A submission from Cycling UK
to the consultation on the Government's

FUTURE OF TRANSPORT: RURAL STRATEGY

INTRODUCTION

1. Cycling UK was founded in 1878 and has over 70,000 members and supporters. Historically known as 'CTC' or the 'Cyclists' Touring Club', Cycling UK's central charitable mission is to make cycling a safe, accessible, enjoyable and 'normal' activity for people of all ages and abilities. Our interests cover cycling both as a form of day-to-day transport and as a leisure activity, which can deliver health, economic, environmental, safety and quality of life benefits, both for individuals and society. Cycling UK is a member of the Walking and Cycling Alliance, along with the Bicycle Association, British Cycling, Living Streets, Ramblers and Sustrans.

2. Cycling UK has been pleased to provide oral as well as written evidence to several parliamentary inquiries in recent years, notably the Transport Committee's 2019 Active Travel inquiry, whose recommendations we strongly supported. Our written submission to that inquiry[1] provided an overview of the economic, environmental, health and quality-of-life arguments for investing in cycling, hence we do not repeat them here.

3. We welcome the opportunity to respond to this consultation. Yet we are somewhat perturbed that its structure seems to assume that solving rural mobility problems primarily involves "innovation". For instance, we share the Government's evident enthusiasm for boosting the availability and use of electrically-assisted pedal cycles (or 'e-bikes'). Yet this solution alone would fall a long way short of maximising the potential benefits of cycling in rural areas. The consultation's 'context' analysis rightly identifies that "Dependence on the private car" is a key issue for rural transport, compounded by "a lack of active travel infrastructure, including safe walking and cycling routes between towns and villages". Whatever the benefits of e-bikes, realising their potential will still require the provision of cycling route networks which are safe, convenient and attractive for people of all ages and abilities. Yet the structure of the consultation questions does not make it easy to make this or similar points.

4. Despite this, we have followed the format of the consultation questions as best we can. Our solution is as follows:

   - Our responses to questions 3 and 4 identify the key trends and opportunities that a future rural transport strategy should seek to maximise.
   - We identify the actions needed in response to question 7. However our answer to this question is not limited to "innovation", nor to the delivery bodies identified in this question (e.g. we also highlight roles for National Park Authorities and the Boards of Areas of Outstanding Natural Beauty, AONBs).

5. Our recommendations can be summarised under 10 headings, as follows:

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[1] http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/transport-committee/active-travel/written/91593.pdf

i. *Cycle-friendly infrastructure:*
- Support the creation of high-quality cycle route networks that extend beyond urban areas, connecting towns and cities with other nearby towns or rural settlements.
- Set up Active Travel England as soon as possible, to support local authorities in applying the Government's new Cycling Infrastructure Design guidance (Local Transport Note LTN1/20) in all highway and traffic schemes, including all schemes funded through the Major Road Network programme.
- Ensure that HS2 Ltd adopts cycling infrastructure design standards which are at least equivalent to LTN 1/20, and that both Highways England and HS2 Ltd consistently apply their respective cycling infrastructure standards.

ii. *Reducing traffic volumes and speeds on rural lanes*
- Consider reducing the 'default' speed limit on rural lanes to 40mph, with exceptions for wider and busier major roads, which should have separate cycle facilities. Consider how this can be enforced in a visually unintrusive way.

iii. *New developments*
- Ensure that the forthcoming reforms to the planning system support development in non-car-dependent locations with good public transport access, with designs and street layouts which facilitate cycling and walking, in accordance with the principle of '20 minute neighbourhoods'.
- Include sustainability in Homes England's strategic objectives.

iv. *Off-road access*
- Consider how to open up the majority of paths as multi-user trails (with exceptions where this would demonstrably create danger, conflict or environmental damage).
- Provide guidance to highway authorities, local access forums and other landscape bodies (National Park Authorities, boards of Areas of Outstanding Natural Beauty) on integrating Local Cycling and Walking Infrastructure Plans (LCWIPs) and Rights of Way Improvement Plans (RoWIPs), so that off-road cycling and walking routes can be used for both 'utility' and recreational purposes, particularly in 'urban fringe' areas. Ensure that routes which can meet these dual purposes are surfaced and (where necessary) lit to standards which allow their use in all weathers, at all times of day.
- Identify "access to and enjoyment of the natural environment" as a core priority in the Environment Bill, enabling funding to be provided through the Environmental Land Management (ELM) scheme to support the above aims.

v. *Access to e-bikes, including non-standard cycles*
- Provide financial support for the purchase of electrically assisted pedal cycles, including cargo bikes and non-standard pedal cycles which can be used by disabled people as mobility aids.

vi. *Public transport: rail*
- Ensure that future arrangements for procuring rail services incorporate requirements for (a) providing cycle parking and storage at stations; (b) well-designed cycle carriage on new or refurbished rolling stock; (c) cycle-friendly ticketing and reservation systems; (d) customer-friendly information and publicity, both in advance of travel (e.g. what services you can use) and during the journey (e.g. where to stand on the platform to board the train); and (e) consultation, engagement and monitoring.

vii. *Public transport: bus*
- Support cycle-carrying bus services, including reconsideration of the option to provide cycle racks on the fronts of buses.

viii. *Cycle hire*
- Encourage local authorities to support cycle hire schemes in their areas. Develop regulations which enable councils to manage the integration of these schemes with local public transport services, including integration of payment platforms to facilitate through-ticketing and common payment processes for different cycle hire schemes around the country.

ix. *Mobility as a Service*
- Support the integration of cycle hire schemes with MaaS payment platforms.

x. *Managing tourist and recreational traffic*
- Support partnership arrangements between local authorities, landscape bodies, tourist boards, public transport operators and cycle hire operators to enable tourists or visitors to rural areas to minimise car use, or avoid it altogether.

PART 1: CONTEXT

Question 1: Do you have any evidence for the issues mentioned?

6. The consultation document rightly identifies "dependence on the private car" as one of four headline issues that a rural transport strategy needs to address. In the most rural areas fewer than 10% of households manage without a car, compared with 34% of residents in urban areas.[2] However that 10% includes many older people and people on lower incomes, including young job-seekers. The lack of facilities in many rural communities (e.g. shops, post offices, schools, health care), or public transport and safe active travel routes to reach these facilities in the nearest town, can cause serious social isolation. In other words, the issue of "dependence on the private car" is at the root of the other three issues listed (i.e. "Access to key services", "Access to employment" and "Social isolation").

7. DfT provides useful briefings comparing transport and accessibility for urban and rural areas, with various sub-categories of location-types (from major urban conurbations to the most remote rural locations).[3] These include briefings on:

   • [The overall accessibility of key locations](#).[4] This shows that 50% of rural dwellers are in the lowest decile of accessibility to key services, but this rises to 95% of dwellers in remote rural villages or dispersed locations. (NB the following table and chart show accessibility by walking and public transport – however the picture for car accessibility is similar).

