accountability for cycling outcomes
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Strengthen the role of cycling in development control policies
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Provide more consistent capital funding
- Develop a senior level Steering Group to implement actions across policy areas
- Deliver Scottish Cycle Training Scheme cycle training to all 10-12 year olds on-road
- Develop criteria to prioritise route development
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Develop some knowledge of cycle user needs at a senior level

City of Edinburgh

Level of Development: Level 3 – Co-ordinated Approach

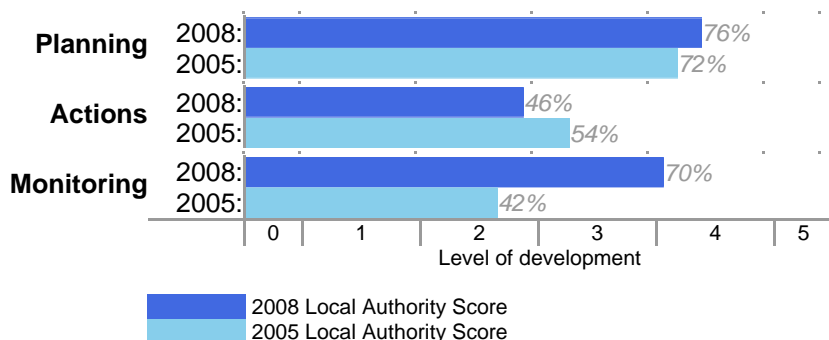
Mode share of journeys to work/ study by cycle – 3%

% of journeys to work/ study under 5km – 65%

There is strong commitment to cycling at both political and senior officer levels. Cycling is well considered across complementary policy areas and coordination on cycling matters is good across Local Authority departments. There is a cohesive network plan which accommodates the need of a wide variety of users.

The Local Authority has recently filled the post of Cycling Officer which will improve the delivery of actions. The Local Authority is currently taking over the responsibility of cycling training and it is anticipated that this will improve the position considerably.

Key actions required are ensuring delivery of on-road, multi stage child cycle training, the development of a separate cycling action plan and an outcome-based marketing strategy.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Strengthen policy to tackle unnecessary private car use in town centres
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Introduce delivery of multi-stage child cycle training
- Carry out market research and market segmentation
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Pilot targeted marketing campaigns linked to a broader marketing strategy

Eilean Siar

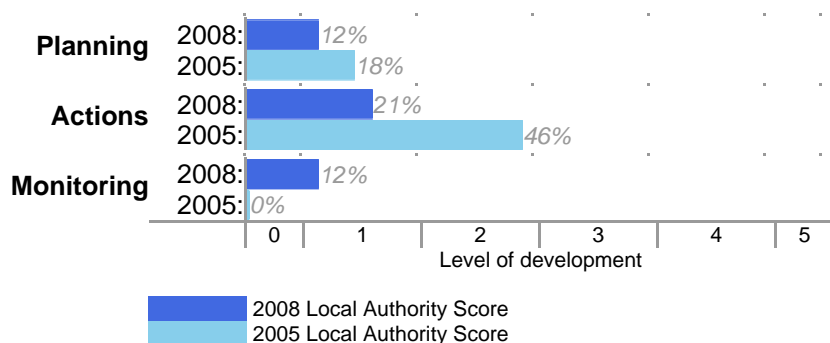
Level of Development: Level 1 – Ad hoc Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 48%

Off-road cycle training is delivered to primary school children. However, cycling to school is not encouraged and children are bussed to school for distances greater than 1mile. The local authority has no coherent policy, minimal staff resource and no budget for cycling, and there is currently little political will to change this.

It is recommended that the local authority incorporate cycle use indicators into the Single Outcome Agreement. Two markets that should be developed are tourism and schools. Anecdotally, there is a significant cycle tourism market and the local authority could engage Visit Scotland to develop this. There is significant potential to encourage child cycling, particularly to schools in the larger settlements.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Identify a lead officer for cycling to co-ordinate cycling actions
- Engage Councillors as partners in steering cycling policy
- Develop a cycling strategy
- Implement Travel Plans initiatives at local authority offices
- Deliver Scottish Cycle Training Scheme cycle training to all 10-12 year olds on-road
- Promote the road network as part of the cycle network
- Provide trip-end facilities at schools, workplaces and public transport interchanges
- Partner with Visit Scotland and local businesses to identify and develop the cycling tourist market
- Monitor staff travel regularly and report progress
- Monitor school travel regularly and report progress

Falkirk

Level of Development: Level 3 – Co-ordinated Approach

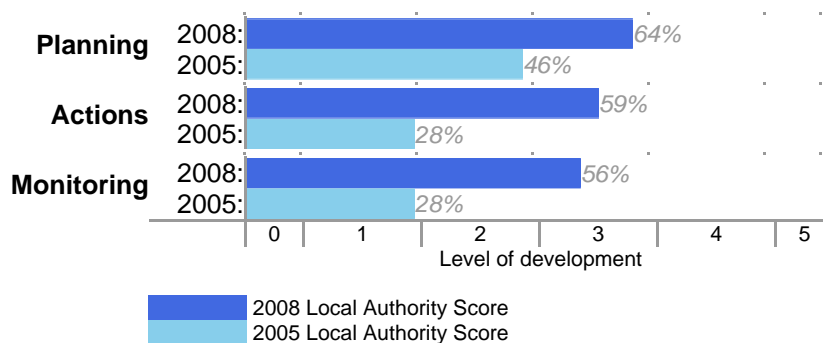
Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 55%

The Local Authority has progressed significantly since 2005. The appointment of a full time Cycling Officer, supported by a number of other staff, has helped develop a co-ordinated cycling policy forming a prominent part of the Local Transport Strategy, with actions in all key areas.

Falkirk is beginning to roll out on-road cycle training for schools and is developing key cycle routes, with development prioritised on the basis of potential demand. It is currently progressing eight separate sets of land ownership negotiations. There are a number of promotional measures developed in partnership with other stakeholders. The Local Authority is currently developing a system of automated cycle counters on key routes.

The Local Authority should develop processes to ensure that the benefits and successes of the policy are internally and publicly reported.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Co-ordinate data and information on cycling, and make it accessible to partners and the public
- Strengthen policy to tackle unnecessary private car use in town centres
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Develop a system of adult led-cycle ride provision for key target groups
- Develop the understanding of network planning principles throughout key departments
- Make use of cycle audit and review procedures for all new and existing transport infrastructure
- Evaluate the network in terms of its suitability for users
- Develop specific criteria for route maintenance procedures
- Develop an outcome-based marketing strategy for cycling
- Develop user satisfaction indicators for cycling
- Engage users as partners in decision-making

Fife

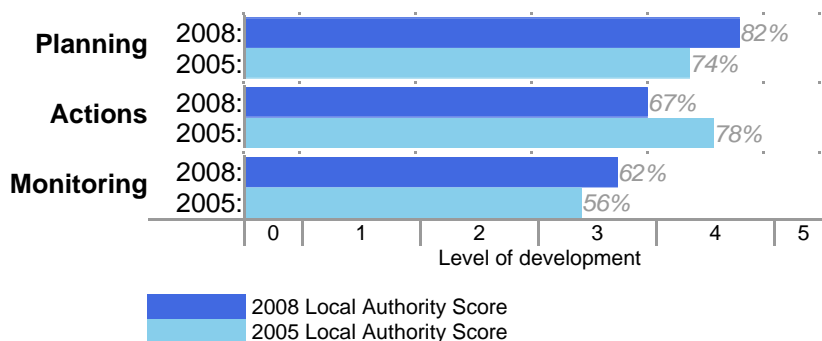
Level of Development: Level 4 – Systematic Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 52%

Within the Local Authority there is strong support for cycling at all levels. There are a broad range of internal measures to promote cycling. The Local Authority has adopted a participatory approach to developing transport strategy resulting in an outcome led cycling strategy supported by specific local SMART targets. There is good co-ordination of development plans across complementary areas of the Local Authority and every relevant department has an officer with designated cycling tasks. Cycling is highly prioritised in budgeting and based on strategy priorities, however funding levels still limit what the Local Authority can deliver. The cycle network accommodates a wide variety of user needs. The cycling market is well understood and the Local Authority has produced effective, targeted promotional resources. Cycle use data is gathered and distributed effectively.

However, levels of on-road cycle training are low and there is no multi-stage delivery. There is limited access to adult training. Cycling accident data is included within overall traffic data and there are no cycling specific casualty reduction targets.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Introduce delivery of multi-stage child cycle training
- Develop a system of adult led-cycle ride provision for key target groups
- Promote the road network as part of the cycle network
- Develop user satisfaction indicators for cycling
- Identify specific targets for cycle safety data (actual and perceived)

Glasgow City

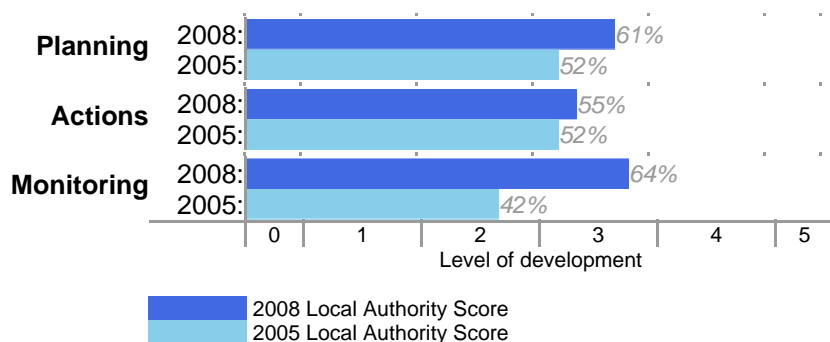
Level of Development: Level 3 – Co-ordinated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 64%

The Local Authority has had a number of successes in implementing cycling policy. It has continued to deliver localised facilities such as bypasses at road closures, cycle parking and advanced stop lines. The cycling staff has an excellent professional understanding of the requirements of cycle users and different trip purpose. A holistic network plan is currently in development that will provide a strategic basis for future development. Monitoring systems are developing in a holistic manner. However, while there are links to development planning and road infrastructure development, the effectiveness is often limited by conflicting priorities.

