



House of Commons
Transport Committee

Active travel: increasing levels of walking and cycling in England

Eleventh Report of Session 2017–19

Report, together with formal minutes relating to the report

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Transport Committee

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Summary

The economic, human and environmental costs of inactivity, climate change, air pollution and traffic congestion are huge. Active travel can help combat all of these, and as they become more pressing concerns there is an increasingly compelling case for policymakers to give active travel the attention and funding that it has not historically received.

The Government's Cycling and Walking Investment Strategy

For too long walking and cycling have not been a priority for policymakers. The 2015 legislation requiring the Government to develop a strategy for these modes should help to change this. We welcome the Government's commitment, set out in its 2017 Cycling and Walking Investment Strategy, to increasing levels of walking and cycling, and its ambition to make walking and cycling the natural choices for shorter journeys, or a part of longer journeys.

The Government has a crucial role in championing active travel and providing leadership at a national level. We have been told that this leadership is lacking and have recommended that the Government bring forward plans for improving how it champions and provides leadership on active travel, and how it can better work with other departments to make active travel a priority.

While the Government's commitment to increasing levels of walking and cycling is welcome, its current targets are not ambitious enough, particularly for walking. Representatives from walking and cycling stakeholder groups told us the Government should revisit its Cycling and Walking Investment Strategy, and that now is the right time to do so. We agree, and have recommended that the Government revise its Strategy to include more ambitious targets for increasing levels of cycling and—particularly—walking.

Local Cycling and Walking Infrastructure Plans

We welcome the development of Local Cycling and Walking Infrastructure Plans (LCWIPs) as a mechanism for local authorities to take a long-term approach to identifying and delivering interventions to increase levels of cycling and walking, and the support the Department for Transport has provided to help local authorities develop such plans. We were impressed by the level of ambition that several local authorities have shown for increasing levels of walking and cycling in their areas, and these plans should help those authorities identify interventions which will enable them to achieve these ambitions. While we note that the LCWIP programme is a pilot, and the initial support for developing these plans was made available on a competitive basis, we believe that ultimately there should be LCWIPs for the whole of England.

It is disappointing that, having developed guidance for local authorities to create LCWIPs and encouraged them to do so, the Government has not created a clearer mechanism for funding the delivery of these plans. If the delivery of LCWIPs is essential to achieving the Government's ambitions, then it needs to fund and support both the development and delivery of these plans.

Funding for active travel

Funding for active travel is too piecemeal and complex, and the Government has not given local authorities the certainty they need to prioritise active travel and make long-term funding commitments. The absence of ring-fenced or dedicated funding for active travel means there is no guarantee that the £2 billion the Government has estimated will be spent on active travel this Parliament will actually be spent on increasing levels of walking and cycling.

This Report recommends that the Government bring together the funding it expects to be invested in active travel into a dedicated funding stream for local authorities to deliver improvements—such as those set out in LCWIPs—that will increase levels of walking and cycling. Creating a single dedicated fund for active travel will give local authorities the confidence to prioritise active travel, without bids for these funds being in competition with bids for other purposes.

The £2 billion the Government has said will be spent on active travel in this Parliament is welcome, but it equates to only £400 million a year. This is a tiny sum compared with spending on other areas of transport—and is just 1.5% of transport spending in England. The Government needs to invest more in active travel. We recommend that the Government increase funding for active travel in future Spending Review periods. The Department for Transport should propose a long-term funding settlement for active travel, increasing over time. This would give the signals necessary for local authorities to make active travel a priority. For the next Spending Review, the Department for Transport should seek whatever funds are necessary to deliver the targets of a revised and more ambitious Cycling and Walking Investment Strategy.

1 Introduction

1. The economic, human and environmental costs of inactivity, climate change, air pollution, and traffic congestion are huge. Active travel can help combat all of these.
2. Physical inactivity directly contributes to one in six deaths in the UK and the morbidity it causes costs business and wider society billions of pounds a year.¹ Walking or cycling for just 10 minutes a day can contribute towards the weekly 150 minutes of physical activity for adults, as recommended by the UK Chief Medical Officer,² and the National Institute for Health and Care Excellence has recently recommended that local authorities prioritise active travel to help people of all ages become more physically active.³
3. In May 2019 Parliament declared an environment and climate emergency,⁴ and last month the Prime Minister announced that the UK will aim to eradicate its net contribution to climate change by 2050.⁵ Around a quarter of the UK's greenhouse gas emissions come from transport, and in 2017 over 90% of total domestic transport greenhouse gas emissions were from road transport.⁶ Road transport is the single biggest contributor to poor air quality and is responsible for some 80% of roadside nitrogen dioxide concentrations.⁷ The Committee on Climate Change has identified changing people's mode of travel choice from cars to walking and cycling as one of the things that individuals and households can do to reduce their carbon footprints and help meet UK and global climate goals.⁸ In 2018 four parliamentary select committees, including this one, recognised the importance of active travel to reducing the detrimental effect private vehicle use has on air quality.⁹
4. Road congestion is a challenge for towns and cities across the country. Networks planned in the mid-1900s struggle to cope with current volumes of traffic. The number of journeys and the number of vehicles has increased as population has grown. At the end of 2017 there were over 26 million licensed vehicles in England—an increase of over 35% in the last 20 years.¹⁰ The number of vehicle miles has increased by 20% of the same period.¹¹ In 2018 drivers in London lost on average 227 hours each to congestion, and in Birmingham 134 hours.¹² While congestion is annoying and frustrating it also has an economic cost associated with delays in moving goods and people around the country. Congestion cost the UK an estimated £7.9 billion last year, around £1,300 per driver.¹³ During our inquiry

- 1 Public Health England, [Everybody active, every day: An evidence-based approach to physical activity](#), October 2014, pages 4 and 6; and [Physical activity: applying All Our Health](#), 6 June 2019
- 2 Department of Health and Social Care, [UK physical activity guidelines](#), July 2011
- 3 National Institute for Health and Care Excellence, [Physical activity: encouraging activity in the community](#), June 2019
- 4 Votes and Proceedings, [1 May 2019](#), item 7
- 5 Prime Minister's Office, ['PM Theresa May: we will end UK contribution to climate change by 2050'](#), 12 June 2019
- 6 Department for Transport, [Transport Statistics Great Britain 2017](#), November 2017, page 13
- 7 Department for Environment, Food and Rural Affairs, [UK plan for tackling roadside nitrogen dioxide concentrations: Technical report](#), 2017, page 9
- 8 Committee on Climate Change, [Net Zero: The UK's contribution to stopping global warming](#), May 2019
- 9 Environment, Food and Rural Affairs, Environmental Audit, Health and Social Care, and Transport Committees, Fourth Report of the Environment, Food and Rural Affairs Committee, Fourth Report of the Environmental Audit Committee, Third Report of the Health and Social Care Committee, and Second Report of the Transport Committee of Session 2017–19, [Improving Air Quality](#), HC 433, para 64
- 10 Department for Transport, [Vehicle licensing statistics: 2017](#), Table VEH0204: Licensed cars at the end of the year by region, Great Britain from 1994 ; also United Kingdom from 2014, 12 April 2018
- 11 Department for Transport, [Road traffic estimates in Great Britain: 2018](#), Table TRA8901: Motor vehicle traffic (vehicle miles) by local authority in Great Britain, annual from 1993
- 12 INRIX, [2018 Global Traffic Scorecard](#), accessed June 2019
- 13 INRIX, [2018 Global Traffic Scorecard](#), accessed June 2019

into Mobility as a Service we were told that various trends—growing urban populations, increasing passenger miles, potentially falling costs per mile—all pointed to a potential congestion pinch-point around 2030.¹⁴ Pedestrians and cyclists take up far less space than cars, meaning it is possible to move a much greater number of people through a space if they choose to travel on foot or by bicycle. In addition to passenger movements, in urban areas there is increasing potential for moving goods by cargo bike.¹⁵ This reduces the pressures on the road network.

5. As inactivity, climate change, air pollution and road congestion all become more pressing concerns there is an increasingly compelling case for policymakers to give active travel the attention that it has not historically received. The benefits of active travel are many and well understood, but bear repeating. Active travel:

- is good for individual health and can reduce national health spending;
- is a cheap form of transport;
- can help reduce congestion;
- can improve air quality;
- can increase productivity and footfall in town centres.

Much of the evidence we received highlighted the benefits of increasing levels of active travel and the costs of failing to do so.¹⁶

6. Active travel covers any journey that is made by physically active means, and covers such diverse activities as horse riding, skateboarding, roller skating, and riding a scooter. However, walking and cycling are by far the most common forms of active travel, and it is therefore on these modes that this Report focuses.

Our inquiry

7. In April 2017 the Government published its first Cycling and Walking Investment Strategy (CWIS), setting targets for increasing levels of walking and cycling in England.¹⁷ While the Transport Committee has looked at cycling policy—with a focus on safety—in previous Parliaments,¹⁸ this is the first time the Committee has had an opportunity to scrutinise the Government’s plan for walking and cycling in detail. We decided that it was the right time to examine Government policy on active travel and the progress the Department for Transport had made with its Cycling and Walking Investment Strategy.

14 [Mobility as a Service](#), Eighth Report of Session 2017–19, HC 590

15 [Cycling UK \(ATR0075\)](#) para 41

16 For example: [RAC \(ATR0025\)](#), [UK Health Alliance on Climate Change \(ATR0033\)](#), [Urban Transport Group \(ATR0042\)](#), [Living Streets \(ATR0062\)](#), [Local Government Association \(ATR0066\)](#), [Sustrans \(ATR0072\)](#), [Cycling UK \(ATR0075\)](#)

17 Department for Transport, [Cycling and Walking Investment Strategy](#), April 2017. Because local transport is devolved to Scotland, Wales and Northern Ireland the Government’s Cycling and Walking Investment Strategy applies only to England, and this Report therefore also only looks at walking and cycling in England.

18 [Road safety](#), Second Report of Session 2012–13, HC 506, Chapter 5, and [Cycling safety](#), Third Report of Session 2014–15, HC 286

8. During our inquiry we held five evidence sessions—including one in Manchester—hearing from local and national walking and cycling stakeholder groups, academics and transport planners, local authorities and transport bodies from across the country, Highways England and the then Minister of State for Transport, Jesse Norman MP. As part of our visit to Manchester we held a public engagement event where we heard from members of the public and representatives of local stakeholder groups. We visited Waltham Forest to see the Mini-Holland development and met with Transport for London and Waltham Forest Council. We also received over 130 written submissions. We are grateful to everyone who has contributed to our inquiry and helped inform our work.¹⁹

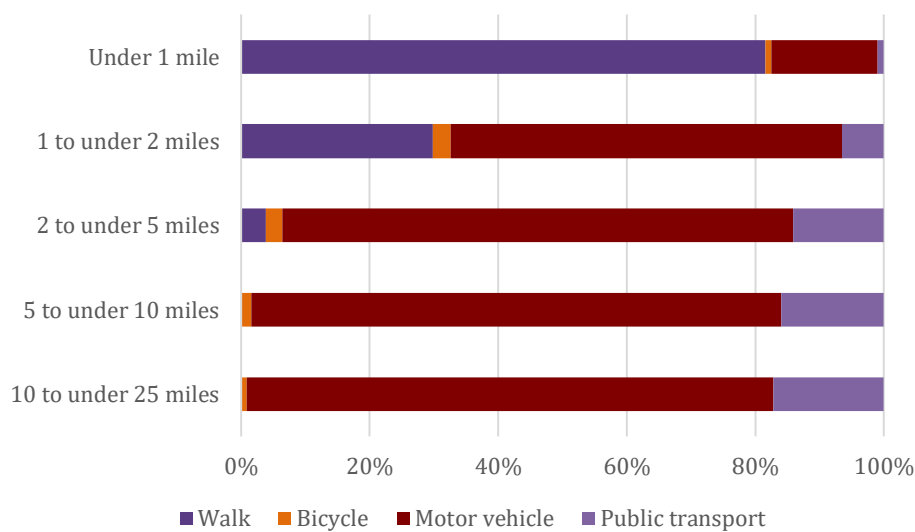
9. Our initial call for evidence for this inquiry was extremely broad, but this report focuses on three main areas—the Government’s Cycling and Walking Investment Strategy, funding for active travel, and the role of Government when it comes to providing guidance and sharing good practice. We received a significant amount of evidence on other areas—including planning issues, initiatives that can be successful at increasing levels of walking and cycling, and the safety risks to pedestrians and cyclists—which we have published on our website.

19 A full list of those who gave oral and written evidence to the Committee’s inquiry is available at the back of this report.

2 Walking and cycling in England

10. In England just over a quarter of all journeys are made on foot, but these are almost all journeys of less than a mile and account for only 3% of distance travelled.²⁰ The vast majority of journeys over a mile are made in a car or van—even for distances of 1–2 miles over 60% of journeys were made by motor vehicle.²¹ Fewer than 2% of journeys are made by bike, accounting for just over 1% of total distance travelled.²² The proportion of journeys of different distances made by foot, bike, private motor vehicle and public transport are shown in the chart below.