Proportion of the population within each decile for accessibility of services based on minimum travel times by public transport and walking, by rural-urban classification, England, 2016

| Decile	Poorest accessibility of services						Greatest accessibility of services			
	1	2	3	4	5	6	7	8	9	10
Urban major conurbation	<1%	2%	5%	7%	10%	11%	13%	14%	17%	22%
Urban minor conurbation	<1%	7%	10%	13%	13%	15%	14%	10%	9%	9%
Urban city and town	3%	12%	13%	13%	12%	11%	11%	10%	9%	7%
Urban city and town in a sparse setting	11%	16%	13%	7%	4%	8%	3%	7%	3%	27%
Rural town and fringe	23%	29%	19%	11%	8%	5%	2%	2%	1%	<1%
Rural town and fringe in a sparse setting	29%	24%	15%	10%	8%	2%	5%	5%	<1%	2%
Rural village and dispersed	80%	15%	4%	1%	<1%	<1%	<1%	<1%	<1%	<1%
Rural village and dispersed in a sparse setting	95%	5%	<1%	<1%	<1%	<1%	<1%	<1%	<1%	<1%
Urban	2%	7%	9%	10%	11%	11%	12%	12%	12%	13%
Rural	50%	22%	12%	6%	4%	2%	1%	1%	1%	<1%

Source: Department for Transport (DfT)[2] and Defra analysis, ONS mid-year population estimates 2016[3]

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[2] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/841674/Transport_and_travel_data_to_2017_18.pdf

[3] https://www.gov.uk/government/statistics/rural-transport-travel-and-accessibility-statistics

[4] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/742199/Overall_accessibility_measure_Sept_2018.pdf

Proportion of population within each decile of accessibility of services based on minimum travel times by public transport and walking, by rural-urban classification and detailed rural classification, England, 2016
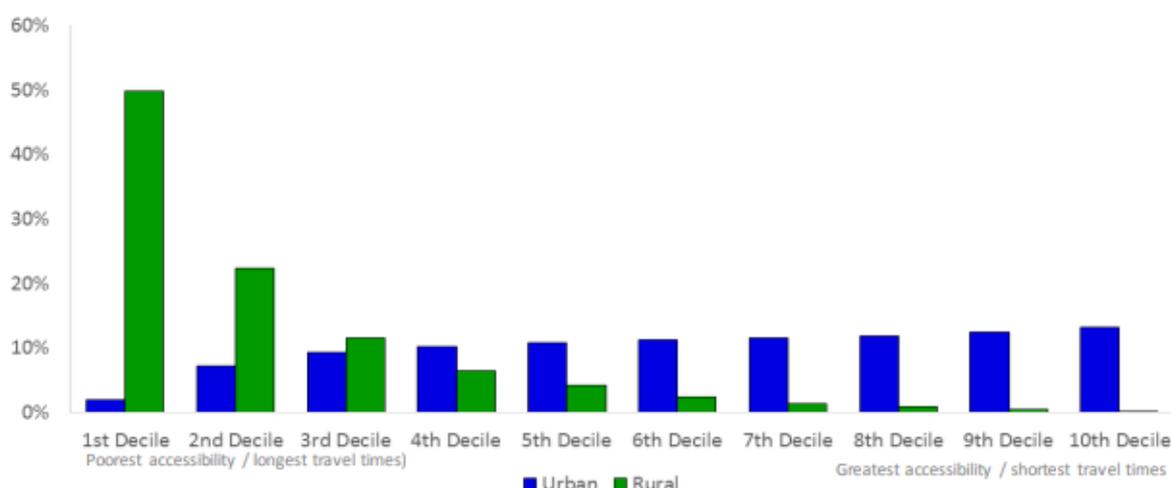
- [Average travel times to specific location types](#) (primary school, secondary school, further education, GP, hospital, food store and town centres) by car, by walking and public transport, or by cycling.[5] Averaged across these 8 services, rural dwellers' journey times to these destinations are roughly double those of urban dwellers. However much greater discrepancies appear for the most remote dwellers if they do not have access to cars (i.e. if they are reliant on cycling, or walking and public transport).

Average minimum travel time to reach the nearest key services by mode of travel, by LSOA rural urban classification, in England, 2017

Minutes

Mode	Rural urban classification	Centre of employment			Primary school	Secondary school	Further Education	GP	Hospital	Food store	Town Centres	Average of 8 services
		Places with 100 to 499 jobs	Places with 500 to 4,999 jobs	Places with 5,000+ jobs								
Public transport / walking	Rural town & fringe	10.7	13.9	45.3	9.9	22.9	28.1	14.5	52.3	8.9	26.6	**22.1**
	Rural town & fringe in a sparse setting	14.3	11.6	81.9	10.2	21.3	28.9	13.4	58.3	6.9	24.0	**21.8**
	Rural village	22.3	23.6	59.9	13.9	35.7	40.3	27.7	66.3	21.3	39.0	**33.5**
	Rural village in a sparse setting	32.8	34.3	97.5	16.7	48.0	57.6	35.9	81.0	28.1	53.7	**44.4**
	Rural hamlets & isolated dwellings	29.9	31.0	67.6	21.5	43.3	49.2	34.8	73.3	28.8	47.0	**41.1**
	Rural hamlets & isolated dwellings in a sparse setting	52.2	56.0	105.3	33.3	67.6	78.3	57.0	93.2	49.2	73.2	**63.5**
	All Urban	7.5	10.2	27.2	8.4	15.6	18.2	10.8	34.2	7.2	17.6	**15.3**
	All Rural	18.5	20.6	56.0	13.6	31.2	36.6	22.9	61.3	16.9	34.9	**29.8**
Cycle	Rural town & fringe	10.1	12.7	54.6	8.8	21.4	28.2	13.4	56.6	8.9	29.6	**22.5**
	Rural town & fringe in a sparse setting	13.6	11.7	110.0	8.7	23.7	36.8	12.6	82.3	7.4	32.8	**27.0**
	Rural village	17.2	18.8	58.8	11.4	28.9	34.2	22.3	60.8	17.7	34.7	**28.6**
	Rural village in a sparse setting	24.7	27.1	112.6	13.5	41.0	52.9	28.7	84.0	22.4	50.1	**40.0**
	Rural hamlets & isolated dwellings	18.6	19.7	59.8	13.9	28.6	34.3	22.4	60.7	18.4	33.5	**28.9**
	Rural hamlets & isolated dwellings in a sparse setting	28.4	33.0	110.8	18.5	44.7	60.5	33.3	86.8	27.4	54.6	**44.8**
	All Urban	7.9	9.1	25.1	8.3	11.8	13.9	9.4	28.4	7.8	14.2	**12.8**
	All Rural	14.3	16.2	59.6	10.7	25.6	32.1	18.1	60.0	13.6	32.6	**26.1**
Car	Rural town & fringe	8.0	9.0	23.7	7.7	12.6	14.9	9.2	25.6	7.3	15.5	**12.7**
	Rural town & fringe in a sparse setting	9.4	8.3	44.1	7.8	12.6	16.7	8.9	29.8	6.7	14.7	**13.2**
	Rural village	10.3	11.0	24.8	8.2	14.8	16.7	12.1	26.4	10.1	16.8	**14.5**
	Rural village in a sparse setting	14.2	13.6	47.9	9.7	19.1	22.9	13.6	32.7	11.6	21.8	**18.1**
	Rural hamlets & isolated dwellings	11.0	11.5	25.5	9.2	14.9	16.9	12.2	26.7	10.6	16.7	**14.8**
	Rural hamlets & isolated dwellings in a sparse setting	15.1	15.9	46.8	10.9	19.7	25.0	15.8	33.6	13.6	22.7	**19.7**
	All Urban	7.2	7.9	15.6	7.6	9.8	10.9	8.1	18.2	7.1	11.2	**10.1**
	All Rural	9.4	10.2	25.5	8.2	13.8	16.1	10.8	26.4	8.8	16.3	**13.8**

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[5] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/862322/Rural_accessibility_2017.pdf

- [Travel patterns](#) (distances travelled, numbers of trips, mode of transport used) for urban and rural dwellers, along with an analysis of travel modes and times for school journeys, and an index of bus availability.[6] This shows (among other things) that rural dwellers aged 11-16 have particularly long journey times for reaching their schools.