The cycling policy staff has developed strong links with internal and external cycle sport partners. Off-road cycle training is given to more than half of the eligible pupils. There is a need to deliver on-road training. The Local Authority would benefit from a travel plan and greater consideration of multi-modal travel across all policy areas.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Implement Travel Plans for main local authority offices
- Co-ordinate data and information on cycling, and make it accessible to partners and the public
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Develop the understanding of network planning principles throughout key departments
- Improve integration between cycles and all other modes of transport
- Improve on-road maintenance procedures
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Monitor perceived safety among cycle users and non-cycle users
- Engage users as partners in decision-making

Highland

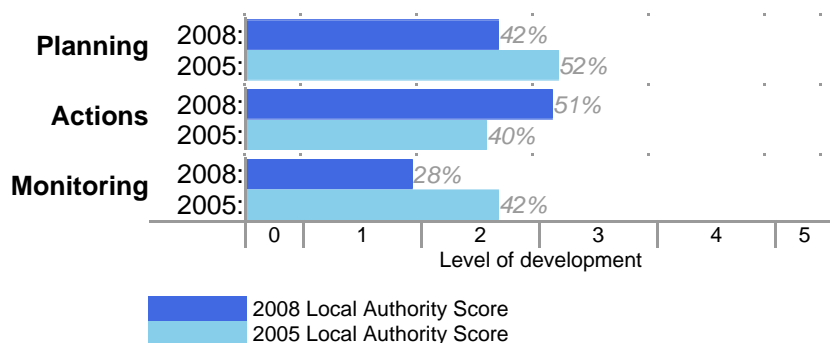
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 3%

% of journeys to work/ study under 5km – 56%

The Highland Council has delivered a number of strategic routes and consults widely on all route decisions. Active Travel Masterplans have been developed for small towns to provide a strategic approach to providing for cycling and walking. Approximately 50% of primary schools receive on-road training, and two-thirds have a travel plan in place. The Local Authority uses the HITrans Active Travel Forum to engage with users.

The Local Authority would benefit from developing an overarching cycling action plan cutting across departments, with a senior level officer or steering group accountable for outcomes. The monitoring regime is limited and engagement with partners on developing a marketing strategy would improve the effectiveness of infrastructure measures.



Recommendations

- Develop a managerial level steering group to monitor actions
- Incorporate indicators on cycle use into the Single Outcome Agreement
- Implement Travel Plans for main local authority offices
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Improve integration between cycles and all other modes of transport
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Provide more consistent capital funding
- Develop a senior level Steering Group to implement actions across policy areas
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds
- Introduce delivery of multi-stage child cycle training
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Develop holistic network plans
- Provide trip end facilities at schools, workplaces and public transport interchanges
- Establish baseline data and develop local outcome indicators for cycling policy actions
- Engage users as partners in decision-making

Inverclyde

Level of Development: Level 1 – Ad hoc Approach

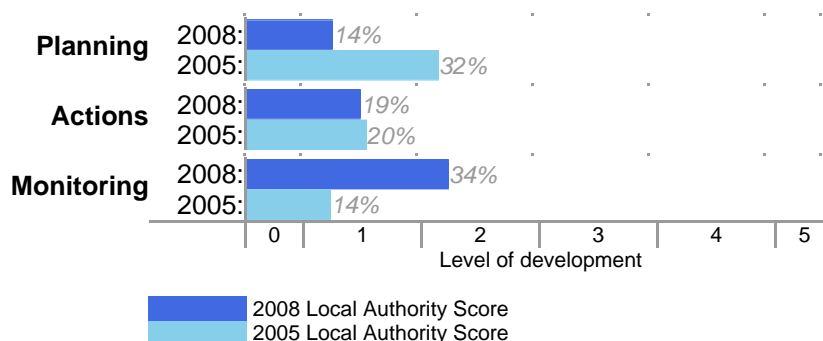
Mode share of journeys to work/ study by cycle – 0%

% of journeys to work/ study under 5km – 61%

The Local Authority demonstrates limited commitment to providing for cycle use. There is no officer with responsibility for co-ordinating actions on cycling and there are no formal channels of internal communication. Actions are delivered on an ad hoc basis.

There is some local monitoring of cycle use using automated cycle counters within the National Cycle Network.

The local authority should focus on developing commitment at a senior level.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of accountability for cycling outputs
- Develop a cycling strategy
- Identify a lead officer for cycling and dedicate time and resource for the officer to co-ordinate cycling actions
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop the understanding of network planning principles throughout key departments
- Develop priorities for promoting cycling
- Develop some knowledge of cycle user needs at a senior level
- Regularly consult user groups on cycling

Midlothian

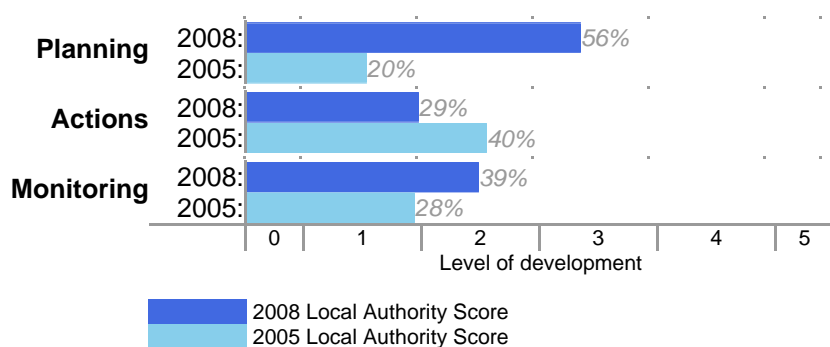
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 43%

Midlothian's Local Transport Strategy contains strong policy linkages to sustainability, environmental, health and tourism objectives, and cycling is identified prominently. The Local Authority has set local outcome indicators and a number of automated cycle counters are now in place, funded by SEStran.

The Local Authority relies solely on external funding to deliver cycling actions and there is a requirement to plan staff and funding resource on a longer term basis. The local authority would benefit from developing a cycling action plan incorporating network planning, cycle skills development and marketing measures.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Implement Travel Plans for main local authority offices
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Strengthen the role of cycling in development control policies
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Provide more consistent capital funding
- Develop a senior level Steering Group to implement actions across policy areas
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop the understanding of network planning principles throughout key departments
- Develop holistic network plans
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Establish baseline cycle use data
- Monitor perceived safety among cycle users and non-cycle users

Moray

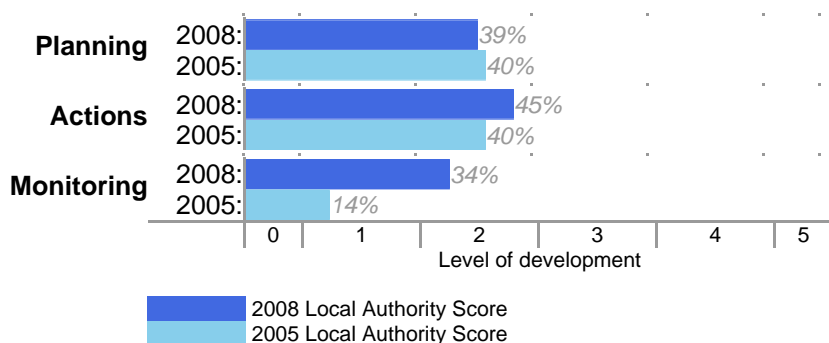
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 5%

% of journeys to work/ study under 5km – 53%

A senior officer is responsible for cycling and there is a degree of commitment to cycling in the LTS. Officers promote cycling actions and a number of personnel deal with cycling on a part-time basis. The Local Authority has conducted extensive promotional activities aimed at school age children and families around Bike Week and the enthusiasm of the School Travel Plan Co-ordinator has ensured the success of these measures.

Greater senior level involvement is required to build on recent successes by steering actions across complementary policy areas, developing holistic cycle network plans, and improving integration with development plans. It is important that the momentum built up is capitalised on.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of political accountability for cycling outcomes
- Implement Travel Plans for main local authority offices
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Maximise delivery of multi-stage child cycle training
- Develop a system of adult led-cycle ride provision for key target groups
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Introduce SMART infrastructure delivery targets
- Develop specific criteria for route maintenance procedures
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Monitor perceived safety among cycle users and non-cycle users

North Ayrshire

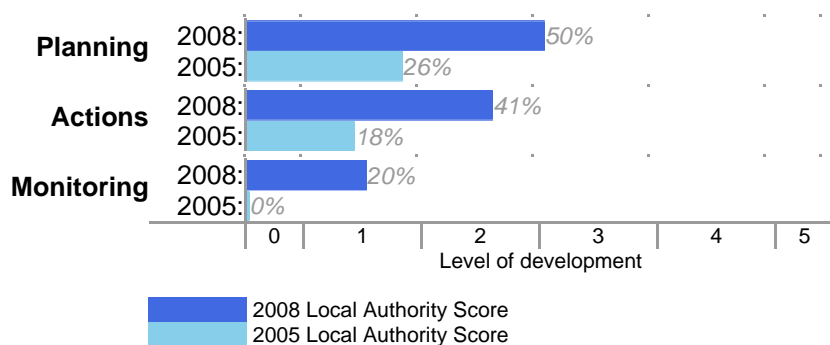
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 49%

Staff promote the work of the Local Authority to other organisations and recently won a COSLA Award for their outdoor access work. The Local Authority has undergone thorough engagement exercises for their Core Path Plan and school travel work. The new LTS proposes a number of soft measures to achieve modal shift. Several officers work part time on cycling. The staff involved in cycling work in a co-ordinated manner across departments to secure external funding.