Figure 1: Percentage of journeys by trip length and main mode, England, 2017



Department for Transport, [NTS0308: Average number of trips by trip length and main mode: England](#), July 2018

The majority of journeys in 2017 were under 5 miles, and journeys of over 10 miles make up less than a fifth of all trips, as shown in the table below.

Table 1: Journeys, by length, as a percentage of all journeys, 2017

Under 1 mile	1 to 2 miles	2 to 5 miles	5 to 10 miles	10 to 25 miles	Over 25 miles
24%	18%	25%	15%	12%	5%

Source: Department for Transport, [NTS0308: Average number of trips by trip length and main mode: England](#), July 2018

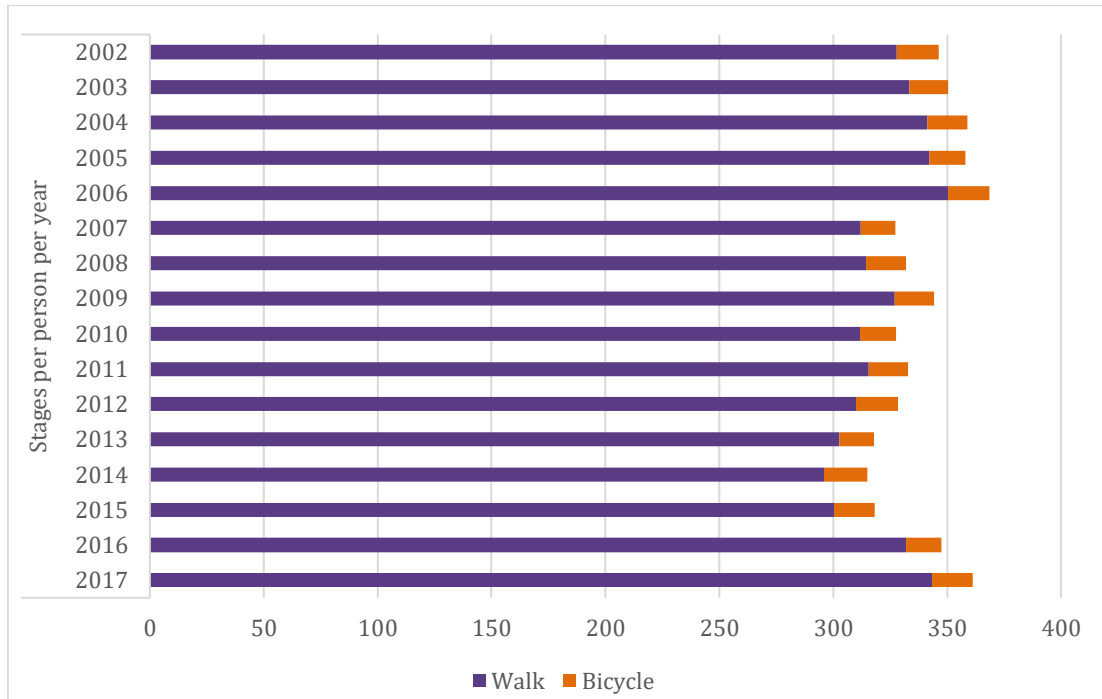
20 Department for Transport, [Transport Statistics Great Britain 2018](#), December 2018

21 Department for Transport, [NTS0308: Average number of trips by trip length and main mode: England](#), July 2018

22 Department for Transport, [Walking and Cycling Statistics, England: 2017](#), August 2018

11. Levels of walking and cycling in England have not changed dramatically over the last 15 years, as shown below.

Figure 2: Average number of walking and cycling stages in England,²³ 2002–17



Department for Transport, [NTS0303: Average number of trips, stages, miles and time spent travelling by main mode: England](#), July 2018²⁴

While the average number of walking and cycling stages has not seen a dramatic change over the last 15 years, people who do cycle are cycling further, with a 54% increase in distance travelled by bicycle from 2002 to 2017.²⁵

12. Levels of walking and cycling vary by age and gender—on average women walk slightly more than men, and men cycle significantly more than women. On average people in age groups below the age of 50 tend to walk a similar amount, but people aged 50 and older walk less. Cycling activity is fairly even for all age groups below the age of 70, when activity levels fall. Men aged 17–59 cycle significantly more, on average, than any other group.²⁶

13. England compares relatively well with other European countries when it comes to rates of walking, but it is far behind many countries when it comes to cycling. In the Netherlands 26% of journeys are made by bike, followed by Denmark on 18% and 10% in Germany. Austria, Belgium, Finland, Norway and Sweden all have rates of between 4% and 9%.²⁷

23 A stage is part of a longer journey that is made by a particular mode of transport.

24 The number of journeys over 25 miles in length made by walking or cycling are so small they are not represented in the results of National Travel Survey, so journeys for these distances are not included in this graph. The methodology for counting walking stages has changed since the Government published its Cycling and Walking Investment Strategy, resulting in increased figures for walking for the period 2002–2015.

25 Department for Transport, [NTS0303: Average number of trips, stages, miles and time spent travelling by main mode: England](#), July 2018

26 Department for Transport, [National Travel Survey](#), Table NTS0604 Average number of stages by age, gender and mode: England, 2017, 26 July 2018

27 Ralph Buehler and John Pucher, [Walking and Cycling in Western Europe and the United States: Trends, Policies, and Lessons](#), 2012

3 The Government's Cycling and Walking Investment Strategy

14. In April 2017, and as required by the Infrastructure Act 2015,²⁸ the Government published a Cycling and Walking Investment Strategy (CWIS) for England.²⁹ This recognised the importance of increasing levels of walking and cycling and set out the Government's ambition to make cycling and walking the natural choices for shorter journeys, or as part of a longer journey.

15. For walking, the Government said that it aims to reverse the decline in walking, and has set two main targets:

- By 2020: To increase walking activity, where walking activity is measured as the total number of walking stages per person.
- By 2025: To increase walking activity to 300 stages per person per year in 2025.

It has also said that it wants to increase the proportion of children aged 5 to 10 that usually walk to school, from 49% in 2014 to 55% by 2025.³⁰

16. For cycling, the Government set the following targets:

- By 2020: To increase cycling activity, where cycling activity is measured as the estimated total number of cycle stages made.
- By 2025: To double cycling, where cycling activity is measured as the estimated total number of cycle stages made each year, from 0.8 billion stages in 2013 to 1.6 billion stages in 2025.³¹

It also said that it wants to reduce the number of cyclists killed or seriously injured on England's roads.

17. Walking and cycling are essential parts of the solution to tackling physical inactivity, climate change, air pollution and congestion, but for too long walking and cycling have not been given enough attention by policymakers. The 2015 legislation requiring the Government to develop a strategy for these modes should help to change this. We welcome the Government's commitment, set out in its first Cycling and Walking Investment Strategy, to increasing levels of walking and cycling, and its ambition to make walking and cycling the natural choices for shorter journeys, or a part of longer journeys. The Government needs to make sure its strategy remains relevant and encourages appropriate action across Whitehall and at all levels of local government. We identify in this Report several actions that the Department can take to achieve this.

28 Infrastructure Act 2015, [Section 21](#)

29 Department for Transport, [Cycling and Walking Investment Strategy](#), April 2017

30 Department for Transport, [Cycling and Walking Investment Strategy](#), April 2017, page 9

31 Department for Transport, [Cycling and Walking Investment Strategy](#), April 2017, page 9

Progress delivering the strategy

18. The CWIS was published in April 2017 and, so far, there is limited data against which to judge the Government’s success delivering its strategy and achieving the targets in it. The Government is required to provide Parliament with reports on progress towards meeting its objectives,³² but there is no timeframe within which it must do so. The information that is available indicates that the Government will miss its 2025 cycling target by a wide margin. Roger Geffen told us that “current policies will get [the Government] only one third of the way to meet its ambition to double cycling trips by 2025”,³³ something acknowledged by the Department for Transport in November 2018.³⁴

19. Since the Department set its targets the methodology for counting walking stages has changed, resulting in increased figures for walking for the period 2002–2015.³⁵ As a result, the Government’s 2025 target—of having walking activity of 300 stages per person—has been met in 15 of the 16 years between 2002 and 2017.³⁶ The target is therefore clearly no longer fit for purpose. The then Minister noted it had been two years since the strategy was published, and said he intended to publish an update over the summer.³⁷

20. Despite the Government’s Cycling and Walking Investment Strategy being published more than two years ago, the Government has not provided any significant detail on progress delivering its strategy. We recommend that the Government produces an annual report on delivery of its Cycling and Walking Investment Strategy. This should set out progress meeting the targets set out in the strategy, an assessment of whether the targets are still fit for purpose or should be revised, and an assessment of what further actions are necessary to meet the Government’s targets. We welcome the then Minister’s statement that he intended to publish an update over the summer and expect this to be published by the end of September 2019 at the latest.

A revised Cycling and Walking Investment Strategy

21. The Government’s lack of progress against its target to double the number of cycling stages by 2025 and the fact that its target for walking is no longer fit for purpose raised the question of whether the CWIS needs to be revisited. Our witnesses were overwhelmingly in favour of the Government revisiting the targets set out in the strategy. Rachel White, Senior Policy and Political Adviser at Sustrans, told us that the walking and cycling stakeholder groups agreed that “the strategy needs to be revisited right now”.³⁸

32 Infrastructure Act 2015, [Section 21\(8\)](#)

33 [Q76](#)

34 Department for Transport, [Government Response to Call for Evidence: Cycling and Walking Investment Strategy: Safety Review](#), November 2018, para 5.20

35 Living Streets ([ATR0062](#)) para 7

36 Department for Transport, [NTS0303: Average number of trips, stages, miles and time spent travelling by main mode: England](#), July 2018

37 [Q301](#)

38 [Q95](#)

22. Our witnesses were clear that the Government’s targets for walking are not ambitious enough, and need to be revised.³⁹ Susan Claris, a transport planner at consultancy Arup and a Trustee at Living Streets, told us that the Government’s desire to halt the recent decline in walking was “not a cry to get out there and do more”.⁴⁰ Joe Irvin, the Chief Executive of Living Streets, agreed, telling us the target for 2025 was “unambitious; it was conservative and cautious in the first place”.⁴¹ We have heard concerns that, all too often, walking is not given the attention it deserves by policy makers and transport planners. The Parliamentary Advisory Council for Transport Safety (PACTS) said that, while cycling “tends to grab the headlines and ministers and media focus”, walking is “infinitely more accessible, more widely undertaken and more important in so many ways”.⁴² They called on the Department for Transport (DfT) to spell out more clearly the “overwhelming importance of promoting walking”.

23. The then Minister acknowledged that the walking target was too low, and told us the Government would “like to find a way of increasing it and strengthening the accountability of the system”.⁴³ He said: “there is no doubt in my mind that that target needs to be raised”.⁴⁴ Guy Boulby, Head of Cycling and Walking at the DfT, told us that one challenge in setting the target for walking was that the evidence was less clear about the costs and effectiveness of interventions aimed at increasing levels of walking.⁴⁵

24. While the target to double the number of cycling stages by 2025 is more ambitious than the Government’s target for walking, this is from a very low base—Roger Geffen, Policy Director at Cycling UK, told us: “cycle use in the UK is so low compared with continental Europe”.⁴⁶ Cycling UK has stated that achieving the Government’s target would only amount to a 74% increase in trips per person outside London. This is because the growth of cycling in London is expected to far outstrip that of most of England—and would be a significant contribution to any increase in cycling across England as a whole—and because the total number of cycling stages will increase naturally as population rises, even if rates of cycling per person do not increase.