Journey to School

Average journey length to school by settlement type and age group, in England, 2017/18
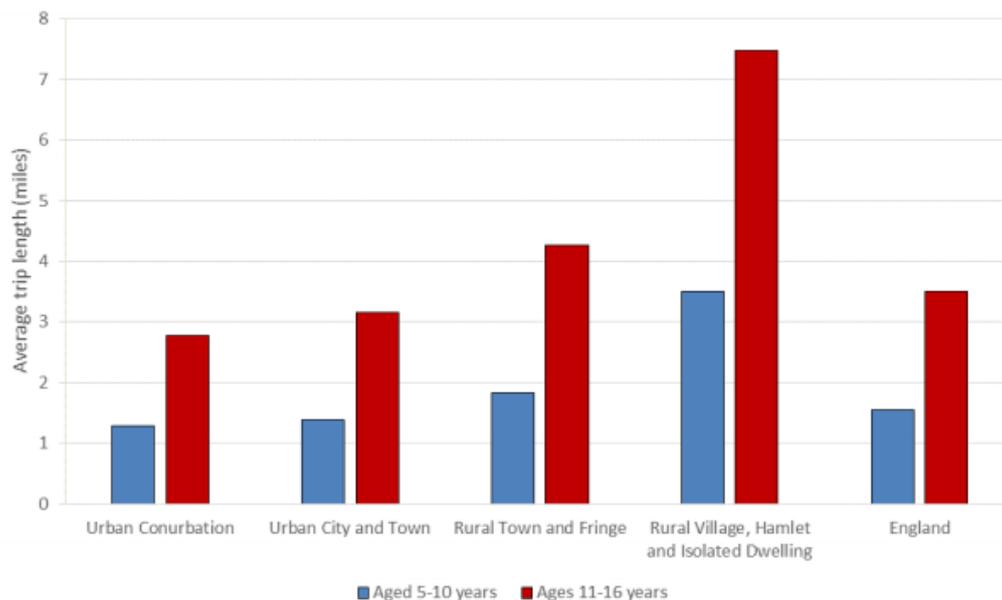
8. Finally, the strategy needs to identify the environmental (and particularly the climate) implications of this car dependence. 30% of CO_2 emissions from domestic personal travel by English residents arise from just the longest 3% of personal journeys.[7]

Question 2. Do you think there are other issues facing rural areas that we should consider in the strategy?

9. Yes, we cite two additional issues.

10. The first is *Access to education and training*. Most school-age pupils cannot drive, and even among those who have passed the age of 17, the majority cannot afford to own and run a car. Our response to Question 1 has highlighted the discrepancies between the travel distances to school for urban and rural pupils respectively, particularly at secondary school age. It is vital that this strategy considers their needs.

11. The second is *Managing visitors and tourism*. This is particularly important in National Parks, Areas of Outstanding Natural Beauty and significant rural tourist attractions. Compared with urban areas, demand for rural travel from visitors and tourists – and the seasonal variation in this demand – has a much more significant impact on local transport systems. This too needs to be considered.

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[6] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/841674/Transport_and_travel_data_to_2017_18.pdf

[7] Adeel, M, Wadud Z and Anable J 2020. *An exploratory analysis of long distance travel by English residents within Great Britain*, presented at the 99th Annual Meeting of the Transportation Research Board, January, Washington DC (not available online).

PART 2: RURAL MOBILITY TRENDS AND INNOVATIONS

Question 3. What examples do you have of the transport trends in rural areas of (a) increasing use of active travel modes, (b) micromobility, (c) more effective integration of journeys (d) data and digital improvements unlocking market knowledge, (e) new modes of transport, and (f) strong community links?

(a) Increasing use of active travel modes

12. Regrettably there is no evidence in Britain of overall increases in active travel in rural areas. If anything, the fact that levels of cycling for Britain as a whole remain frustratingly static (at around 2% of trips) suggests that the significant growth of cycling in some larger cities (e.g. London, Bristol, Leicester) may still be offset by declines in more rural areas. Nonetheless, there have been some success stories in boosting cycle use, even if only in localised pilots.

13. We specifically cite the success of the [access to e-bikes pilot scheme](#) conducted and/or documented by CoMoUK. [8] Taken together, these show that 'try-before you buy' e-bike schemes are highly effective at overcoming the barriers to promoting cycling, in both urban and rural areas, and specifically for addressing the problems of rural tourism.

14. The consultation document rightly highlights the potential of e-bikes to increase overall cycling levels. They can enable people to cycle for journeys that would otherwise be too long, or too hilly, as well as making cycling a viable option for older people, people with health issues or disabilities, and otherwise who would not otherwise consider cycling. [Research for the Bicycle Association](#) found that, pound for pound, subsidies for e-bike purchases reduce CO_2 emissions by twice as much as subsidies for electric cars[9] – and that is without taking account of the additional benefits of e-bikes in reducing congestion, road danger, physical inactivity and other adverse impacts of cars. It is therefore extraordinary that the Government's Office for Zero Emissions Vehicles (OZEV) provides purchase subsidies for electric cars, taxis, vans, lorries and motorbikes, but not pedal cycles.

15. However the consultation document misquotes the findings of a [Propensity to Cycle Tool analysis](#) of cycling in Cornwall. It erroneously suggests that, according to that analysis, e-bikes could increase cycling in Cornwall by 19.1%. What the research actually shows is, firstly, that the creation of Dutch cycling conditions in Cornwall could boost cycling from 1.8% to 10.1% of commuting trips, and that the addition of e-bikes could further increase cycling to 19.1% of commuting trips.[10] These figures suggest that e-bikes alone could almost double cycle use in Cornwall, presumably to around 3.4% of trips (which is a lot more than a 19.1% increase). However, reaching 19.1% of commuting trips requires Dutch cycling conditions as well as e-bikes. High-quality cycle provision is also needed, if the potential of e-bikes is to be fully realised.

(c) More effective integration of journeys

16. The integration of cycling and public transport is an area of relative weakness in the UK compared with many other European countries. We have historically had reasonable provision for carrying cycles on our intercity services (although the new generation of Intercity Express Trains represents a significant worsening compared

[8] https://como.org.uk/shared-mobility/shared-bikes/shared-mobility-shared-bikes-projects

[9] www.bicycleassociation.org.uk/news-press/e-bike-incentives-over-twice-as-effective-as-e-car-grants

[10] https://npct.github.io/pct-shiny/regions_www/www/static/03b_case_studies/cornwall-case-study.pdf

with the High Speed Trains they replace). However integration with regional rail services and with bus or coach services is generally poor.

Cycle-rail integration

17. Cycling UK's [submissions to the Williams Rail Review](url)[11] highlighted the need for a comprehensive approach to cycle-rail integration, and indeed to cycle / public transport integration more generally. Action is needed under the following headings:

- Safe and convenient cycle access to, from within and through stations
- Safe, secure, accessible and well-designed cycle parking at stations, together with hire and storage facilities at larger stations
- Formal and informal cycle spaces on trains
- Convenient ticketing and reservation systems
- Information and publicity
- Supporting large cycling events
- Stakeholder engagement
- Monitoring and review of what is working.

18. Our 'Phase 2' [full submission to the Williams Review](url)[12] includes images showing various forms of cycle parking and storage at rail stations, as well as a range of design solutions for providing space for cycles on trains of different kinds. These include design solutions for (a) suburban and regional trains (with centrally-located doors); (b) longer-distance non-loco-hauled trains (using spaces between the doors and the end-walls of the carriage – e.g. opposite a toilet or the guard's office); (c) the engines of loco-hauled trains; or (d) special carriages intended for cycle storage (n.b. our examples of this are from other European countries, as there are no such carriages in the UK).

Cycle-bus integration

19. As regards cycle-friendly bus and coach services, Scottish Citylink and the Bus Eireann network in the Republic Ireland will carry cycles in the underfloor area of their inter-urban coaches services. [Bus Eireann](url) charges €10[13] while [Scottish Citylink](url) require cycles to be in a bag, [14] however they can sell reasonably priced polythene bags if required. England and Wales are notably less good in this respect.