A key area for action is to ensure senior level support for cycling across all relevant policy areas as well as outdoor access. Development of the cycle network should include use of the road network in addition to the Core Path Network. A more complete network of cycle counters needs to be established to obtain baseline cycle use data and provide the basis for monitoring and evaluation.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Implement Travel Plans for main local authority offices
- Develop transport strategy links with other fields eg land-use planning, development control, health, environment, education, tourism)
- Maximise on-road delivery of Scottish Cycle Training Scheme to all 10-12 year olds and introduce as policy for all schools
- Develop a system of adult led-cycle ride provision for key target groups
- Promote the road network as part of the cycle network
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Develop holistic network plans
- Carry out market research and market segmentation
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions

North Lanarkshire

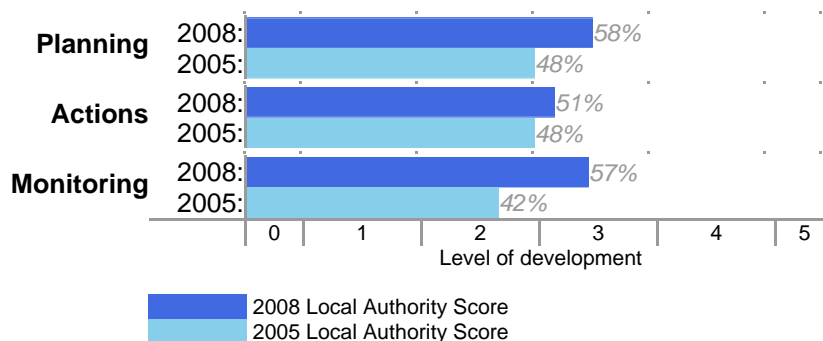
Level of Development: Level 3 – Co-ordinated Approach

Mode share of journeys to work/ study by cycle – 0%

% of journeys to work/ study under 5km – 51%

Several service sections within the Local Authority have some involvement in provision for cycling. Road Safety within Transportation services provides the lead officer. The Local Authority has a cycling strategy, though this needs to be more outcome led, to drive strategy across policy areas. Knowledge of user needs should be developed to ensure cyclists are properly accommodated, particularly through the development control process.

The cycle network focuses primarily on recreational and leisure uses and the local authority's policy would benefit from recognising that the road network should be part of the cycle network. More time for the lead officer to co-ordinate and deliver actions on cycling, and developing an expertise across departments would assist the delivery of the Cycling Strategy.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of political accountability for cycling outcomes
- Implement Travel Plans for main local authority offices
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Improve integration between cycles and all other modes
- Deliver Scottish Cycle Training Scheme cycle training to all 10-12 year olds on-road
- Promote the road network as part of the cycle network
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Develop an outcome-based marketing strategy for cycling, cutting across departments

Orkney Islands

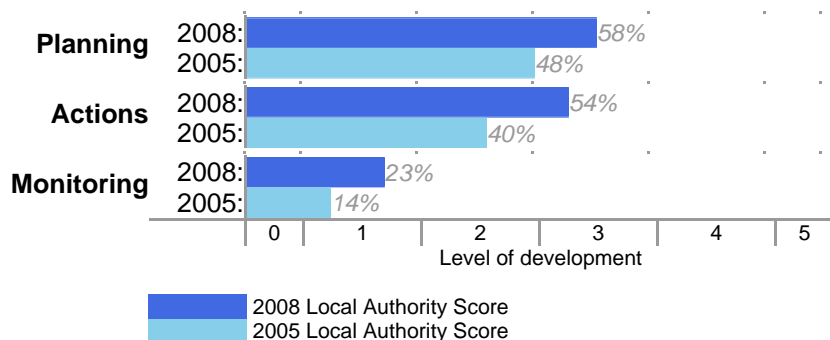
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 3%

% of journeys to work/ study under 5km – 57%

Cycling is an integral part of the Local Authority's multi-modal LTS and is well considered in complimentary strategies. The Local Authority has engaged widely to develop its strategies and there a pro-active approach to cycling across departments.

Areas where action is required include developing baseline cycle use-data and setting a series of local indicators to allow the evaluation of policy and strategies as well as the development of an outcome based promotional strategy in partnership with Visit Orkney, public transport operators and local businesses.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Improve integration between cycles and all other modes
- Develop a system of adult led-cycle ride provision for key target groups
- Introduce SMART infrastructure delivery targets
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Establish baseline cycle use data
- Maximise delivery of multi-stage child cycle training

Perth and Kinross

Level of Development: Level 3 – Co-ordinated Approach

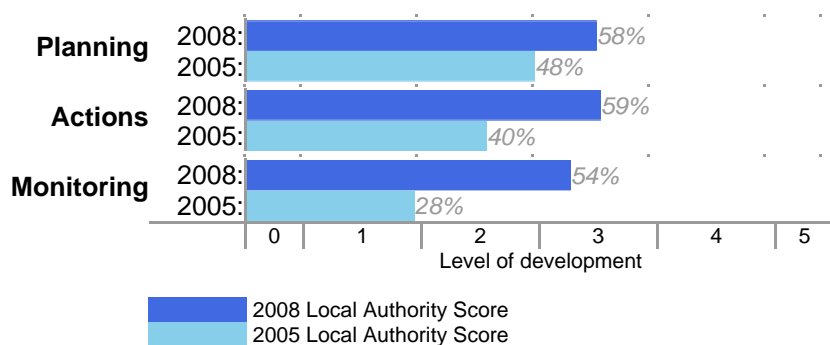
Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 53%

There is high level support for cycling within the Local Authority. Cycling actions are contained within a number of policies and strategies and links to a number of partnership plans are well established. The network plan has grown as a result of widespread consultation and has been supported by a several appraisal studies.

The implementation of cycling actions will benefit from the proposed new Cycling Action Plan. This should also be used as an opportunity to ensure funding is formally allocated to specific priority cycling actions.

The good work on event and programme-specific marketing should be enhanced by conducting market research and segmentation exercises in order to develop a more formal promotional strategy.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Work towards the Cycle Friendly Employer Award
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Provide more consistent capital funding
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Maximise delivery of multi-stage child cycle training
- Develop a system of adult led-cycle ride provision for key target groups
- Ensure relevant cycling CPD is available for staff
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Carry out market research and market segmentation
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Establish a network of automated cycle counters

Renfrewshire

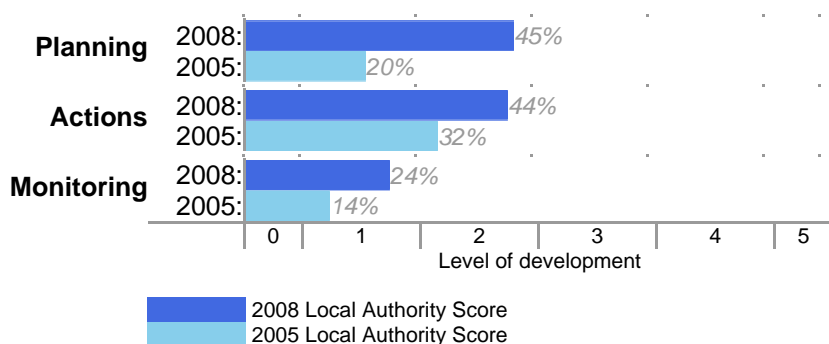
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 52%

Renfrewshire has invested significantly in the development of Employer and School travel Planning processes, with delivery to all primary schools and a number of major employers. The Local Authority has also been proactive in developing leisure routes, including a network of leisure lanes. The staff takes a leading role in presenting the work of the local authority at national and international conferences.

The cycling policy would benefit from the development of holistic urban area network plans to complement the leisure network, and provide improved access to town centres. While good links have been made between economic development and transport policy departments, the delivery of cycling actions could be improved with SMART outcome targets monitored by a senior level steering group and increased time for a lead officer to co-ordinate actions.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Strengthen policy to tackle unnecessary private car use in town centres
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Provide more consistent capital funding
- Develop a senior level Steering Group to implement actions across policy areas
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop holistic network plans
- Improve integration between cycles and all other modes of transport
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Establish baseline cycle use data
- Engage users as partners in decision-making

Scottish Borders

Level of Development: Level 3 – Co-ordinated Approach

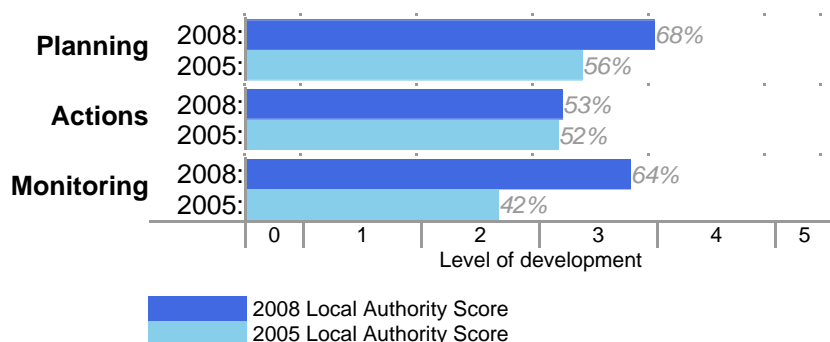
Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 51%

The local authority has senior level support for its cycling policies and has a flexible Action Plan in place to deliver interventions.