25. The All Party Parliamentary Cycling Group said that the Government’s target of doubling cycling could be “readily achieved with minimal changes in policy, and local authorities should be asked to go far further”.⁴⁷ Cycling UK said that meeting the Government’s target would only increase cycle use to around 3.5% of all trips, and that at this rate of progress England would reach Dutch levels of cycle use—where cycling accounts for 26% of all journeys—shortly before the start of the 23rd century.⁴⁸ These calls for more ambitious targets for increasing cycling come at the same time that the Government has acknowledged that it is not on track to meet the target it has already set. The then Minister said that the Government would “have to think very hard about what is required” to meet the 2025 target,⁴⁹ and that this would “require major further intervention”.⁵⁰

39 [Q28](#) [Susan Claris], Living Streets ([ATR0062](#)), para 7

40 [Q28](#)

41 [Q89](#)

42 PACTS ([ATR0102](#))

43 [Q300](#)

44 [Q302](#)

45 [Q302](#)

46 [Q90](#)

47 All Party Parliamentary Cycling Group ([ATR0068](#)) para 16

48 Cycling UK ([ATR0075](#)) para 12

49 [Q300](#)

50 [Q304](#)

26. The Government's commitment to increasing levels of walking and cycling is welcome but its current targets are not ambitious enough, particularly for walking. Despite being the most accessible and widely undertaken form of active travel—and being part of almost every journey—walking is rarely given proper attention by policymakers and planners. It is disappointing the Government's strategy has not given walking a higher priority. While the Government's targets for cycling are more ambitious than its targets for walking, England is starting from a very low level of cycling activity, particularly when compared to many countries in continental Europe. Representatives from walking and cycling stakeholder groups told us the Government should revisit its Cycling and Walking Investment Strategy, and that now is the right time to do so. We agree. *We recommend that the Government revise its Cycling and Walking Investment Strategy with more ambitious targets for increasing levels of cycling and—particularly—walking. A draft revised strategy should be published alongside the Government's first report on its progress towards meeting the objectives set out in its strategy, to be consulted upon in the autumn with a view to a final revised strategy being published early in 2020.*

Modal shift

27. The CWIS contains an ambition to make walking and cycling the natural choices for shorter journeys, or as part of a longer journey. The vast majority of journeys—even relatively short ones—are made by private motor vehicle,⁵¹ so to increase levels of walking and cycling people have to be encouraged to choose to travel on foot or by bike instead of taking a car. Every year members of the public are asked in the British Social Attitudes survey whether they agree that many of the journeys of less than 2 miles that they now make by car could just as easily be walked, and in 2017 over 40% of respondents either agreed or strongly agreed.⁵² More than a third of respondents also agreed that many of these journeys could be made by bicycle.⁵³ Given that 42% of all journeys are under 2 miles in length, this illustrates the potential for modal shift of journeys that are currently made by car to be made by foot or bicycle.

28. We have been told that simply improving walking and cycling infrastructure is not sufficient to encourage modal shift if driving is a cheaper and more convenient alternative.⁵⁴ Several submissions suggest policy interventions which would make driving less attractive, and so encourage modal shift. These include: Clean Air Zones, road pricing, parking restrictions, workplace parking levies, and increases to fuel duty.⁵⁵

51 Department for Transport, [NTS0308: Average number of trips by trip length and main mode: England](#), July 2018

52 Department for Transport, [British social attitudes survey, ATT0315: Willingness to switch from using the car for short journeys \(less than 2 miles\) to walking](#), July 2018

53 Department for Transport, [British social attitudes survey, ATT0317: Willingness to switch from using the car for short journeys \(less than 2 miles\) to cycling](#), July 2018

54 Hertfordshire County Council ([ATR0037](#)) para 23

55 Hertfordshire County Council ([ATR0037](#)) para 23, Royal Town Planning Institute ([ATR0053](#)) para 11, Sustrans ([ATR0072](#)) para 52, PACTS ([ATR0102](#)) section 8

29. We have also been told that there is a need to challenge the “dominance of car culture” to reduce traffic in town and city centres.⁵⁶ We have received evidence arguing that there needs to be a cultural shift if there is to be significant modal shift from car use to walking and cycling, and active travel modes are seen as safe, normal and attractive.⁵⁷ Our evidence suggested that early education and training were key to achieving this cultural change.⁵⁸ We have also received a large number of submissions calling for changes to the Highway Code to improve safety for people walking and cycling, and support a change in culture.⁵⁹ We note that the DfT is planning to review the Highway Code to improve safety for cyclists and pedestrians.⁶⁰

30. In our Report on *Bus services in England outside London* we concluded that modal shift is essential to reduce congestion and tackle air quality issues, and that the Government and local authorities should encourage bus use as an alternative to car use.⁶¹ The same arguments apply to active travel. The Committee on Climate Change has stated that the Government must encourage walking, cycling and the use of public transport in preference to car usage wherever possible, including through provision of infrastructure for safe and practical cycling.⁶² Their net-zero scenarios assume a 10% transport modal shift.

31. In our buses Report we recommended that the Government set targets for modal shift, to meet the policy outcomes of cleaner air for towns and cities, and bring forward specific actions for how modal shift will be achieved. We see no reason why the Government’s Cycling and Walking Investment Strategy should not do the same. Indeed, the Mayor of London’s Transport Strategy highlights the importance of a shift from car use to these more space-efficient means of travel, and set out a policy of reducing dependency on cars in favour of active, efficient and sustainable modes of travel, with the central aim for 80 per cent of all trips in London to be made on foot, by cycle or using public transport by 2041.⁶³

32. The greatest benefits of increasing levels of walking and cycling—to individual health, the environment and congestion—will only be realised if people choose to walk or cycle instead of driving. There is a compelling case for the Government to set targets and a strategy for achieving modal shift from cars to active travel. We recommend that any revised Cycling and Walking Investment Strategy include targets for getting people to switch from driving to active travel. These targets should be based on the number of journeys made by car, foot or bicycle for journeys of less than 1, 2, 5 and 10 miles. The Government should set modal shift targets for 2025 and 2040, to align with the targets it sets for increasing levels of walking and cycling. These should be at a level

56 The Ramblers ([ATR0065](#)) para 1.9

57 Liverpool City Region Combined Authority ([ATR0056](#)) para 4.2, North East Combined Authority ([ATR0059](#)) para 10, Living Streets ([ATR0062](#)) para 19, Southwark Council ([ATR0063](#)) para 15, The Bicycle Association, British Cycling, Cycling UK, Living Streets, The Ramblers and Sustrans ([ATR0076](#)) para 5

58 Liverpool City Region Combined Authority ([ATR0056](#)) para 2.4, North East Combined Authority ([ATR0059](#)) para 9, The Ramblers ([ATR0065](#)) para 1.5, Sustrans ([ATR0072](#)) para 66

59 The Ramblers ([ATR0065](#)) para 1.5, All Party Parliamentary Cycling Group ([ATR0068](#)) para 4, Bicycle Association of Great Britain ([ATR0070](#)), Sustrans ([ATR0072](#)) para 63, RoadPeace ([ATR0074](#)) para 6, The Bicycle Association, British Cycling, Cycling UK, Living Streets, The Ramblers and Sustrans ([ATR0076](#)) para 6

60 Department for Transport, [Government Response to Call for Evidence Cycling and Walking Investment Strategy: Safety Review](#), para 1.13

61 [Bus services in England outside London](#), Ninth Report of Session 2017–19, HC 1425, para 67

62 Committee on Climate Change, [Net Zero: The UK’s contribution to stopping global warming](#), May 2019, page 199

63 Mayor of London, [Transport Strategy](#), March 2018, page 21

that ensures England meets—at the very least—the Committee on Climate Change’s assumption that there will be a 10% transport modal shift by 2050. Local authorities should be encouraged to set local targets for modal shift as part of their Local Cycling and Walking Infrastructure Plans, which we consider in the next Chapter.

Leadership and cross-departmental working

33. We have been told that the DfT and senior members of Government have an important role providing leadership and setting targets on active travel, but all too often this leadership is lacking.⁶⁴ The Urban Transport Group told us “there is a lack of strong and consistent leadership at a senior level across relevant Government departments”,⁶⁵ and Kent County Council told us: “A clear message of support for the development of high standard, joined up cycle infrastructure from central government is needed if active travel levels are to be increased in line with the government’s targets.”⁶⁶

34. The DfT has responsibility for the CWIS, but increasing active travel helps deliver benefits for other departments—improved public health is good for the Department for Health and Social Care (DHSC), and reducing carbon emissions and pollution from road transport helps the Government meet its environmental and climate change targets, where the Department for Business, Energy and Industrial Strategy (BEIS) and the Department for Environment, Food and Rural Affairs (DEFRA) are the leads. A large number of submissions said that there needs to be greater cross-departmental coordination on active travel.⁶⁷ NECTAR—a network of transport activists’ roundtables for the North East—said that the DfT, the Ministry of Housing, Communities and Local Government (MHCLG) and DEFRA all had responsibilities—town and country planning, reducing emissions—to which active travel related or could support. It went on to say that “stronger, co-ordinated action by all departments is needed to bring about meaningful change”.⁶⁸ Joe Irvin, from Living Streets, highlighted the challenge to the DfT of a lack of buy-in from other Departments, saying:

[...] we are asking the Department for Transport to spend money and the benefits might accrue to another Department. It is particularly frustrating because [...] the Department for Transport is very capital-rich and revenue-poor, and health is the reverse. Small amounts put towards improvements in this area, particularly behaviour change activities, would have big pay-backs for health.⁶⁹

64 Urban Transport Group ([ATR0042](#)) para 2.3, Transport for West Midlands ([ATR0058](#)) para 28, North East Combined Authority ([ATR0059](#)) para 22, South Yorkshire Passenger Transport Executive ([ATR0064](#)) section 3, Bicycle Association of Great Britain ([ATR0070](#)) section 3, Sustrans ([ATR0072](#)) para 27

65 Urban Transport Group ([ATR0042](#)) para 5.1

66 Kent County Council ([ATR0030](#))

67 NECTAR ([ATR0029](#)), Wheels for Wellbeing ([ATR0031](#)) para 6, Urban Transport Group ([ATR0042](#)) para 2.3, Birmingham City Council ([ATR0047](#)) para 20, Liverpool City Region Combined Authority ([ATR0056](#)) para 6.1, North East Combined Authority, ([ATR0059](#)) para 16, Living Streets ([ATR0062](#)) para 3, Southwark Council ([ATR0063](#)) para 7, Bicycle Association of Great Britain ([ATR0070](#)), Sustrans ([ATR0072](#)) paras 29–30, Campaign for Better Transport ([ATR0087](#)) para 10, Transport for London ([ATR0098](#)) paras 2.4–2.5

68 NECTAR ([ATR0029](#))

69 [Q103](#)

PACTS set out the risks of not securing greater buy-in from other Departments, saying: “The DfT is not a powerful department in Whitehall. [...] so long as active travel is seen as something that can be delivered by a single discrete plan, such as the CWIS, only marginal change will be delivered at best”.⁷⁰

35. There is already some cross-departmental work in relation to active travel, but our evidence was clear that this could be improved. Sustrans noted that there is an inter-ministerial group on healthy living between the health Minister and the Minister with responsibility for cycling and walking, but while welcoming the intention behind this said: “our understanding is that they have only met once and that no actions or objectives came from the meeting”.⁷¹ We asked the then Minister for walking and cycling, Jesse Norman MP, how he worked with other departments to take forward the CWIS, and he told us:

Ministers and officials at DfT work closely with a range of other government departments to join up active travel and a number of inter-linked strategies and initiatives including the Sports Strategy, Childhood Obesity Plans (parts 1 and 2), NHS Healthy Towns, Physical Education and Sport Premium policy and the emerging *Prevention Is Better Than Cure* Green Paper.⁷²

Mr Norman gave several examples of departments coordinating or working together to join-up policies in the above areas but acknowledged that there was “potential to improve coordination of cross-government interventions, better aligned with local priorities and based on learning from existing initiatives”. He told us that joint working proposals were being considered as part of preparations for the next Spending Review.

36. The Government has a crucial role in championing active travel and providing leadership at a national level. We have been told that this leadership is lacking. While the Cycling and Walking Investment Strategy is important, if walking and cycling are to be given the priority they need and deserve it is essential to look at the role of ministers and officials across Government. The benefits of increasing levels of walking and cycling will contribute to the goals of Government across several departments. This needs to be recognised through better cross-departmental working, led by the Department for Transport. We welcome the then Minister’s acknowledgement that there was “potential to improve coordination of cross-government interventions” and expect his successor to fulfil this potential. We recommend that, in its response to this Report, the Department for Transport set out a plan for improving how the Government champions and provides leadership on active travel, including plans for working with other departments to improve coordination of cross-government interventions by increasing understanding of the contribution active travel can make to their own objectives and how they recognise this in their own plans and strategies, in order to enhance delivery of the Cycling and Walking Investment Strategy.

70 PACTS ([ATR102](#))

71 Sustrans ([ATR0072](#)) para 30

72 [Correspondence from Jesse Norman MP dated 21 May 2019](#)

4 Local Cycling and Walking Infrastructure Plans

37. The Government’s Cycling and Walking Investment Strategy (CWIS) depends on local authorities delivering the necessary improvements for pedestrians and cyclists across England. Helping local authorities develop and implement plans to increase levels of cycling and walking at a local level is essential if the CWIS is to succeed.