20. There are relatively few UK bus services which carry bicycles, though examples exist in the [Lake District](url),[15] in [North Yorkshire](url)[16] and the [Scottish Borders](url).[17] By contrast, [Switzerland's Postbus services](url) routinely carry cycles on racks mounted on the outside of the bus,[18] while cycle racks are mounted on around [70% of all buses in the USA](url)v.[19]

21. A proposal to allow cycle racks on the fronts of buses was considered in the late 1990s by the Department for Transport. However consultants who [assessed the proposal](url) (TRL) rejected it due to spurious evidence about the risks involved. TRL found no evidence of an actual safety problem with front-mounted cycle racks – indeed, the flexible metal used for the racks potentially provided a safety benefit. Yet they

[11] [www.cyclinguk.org/article/bad-train-trip-share-your-experiences-taking-bikes-trains](url)
[12] [www.cyclinguk.org/sites/default/files/document/2021/02/1905_rg_williams-review-phase2-response_con-final.pdf](url)
[13] [www.buseireann.ie/inner.php?id=376#luggage](url)
[14] [www.citylink.co.uk/carriage.html](url)
[15] [http://mediafiles.thedms.co.uk/Publication/CU/cms/pdf/BikeBusPR.pdf](url)
[16] [www.eastyorkshirebuses.co.uk/new-bike-friendly-buses](url)
[17] [www.bordersbuses.co.uk/bike-friendly-buses](url)
[18] [www.postauto.ch/en/tickets-and-reservations/reservations/bicycle-carry-on-reservations](url)
[19] [https://cycle-works.com/products/bus-racks](url)

advised against the proposal due to concerns that, hypothetically, there could be a safety threat to pedestrians not from the rack itself but from the handlebars or pedals of a bike stored on it.[20] This was despite evidence that, when pedestrians are hit by buses, the point of impact is overwhelmingly likely to be near the front corners of the bus, not the central area of the front where these supposed hazards are located. We therefore urge DfT to reconsider its approach to cycle carriage on buses.

Public cycle hire schemes

22. Cycle hire and cycle sharing schemes can take [many forms.](#)[21] Simple schemes allow cycles to hired from and returned to a fixed location (normally staffed), e.g. in areas where recreational cycling is popular. Larger staffed schemes offer networks of hire-points (e.g. the [OV-Fiets](#)[22] and [Call a Bike](#)[23] networks based at Dutch and German rail stations respectively). Unstaffed schemes can involve docking stations (such as the Santander Cycles scheme in London and similar schemes in other cities), or can be dockless (using technology which ensures that bikes can only be unlocked by known users whose credit card details are held on the system). Hybrids of docked and dockless schemes also exist, providing much of the flexibility of dockless schemes but requiring users to return their bike to a dock if leaving it in busier areas, thereby reducing the obstruction and danger caused by badly parked bikes. There are also [peer-to-peer bike sharing schemes](#) operating on a model similar to AirBNB.[24]

23. A [survey of users of bike hire schemes](#) in the UK, run in 2019 by charity CoMoUK,[25] found that 35% of users use bike share in conjunction with train travel, and 23% of users combined it with bus travel. It is thus clear that cycle hire strongly complements public transport use. Its management should seek to maximise this synergy, with integrated ticketing and payment systems, and with local transport authorities having the ability to manage pricing, service standards etc, so as to maximise public benefits such as the availability of hire bikes in more disadvantaged communities.

24. The same CoMoUK survey also found that.

- 40% of bike hire users were female (this is significantly higher than the overall ratio for cycle use in Britain);
- 46% of users said that the bike share scheme was the catalyst from them to take up or resume cycling.

25. Bike hire schemes can provide an excellent "try-before-you-buy" opportunity for people considering taking up cycling, particularly those from groups who are under-represented in cycling and/or those who stand to gain disproportionally from the accessibility and/or physical activity it provides. These groups include women, people on lower incomes, people from ethnic minorities, older people, disabled people, and people with health conditions that make exercise difficult but which could be assisted by taking exercise anyway.

26. Schemes which hire out electrically-assisted pedal cycles (or 'e-bikes') or non-standard cycles (e.g. tricycles, which may be needed for people with some disabilities) can be particularly valuable. These types of cycle are expensive to buy,

[20] https://trl.co.uk/uploads/trl/documents/TRL592.pdf
[21] https://como.org.uk/shared-mobility/shared-bikes/what
[22] www.ns.nl/en/door-to-door/ov-fiets
[23] www.callabike.de/en
[24] For instance see www.spinlister.com/about
[25] https://como.org.uk/wp-content/uploads/2019/11/CoMoUK-Bike-Share-Survey-2019-final-1.pdf

and people from the demographic groups whose health and wellbeing most stand to benefit from these machines (who in many cases also face economic disadvantages) are unlikely to want to risk buying them without first deciding whether they are likely to be of benefit.

27. In short, bike share schemes are a highly effective way to introduce people to cycling, to boost the diversity of those who cycle, and to complement public transport use.

(e) Data and digital improvements unlocking market knowledge

Propensity to Cycle Tool

28. To date, the DfT-funded [Propensity to Cycle Tool](http://pct.bike) (PCT)[26] has primarily been used to plan and prioritise urban, rather than rural, cycle networks. This reflects the limited funding that has so far been available to local authorities for implementing their Local Cycling and Walking Infrastructure Plans (LCWIPs), forcing them to prioritise work on 'easy win' projects in locations where investment was most likely to yield significant uptake in cycling. It also reflects the perception (as highlighted in the consultation document's opening 'issues' section) that "rural communities need to be designed with the private car in mind". This perception is, of course, self-fulfilling. Increasing the funding available to local authorities for implementing their LCWIPs would enable them to draw up more ambitious LCWIP network plans, including links between urban areas and other nearby settlements, as well as within urban areas.

Strava and other apps

29. There is a lively debate within the world of cycling researchers about the pros and cons of using data from apps such as Strava to inform cycle network planning. It is true that users of Strava (and similar apps) are likely to be confident cyclists, who will cycle in relatively hostile road conditions that would deter most people, particularly children, women, and older or frailer cycle users. Yet the routes chosen by these confident riders are the direct routes that other users would prefer to chose if safe conditions were provided along these routes. In this respect, Strava data can provide a good indication of the levels of demand to cycle on particular route corridors. The difficulty is excluding the routes that Strava users chose purely for recreational cycling challenges, particularly the hill-climbs. If one relied on Strava data, one might assume there is a need for high-quality cycle provision on the famous climb of Box Hill, when this is not actually the case!

Data from bike hire schemes

30. It should be noted that public cycle hire schemes are another very useful source of data on cycle demand. This is another reason (in addition to those given in paragraphs 23 to 26) why these schemes need to be managed by local transport authorities, and integrated into their wider public transport strategies, including ticketing and payment systems.

Integration of cycle hire schemes with public transport payment and ticketing, including Mobility as a Service (Maas) platforms

31. At present, public cycle-hire schemes run in many towns and cities around the UK. However there is no common system of payment. Therefore regular users have to

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[26] http://pct.bike

have different payment systems for each cycle-hire scheme, and it is impossible to link these services as add-ons to rail or other public transport fares. Hence neither local authorities or public transport operators have the ability to promote the integration of cycle-hire schemes either with one another or with public transport services, via common payment systems (including 'Mobility as a Service' platforms).

32. Addressing these issues should be led by national government, in order to create an interoperable system of payment and ticketing. It should then set regulations and guidance to highway and transport authorities, with highway authorities being enabled and mandated to manage public space (notably the public highways) in their areas, while transport authorities (who are often but not always the same bodies) are enabled and mandated to integrate cycle-hire schemes (and other transport services) with wider public transport provision in their area, and to ensure good service standards, particularly in areas of deprivation and/or transport poverty.

Question 4. Do you think there are other trends in innovation we haven't included?