Much of the focus is on recreational use and facilitating cycling to school. The local authority has developed a number of branded leisure routes and is in the process of developing a marketing strategy instigated by the Recreational Cycling Group. Safe Routes to Schools have been delivered using funding from Sustrans.

The cycling policy would benefit from improving integration with public transport, developing cycling in the workplace setting, and engaging with the Police to increase delivery of on-road cycle training for school children.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Work towards the Cycle Friendly Employer Award
- Strengthen policy to tackle unnecessary private car use in some town centres
- Improve integration between cycles and all other modes of transport
- Strengthen the role of cycling in development control policies
- Develop a senior level Steering Group to implement actions across policy areas
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Promote the road network as part of the cycle network
- Develop holistic network plans
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Broaden the range of indicators available
- Engage users as partners in decision-making

Shetland Islands

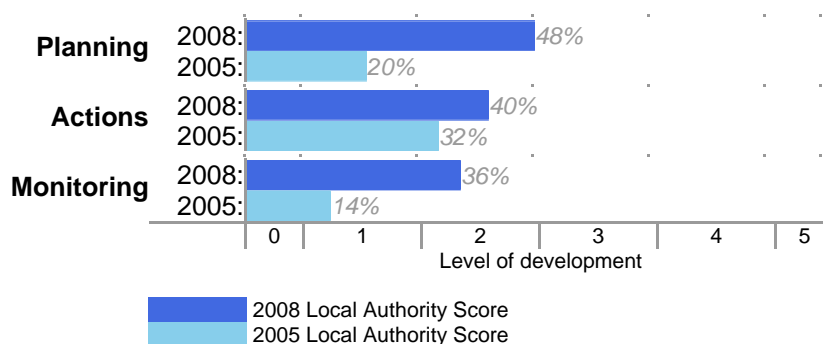
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 51%

The Local Authority has consulted widely to develop the new RTS which contains SMART targets for cycling and workforce travel planning. Multi-stage cycle training is delivered to children and the SCTS is delivered on-road. Staff across a range of relevant departments consider the needs of cyclists

The Local Authority would benefit from greater leadership and political commitment to cycling across policy areas and departments. Although there is an aim to increase cycling through behavioural change, this needs to be supported by a planned cycle network that is effectively promoted.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a managerial level steering group to monitor actions
- Co-ordinate data and information on cycling, and make it accessible to partners and the public
- Develop a cycling strategy
- Strengthen the role of cycling in development control policies
- Develop introductory adult led-cycle rides
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Carry out market research and market segmentation
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Establish baseline cycle use data
- Establish a network of automated cycle counters

South Ayrshire

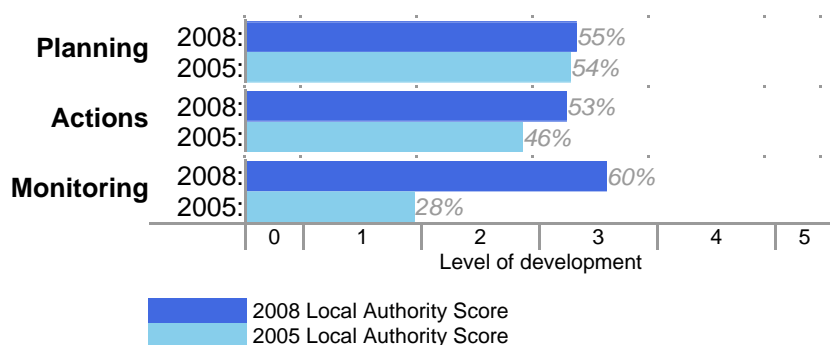
Level of Development: 3 – Co-ordinated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 54%

The local authority has demonstrated good progress since 2005. South Ayrshire Council won the Scottish Transport Walking and Cycling Award 2007 for the implementation of Local Cycle Networks in towns in South Ayrshire. This demonstrates good practice and innovation in planning networks of routes for small/ medium sized towns that previously had very little infrastructure. The local authority also has a programme of continuous development of on-road school cycle training.

The key areas of required development are: the co-ordination of policy actions across departments; deeper integration of cycling requirements into everyday processes; and developing joined-up promotional activities.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Implement Travel Plans for main LA offices
- Co-ordinate data and information on cycling, and make it accessible to partners and the public
- Develop a cycling action plan cutting across departments to support strategy delivery
- Strengthen the role of cycling in development control policies
- Provide more consistent capital funding
- Improve the co-ordination of cycling policy
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Make use of cycle audit and review procedures for all new and existing transport infrastructure
- Develop an outcome-based marketing strategy for cycling
- Link promotional campaigns to existing interventions
- Develop local outcome indicators for cycling policy actions
- Engage users as partners in decision-making

South Lanarkshire

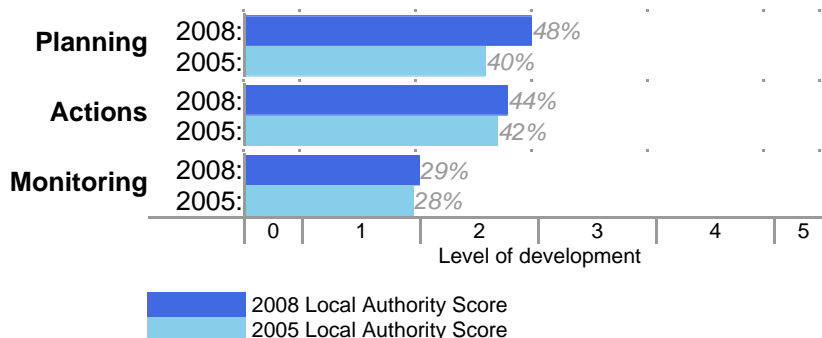
Level of Development: Level 2 – Isolated Approach

Mode share of journeys to work/ study by cycle – 0%

% of journeys to work/ study under 5km – 48%

South Lanarkshire Council has a broad range of measures contained within the Local Transport Strategy, and is currently developing a Cycling sub-Strategy. There is reference to action across a number of local authority responsibilities. There is some co-ordination on individual projects, and the newly formed Sustainable Development Strategy Steering Group promises to build on that. The Local Authority delivers off-road cycle training to 75% of primary schools and should build on this by delivering on-road training to all schools.

Improvements could be made by strengthening the commitment to cycling policy and integrating actions across departments, developing holistic network plans to consider all potential users, and producing a complementary marketing strategy. The Local Authority also requires to develop outcome targets that are strongly linked to actions.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Implement Travel Plans for main local authority offices
- Strengthen the language of strategy on cycling measures to ensure firmer commitment
- Develop a cycling action plan cutting across policy areas to support strategy delivery
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Provide more consistent capital funding
- Develop a senior level Steering Group to implement actions across policy areas
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Develop introductory adult led-cycle rides
- Make use of Cycle Audit and Review procedures for all transport infrastructure
- Develop holistic network plans
- Develop an outcome-based marketing strategy for cycling
- Improve links between outcome indicators and actions
- Engage users as partners in decision-making

Stirling

Level of Development: Level 2 – Isolated Approach

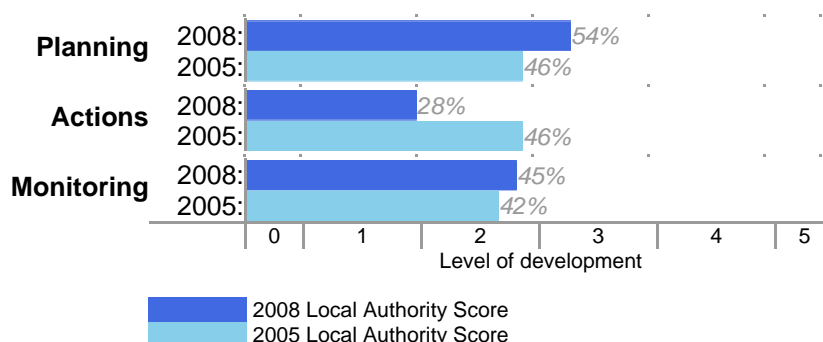
Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 53%

The local authority performed reasonably well in the 2005 National Assessment, however the implementation of actions has stalled as a result of limited resources for delivery.

Stirling Council has a strong Cycling Strategy and the transport planning and development control staff have implemented an excellent Development Advice Note to support sustainable transport. The Local Authority has delivered strategic routes and cycle parking at public transport nodes.

However, significantly more needs to be done to develop cycle training, marketing measures and to effectively monitor and demonstrate the benefits of investment and achieve the potential for cycling. The Local Authority should develop the involvement of elected members and users the steering process.



Recommendations

- Develop a process of accountability for cycling outcomes
- Incorporate indicators on cycle use into the Single Outcome Agreement
- Engage Councillors as partners in steering cycling policy
- Implement Travel Plans for main local authority offices
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Provide more consistent capital funding
- Maximise on-road delivery of Scottish Cycle Training Scheme to 10-12 year olds and introduce as policy for all schools
- Make use of Cycle Audit and Review procedures for all transport infrastructure
- Develop holistic network plans
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Improve links between outcome indicators and actions
- Establish baseline cycle use data
- Engage users as partners in decision-making

West Dunbartonshire

Level of Development: Level 2 – Isolated Approach

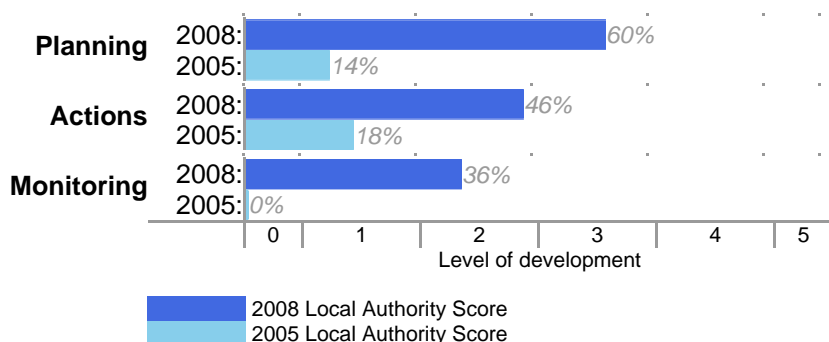
Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 49%

From being the worst performing Local Authority in 2005, West Dunbartonshire has demonstrated an exceptional 35% improvement in performance overall, the largest in Scotland. This has largely been driven by the commitment of senior management and cycling is now a key policy area integrated into senior level steering platforms.