Support for developing Local Cycling and Walking Infrastructure Plans

38. The Government has produced guidance for local authorities on preparing Local Cycling and Walking Infrastructure Plans (LCWIPs).⁷³ These plans are intended to help local transport authorities take a long-term approach to identifying and delivering interventions fit for their own local areas. Local authorities are not required to adopt an LCWIP, but the Government has said that it is “keen that as many areas as possible do so”.⁷⁴ Phil Jones, an independent transport planner who is helping a number of local authorities develop these plans, told us that LCWIPs are “seen by DfT as the main vehicle for delivering the aims and objectives of [its] Cycling and Walking Investment Strategy”.⁷⁵

39. To help local authorities develop these plans, the Government has provided funding for technical support—which includes study visits and training for highway engineers.⁷⁶ This was made available on a competitive basis; 78 local authorities in England expressed an interest in the support, and 46 will receive it.⁷⁷ Guy Boulby, Head of Cycling and Walking at the DfT, told us that the local authorities receiving this support covered about 40% of the population of England.⁷⁸

40. Our evidence was broadly supportive of the push for LCWIPs, the Government’s guidance and its support for developing these plans. Sustrans said that: “For too long cycling and walking planning has been piecemeal”, and that by “developing a network plan, [local transport authorities] can more easily sell improvements that are delivered over multiple years.”⁷⁹ We have heard examples of local authorities setting themselves ambitious targets for increasing levels of walking and cycling as part of their LCWIPs. Katie Edmondson, from the West Yorkshire Combined Authority, told us that they wanted to increase trips by bike by 300%, and trips by walking by 10% by 2027.⁸⁰ Claire Williams, from Transport for the West Midlands, told us they were aiming to increase cycling by 400%, but said that while they wanted to see an increase in walking they did not have specific targets for this.⁸¹ Mark Lynam, from the Sheffield City Region, told us that they

73 Department for Transport, [Local Cycling and Walking Infrastructure Plans: Technical guidance for local authorities](#), April 2017

74 Department for Transport, [Cycling and Walking Investment Strategy: Government response to the consultation on the draft strategy](#), March 2017, para 7.1

75 Phil Jones (ATR0099) para 2.1.7

76 [Correspondence from Jesse Norman MP](#), 21 May 2019

77 [PQ 191309 \[on Cycling and Walking\]](#), 23 November 2018. The list of local authorities receiving this support is available here: Department for Transport, [Technical support to plan cycling and walking networks: successful local authorities](#), January 2018

78 [Q316](#)

79 Sustrans (ATR0072) para 41

80 [Q241](#)

81 [Q244](#)

wanted to increase cycling by 350% and walking by 21%.⁸² In Manchester we heard how £160 million had been ring-fenced to deliver a Greater Manchester-wide walking and cycling infrastructure plan, which is expected to end up costing £1.5 billion over 10 years.⁸³

41. While the guidance on and support for developing LCWIPs has been largely welcomed by our witnesses, some local transport authorities complained that support had been insufficient. Kent County Council stated that they had not been one of the first local authorities to receive support to develop an LCWIP, which disadvantaged districts in their area who had matched funding available to invest in active travel and needed help earlier.⁸⁴ Laura Wells, from Brighton and Hove City Council, said that they had bid for but not been successful in securing support for developing an LCWIP, and that more support in this area would be helpful.⁸⁵ The then Minister told us that the Government had a role in assessing how LCWIPs were being implemented, with a view to rewarding good behaviour, best practice and consistent investment.⁸⁶

42. Looking to the future, Mr Boulby, Head of Cycling and Walking at the DfT, told us that LCWIPs were a pilot programme at present, and that the 46 authorities currently being supported were the first tranche,⁸⁷ although it is not clear what plans the Department has to further role out this support. Phil Jones, an independent transport planner, told us that the Government should require local authorities to produce local plans for active travel, so that there was a duty to plan for walking and cycling.⁸⁸

43. Local Cycling and Walking Infrastructure Plans appear to be the main vehicle through which the Government's Cycling and Walking Investment Strategy will be delivered, and we welcome their development as a mechanism for local authorities to take a long-term approach to identifying and delivering interventions to increase levels of walking and cycling. We also welcome the support the Department for Transport has provided to help local authorities develop LCWIPs, and we were impressed by the level of ambition that several local authorities have shown for increasing levels of walking and cycling in their areas. While we note that the LCWIP programme is a pilot, and the initial support for developing these plans was made available on a competitive basis, we believe that ultimately there should be LCWIPs for the whole of England. We recommend that the Government assess how successful the LCWIP pilot has been in helping local authorities develop plans that will ensure the Government's Cycling and Walking Investment Strategy is delivered. If LCWIPs have helped local authorities prioritise active travel and develop plans for increasing walking and cycling at a local level, in a way that represents good value for money, then the Government should be clear that it expects all local authorities to develop these plans, and should commit to providing technical support to help all local authorities in England develop their LCWIPs.

82 [Q247](#)

83 [Q168](#)

84 Kent County Council ([ATR0030](#))

85 [Q212](#)

86 [Q327](#)

87 [Q316](#)

88 [Q32](#)

44. If LCWIPs are to be the main mechanism by which the Government’s Cycling and Walking Investment Strategy will be delivered, it is important that the Government has a clear plan for encouraging local authorities to develop LCWIPs and for monitoring their contribution to the delivery of the CWIS. *We recommend that, as part of the process for reporting on progress delivering the CWIS, the Government set out plans for monitoring and reporting on delivery of LCWIPs, including an assessment of the contribution they have made to the delivery of the Government’s Strategy.*

Funding for Local Cycling and Walking Infrastructure Plans

45. Central to the question of whether LCWIPs will be successful is how much funding will be available for their delivery. Phil Jones told us that “what local authority officers would value more than anything is a long-term dedicated funding stream to deliver the schemes identified and prioritised by the LCWIPs”.⁸⁹ He told the Committee: “If it is just a plan and sits on the shelf, it has been a complete waste of time. It has to lead quickly into actual schemes on the ground.”⁹⁰ Similarly, Mark Lynam from Sheffield City Region said:

the LCWIP [...] is a lovely process, but if it does not actually result in any subsequent interventions, because the funding is not there from Government, what was the point of the process? A nationally led process such as LCWIP is good, but it has to be followed up with something.⁹¹

46. Cycling UK said that “The single most important budget-line that needs adding to a new CWIS is one for funding the implementation of Local Cycling and Walking Infrastructure Plans (LCWIPs).”⁹² They state that “most councils currently lack any earmarked funding to deliver their plans—and this inevitably limits their ability to draw up ambitious long-term plans in the first place, given the lack of confidence as to whether they will be able to deliver them”. In a similar vein, Dr Rachel Aldred, Reader in Transport at the University of Westminster, told us that “We need to know what will happen once authorities have produced LCWIPs. An obvious next step would be for DfT to make dedicated [...] ongoing funding available for plans reaching a certain quality standard. This will involve a substantial uplift in investment in active travel”.⁹³ She pointed out that active travel infrastructure was excellent value and much cheaper than new road schemes. Sustrans have called for “a mechanism whereby priority schemes identified through the LCWIP process are awarded funding either through central government or through regional allocations such as the Transforming Cities Fund or Local Growth Fund”.⁹⁴ The Government has stated that LCWIPs are:

[...] used by Local Authorities to identify and prioritise investment for cycling and walking schemes from local funds and relevant national funding streams, such as the Highways Maintenance Fund, Integrated Transport Block, Transforming Cities Fund, Future High Streets Fund, Housing Infrastructure Fund and the Clean Air Fund. Decisions on future funding for cycling and walking will be made in the context of the forthcoming Spending Review.⁹⁵

89 Phil Jones ([ATR0099](#)) para 2.1.9

90 [Q30](#)

91 [Q257](#)

92 Cycling UK ([ATR0075](#)) para 32

93 Dr Rachel Aldred ([ATR0096](#))

94 Sustrans ([ATR0072](#))

95 [PQ 226518](#) [on Cycling and Walking: Infrastructure], 4 March 2019

47. In addition to funding to deliver infrastructure improvements, we have been told that revenue funding will be needed to fully unlock the benefits of new infrastructure. The Urban Transport Group has called for “sustained revenue support in order to maintain active travel infrastructure, and to pay for the staff who plan infrastructure and staff involved in ‘soft’ measures to promote active travel (such as cycle training)”.⁹⁶ The North East Combined Authority has said that “research has suggested that the greatest impacts can be achieved by a mix of capital and revenue funding, but recent funding opportunities have tended to be focused almost exclusively on capital funding”.⁹⁷ Living Streets told us that complementary funding for activity to develop infrastructure projects and encourage behaviour change was crucial.⁹⁸ These points were emphasised in oral evidence from walking and cycling stakeholder groups, who said that local authorities should be spending about 70% of money on capital investment, and 30% on revenue support.⁹⁹

48. Most funds provided by central government in relation to active travel are for infrastructure improvements, and we have heard that the Government does not provide revenue funding to enable local authorities to maximise and sustain the benefits of infrastructure improvements.¹⁰⁰ The Government’s guidance on developing LCWIPs says that supporting behaviour change interventions—such as Bikeability courses for children, and equivalent courses for adults—are out of scope of these plans.¹⁰¹ This is despite a Government commissioned assessment of investment in cycling and walking finding that there is a strong consensus across the literature that the most effective approach to increasing cycling and walking is to implement a complementary package of measures.¹⁰² The report noted that “Infrastructural measures appear necessary but not sufficient to bring about change; and behavioural interventions in the absence of enabling infrastructure appear less likely to be successful”.

49. It is disappointing that, having developed guidance for local authorities to create Local Cycling and Walking Infrastructure Plans and encouraged them to do so, the Government has not created a clearer mechanism for funding the delivery of these plans. The Government has set out its ambitions for increasing levels of active travel. If the delivery of LCWIPs is essential to achieving those ambitions the Government needs to fund and support both the development and delivery of these plans. We have been told that financial support is required by local authorities not just to develop plans and improve infrastructure, but also to raise awareness and encourage behaviour change in order to realise the benefits of capital investment. Expecting local authorities to make active travel a priority without providing additional funding would mean that they would have to find resources within their existing—already strained—budgets. This is not realistic.

50. We consider funding for active travel in more detail in the next Chapter.

96 Urban Transport Group ([ATR0042](#)) para 8.1

97 North East Combined Authority ([ATR0059](#)) para 32

98 Living Streets ([ATR0062](#)) para 10

99 [Q110](#)

100 [Q221](#)

101 Department for Transport, [Local Cycling and Walking Infrastructure Plans: Technical guidance for local authorities](#), April 2017, page 4

102 Brook Lyndhurst, [Investing in Cycling & Walking: Rapid Evidence Assessment A report for the Department for Transport](#), October 2016

5 Funding for active travel

51. As with most areas of local authority spending, investment in active travel is not ring-fenced and money for improvements for pedestrians and cyclists comes from the overall local authority funding settlement. Local authorities must therefore decide how to prioritise investment in active travel against other local services. We have been told that the funding framework for active travel remains challenging given that the wider framework for local transport funding is complex, short-term and under severe pressure.¹⁰³ This reflects the evidence we received to our inquiries into bus services and local roads.¹⁰⁴

52. Because the Cycling and Walking Investment Strategy (CWIS) is a central government plan—rather than a strategy set out by local authorities—we have focused our inquiry on how the Government is supporting local authorities outside London to deliver its plan,¹⁰⁵ rather than looking in detail at how local authorities decide to prioritise their own budgets.

Funding for the Cycling and Walking Investment Strategy

53. When the Government published the CWIS it described it as a £1.2 billion plan.¹⁰⁶ This included just over £300 million of ring-fenced funding for walking and cycling schemes—including funding for Bikeability, Cycling Ambition Cities, Highways England and the Access Fund—with the remainder coming from a variety of sources that are not earmarked for active travel. The vast majority of the £1.2 billion was expected to be allocated to capital spending (89%) with only £132 million expected to be allocated to revenue spending.¹⁰⁷ In the previous Chapter we highlighted the importance of revenue spending to realising the benefits of capital investment. In this Chapter we look at funding in the round—covering both capital and revenue spending.

54. Living Streets raised concerns that only £314 million of the funding for the CWIS had been ring-fenced for active travel, and that only one of the ring-fenced funds was set to operate for the full five-year period of the strategy.¹⁰⁸ Chris Boardman, the Cycling and Walking Commissioner for Greater Manchester, also questioned the Government's figures on investment in active travel, saying:

£1.2 billion is what was claimed; £800 million of that is up to local authorities to how they spend it. It could be spent on cycling, but at the moment with so many hard decisions to make a lot of councils just won't because they have so many other fires to fight. I think it is rather disingenuous to just roll up all the numbers that could be spent on cycling.¹⁰⁹

103 Urban Transport Group ([ATR0042](#)) para 2.4

104 [Bus services in England outside London](#), Ninth Report of Session 2017–19, HC 1425, and [Local roads funding and maintenance: filling the gap](#), Tenth Report of Session 2017–19, HC 1486

105 Transport improvements in London are funded almost exclusively by revenue raised by Transport for London, and London is not able to access DfT funds for active travel, so this section focuses on funding for local authorities in England outside London.