33. The answer largely depends on what counts as "innovation". There are various solutions that are still 'novel' in the UK, even though they are tried and tested in other continental countries.

Comprehensive cycle network planning

34. The most important of these is comprehensive cycle route networks which provide safe, convenient and attractive cycling links between towns or cities and other nearby towns or smaller settlements. This approach is completely normal in Denmark, the Netherlands and parts of Belgium, Germany, Switzerland and other areas of Europe. Yet examples in the UK are relatively uncommon. Interurban cycle facilities in Britain tend to be seen as recreational facilities, which may be safe and attractive but are not planned to be convenient or direct, and may also lack the surfacing and lighting to enable their use in all weathers at all times of year.

35. In July 2020, the Government published 'Gear Change',[27] setting out its vision for cycling and walking, together with refreshed guidance on Cycling Infrastructure Design (Local Transport Note LTN 1/20).[28] Cycling UK strongly supports both documents, as well as the Local Cycling and Walking Infrastructure Plan (LCWIP) process,[29] which advises councils on the planning and prioritisation of comprehensive local cycling and walking network plans. However, to date, there has been very limited funding for the LCWIP process. This has led most highway authorities to limit the ambitions of their LCWIPs, focussing primarily on urban areas, on the basis that this is where they can initially boost cycle use most cost-effectively. It is now vital that the funding for the LCWIP process is strengthened, so that councils can plan networks that extend beyond urban areas, providing links between towns, or forging connections with villages in their hinterlands.

The role of Highways England, HS2 and the Major Road Network project

36. A major issue in developing rural cycling (and indeed walking) networks is the need to overcome the historic severance of these networks caused by major roads and other

[27] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904146/gear-change-a-bold-vision-for-cycling-and-walking.pdf

[28] www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120

[29] www.gov.uk/government/publications/local-cycling-and-walking-infrastructure-plans-technical-guidance-and-tools

infrastructure projects, and to avoid exacerbating it. Too often, major roads have severed minor roads and rights of way, adding to the fragmentation of the rights of way network (see paragraph 52). The photo below shows where the Ridgeway, a historic long-distance National Trail, crosses the M4. There is no provision for safe cycling or horse-riding – the latter being arguably a breach of the legal duty on highway authorities to provide a safe margin for horse-riding where they consider it necessary or desirable.[30] Road junctions where the motorway and trunk road network intersect with more minor roads are also typically very unsafe for cycling or walking.

37. Efforts have been made in recent years to overcome these concerns, through the adoption of Highways England's standards on Designing for Cycle Traffic (CD 195)[31] and on Walking, Cycling and Horse-riding Assessment and Review (GG 142)[32], as well as Highways England's designated fund for Cycling, Safety and Integration (n.b. future cycling schemes will be covered by the 'Users and Communities' designated fund) [33]. Yet we still lack good data on the impact of these programmes, and are still concerned that adherence to these standards remains inconsistent.

38. We are also concerned at the reluctance of HS2 Limited to adopt the cycling infrastructure design guidance (LTN 1/20) that all local highway authorities in England are expected to adhere to. If tunnels and bridges are constructed over or under the HS2 rail link, for 60mph single-carriageway roads without safe cycling provision, this would effectively prevent their use by anyone other than highly confident cyclists throughout the lifetimes of everyone alive today. We urge DfT intervention to ensure that its design guidance is upheld by the two major infrastructure companies that it controls.

Rural 'quiet lane' networks

39. Another 'innovation' is networks of traffic-calmed rural lanes, where through traffic is minimised, along with traffic speeds. The nearest example we have is the North Norfolk Quiet Lanes project from around 20 years ago.[34] Yet even this relied largely

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[30] www.legislation.gov.uk/ukpga/1980/66/section/71

[31] www.standardsforhighways.co.uk/dmrb/search/5bb8f60c-737b-49f8-8c40-522a49038eff|

[32] www.standardsforhighways.co.uk/dmrb/search/5f33456d-32f9-4822-abf6-e12510f5c8dc

[33] https://highwaysengland.co.uk/designated-funds

[34] www.norfolkcoastaonb.org.uk/partnership/quiet-lanes/167

on design solutions (rather than any form of traffic or speed limit reduction), together with the fact that the lanes in question were already pretty quiet.

40. A key recommendation of the DfT-commissioned [Road Safety Management Capacity Review](#) (2018)[35] was a call for a review of the national road hierarchy and speed limit classification, in line with [Safe System principles](#)[36] (as incorporated into DfT's '[Road Safety Statement](#)' in 2019[37]), with national speed limits on Britain's roads being reviewed *as soon as possible* (emphasis added).

41. Cycling UK urges the UK Government to consider making 40mph the 'default' speed limit for non-built-up single carriageway roads. At present, the default is 60mph, even though this would be an absurdly dangerous or impossible speed on many rural lanes. Exceptions would apply to straighter and more major roads, which would be provided with separate cycle facilities, e.g. as part of the Government's Major Road Network (MRN) plans.[38]

42. Local authorities should be enabled to collaborate with local police forces to ensure compliance with these limits using time over distance cameras. Time-over-distance cameras are not a perfect solution, particularly for people making journeys to destinations within the zone (and whose times of entry and exit to the zone would therefore not provide an indication of their average speed). However, there is scope to bring local community pressure to bear on local residents who speed regularly.

New developments

43. The planning system has a crucial role to play in reducing car dependence and its associated environmental, economic, health and quality of life impacts. A few recent housing developments – such as Leeds's [Climate Innovation District](#)[39] and the [Marmalade Lane development](#) in South Cambridgeshire[40] – have sought to adopt designs which minimise their environmental impacts (including car-dependence). Regrettably though, these are the exception in the UK, rather than the rule.

44. A [report by Transport for New Homes](#) (TfNH)[41] found that:

- Most housing developments are linked with road improvements– with locations often chosen specifically to provide developer funding for roads. Road access is often seen as more important than proximity to town centre facilities or public transport.
- Large areas of land in new developments are given over to road and car parking, with little space left for tree planting, green space or an attractive public realm.
- As a result, residential densities are often as low as 20 dwellings per hectare. This worsens car dependence, by increasing the walking or cycling distances to key destinations, and by making demand for public transport services less concentrated.
- Conversely, walking and cycling routes, where they exist, are often out of the way, unlit and poorly surfaced. Good walking, cycling and public transport connections to other nearby destinations are even rarer.

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[35] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/717062/road-safety-management-capacity-review.pdf (see para 12.4.2).

[36] www.rospa.com/rospaweb/docs/advice-services/road-safety/roads/safe-system.pdf

[37] www.gov.uk/government/publications/road-safety-statement-2019-a-lifetime-of-road-safety

[38] www.gov.uk/government/publications/major-road-network-and-large-local-majors-programmes-investment-planning/major-road-network-and-large-local-majors-programmes-investment-planning-guidance

[39] https://citu.co.uk/citu-places

[40] www.wearetown.co.uk/developments/marmalade-lane

[41] www.transportfornewhomes.org.uk/wp-content/uploads/2018/07/transport-for-new-homes-summary-web.pdf

45. A second [TfNH analysis](#) considered plans for 20 Garden Communities.[42] It found that:

- Only one of the settlements (Aylesham) offered amenities and a train station within 1 mile of every home – and this only had an infrequent service, with no safe cycle access. None of the other settlements had an all-day bus service throughout the week, the nearest rail station was up to 7 miles away, and cycle access to nearby towns and other destinations (including rail stations) were often long and dangerous.
- About 90% of the Garden Communities were seemingly associated with some form of road capacity increases, with about a half being linked with enlarged motorway junctions, to 'mitigate' the resulting additional car travel. In many cases, their location seemed to have been chosen specifically to help fund these road schemes. As TfNH noted: *"This seems to put the cart before the horse."*
- Many Garden Towns involved creating new estates on a new ring road, rather than extending the town in ways that would facilitate walking or cycling to the town centre.