There has been a number of successes, including the implementation of a Travel Plan, delivery of routes from Sustrans grants, and incorporating measures into development control procedures.

The main areas for further development are in marketing, monitoring and on-road child cycle skills training.



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Co-ordinate data and information on cycling, and make it accessible to partners and the public
- Strengthen the role of cycling in development control policies
- Provide more consistent capital funding
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Make use of Cycle Audit and Review procedures for all new and existing transport infrastructure
- Develop holistic network plans
- Develop an outcome-based marketing strategy for cycling, cutting across departments
- Develop local outcome indicators for cycling policy actions
- Establish a network of automated cycle counters
- Engage users as partners in decision-making

West Lothian

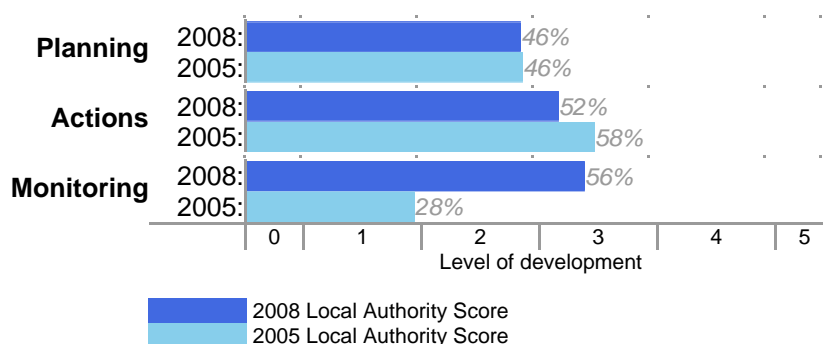
Level of Development: Level 3 – Co-ordinated Approach

Mode share of journeys to work/ study by cycle – 1%

% of journeys to work/ study under 5km – 48%

There is senior level support for cycling. The new LTS will contain actions on cycling and cycling is incorporated within other key strategic documents such as the Structure Plan and Local Plan. The Local Authority has undertaken the development of a sustainable travel PR and Marketing strategy to allow for a more segmented and targeted approach to promotion.

Key areas requiring development are; the creation of a holistic network plan including promotion of the road network as the cycle network, the maximisation of a multi-stage child cycle training programme, including on-road elements and the development of outcome measures to assess progress on cycling actions



Recommendations

- Incorporate indicators on cycle use into the Single Outcome Agreement
- Develop a process of accountability for cycling outcomes
- Develop a revised cycling strategy with outcome measures
- Dedicate more time for a lead cycling officer to co-ordinate cycling actions
- Provide more consistent capital funding
- Develop a senior level Steering Group to implement actions across policy areas
- Deliver Scottish Cycle Training Scheme cycle training to 10-12 year olds on-road
- Maximise delivery of multi-stage child cycle training
- Promote the road network as part of the cycle network
- Introduce SMART infrastructure delivery targets
- Develop local outcome indicators for cycling policy actions
- Develop public reporting of local cycle use indicators

Appendix E – Local Authority Results

Levels of development

Level 5 – Integrated Approach (91-100%)

No local authorities

Level 4 – Systematic Approach (71-90%)

Fife

Level 3 – Co-ordinated Approach (51-70%)

Aberdeen City	City of Edinburgh	Perth & Kinross
Aberdeenshire	Falkirk	Scottish Borders
Angus	Glasgow City	South Ayrshire
Clackmannanshire	North Lanarkshire	West Lothian
Dumfries & Galloway		

Level 2 – Isolated Approach (31-50%)

Argyll & Bute	East Lothian	Moray	Shetland Islands
Dundee City	East Renfrewshire	North Ayrshire	South Lanarkshire
East Ayrshire	Highland	Orkney Islands	Stirling
East Dunbartonshire	Midlothian	Renfrewshire	West Dunbartonshire

Level 1 – Ad hoc Approach (11-30%)