106 Department for Transport, ['Government publishes £1.2 billion plan to increase cycling and walking'](#), 21 April 2017

107 Department for Transport, [Cycling and Walking Investment Strategy](#), April 2017, page 23

108 Living Streets ([ATR0062](#))

109 [Q158](#)

55. Since the CWIS was published in 2017, the Government has said that additional funding streams have been made available to local authorities, including the £1.7 billion Transforming Cities Fund, £220 million through the Clean Air Fund and £5 billion through the Housing Infrastructure Fund.¹¹⁰ As a result the Government has now estimated that spending on active travel will be higher than originally stated, and in January 2019 the Government said:

Almost £2 billion is projected to be invested over this parliament to 2021 to deliver increased levels of active travel, including through the Transforming Cities Fund and Local Growth Fund.¹¹¹

The Government has provided a detailed breakdown of expected investment in active travel between 2016 and 2021, shown overleaf.

Table 2: Projected investment 2016/17–20/21 (£ millions)

Ring-fenced	
Access Fund	80
Bikeability	50
Cycling Ambition Cities	101
Cycle Safety Fund	7
Cycle Rail	12
Highways England Designated Funds	84
National Outreach Projects & Innovation	14
Total (ring-fenced)	348
Non-ring-fenced	
Local Growth Fund	597
Integrated Transport Block	114
Highways Maintenance Fund	283
National Air Quality Plan	16
National Productivity Investment Fund	77
Highways Maintenance Challenge Fund	8
Cross-Government Infrastructure Funds	500
Total (non-ring-fenced)	1,595
All	
Total	1,943

Source: [Correspondence from the Minister of State for Transport](#), 11 February 2019

We raised concerns above about the lack of priority that is afforded to walking by policymakers, and it is notable that most of ring-fenced funding for active travel relates to cycling.¹¹²

56. A common theme in our evidence was that too much funding for active travel is bid-based and short-term in nature. The Urban Transport Group has said that “local transport funding is complex, short-term and far too dependent on one-off competitions which are wasteful and inefficient given costs and uncertainties around bidding as well as

110 [PQ 182875](#) [on Cycling and Walking], 31 October 2018

111 [PQ 205816](#) [on Walking], 10 January 2019

112 The Highways England Designated Funds referred to in this table are for cycling.

troughs and peaks in spending depending on the outcome of competitions”.¹¹³ The Local Government Association (LGA) stated that “Too often funding is provided in the form of short-term capital grants linked to bidding processes with strict criteria. This stop-start funding, developed for specific policy interventions, does not allow councils to develop long-term sustained plans”.¹¹⁴ We have been told that funding pressures—including those created by short-term, bid-based funding—create challenges for local authorities when it comes to long-term planning and resourcing, and recruiting and retaining skilled planning officers.¹¹⁵ We were told that guaranteed long-term funding would mean local authorities would be able to prioritise active travel and raise skills for how walking and cycling should be designed for.¹¹⁶

57. The LGA told us “More rounds of competitive bidding is unlikely to achieve the increase in uptake we would like to see nationwide”.¹¹⁷ Weighing up the case for competitive bidding for walking and cycling grants, Dr Rachel Aldred told the Committee:

The competitive aspect at least ensures that places know that they are going to be judged. They are not necessarily automatically going to receive funding for whatever they put in. There are advantages to competitive funding. The disadvantages, of course, are that some places lose out. Sometimes, a lot of places lose out, depending on how much funding is allocated and how it is judged.¹¹⁸

Phil Jones, an independent transport planner, proposed an alternative where any proposal that met a certain threshold was funded, but questioned whether this would be possible:

Ideally, you would say that any authority that wants to do one, and demonstrates sufficient commitment to quality in their schemes, by passing some kind of quality test, should receive the funding. Whether that can work in a Treasury world where there has to be some kind of limit, I do not know, but it should be a quality threshold rather than capping them at a certain number of authorities almost arbitrarily.¹¹⁹

58. One of the problems with bid-based funding is that local authorities that are unsuccessful have spent money and staff resources on developing a proposal that then does not result in any improvements being made. Liverpool City Region Combined Authority has suggested that the DfT should offer feedback on unsuccessful funding bids to allow better bids and programmes to be developed in the future.¹²⁰

113 Urban Transport Group ([ATR0042](#)) para 6.5

114 Local Government Association ([ATR0066](#)) para 2.2

115 Integrated Transport Planning Ltd ([ATR0038](#)) para 1.24, Calderdale Metropolitan Borough Council ([ATR0052](#)) para 4.1, The Ramblers ([ATR0065](#)) para 7.7, Local Government Association (LGA) ([ATR0066](#)) para 2.2, All Party Parliamentary Cycling Group ([ATR0068](#)) para 25

116 Phil Jones Associates ([ATR0099](#)) para 2.1.10

117 Local Government Association ([ATR0066](#)) para 4.3

118 [Q48](#)

119 [Q48](#)

120 Liverpool City Region Combined Authority ([ATR0056](#)) para 6.3

59. We have heard that the routes for local authorities to secure funding for active travel are extremely complex, with local authorities bidding for funding from several sources—the DfT, Local Enterprise Partnerships (LEPs), Highways England, and regional transport authorities.¹²¹ This reflects evidence we heard during our inquiries into buses and local roads about the challenges local authorities face bidding for grant funding.¹²² Dr Ben Still, representing the Urban Transport Group, questioned how the Government’s approach to funding active travel compared with that for roads, saying:

It is worth asking why active travel funding is not treated in the same way as road maintenance funding, for example, and why there isn’t simply a clear allocation year on year that can enable local partners to plan better and develop longer-term programmes.¹²³

60. There are also concerns about the extent to which funding has been distributed across the country. The Local Government Association has stated that the Government’s focus has been on funding for ‘cycling demonstration towns’, ‘cycling towns’ and then ‘cycling ambition cities’, but this has not been replicated nationally.¹²⁴ Others have agreed that funding for active travel needs to be made available to all local authorities.¹²⁵ The LGA also said that the lessons from the concentrated activity that have been funded by the Department now need to be applied nationally.¹²⁶ Liverpool City Region Combined Authority has noted that “significant funding seems to be available for areas who have already demonstrated success” and has said that “Lessons learnt from these areas need to be cascaded more proactively with additional funding for other cities to roll out these lessons”.¹²⁷

61. The proportions of local transport budgets that are spent on active travel vary hugely. In county councils that have not received dedicated funding—like Hertfordshire—this can be below 5%,¹²⁸ whereas in areas that have received dedicated funding from local government grants—such as Birmingham—up to 40% of transport capital budgets are spent on active travel,¹²⁹ although the short-term nature of most of these grants means these higher figures are not sustained over time.

62. In October 2018 the Government stated that it would encourage local authorities to increase investment in cycling and walking infrastructure to 15% of total transport infrastructure spending—up from around 12% at present.¹³⁰ The then Minister told us that the Government would be providing local authorities around £3 billion for local transport infrastructure improvements in 2019/20, and that combined with locally-sourced funding 15% of this would represented some £500 million.¹³¹

121 [Qq228–231](#)

122 [Bus services in England outside London](#), Ninth Report of Session 2017–19, HC 1425, para 50, and [Local roads funding and maintenance: filling the gap](#), Tenth Report of Session 2017–19, HC 1486

123 [Q253](#)

124 Local Government Association ([ATR0066](#)) para 4.2

125 NECTAR ([ATR0029](#))

126 Local Government Association ([ATR0066](#)) para 4.3

127 Liverpool City Region Combined Authority ([ATR0056](#)) para 7

128 [Q226](#) [Rupert Thacker]

129 [Q227](#) [Alison Kennedy]

130 Department for Transport, [Government Response to Call for Evidence: Cycling and Walking Investment Strategy: Safety Review](#), 22 November 2018, para 1.13

131 [Correspondence from Jesse Norman MP dated 21 May 2019](#)

63. The underlying message from our evidence was that the short-term, bid-based, complex nature of funding for active travel does not align with, or provide a good base for achieving, the long-term goals set out in the CWIS. This was a point well made by Cycling UK, who said that they had “a great deal of sympathy for the DfT officials who were tasked with building a ‘Strategy’ for Cycling and Walking Investment” when it comprised so few budget lines. They said that “Unsurprisingly, it falls some way short of amounting to a joined-up package.”¹³²

64. **Funding for active travel is too piecemeal and complex, and the Government has not given local authorities the certainty they need to prioritise active travel and make long-term funding commitments. The lack of dedicated funding for active travel means there is no guarantee that the £2 billion the Government has estimated will be spent on active travel this Parliament will actually be spent on increasing levels of walking and cycling. The Government appears to be relying on local authorities choosing to prioritise active travel in their own bids for central Government grants, rather than committing the investment that is necessary to achieve the targets it has set out in its own strategy. This is not good enough.**

65. *We recommend that the Government bring together the funding it expects to be invested in active travel into a dedicated funding stream for local authorities to deliver improvements—such as those set out in Local Cycling and Walking Infrastructure Plans—that will increase levels of walking and cycling. This new funding stream should make money available for resource as well as capital spending to both develop and maximise the benefits of infrastructure improvements. Creating a single fund for active travel will make it easier for local authorities to apply for funding and would give them give the confidence to prioritise active travel, in the knowledge that bids for these funds would not be in competition with bids for other purposes.*

66. **We welcome the Government’s statement that it will encourage local authorities to increase investment in cycling and walking infrastructure to 15% of total transport infrastructure spending. However, it is not clear that this encouragement will, on its own, be effective—particularly when local budgets are under increasing pressure. We recommend that, as part of the annual progress report we have recommended they produce on delivery of the Cycling and Walking Investment Strategy, the Department publish figures on the proportion of each local authority’s transport infrastructure budget which is spent on active travel. This would show that the Department is monitoring local authorities, and it would provide a basis for those local authorities who are not meeting this target to be held to account.**

Spending on active travel compared with other modes

67. The amount of money spent on walking and cycling pales in comparison to spending on other modes of transport. In 2017/18 the Government spent over £26 billion on transport in England. The majority of this (59%) supported the rail network, and the next largest share (31%) was spent on the road network. While some spending on the road network will deliver improvements for pedestrians and cyclists, the DfT’s breakdown of expenditure by function does not include spending on walking and cycling—which is

132 Cycling UK ([ATR0075](#)) para 26

evidence of the priority afforded active travel. The £2 billion the Department has said will be available to increase active travel in England from 2016–21 equates to £400 million per year, around 1.5% of the public expenditure on transport in England last year.

Total identifiable expenditure on services in England by sub-function (£ billions), 2017/18

National roads	Local roads	Local public transport	Railways	Other transport	Total	Cycling and Walking Investment Strategy ¹³³
3.4	4.7	2.1	15.5	0.6	26.4	0.4

Source: HM Treasury, [Country and regional analysis: 2018](#), November 2018, Table B.1, page 48

This low level of investment in active travel is despite the often excellent value for money of many active travel schemes. Cycling UK has cited Government estimates of the benefit-to-cost ratios (BCR) for active travel investment ranging from around 5:1 to 13:1.¹³⁴ The DfT categorises improvements with a benefit cost ratio of above 4.0 as “very high”.¹³⁵

68. We have heard that the DfT’s guidance on appraising transport projects—WebTAG—prioritises motorists over pedestrians and cyclists, which often means that the business case for active travel improvements fails because of the apparent disbenefits to motorists.¹³⁶ The then Minister noted the deficiencies of WebTAG when it came to measuring the benefits of active travel projects, and suggested that local authorities should rely less on this model when appraising improvements for pedestrians and cyclists.¹³⁷

69. **The increase in spending on active travel this Parliament is welcome, and the £2 billion the Government has said will be spent on walking and cycling from 2016 to 2021 is a start, but it equates to only £400 million a year. This is a tiny sum compared with spending on other areas of transport—and is just 1.5% of transport spending in England. The evidence indicates that this level of investment is insufficient to fulfil the Government’s current targets, which we’ve said already are not ambitious enough. Increasing levels of walking and cycling will help the Government tackle congestion, improve public health and reduce damage to the environment. These are benefits that merit greater priority and increased funding. The Government needs to invest more in active travel.**

70. **The then Minister recognised that WebTAG—the Department for Transport’s guidance on appraising transport projects—has defects when it comes to measuring the benefits of active travel. Given that this is the main tool local authorities use to determine the value of money of transport infrastructure improvements, it is important that it reflects the benefits to all road users, including pedestrians and cyclists. We recommend that the Department review its WebTAG guidance by the end of the year, with a view to improving its usefulness to local authorities in assessing walking and cycling schemes.**

133 The figure for expenditure on active travel is based on the Department for Transport’s projections of investment in the Cycling and Walking Investment Strategy during the current Parliament.