46. In short: car-dependent development is still the norm, even in flagship developments, despite the 'fine words' in the current [National Planning Policy Framework](#).[43]

47. The Government's reforms to the planning system (as set out in the [Planning White Paper](#)[44] and, more recently, in a new [draft National Planning Policy Framework and National Model Design Code](#)[45]) could present an opportunity for improvements. Cycling UK's Planning White Paper response made the following recommendations:

- Planning policy should take full account of the transport implications of proposed development locations, and their CO_2 and other impacts (environmental, health etc), with the aim of promoting sustainable travel and avoiding car-dependent developments. The proposed sustainability assessment should take account of accessibility to key destinations, making use of the Department for Transport's [Journey Time Statistics data](#).[46] Planning authorities should be mandated to refuse planning applications in locations that are likely to become car-dependent.
- The strategic objectives set out in [Homes England's Strategic Plan](#)[47] should include reducing the carbon and other adverse environmental impacts of house-building.
- The process for securing developer contributions should fully capture the increased value of the land to be developed. It should secure the funding for whatever sustainable transport provision is needed to prevent the development becoming car-dependent.
- The planning and design of developments should be guided by the concepts of '[15 Minute Cities](#)'[48] or '[20 Minute Neighbourhoods](#)',[49] with road layouts and other infrastructure seeking to maximise the use of walking, cycling, public and shared transport. Provision for private car parking should be minimised accordingly.
- New development masterplans should, from the earliest design stages, incorporate cycling and walking networks planned and designed in the

[42] www.transportfornewhomes.org.uk/wp-content/uploads/2020/06/garden-village-visions.pdf
[43] www.gov.uk/government/publications/national-planning-policy-framework--2
[44] www.gov.uk/government/consultations/planning-for-the-future
[45] www.gov.uk/government/consultations/national-planning-policy-framework-and-national-model-design-code-consultation-proposals
[46] www.gov.uk/government/statistical-data-sets/journey-time-statistics-data-tables-jts
[47] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752686/Homes_England_Strategic_Plan_AW_REV_150dpi_REV.pdf
[48] www.c40knowledgehub.org/s/article/How-to-build-back-better-with-a-15-minute-city?language=en_US
[49] www.planning.vic.gov.au/policy-and-strategy/planning-for-melbourne/plan-melbourne/20-minute-neighbourhoods

Government's excellent new [Cycle Infrastructure Design guidance](#) (or the proposed new 'Manual for Streets', see White Paper pp46-48, if this incorporates or subsumes the CID guidance). Local streets should be designed on the assumption of a 20mph speed limit.

- Ample, secure cycle parking provision should be made at all developments (including residential developments), for both their occupants (e.g. residents or employees, as appropriate) and for visitors.
- Councils' powers to enforce planning conditions should be strengthened, e.g. to ensure compliance with conditions relating to sustainable and active travel provision.
- The proposed new body Active Travel England (which is intended to uphold the Government's new Cycling Infrastructure Design guidance, though a combination of support and inspections) should be a statutory consultee on significant new developments (n.b. this is called for the Government's 'Gear Change' vision for cycling and walking but is not referenced in the Planning White Paper).

Opening up off-road access and the rights of way network

48. There are huge untapped opportunities to better integrate the planning and funding of Local Cycling and Walking Infrastructure Plans (LCWIPs) and Rights of Way Improvement Plans (RoWIPs). At the national level, the Department for Transport (DfT) has policy and funding responsibility for the LCWIP process, reflecting its focus on providing for 'utility' cycling and walking (e.g. for trips to school, shops and other day-to-day journeys, mainly in urban areas). Conversely, 'off-road' access and the RoWIP process are overseen by the Department for the Environment, Food and Rural Affairs (DEFRA), reflecting the idea that RoWIPs are more rural and recreational in nature. This spilt of responsibility is typically replicated at the local level too.

49. Yet these distinctions are not clear-cut, nor should they be. Indeed, the blurring is particularly important in 'urban fringe' areas and other locations where there are the greatest opportunities for off-road paths to support both 'utility' and 'recreational' cycling and walking – e.g. where they can help school pupils in rural villages to cycle safely to schools in nearby towns, as well as families in those towns wishing to go for weekend walks or cycle rides in the nearby countryside, without having to jump in the car. Moreover, the problems of unsafe cycling and walking conditions on a rural main road are sometimes best addressed by improving an existing right of way nearby, rather than providing for cycling and walking alongside the road itself. This can create much pleasanter cycling and walking conditions, as well as being a lot cheaper.

50. The main barrier to maximising these opportunities is that both the LCWIP and RoWIP processes are seriously underfunded. There is no duty to deliver either type of Plan (let alone to do so within a specified timescale), and seemingly no consequence for the political failure to deliver routes that have sometimes been 'planned' for years. Aspirational plans are of no benefit to anyone, without funding to deliver physical improvements on the ground, with signing, surfacing and, where necessary, lighting to meet the needs of utility (as well as recreational) pedestrian and cycle users, in all weathers at all times of year.

51. The Covid pandemic has reminded us of the importance of access to green open space, for our mental as well as our physical health. The Environment Agency recently [reported](#) that "Equality of access to, and connection with, a healthy natural environment would save billions of pounds in healthcare costs and reduced economic

activity every year."[50] The Government-commissioned [Landscapes review of National Parks and Areas of Outstanding Natural Beauty](AONBs)[51] urged the Government to *"Consider expanding open access rights in national landscapes"*. Meanwhile the Welsh Government is [considering proposals] to open up most footpaths in Wales for cycling and horse-riding, with exceptions where this would cause undue danger, environmental damage or conflict.[52]

52. Unfortunately, there are rights of cycle access over just 22% of England's rights of way network – and this 22% is not necessarily the most suitable or useful sections. Whether a way is a footpath, a bridleway or a byway is determined by the quirks of historic evidence, rather than any assessment of suitability or need. The result, as documented in [Cycling UK's 'Rides of Way' report],[53] is a network that is frustratingly fragmented, with perfectly suitable routes being unavailable, while many legally available routes are unsuitable in practice.

53. We are therefore concerned that opportunities are being missed to take similar steps in England. When former Environment Secretary Michael Gove was developing the laws that would govern a post-Brexit replacement for the Common Agriculture Policy (CAP), he proposed that its replacement should adopt the principle of public subsidies for public goods, and that these goods should [include public access].[54] [Section 1 of the Agriculture Act][55] cites "access to the countryside" as a purpose for which funding can be allocated. However it does not appear in [Clause 1 of the Environment Bill][56] as a 'key priority', for which the Government must set at least one long-term target. Moreover, the latest documentation for the Government's [Environmental Land Management (ELM) scheme][57] (which will apportion the funding) also says very little about improving access as a criterion for ELM funding.

Long-distance trails

54. Cycling UK's recent efforts to develop and launch two major long-distance off-road cycling routes highlight both the opportunities and the frustrations of off-road access:

- The Great North Trail (www.cyclinguk.org/great-north-trail) – 21 years after plans were first proposed to connect the Pennine Bridleway to Scotland (and thence to either Cape Wrath or John O'Groats), Cycling UK created our own off-road route; and
- King Alfred's Way (www.cyclinguk.org/king-alfreds-way) - a 350km multi-day loop starting and ending at Winchester (where Alfred is buried), connecting Stonehenge, the Avebury stone circle, Iron Age hill forts, Farnham Castle and the cathedrals at Salisbury and Winchester.

55. Both routes mostly use bridleways, though in places Cycling UK has negotiated permissive access. Yet both routes also suffer a few frustrating detours where we have been unable to secure access to entirely suitable footpaths.