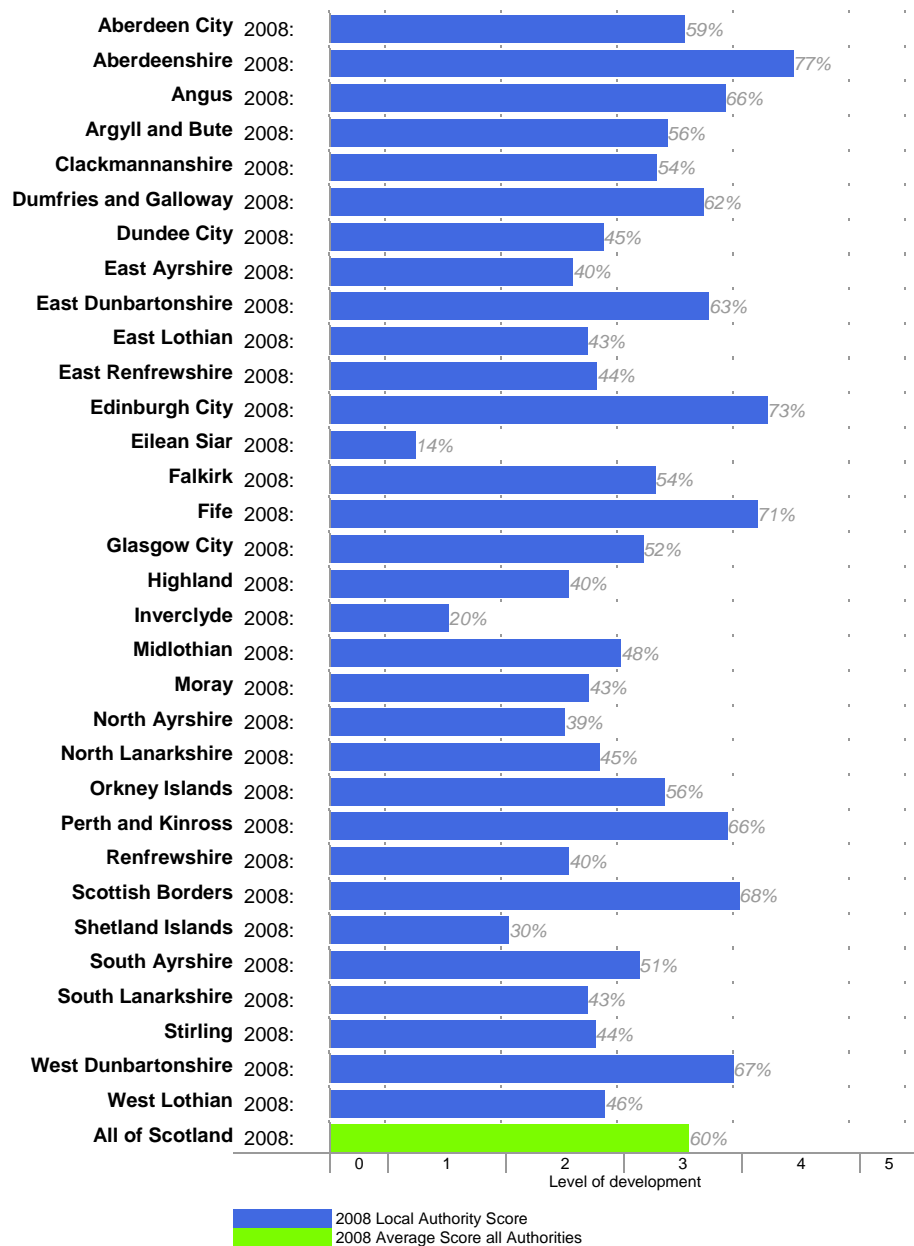
Eilean Siar

Inverclyde

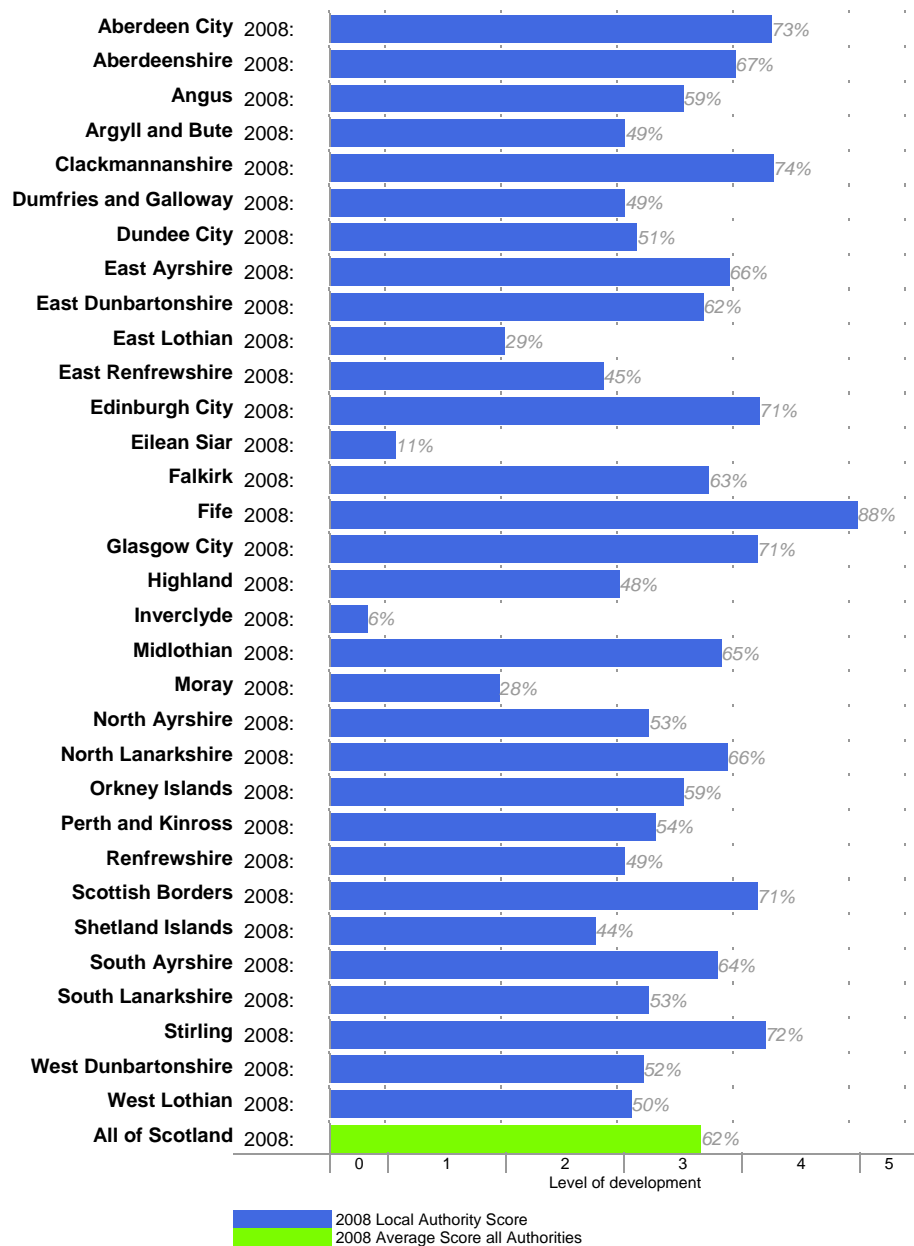
Level 0 – No Approach (1-10%)