134 Cycling UK ([ATRO075](#))

135 Department for Transport, [Value for Money Framework: Moving Britain Ahead](#), 2015

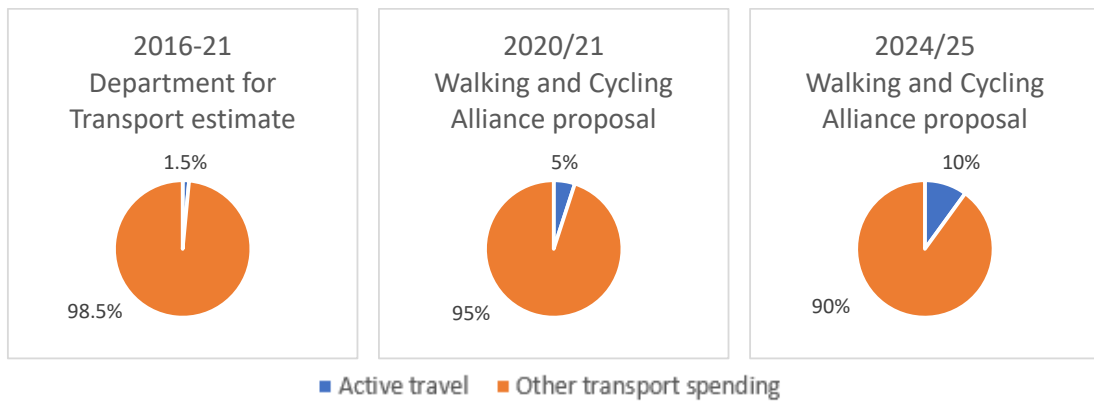
136 [Qq236–237](#)

137 [Q350](#)

Increased future funding

71. Cycling and walking stakeholder groups, and local authorities, have called for increased and more stable funding for active travel. The Bicycle Association, British Cycling, Cycling UK, Living Streets, The Ramblers and Sustrans have called for walking and cycling to receive a set percentage of overall transport spend of 5% rising to 10% over the 5 years of the next spending round (from 2020/21 to 2024/25).¹³⁸ This would amount to £17 per person annually in 2020/21, rising to £34 per person in 2024/25. An increase in spending along these lines is illustrated below.

Figure 3: Illustration of increased spending on active travel compared to current spending



Source: [PQ 205816](#) [on Walking], 10 January 2019, and the Bicycle Association, British Cycling, Cycling UK, Living Streets, The Ramblers and Sustrans ([ATR0076](#)) paras 14–15

72. Several of our witnesses underlined the importance of long-term, stable funding streams. Phil Jones, an independent transport consultant, told us that the most important thing for funding is consistency, and stated: “With guaranteed long-term funding in place local authorities and the profession will begin to take active travel more seriously, leading to a raising of skills in how cycling and walking should be designed for—not just in dedicated active travel schemes, but in all highway improvements.”¹³⁹ This point was emphasised in the oral evidence from local authorities.¹⁴⁰

73. We have been told that, as a further Spending Review—setting Government spending limits—will be agreed shortly, now is the right time to revisit how the Government funds active travel. A joint submission from the main walking and cycling stakeholder groups said: “The Government should strengthen its Cycling and Walking Investment Strategy as part of its forthcoming Spending Review, adopting a second CWIS (CWIS2) with resources that are consistent with its stated aims and ambitions”.¹⁴¹ Rachel White, from Sustrans, told us: “It is a good time to revisit the strategy because there is supposedly a spending review at the end of the year. One of the big things missing from the strategy is funding to push out projects across the nation.”¹⁴²

138 The Bicycle Association, British Cycling, Cycling UK, Living Streets, The Ramblers and Sustrans ([ATR0076](#)) paras 14–15

139 Phil Jones ([ATR0099](#)) para 2.1.10

140 [Q234](#), [Q264](#)

141 The Bicycle Association, British Cycling, Cycling UK, Living Streets, The Ramblers and Sustrans ([ATR0076](#)) para 2

142 [Q95](#)

74. The then Minister said that the quality of the data on the effectiveness of investment in active travel has improved immensely, and this meant that he could make a “much tougher, stronger pitch to Government for the benefits of investing”.¹⁴³ He also said that the Government had developed a model that estimates the cost and benefits of achieving the 2025 CWIS targets under a range of different scenarios. He said that DfT would be using this model to estimate the costs and value for money of targeting future active travel interventions towards achieving different government objectives—such as improving health, economic growth and regional development.¹⁴⁴

75. The Government needs to increase spending on active travel if it is going to deliver the increases in walking and cycling that it should be aiming for. As well as more funding, certainty that this funding will continue over the long-term is essential if local authorities are to make active travel a priority. We recommend that the Government increase funding for active travel in future Spending Review periods. The Department for Transport should propose a long-term funding settlement for active travel, increasing over time. This would give the signals necessary to local authorities to make active travel a priority. The Department for Transport should seek appropriate funds from the Treasury to ensure the delivery of new, ambitious targets in the revised Cycling and Walking Investment Strategy that we have called on the Department to adopt.

143 [Q300](#)

144 [Correspondence from Jesse Norman MP dated 21 May 2019](#)

6 Local authority powers and sharing good practice

76. The focus of this Report has been on the Government’s Cycling and Walking Investment Strategy. We have looked at the Government’s targets for increasing levels of walking and cycling and scrutinised how it is supporting and funding local authorities to deliver the improvements necessary to achieve the Government’s desired increases in levels of walking and cycling. Over the course of our inquiry, however, we have also been told that the Government can play a stronger role in how local authorities share good practice, and that there is a case for granting new powers to local authorities to better enable them to prioritise active travel in their areas. We consider these issues below.

Infrastructure design and sharing good practice

77. Good infrastructure design—creating safe and appealing routes for pedestrians and cyclists—is essential to making walking and cycling more attractive. We have received several submissions arguing that roads are designed for cars, vans and HGVs with pedestrians and cyclists being an afterthought,¹⁴⁵ and that all too often the infrastructure for pedestrians and cyclists is not of an adequate standard. Phil Jones told us that often the “level and quality of provision that goes in is pretty poor” because local highway and planning authorities do not have the expertise to know what good looks like.¹⁴⁶ Kent and Cornwall County Councils told us that there is resistance to new cycle routes because the benefits of increasing active travel are not understood widely enough.¹⁴⁷ Kent County Council said that the quality of routes for active travel is “often sacrificed to minimise the perceived impact on car users”.¹⁴⁸ Roger Geffen, Policy Director for Cycling UK, told us that the Dutch experience was that making cycling and walking more attractive than driving came down to journey time and convenience. He said:

If you make driving quick and convenient, even if you design a very good cycle-friendly network—as happened in Stevenage, Milton Keynes and some of the other new towns—but you also have a high-capacity road network and plenty of parking space so that driving is convenient, people will choose to drive. It is the balance of convenience that needs to be redressed.¹⁴⁹

78. Because our inquiry has focused on the Government’s overall approach to delivering its Cycling and Walking Investment Strategy we have not looked in detail at the different interventions that can be successful at increasing levels of walking and cycling, and do not take a view in this Report on the rights or wrongs of particular interventions. Decisions about infrastructure improvements and road traffic restrictions are rightly made at a local level, supported by guidance from central government and subject to scrutiny by local representatives and the public. During our inquiry we have, however, explored the role the Government does have in supporting local authorities to make the best decisions possible about local infrastructure improvements.

145 For example: Kent County Council ([ATR0030](#)), Integrated Transport Planning Ltd ([ATR0038](#))

146 [Q12](#)

147 Kent County Council ([ATR0030](#)), Cornwall Council ([ATR0041](#))

148 Kent County Council ([ATR0030](#))

149 [Q118](#)

79. We received several submissions raising concerns that active travel is often overlooked in plans for new housing developments, with many such developments being unsuitable for anyone without access to a car.¹⁵⁰ Phil Jones, an independent transport planner, told us that “most developments make only very limited provision for cycling and where it is done tends to be poor quality shared use footways with frequent interruptions at side roads”.¹⁵¹ He said that the DfT used to have guidance that “emphasised that developments should aim to minimise the number of car journeys they generate”, but that this has been withdrawn. Several local authorities recognised this problem,¹⁵² and Rupert Thacker from Hertfordshire County Council outlined some of the challenges local authorities faced when it came to providing for walking and cycling in new developments:

You can start at the outset in discussions with the developer with a very good set of measures that you would like implemented, but ensuring that they actually end up being put on the ground at the end of the development is quite tricky. There are viability issues around the development. We are not the planning authority, and our members are not necessarily the ones sitting on the planning committees that have to make the decisions about levels of parking provision included in a development.¹⁵³

80. We asked local authorities how they shared good practice, and were told that the Urban Transport Group has an active travel group for its members that meets regularly and provides a forum for sharing things that are going well and learning from each other’s experiences.¹⁵⁴ The Government is also supporting the sharing of good practice as part of its work supporting the development of LCWIPs. The then Minister, Jesse Norman MP, told us that all local authorities have been invited to join an online forum which facilitates peer-to-peer learning.¹⁵⁵ Mr Norman told us that all local authorities also have free access to the Propensity to Cycle Tool,¹⁵⁶ which is used to identify routes with the greatest future demand for cycling journeys.¹⁵⁷

81. As part of our inquiry we visited Manchester to hear from Andy Burnham and Chris Boardman about what they were doing to develop an active travel network across Greater Manchester. We also visited Waltham Forest to see the infrastructure improvements that have been made as part of Transport for London’s (TfL’s) ‘mini-Holland’ scheme. In London and Manchester TfL and Transport for Greater Manchester have prioritised funding for active travel in order to deliver real improvements for pedestrians and cyclists. Political leadership and positive engagement with local authorities is clearly key to the success of these efforts, and we were interested to hear how Chris Boardman had engaged with the leaders of Manchester’s ten councils and secured matched funding for infrastructure improvements.¹⁵⁸ We note that TfL has made active travel a priority and

150 Urban Transport Group ([ATR0042](#)) para 10.1, Transport for West Midlands ([ATR0058](#)) para 36, North East Combined Authority ([ATR0059](#)) para 43, South Yorkshire Passenger Transport Executive ([ATR0064](#)) section 9, Sustrans ([ATR0072](#)) para 33, Campaign for Better Transport ([ATR0087](#)) para 35, Phil Jones Associates ([ATR0099](#)) section 3, Dr Roland Graham ([ATR0137](#)) para 7.1

151 Phil Jones Associates ([ATR0099](#)) section 3

152 Urban Transport Group ([ATR0042](#)) para 10.1, Transport for West Midlands ([ATR0058](#)) para 36, North East Combined Authority ([ATR0059](#)) para 43

153 [Q205](#)

154 [Q262](#) [Dr Ben Still]

155 [Correspondence from Jesse Norman MP dated 21 May 2019](#)

156 This is available here: <https://www.pct.bike/>

157 [Correspondence from Jesse Norman MP dated 21 May 2019](#)

158 [Q167](#)

achieved significant increases in walking and cycling at the same time that its operational grant from the Government has been cut, and it has not had access to funding streams made available to local authorities outside London.¹⁵⁹

82. London and Manchester are positive examples in many regards, but while TfL told us that cycling had increased by 131% since 2000, walking trips have only increased in line with population growth, and the mode share for walking has remained largely static for the past twenty years.¹⁶⁰ This underlines the need for walking to be given greater priority, even in areas that have already been successful increasing levels of cycling. We noted above that one of the challenges the Department faced in setting a target for increasing levels of walking was that the evidence was less clear about the costs and effectiveness of interventions aimed at increasing levels of walking.¹⁶¹ Kevin Golding-Williams, Head of Cycling and Walking Policy at the DfT, told us that the Department was commissioning further research in this area and that they were developing an evidence base for taking the CWIS forward.¹⁶² Mr Golding-Williams said that for walking, “it is much more around the behaviour change side, and using nudge techniques to try to encourage behaviours at key life stages”, rather than building new infrastructure.¹⁶³

83. While making sure that there is adequate infrastructure for pedestrians and cyclists is essential to increasing levels of walking and cycling, there is the potential for conflict if infrastructure is poorly designed—especially where pedestrians and cyclists are expected to share space. Several submissions highlighted the potential for conflict between pedestrians and cyclists if there are not safe and segregated pedestrian and cycle routes.¹⁶⁴ A particular issue raised in our written evidence and at our public engagement session in Manchester is the need to ensure that improving walking and cycling infrastructure does not come at the cost of people with physical or mental impairments. We have received evidence of the particular difficulties people with visual impairments can experience navigating cycle routes.¹⁶⁵ While these issues were acknowledged by the representatives of walking and cycling stakeholder groups we spoke to, Joe Irvin, Chief Executive of Living Streets, told us that “In the vast majority of cases, what is good for cycling is good for walking.”¹⁶⁶ Roger Geffen, Policy Director at from Cycling UK, told us:

If pedestrians and cyclists are being put in conflict, that is a bad cycle facility. It is bad for both groups. We do not want to be put in tension with one another.¹⁶⁷

The Government and individual local authorities need to carefully consider how local infrastructure meets the needs of all road users, and that infrastructure improvements for some groups do not have unintended and adverse consequences for disabled people.