56. These highlight the frustrations of rights of way law in England. In 1947, the [Hobhouse Committee] (whose report laid the foundations for our National Parks) set out a vision

[50] www.gov.uk/government/publications/state-of-the-environment/state-of-the-environment-health-people-and-the-environment
[51] www.gov.uk/government/publications/designated-landscapes-national-parks-and-aonbs-2018-review
[52] https://gov.wales/written-statement-government-response-taking-forward-wales-sustainable-management-natural-resources
[53] www.cyclinguk.org/sites/default/files/document/2019/02/ridesofwaycyclingukoffroadreport.pdf
[54] www.gov.uk/government/speeches/oxford-farming-conference-2019-address-by-the-environment-secretary
[55] www.legislation.gov.uk/ukpga/2020/21/section/1
[56] https://publications.parliament.uk/pa/bills/cbill/58-01/0220/200220.pdf
[57] www.gov.uk/government/publications/the-environmental-land-management-scheme-an-overview

for "long distance paths and bridleways in and between National Parks and Conservation Areas. There should be continuous routes which will enable walkers and riders to travel the length and breadth of the Parks, moving as little as possible on the motor roads". Yet today, only two of England's 15 National Trails can be cycled end-to-end.[58]

57. This fragmentation of access rights causes innumerable local frustrations, making it hard to create sensible day or half-day loops for local cycle rides in many parts of the country. The inclusion of "public access to and enjoyment of nature" as a key priority in the Environment Bill could unlock the funding needed to address these issues. The benefits could be worth billions of pounds annually.

Managing visitor and tourist travel demand

58. A final crucial area is managing tourist and visitor traffic. In many rural areas, tourist and leisure traffic has a significant impact, both on traffic levels and parking pressures.

59. During the first lockdown, over 500 cars parked along the Llanberis Pass in Snowdonia, causing significant distress. The National Park Authority is to be praised for reacting by restricting weekend parking at the Pass, with drivers being required to park in Llanberis or Nant Peris and use the 'Sherpa' bus services to reach the Pass.

60. A particular problem is the lack of accommodation in rural areas, leading to what could be termed the 'Seagull syndrome'. Instead of staying within the rural area, visitors/tourists book overnight accommodation in nearby towns and cities, then flock into rural car-parking spots the following morning, annoy everyone, eat some chips, leave a mess everywhere and drive out again for their overnight stay, only to flock back the next day. This may offer significant benefit to regional tourism, but offers few benefits to rural communities, either on a practical or economic basis.

61. Clearly the optimal solution is to encourage people to travel sustainably when visiting National Parks, AONBs or rural tourist attractions. There is a role for collaboration between local and/or National Park authorities, public transport operators and tourist boards to provide packaged information on how visitors wishing to explore rural areas on foot or by cycle can travel to and within their destination areas by public transport, access to cycle hire or hotels / hostels which can accommodate cycles, and route suggestions for local walks or cycle rides.

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[58] www.cyclinguk.org/blog/70-years-has-national-parks-act-achieved-its-purpose

62. Equally, one might accept that some holidaymakers (particularly those with young families and luggage) will wish to travel by car to reach their destination, but may be persuaded not to use it once there – e.g. if they can make several walks or cycle rides from a single accommodation centre. Again, this can be facilitated through targeted information and promotion campaigns.

63. Cycling UK is currently working on 'Experience',[59] a rural tourism project covering Cornwall, Kent and Norfolk. The aim is to develop a number of 'hub' locations suitable for weekend breaks, where visitors can arrive on Friday night or Saturday morning, park their car outside their (cycle friendly) hotel or B&B, and be guaranteed two or three days' worth of good riding from the doorstep. All their needs for the weekend can be met within the village without needing to get back in the car: *"You don't need to even look at your car until the end of your holiday'*.

64. The focus of the 'Experience' project is therefore on managing visitors' travel once they arrive at their destination, rather than on how they get there in the first place. In future though, there may be significant room for 'rural park and ride' opportunities that combine parking, public transport other micromobility options in one place order to create a rural interchange facility.

65. This would, for example, see the use of car parking areas on the edge of rural towns and villages along with the provision of bus services, cycle/scooter parking and bike hire facilities. The objective being that we can reduce the impact of parking and traffic within rural villages and communities. A good example here is a location like Grassington in the Yorkshire Dales National Park - this small village also hosts a visitor centre for the National Park with extensive public car parking for cars and several coaches. With limited parking in the narrow streets of the village, visitors have an incentive to use the car park, with many then visiting the village on foot or travelling by shuttle bus to nearby popular walking routes.

66. Expanding this type of facility to provide a central resource for parking near to villages, integrated with a proper bus stop and cycle or scooter hire facilities, (as increasingly seen in urban areas) would create the potential for the final mile of these journeys to shift away from the car. One can also imagine a multi-stop delivery van parking in the car park and then doing their final 'rounds 'using e-cargo bikes.

[59] www.cyclinguk.org/experience

PART 3: FUTURE TRANSPORT PRINCIPLES AND ACTIONS

Question 5. Do you think the Future of Transport: rural strategy should include the above principles? Which additional principles would you like to see in the strategy?

67. We wish to propose three amendments to the 3rd of these 'Urban' principles:

- Firstly, we propose that the word "remain" should be replaced with "become". Whilst we agree that walking, cycling and active travel should be the best options for short journeys, regrettably this is not currently the case.
- Secondly, we propose the deletion of the word "urban" before "journeys" – this principle should not be limited to urban transport. Although we are generally very supportive of the Government's 'Gear Change' vision for cycling and walking, we are concerned that its proposed new target to increase cycling and walking to to 50% of short journeys in towns and cities, risks worsening the gap in cycling investment between more urban and more rural areas. It is undoubtedly the case that urban areas provide the greatest opportunities for 'quick wins' for boosting cycle use cost-effectively, and maximising the resulting reductions in congestion and air pollution. Yet it is in rural areas that cycling has the greatest potential to reduce CO_2 emissions, along with the rural isolation faced by those who cannot drive for whatever reason. Increasing the availability of electric bicycles (or e-bikes) could play a major role in realising these benefits.
- Thirdly, the words "and for access to public transport" should be added at the end.

68. The resulting principle would therefore be:

   Walking, cycling and active travel must ~~remain~~ become the best options for short ~~urban~~ journeys and for access to public transport.

Question 6. Are there specific considerations for testing and trialling new technologies in rural areas that you think we should consider?

E-scooter safety

69. Cycling UK responded last year to the Government's consultation on e-scooter trials,[60] noting that e-scooters could potentially be either very beneficial or harmful to the aim of reducing car-dependence and boosting safe and sustainable travel, and that the trade-off would depend on how they are regulated. We remain concerned that the Government may have set unduly high limits for the maximum speed, power and weight of e-scooters that are permitted in its e-scooter trials, and its failure to consider any limit on acceleration.

70. However if the Government is contemplating the role of e-scooters as a rural transport solution, it needs to conduct e-scooter trials in rural as well as urban areas. It needs to consider the safety implications of their use on hills, particularly where riders need to turn at junctions while on a gradient. E-scooters do not have indicators yet, unlike bicycles, they do not maintain their speed if the rider takes their hand off the handlebar to make a hand signal.

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[60] www.cyclinguk.org/blog/striking-balance-e-scooters

Reducing traffic volumes and speeds on rural lanes: 40mph speed limits and enforcement technologies

71. We proposed (in answer to question 4) that the Government should consider reducing the 'default' speed limit for rural single-carriageway roads to 40mph, acting on the recommendations of its Road Safety Management Capacity Review. This proposal will necessarily involve consideration of how such limits could be enforced. Cycling UK favours time-over-distance enforcement, however the Government will need to assess how this can be done in a visually unintrusive manner.

Question 7. In your view, what should the role of (a) central government, (b) sub-national transport bodies and (c) local authorities be in encouraging innovation in rural areas?