No local authorities

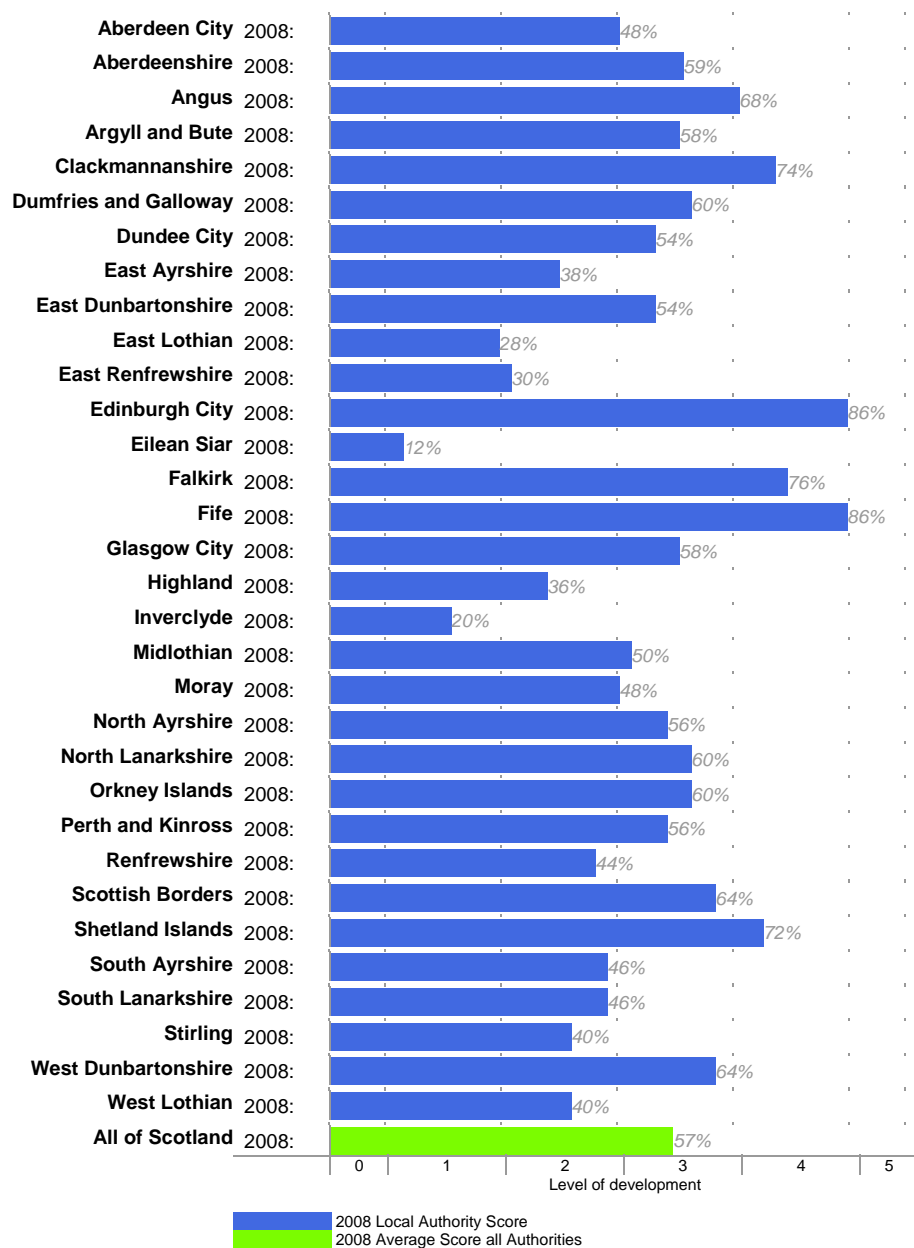
Topic 1 – Leadership & Commitment



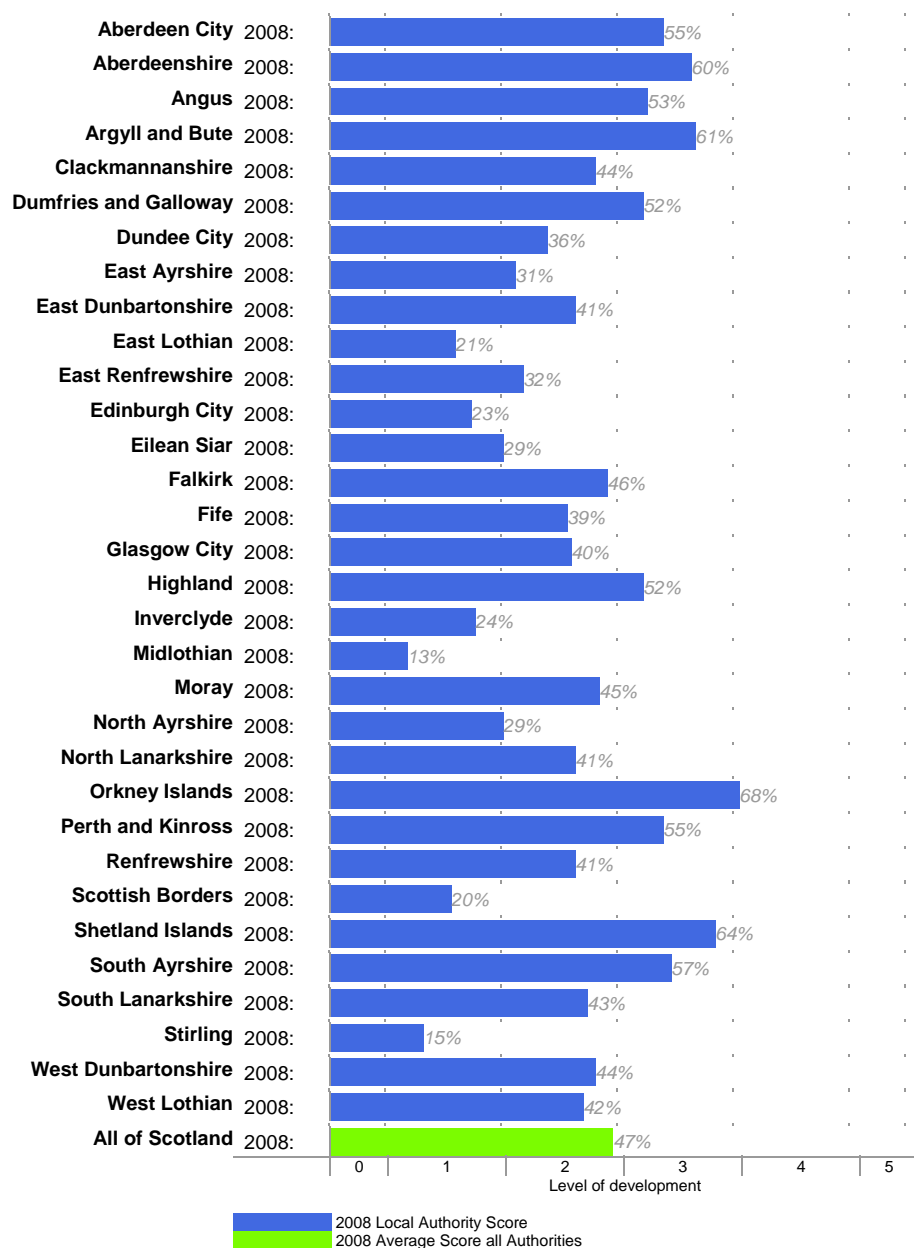
Topic 2 – Strategy



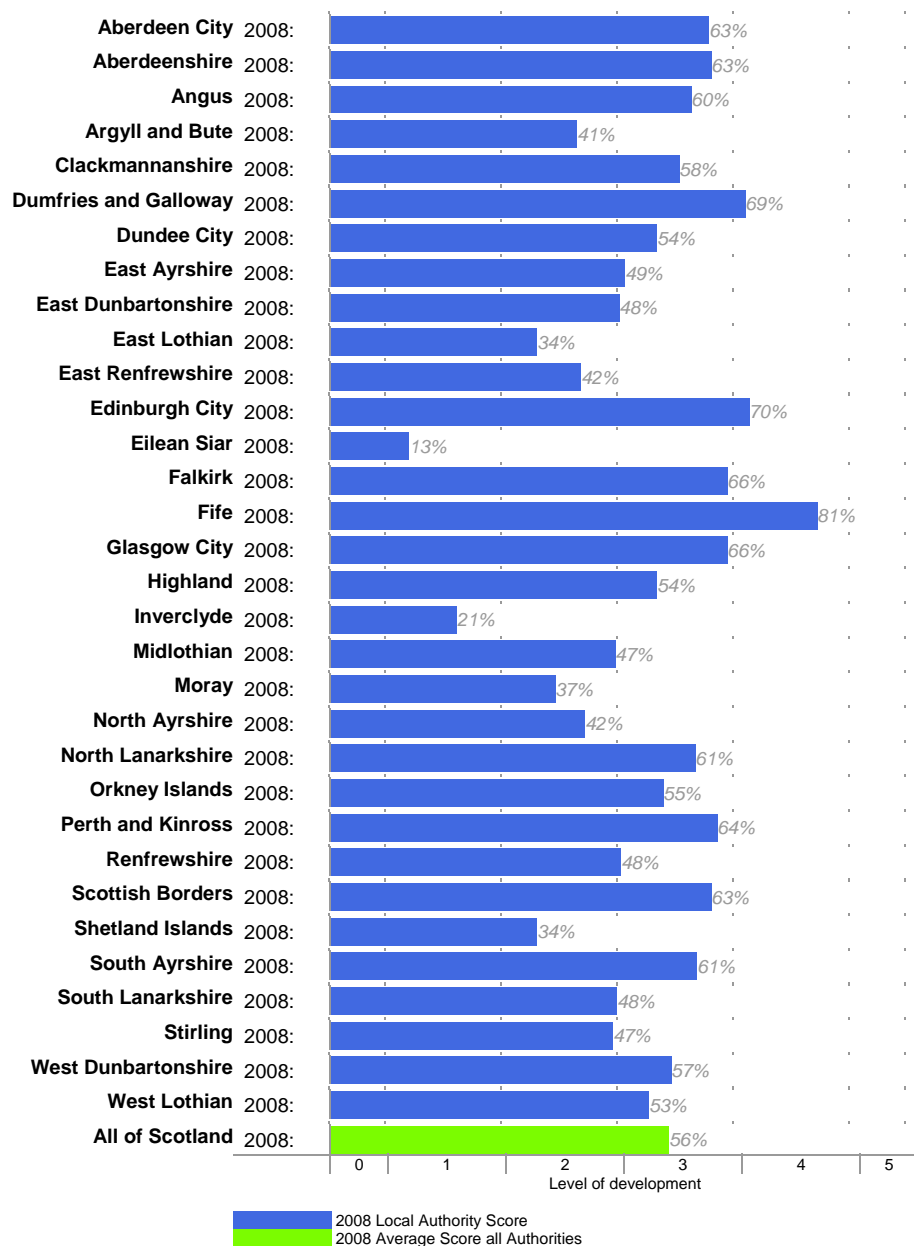
Topic 3 – Resources & Co-ordination



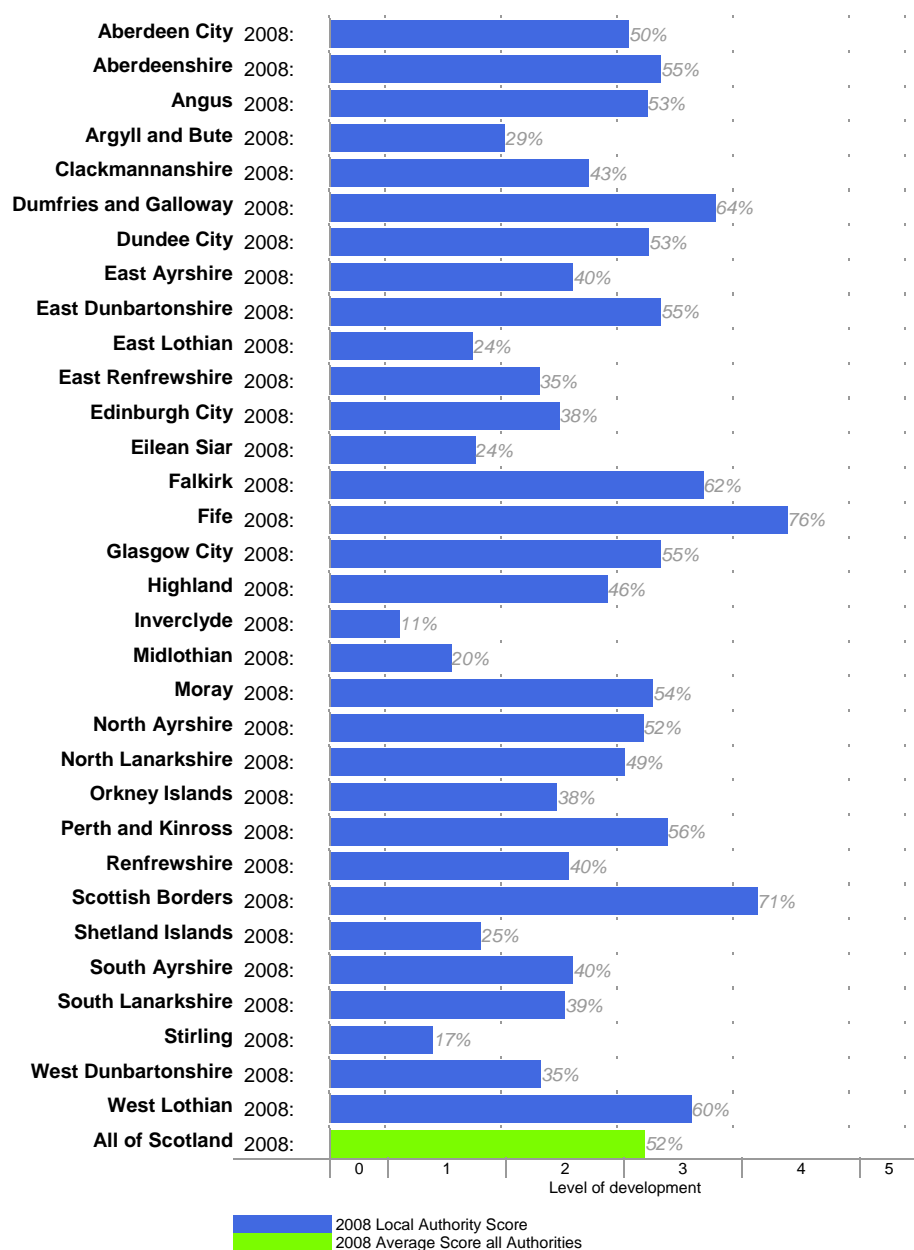
Topic 4 – Cycle Skills Development



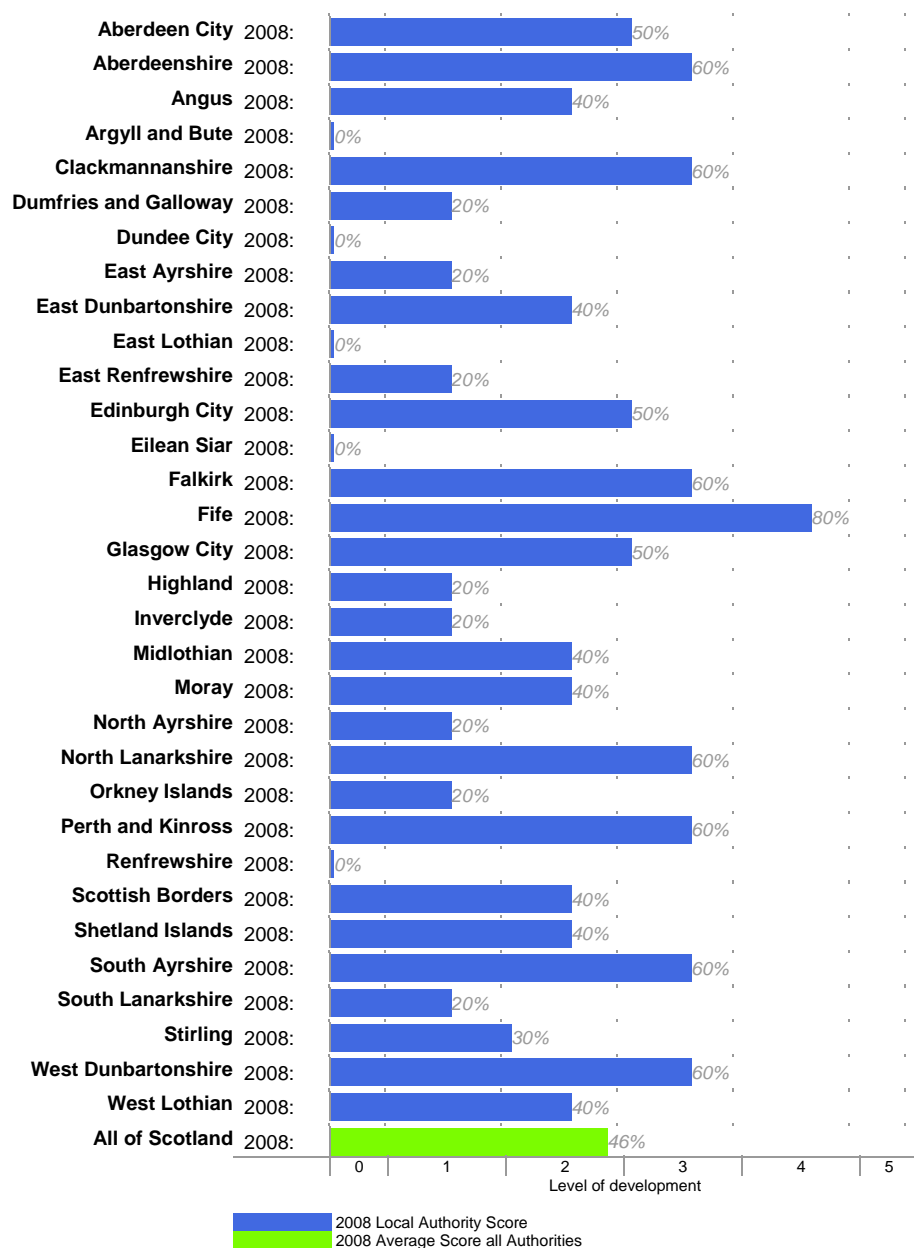
Topic 5 – Infrastructure