159 Transport for London ([ATR0098](#)), paras 3.15, 6.2 and 7.2

160 Transport for London ([ATR0098](#)), paras 3.2 and 3.7

161 [Q302](#)

162 [Q312](#)

163 [Q310](#)

164 NECTAR ([ATR0029](#)), Hertfordshire County Council ([ATR0037](#)) para 21, North East Combined Authority ([ATR0059](#)) para 10, The Ramblers ([ATR0065](#)) para 6.5, Guide Dogs ([ATR0077](#)) section 4, Canal & River Trust ([ATR0078](#)), Dr Rachel Aldred, University of Westminster (DMGT) ([ATR0096](#)), Mrs Elizabeth Trethewey ([ATR0120](#)), National Federation of the Blind of the UK (NFBUK) ([ATR00125](#)), Dr Roland Graham ([ATR0137](#)) para 8.1, Eastbourne Borough Council ([ATR0140](#))

165 Guide Dogs ([ATR0077](#)) section 4, Ellen Watson ([ATR0103](#)), National Federation of the Blind of the UK ([ATR0125](#))

166 [Q80](#)

167 [Q80](#)

84. The Department for Transport has acknowledged that it has a role in providing a national framework, including good practice guidance, to support local authorities formulate plans that are appropriate to local needs.¹⁶⁸ The Government produces guidance on cycle infrastructure design, and equivalent guidance for pedestrian infrastructure is wrapped up into the Department's Inclusive mobility guidance, on making transport accessible for passengers and pedestrians.¹⁶⁹ The Government has said that it is undertaking work to update design guidance for pedestrian and cycling infrastructure.¹⁷⁰

85. **We welcome the current sharing of good practice that takes place between local authorities, and the new online forum the Department for Transport has developed to facilitate peer-to-peer learning. We also welcome the work being undertaken to update guidance for pedestrian and cycling infrastructure. However, there are a number of areas where we feel that the Department can improve guidance and better enable the sharing of best practice. We recommend that, as soon as possible, the Department for Transport review its existing suite of infrastructure design and planning guidance for local authorities, and how it supports the sharing of good practice, to ensure that local authorities are not unnecessarily inhibited from making the changes they need to in order to deliver their Local Cycling and Walking Infrastructure Plans. This review should cover:**

- *interventions aimed at increasing levels of walking;*
- *measures to ensure that new housing developments have adequate provision for pedestrians and cyclists;*
- *an assessment of how to make the case for local infrastructure improvements to local representatives and the public, and*
- *measures necessary to ensure that infrastructure improvements for pedestrians and cyclists do not adversely affect other road users, and in particular disabled people.*

Local authority powers

86. A small number of local authorities have called for additional powers to enable them to prioritise and increase levels of active travel. Various local authorities have called for:

- Full implementation of the Traffic Management Act 2004 to decriminalise moving traffic offences so that they can be enforced by local transport authorities (such as yellow box infringements).¹⁷¹
- Powers to enforce traffic offences such as pavement parking and breaking 20 mph speed limits.¹⁷²
- Authority to implement new design standards, such as indicative zebra crossings.¹⁷³

168 Department for Transport, [Government Response to Call for Evidence: Cycling and Walking Investment Strategy: Safety Review](#), November 2018, para 2.10

169 Department for Transport, [Making transport accessible for passengers and pedestrians](#), December 2005

170 Department for Transport ([ATR0034](#))

171 Urban Transport Group ([ATR0042](#))

172 [Q160](#)

173 [Q161](#)

We have not looked in detail at the case for giving local authorities increased powers in the above areas, but we and previous Transport Committees have recommended on three occasions that Part 6 of the Traffic Management Act 2004 be implemented to decriminalise moving traffic offences.¹⁷⁴ The Government has yet to provide a satisfactory reason for failing to do so.

87. While building better infrastructure for pedestrians and cyclists is vital to increasing levels of walking and cycling, the Government could also provide local authorities with powers to better enable them to give walking and cycling priority over other modes of transport. We recommend that the Department for Transport consult with local authorities on what additional powers might help them implement Local Cycling and Walking Infrastructure Plans. We also reiterate the recommendation, made most recently in our May 2019 Report on Bus Services in England outside London that the Government implement Part 6 of the Traffic Management Act 2004 to decriminalise moving traffic offences so that they can be enforced by local transport authorities.

174 [Out of the jam: reducing congestion on our roads](#), Ninth Report of Session 2010–12, HC 872, paragraph 16, [Road traffic law enforcement](#), Second Report of Session 2015–16, HC 518, paragraph 99, [Bus services in England outside London](#), Ninth Report of Session 2017–19, HC 1425, paragraph 81

Conclusions and recommendations

The Government's Cycling and Walking Investment Strategy

1. Walking and cycling are essential parts of the solution to tackling physical inactivity, climate change, air pollution, and congestion, but for too long walking and cycling have not been given enough attention by policymakers. The 2015 legislation requiring the Government to develop a strategy for these modes should help to change this. We welcome the Government's commitment, set out in its first Cycling and Walking Investment Strategy, to increasing levels of walking and cycling, and its ambition to make walking and cycling the natural choices for shorter journeys, or a part of longer journeys. The Government needs to make sure its strategy remains relevant and encourages appropriate action across Whitehall and at all levels of local government. We identify in this Report several actions that the Department can take to achieve this. (Paragraph 17)
2. Despite the Government's Cycling and Walking Investment Strategy being published more than two years ago, the Government has not provided any significant detail on progress delivering its strategy. *We recommend that the Government produces an annual report on delivery of its Cycling and Walking Investment Strategy. This should set out progress meeting the targets set out in the strategy, an assessment of whether the targets are still fit for purpose or should be revised, and an assessment of what further actions are necessary to meet the Government's targets. We welcome the then Minister's statement that he intended to publish an update over the summer and expect this to be published by the end of September 2019 at the latest.* (Paragraph 20)
3. The Government's commitment to increasing levels of cycling and walking is welcome but its current targets are not ambitious enough, particularly for walking. Despite being the most accessible and widely undertaken form of active travel—and being part of almost every journey—walking is rarely given proper attention by policymakers and planners. It is disappointing the Government's strategy has not given walking a higher priority. While the Government's targets for cycling are more ambitious than its targets for walking, England is starting from a very low level of cycling activity, particularly when compared to many countries in continental Europe. Representatives from walking and cycling stakeholder groups told us the Government should revisit its Cycling and Walking Investment Strategy, and that now is the right time to do so. We agree. *We recommend that the Government revise its Cycling and Walking Investment Strategy with more ambitious targets for increasing levels of cycling and—particularly—walking. A draft revised strategy should be published alongside the Government's first report on its progress towards meeting the objectives set out in its strategy, to be consulted upon in the autumn with a view to a final revised strategy being published early in 2020.* (Paragraph 26)
4. The greatest benefits of increasing levels of walking and cycling—to individual health, the environment and congestion—will only be realised if people choose to walk or cycle instead of driving. There is a compelling case for the Government to set targets and a strategy for achieving modal shift from cars to active travel. *We recommend that any revised Cycling and Walking Investment Strategy include targets for getting people to switch from driving to active travel. These targets should*

be based on the number of journeys made by car, foot or bicycle for journeys of less than 1, 2, 5 and 10 miles. The Government should set modal shift targets for 2025 and 2040, to align with the targets it sets for increasing levels of walking and cycling. These should be at a level that ensures England meets—at the very least—the Committee on Climate Change’s assumption that there will be a 10% transport modal shift by 2050. Local authorities should be encouraged to set local targets for modal shift as part of their Local Cycling and Walking Infrastructure Plans, which we consider in the next Chapter. (Paragraph 32)

5. The Government has a crucial role in championing active travel and providing leadership at a national level. We have been told that this leadership is lacking. While the Cycling and Walking Investment Strategy is important, if walking and cycling are to be given the priority they need and deserve it is essential to look at the role of ministers and officials across Government. The benefits of increasing levels of walking and cycling will contribute to the goals of Government across several departments. This needs to be recognised through better cross-departmental working, led by the Department for Transport. We welcome the then Minister’s acknowledgement that there was “potential to improve coordination of cross-government interventions” and expect his successor to fulfil this potential. *We recommend that, in its response to this Report, the Department for Transport set out a plan for improving how the Government champions and provides leadership on active travel, including plans for working with other departments to improve coordination of cross-government interventions by increasing understanding of the contribution active travel can make to their own objectives and how they recognise this in their own plans and strategies, in order to enhance delivery of the Cycling and Walking Investment Strategy. (Paragraph 36)*

Local Cycling and Walking Infrastructure Plans

6. Local Cycling and Walking Infrastructure Plans appear to be the main vehicle through which the Government’s Cycling and Walking Investment Strategy will be delivered, and we welcome their development as a mechanism for local authorities to take a long-term approach to identifying and delivering interventions to increase levels of walking and cycling. We also welcome the support the Department for Transport has provided to help local authorities develop LCWIPs, and we were impressed by the level of ambition that several local authorities have shown for increasing levels of walking and cycling in their areas. While we note that the LCWIP programme is a pilot, and the initial support for developing these plans was made available on a competitive basis, we believe that ultimately there should be LCWIPs for the whole of England. *We recommend that the Government assess how successful the LCWIP pilot has been in helping local authorities develop plans that will ensure the Government’s Cycling and Walking Investment Strategy is delivered. If LCWIPs have helped local authorities prioritise active travel and develop plans for increasing walking and cycling at a local level, in a way that represents good value for money, then the Government should be clear that it expects all local authorities to develop these plans, and should commit to providing technical support to help all local authorities in England develop their LCWIPs. (Paragraph 43)*

7. If LCWIPs are to be the main mechanism by which the Government's Cycling and Walking Investment Strategy will be delivered, it is important that the Government has a clear plan for encouraging local authorities to develop LCWIPs and for monitoring their contribution to the delivery of the CWIS. *We recommend that, as part of the process for reporting on progress delivering the CWIS, the Government set out plans for monitoring and reporting on delivery of LCWIPs, including an assessment of the contribution they have made to the delivery of the Government's Strategy.* (Paragraph 44)
8. It is disappointing that, having developed guidance for local authorities to create Local Cycling and Walking Infrastructure Plans and encouraged them to do so, the Government has not created a clearer mechanism for funding the delivery of these plans. The Government has set out its ambitions for increasing levels of active travel. If the delivery of LCWIPs is essential to achieving those ambitions the Government needs to fund and support both the development and delivery of these plans. We have been told that financial support is required by local authorities not just to develop plans and improve infrastructure, but also to raise awareness and encourage behaviour change in order to realise the benefits of capital investment. Expecting local authorities to make active travel a priority without providing additional funding would mean that they would have to find resources within their existing—already strained—budgets. This is not realistic. (Paragraph 49)

Funding for active travel

9. Funding for active travel is too piecemeal and complex, and the Government has not given local authorities the certainty they need to prioritise active travel and make long-term funding commitments. The lack of dedicated funding for active travel means there is no guarantee that the £2 billion the Government has estimated will be spent on active travel this Parliament will actually be spent on increasing levels of walking and cycling. The Government appears to be relying on local authorities choosing to prioritise active travel in their own bids for central Government grants, rather than committing the investment that is necessary to achieve the targets it has set out in its own strategy. This is not good enough. (Paragraph 64)
10. *We recommend that the Government bring together the funding it expects to be invested in active travel into a dedicated funding stream for local authorities to deliver improvements—such as those set out in Local Cycling and Walking Infrastructure Plans—that will increase levels of walking and cycling. This new funding stream should make money available for resource as well as capital spending to both develop and maximise the benefits of infrastructure improvements. Creating a single fund for active travel will make it easier for local authorities to apply for funding and would give them the confidence to prioritise active travel, in the knowledge that bids for these funds would not be in competition with bids for other purposes.* (Paragraph 65)
11. We welcome the Government's statement that it will encourage local authorities to increase investment in cycling and walking infrastructure to 15% of total transport infrastructure spending. However, it is not clear that this encouragement will, on its own, be effective—particularly when local budgets are under increasing pressure. *We recommend that, as part of the annual progress report we have recommended they*

produce on delivery of the Cycling and Walking Investment Strategy, the Department publish figures on the proportion of each local authority's transport infrastructure budget which is spent on active travel. This would show that the Department is monitoring local authorities, and it would provide a basis for those local authorities who are not meeting this target to be held to account. (Paragraph 66)