72. As explained in our introduction, our response to this question considers what action is needed on all of the issues raised in our responses to questions 3 and 4, regardless of whether the solutions would be considered to be "innovative". We have also considered the roles of other public bodies besides those listed in the question.

Planning and delivering comprehensive high-quality networks

73. It falls largely to local highway authorities to plan and implement Local Cycling and Walking Infrastructure Plans (LCWIPs), to the admirable standards set in DfT's Cycling Infrastructure Design guidance (Local Transport Note LTN 1/20). However DfT has a role in providing ringfenced funding and non-ringfenced funding through its next Cycling and Walking Investment Strategy (CWIS2), due out later this year. The [£2bn so far earmarked for cycling and walking](#) over the next 5 years[61] is a significant increase compared with the previous 5-year allocation, however we understand that DfT's own [unpublished evidence](#)[62] shows this is still only about ¼ of what is needed to meet its CWIS1 targets to double cycling and increase walking by 2025.

74. DfT also needs to act rapidly to set up Active Travel England, a new body whose role will involve upholding the guidance through a combination of support (e.g. professional training) and inspections. It will need to be adequately resourced to fulfil the roles defined for it in the Government's 'Gear Change' vision, which also include being a statutory consultee for larger planning applications.

75. In the interim, DfT needs to continue its existing programme of support for local authorities to deliver their LCWIPs (this is delivered by Cycling UK in partnership with Sustrans and Living Streets). It should complement this with professional training in the principles of cycle/pedestrian-friendly planning and design, for local authority and other transport planners and traffic engineers.

Cycle provision along and across major roads (including trunk roads and motorways)

76. DfT needs to ensure that HS2 Ltd adopts and consistently applies design standards equivalent to LTN 1/20. It should require monitoring of Highways England's adherence to its CD 195 and GG 142 standards (on cycling design and on walking, cycling and horseriding assessment and review respectively), and hold it to account for its long-overdue failure to monitor its performance in boosting cycle use and improving cycle safety along and across the motorway and trunk road network, and the outcomes of its Designated Funds programme specifically.

[61] www.gov.uk/government/news/2-billion-package-to-create-new-era-for-cycling-and-walking
[62] https://questions-statements.parliament.uk/written-questions/detail/2020-05-20/49717

77. DfT should ensure that Major Road Network (MRN) schemes consistently incorporate improved cycling conditions, to the standards set in LTN 1/20.

Rural traffic calming:

78. DfT should consider reducing the 'default' speed limit for rural single-carriageways to 40mph. It should consider how this can be enforced in a visually unintrusive way.

New developments

79. MHCLG should ensure that its proposed reforms to the planning system (including the new National Planning Policy Framework, the National Model Design Code and any assessment processes for determining what locations are suitable for development) support development in public transport accessible locations, and layouts which support walking and cycling, in order to avoid car-dependence. It should add sustainability to Homes England's strategic objectives, while DfT should ensure that Active Travel England is adequately resourced to fulfil its role as a statutory consultee for larger developments. The two departments need to collaborate on an update to the existing Manual for Streets guidance, incorporating the new LTN 1/20 cycling infrastructure guidance into a wider document that also covers walking, accessibility and the design of streets more generally.

Off-road cycle access

80. DEFRA and DfT should deliver on previous recommendations from the [Stakeholder Working Group on Unrecorded Public Rights of Way](), to carry out a review of "how cycling routes can best fit in with the highways network to form an integrated whole, and provide for usage by all non-motorised users."[63] DEFRA should provide funding to support this objective by including "access to and enjoyment of the natural environment" as a key priority in the Environment Bill, and incorporate outdoor access into the Environmental Land Management (ELM) scheme. It should collaborate with DfT on issuing guidance to highway authorities and Local Access Forums on how to maximise the synergies between their LCWIP and RoWIP networks, maximising the opportunities provided by LCWIP and ELM scheme funding.

Access to E-bikes (including non-standard cycles and cargo bikes)

81. DfT should provide purchase subsidies for electrically assisted pedal cycles ('e-bikes') on at least an equivalent basis to its current subsidies for electric cars, taxis, motorbikes, vans and lorries.

82. Local authorities should partner with health trusts and community groups to make e-bikes (including non-standard cycles and cargo bikes with electrical assistance) to make these machines available to local residents on a 'try-before-you-buy' basis.

Public transport integration: rail

83. Local authorities should prioritise access to rail stations (and indeed to other public transport facilities) as part of their LCWIP plans.

84. National Government should incorporate the following requirements into future processes for procuring rail services:
   - Cycle parking and storage at rail stations

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[63] http://publications.naturalengland.org.uk/publication/40012

- Well-designed cycle spaces on new or refurbished rolling stock
- Ticketing and reservation systems, as well as information and customer service, which facilitate combined cycle-rail journeys
- Good monitoring and stakeholder engagement

Public transport integration: bus

85. DfT should encourage bus operators to carry pedal cycles, and should reconsider the option of allowing them to do so using cycle racks mounted on the fronts of buses.

86. Local authorities should collaborate with bus operators to support cycle-carrying bus services, particularly to provide access from train stations to National Parks, Areas of Outstanding Natural Beauty (AONBs) and other destinations with significant demand for recreational cycling.

Public transport integration: cycle hire schemes

87. Local authorities, National Park Authorities and AONB boards should partner with social enterprises to provide cycle hire facilities in rural locations with significant demand for recreational cycling. DfT should include funding support for these measures in its 2nd Cycling and Walking Investment Strategy (CWIS2).

Mobility as a Service

88. To maximise the environmental, health and other potential benefits of Mobility as a Service (MaaS), National Government should be responsible for:
- Making regulations to ensure safe and responsible operations of transport operators whose services can be promoted on MaaS platforms, and the safety of the vehicles they use;
- Making regulations and issuing guidance aimed at enabling highway authorities to manage the numbers of operators or vehicles in their area using MaaS platforms, and to manage public space in their areas (i.e. prevent littering or obstructions of highways and public spaces, e.g. by defining where vehicles may or may not stand, be parked or be left following use);
- Making regulations to ensure interoperable payment and ticketing systems, and issuing guidance aimed at enabling transport authorities to determine service standards of transport operations using MaaS platforms in their areas, so that they can (a) integrate payment fares and charges with local transport services, (b) ensure good service standards, particularly in areas of deprivation or poor public transport provision.

89. Local highway authorities should be responsible for managing the use of the public highway and other public spaces, by defining where vehicles using MaaS platforms may or may not ply for hire, be parked or left by users.

90. Local transport authorities (who are often, but not always the same bodies as local highway authorities) should be responsible for ensuring the integration of MaaS-using transport services with public transport provision in their area (including pricing, payment and ticketing systems) and managing service standards, e.g. by ensuring suitable service standards in areas of deprivation and/or transport poverty.

Managing tourist and visitor travel

91. Local authorities, National Park Authorities, the Boards of AONBs, tourist boards, public transport operators and cycling social enterprises should collaborate to provide information and services which enable people to minimise or avoid car use when visiting the countryside, whether for day-visits, long-weekends or longer holidays.

Question 8. Do you think government can encourage the private sector to develop innovative new transport services in rural areas?

Question 9. How do you think government should encourage the private sector?

92. Our responses to question 7 identify roles for the private sector and/or social enterprises in providing:

- Cycle-friendly public transport services (both rail and bus)
- Cycle hire schemes
- Cycle friendly accommodation for tourists and visitors to rural areas.

Question 10: Do you have any other comments on this call for evidence?

93. We reiterate our frustration at the consultation document's focus on "innovation". It provides little scope to point out the many aspects of cycle policy that have long been neglected (particularly in rural areas), despite not being "innovative".

94. Despite this, we very much welcome the opportunity to respond to this consultation. We will be pleased to discuss our proposals and recommendations further, if helpful.

Roger Geffen
Policy Director

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