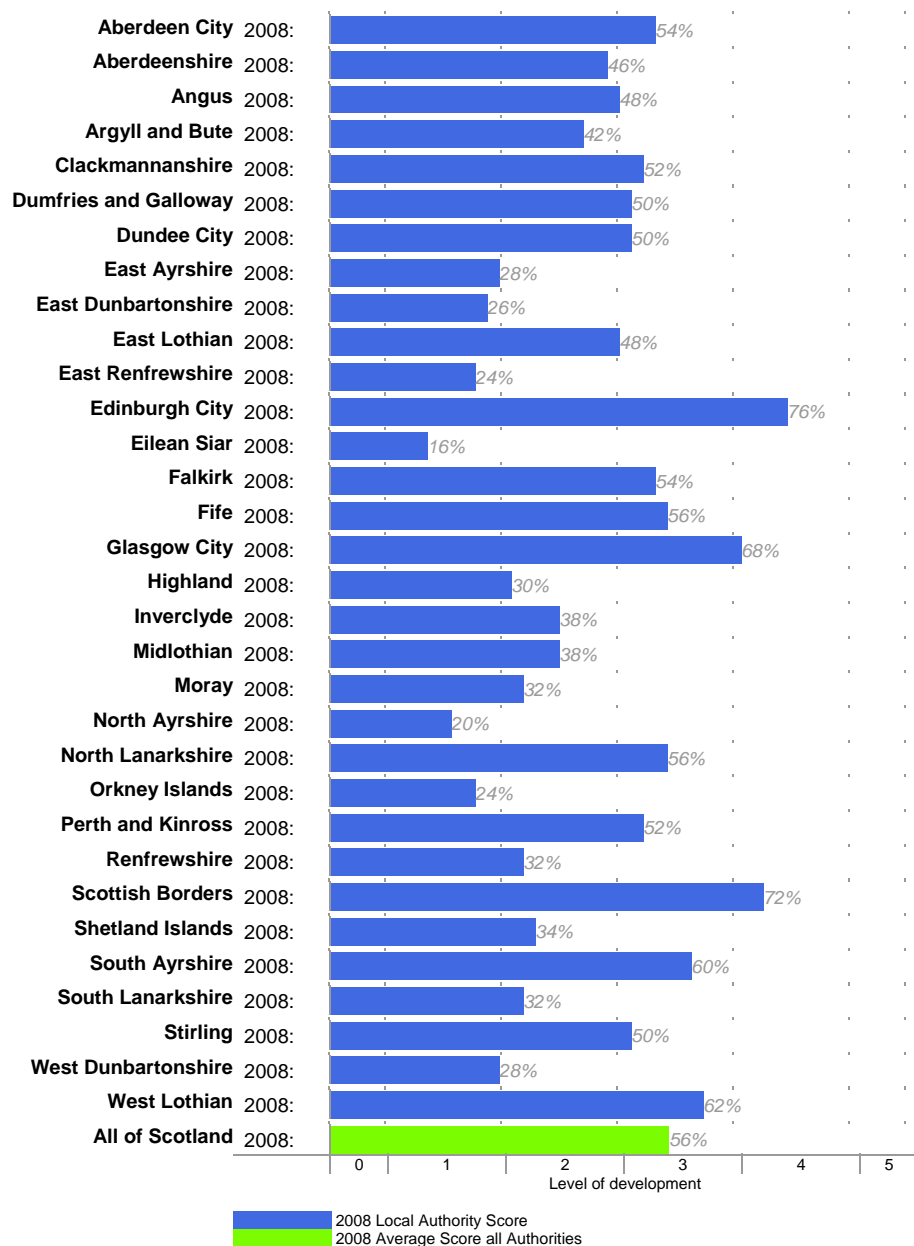
Topic 6 – Marketing



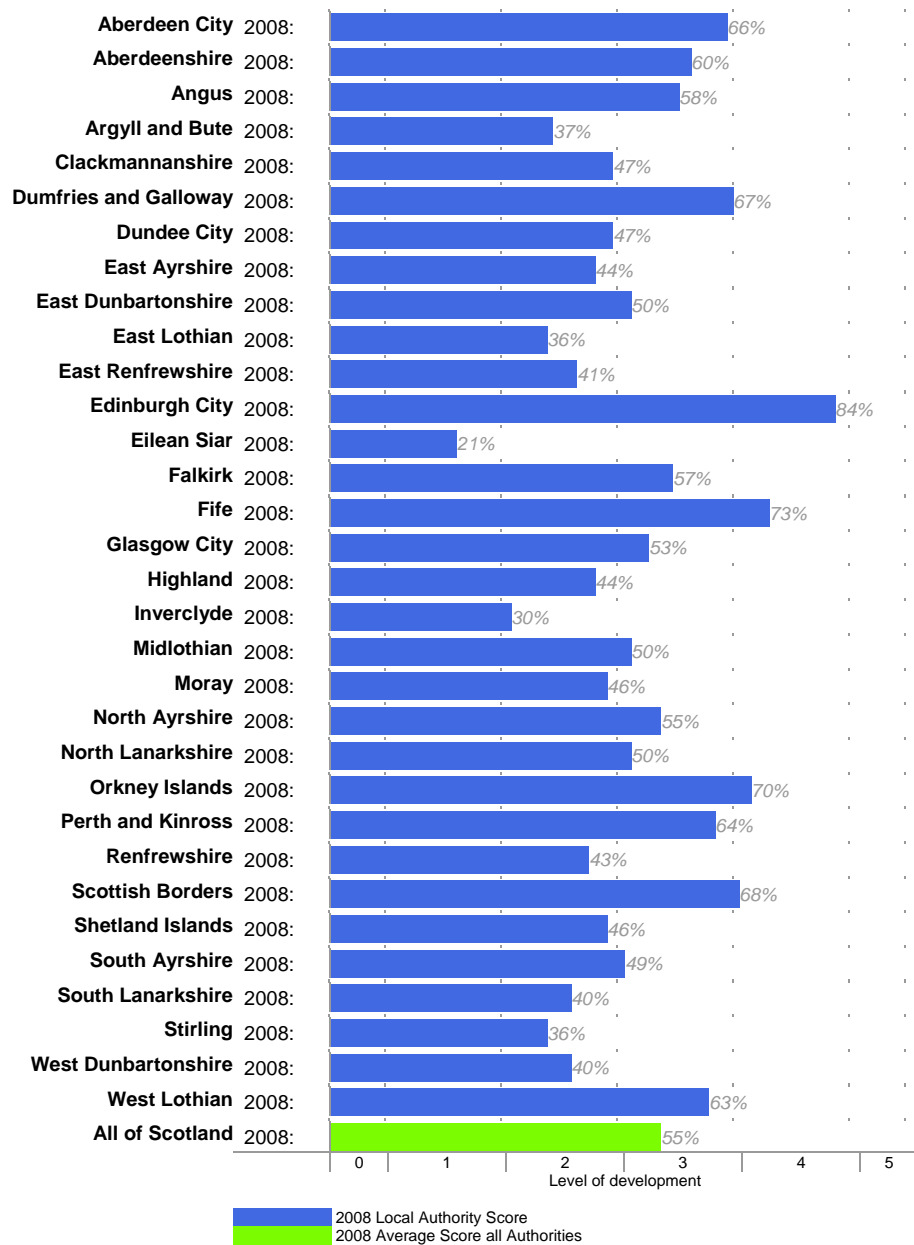
Topic 7 – Policy & Strategy Evaluation



Topic 8 – Monitoring Cycling



Topic 9 – Understanding Users & Stakeholders



National Assessment

of Local Authority Cycling Policy

Cycling Scotland
24 Blythswood Square
Glasgow G2 4BG
t: 0141 229 5350
e: info@cyclingscotland.org
www.cyclingscotland.org

Cycling Scotland