12. The increase in spending on active travel this Parliament is welcome, and the £2 billion the Government has said will be spent on walking and cycling from 2016 to 2021 is a start, but it equates to only £400 million a year. This is a tiny sum compared with spending on other areas of transport—and is just 1.5% of transport spending in England. The evidence indicates that this level of investment is insufficient to fulfil the Government's current targets, which we've said already are not ambitious enough. Increasing levels of walking and cycling will help the Government tackle congestion, improve public health and reduce damage to the environment. These are benefits that merit greater priority and increased funding. The Government needs to invest more in active travel. (Paragraph 69)
13. The then Minister recognised that WebTAG—the Department for Transport's guidance on appraising transport projects—has defects when it comes to measuring the benefits of active travel. Given that this is the main tool local authorities use to determine the value of money of transport infrastructure improvements, it is important that it reflects the benefits to all road users, including pedestrians and cyclists. *We recommend that the Department review its WebTAG guidance by the end of the year, with a view to improving its usefulness to local authorities in assessing walking and cycling schemes.* (Paragraph 70)
14. The Government needs to increase spending on active travel if it is going to deliver the increases in walking and cycling that it should be aiming for. As well as more funding, certainty that this funding will continue over the long-term is essential if local authorities are to make active travel a priority. *We recommend that the Government increase funding for active travel in future Spending Review periods. The Department for Transport should propose a long-term funding settlement for active travel, increasing over time. This would give the signals necessary to local authorities to make active travel a priority. The Department for Transport should seek appropriate funds from the Treasury to ensure the delivery of new, ambitious targets in the revised Cycling and Walking Investment Strategy that we have called on the Department to adopt.* (Paragraph 75)

Local authority powers and sharing good practice

15. We welcome the current sharing of good practice that takes place between local authorities, and the new online forum the Department for Transport has developed to facilitate peer-to-peer learning. We also welcome the work being undertaken to update guidance for pedestrian and cycling infrastructure. However, there are a number of areas where we feel that the Department can improve guidance and better enable the sharing of best practice. *We recommend that, as soon as possible, the Department for Transport review its existing suite of infrastructure design and planning guidance for local authorities, and how it supports the sharing of*

good practice, to ensure that local authorities are not unnecessarily inhibited from making the changes they need to in order to deliver their Local Cycling and Walking Infrastructure Plans. This review should cover:

- *interventions aimed at increasing levels of walking;*
 - *measures to ensure that new housing developments have adequate provision for pedestrians and cyclists;*
 - *an assessment of how to make the case for local infrastructure improvements to local representatives and the public, and*
 - *measures necessary to ensure that infrastructure improvements for pedestrians and cyclists do not adversely affect other road users, and in particular disabled people. (Paragraph 85)*
16. While building better infrastructure for pedestrians and cyclists is vital to increasing levels of walking and cycling, the Government could also provide local authorities with powers to better enable them to give walking and cycling priority over other modes of transport. *We recommend that the Department for Transport consult with local authorities on what additional powers might help them implement Local Cycling and Walking Infrastructure Plans. We also reiterate the recommendation, made most recently in our May 2019 Report on Bus Services in England outside London that the Government implement Part 6 of the Traffic Management Act 2004 to decriminalise moving traffic offences so that they can be enforced by local transport authorities. (Paragraph 87)*

Formal minutes

Tuesday 16 July 2019

Members present:

Lilian Greenwood, in the Chair

Ruth Cadbury

Graham Stringer

Huw Merriman

Draft Report (*Active travel: increasing levels of walking and cycling in England*), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 87 read and agreed to.

Summary agreed to.

Resolved, That the Report be the Eleventh Report of the Committee to the House.

Ordered, That the Chair make the Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Wednesday 17 July at 9.15am]

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the [inquiry publications page](#) of the Committee's website.

Monday 17 December 2018

Dr Rachel Aldred, Reader in Transport, University of Westminster, **Susan Claris**, Transport Planner, Arup, **Phil Jones**, Chairman, Phil Jones Associates [Q1–73](#)

Wednesday 23 January 2019

Roger Geffen MBE, Policy Director, Cycling UK, **Joe Irvin**, Chief Executive, Living Streets, **Rachel White**, Senior Policy and Political Advisor, Sustrans [Q74–124](#)

Thursday 7 March 2019

Nadia Kerr, Delegate, Walk Ride GM, **Jonathan Fingland**, Chair, Greater Manchester Cycling Campaign, **Chris Boardman MBE**, Cycling and Walking Commissioner for Greater Manchester, **Councillor Angeliki Stogia**, Executive Member for Environment and Skills, Manchester City Council, **Andy Burnham**, Mayor of Greater Manchester [Q125–193](#)

Wednesday 3 April 2019

Vicky Fraser, Head of Transport Planning and Strategy, Cornwall Council, **Alison Kennedy**, Principal Transport Policy Officer, Inclusive Growth Directorate, Birmingham City Council, **Rupert Thacker**, Head of Highways Strategy and Implementation, Environment and Infrastructure Department, Hertfordshire County Council, **Laura Wells**, Principal Transport Planner, Policy & Strategy, Brighton & Hove City Council, **Katie Edmondson**, Programme Communications and Engagement Coordinator, CityConnect, West Yorkshire Combined Authority, **Mark Lynam**, Director of Programme Commissioning, Sheffield City Region, **Dr Ben Still**, Managing Director, West Yorkshire Combined Authority and Lead Board member on active travel, Urban Transport Group, **Claire Williams**, Cycling and Walking Development Manager, Transport for West Midlands [Q194–265](#)

Wednesday 1 May 2019

Mike Wilson, Chief Highways Engineer, and **Richard Leonard**, Head of Road Safety, Highways England; **Jesse Norman MP**, Minister of State, **Guy Boulby**, Head of Cycling and Walking, and **Kevin Golding-Williams**, Head of Cycling and Walking Policy, Department for Transport [Q266–357](#)

Published written evidence

The following written evidence was received and can be viewed on the [inquiry publications page](#) of the Committee's website.

ATR numbers are generated by the evidence processing system and so may not be complete.

- 1 Dr Rachel Aldred ([ATR0096](#))
- 2 All Party Parliamentary Cycling Group ([ATR0068](#))
- 3 Allergy UK ([ATR0067](#))
- 4 Mr Alex Baines-Buttery ([ATR0023](#))
- 5 Bicycle Association of Great Britain ([ATR0070](#))
- 6 Bicycle Association, British Cycling, Cycling UK, Living Streets, the Ramblers and Sustrans ([ATR0076](#))
- 7 Councillor Joanna Biddolph ([ATR0128](#))
- 8 Bird Rides ([ATR0124](#))
- 9 Birmingham City Council ([ATR0047](#))
- 10 Mr Jack Blakeley ([ATR0010](#))
- 11 Roy Bradshaw ([ATR0018](#))
- 12 Brake ([ATR0039](#))
- 13 Gregory Brett ([ATR0028](#))
- 14 Dr Janice Bridger ([ATR0116](#))
- 15 Brighton & Hove City Council ([ATR0060](#))
- 16 British Horse Society ([ATR0117](#))
- 17 Ms Lindsay Broadwell ([ATR0101](#))
- 18 Timothy Budd ([ATR0008](#))
- 19 Mr Julian Burn ([ATR0046](#))
- 20 Bus Users UK ([ATR0043](#))
- 21 Mr Ian Bush ([ATR0026](#))
- 22 Mr Daniel Cahoon ([ATR0012](#))
- 23 Calderdale Metropolitan District Council ([ATR0052](#))
- 24 Campaign for Better Transport ([ATR0087](#))
- 25 Canal & River Trust ([ATR0078](#))
- 26 Centre for Diet and Activity Research ([ATR0081](#))
- 27 Centre of Transport and Society, UWE, Bristol ([ATR0106](#))
- 28 Ms Nick Chapman ([ATR0013](#))
- 29 CIHT ([ATR0054](#))
- 30 Mr Peter Clinch ([ATR0015](#))
- 31 Cornwall Council ([ATR0041](#))
- 32 Cycle to Work Alliance ([ATR0049](#))
- 33 Cycling UK ([ATR0075](#))

- 34 Daily Mail and General Trust plc ([ATR0094](#))
- 35 Department for Transport ([ATR0034](#))
- 36 Jill Dooney ([ATR0139](#))
- 37 Eastbourne Access Group ([ATR0123](#))
- 38 Eastbourne Borough Council ([ATR0140](#))
- 39 Ely Cycling Campaign ([ATR0082](#))
- 40 ESRC International Centre for Lifecourse Studies, University College London ([ATR0048](#))
- 41 EU Pasta Project (Imperial College London and London borough of Newham) ([ATR0073](#))
- 42 Dr John Fletcher ([ATR0009](#))
- 43 Mrs Helen Fotheringham ([ATR0020](#))
- 44 Foundation for Integrated Transport and its project Transport for New Homes ([ATR0088](#))
- 45 Alistair Gibbs ([ATR0019](#))
- 46 Mr Mike Gibson ([ATR0002](#))
- 47 Dr Roland Graham ([ATR0137](#))
- 48 Greater Manchester Combined Authority ([ATR0055](#))
- 49 Guide Dogs ([ATR0077](#))
- 50 Stephen Harris ([ATR0083](#))
- 51 Mr Jonathan Haw ([ATR0017](#))
- 52 Mr Michael Headon ([ATR0005](#))
- 53 Miss Gillian Healey ([ATR0014](#))
- 54 Brian Henry ([ATR0079](#))
- 55 Hertfordshire County Council ([ATR0037](#))
- 56 Dr Thomas Higgs ([ATR0080](#))
- 57 Highways England ([ATR0084](#)) and ([ATR0141](#))
- 58 Martin Hogan ([ATR0111](#))
- 59 Horse Access Campaign UK ([ATR0109](#))
- 60 Mr David Hunter ([ATR0022](#))
- 61 Andrew Hurn ([ATR0071](#))
- 62 IBI Group ([ATR0001](#))
- 63 Jane Imbush ([ATR0115](#))
- 64 Integrated Transport Planning Ltd ([ATR0038](#))
- 65 Isle of Wedmore Access Group ([ATR0112](#))
- 66 ITS United Kingdom ([ATR0050](#))
- 67 Adam Kendall ([ATR0011](#))
- 68 Kent County Council ([ATR0030](#))
- 69 Nicole Lee ([ATR0006](#))

- 70 Lime ([ATR0142](#))
- 71 Liverpool City Region Combined Authority ([ATR0056](#))
- 72 Living Streets ([ATR0062](#)) and ([ATR0118](#))
- 73 Local Government Association ([ATR0066](#))
- 74 London Living Streets ([ATR0089](#)) and ([ATR0093](#))
- 75 London TravelWatch ([ATR0044](#))
- 76 Professor Donal McNally ([ATR0051](#)) and ([ATR0092](#))
- 77 Iain McNaught ([ATR0045](#))
- 78 John Moffett ([ATR0003](#))
- 79 The Motorcycle Action Group ([ATR0105](#))
- 80 National Federation of the Blind of the UK ([ATR0125](#))
- 81 NECTAR ([ATR0029](#))
- 82 nextbike ([ATR0085](#))
- 83 North East Combined Authority ([ATR0059](#))
- 84 Outsider Tart ([ATR0126](#))
- 85 Oxfordshire County Council ([ATR0061](#))
- 86 PACTS ([ATR0102](#))
- 87 Mr Chris Petty ([ATR0004](#))
- 88 Phil Jones Associates ([ATR0099](#))
- 89 Plymouth Cycling Campaign ([ATR0024](#))
- 90 Michael Pollard ([ATR0021](#))
- 91 Mr Shaun Pope ([ATR0069](#))
- 92 Pupils 2 Parliament ([ATR0091](#))
- 93 RAC ([ATR0025](#))
- 94 The Ramblers ([ATR0065](#))
- 95 RoadPeace ([ATR0074](#))
- 96 Royal Town Planning Institute ([ATR0053](#))
- 97 Melvyn Samuels ([ATR0132](#))
- 98 Suzanne Scobie ([ATR0107](#))
- 99 Scoot Fit ([ATR0100](#))
- 100 Dr Roger Sexton ([ATR0016](#))
- 101 Jo Somerset ([ATR0130](#))
- 102 South Yorkshire Passenger Transport Executive ([ATR0064](#))
- 103 Southwark Council ([ATR0063](#))
- 104 Mr Julian Spooner ([ATR0027](#))
- 105 Sport England ([ATR0086](#))
- 106 Vincent Stops ([ATR0135](#))
- 107 Sustrans ([ATR0072](#)) and ([ATR0108](#))

- 108 The Trails Trust ([ATR0114](#))
- 109 Transport for Greater Manchester ([ATR0133](#))
- 110 Transport for London ([ATR0098](#))
- 111 Transport for West Midlands ([ATR0058](#))
- 112 Mrs Elizabeth Trethewey ([ATR0120](#))
- 113 Tunbridge Wells Bicycle User's Group ([ATR0097](#)) and ([ATR0122](#))
- 114 Uber ([ATR0035](#))
- 115 UK Health Alliance on Climate Change ([ATR0033](#))
- 116 ukactive ([ATR0032](#))
- 117 Understanding Society, the UK Household Longitudinal Study ([ATR0040](#))
- 118 University of Nottingham ([ATR0104](#))
- 119 Urban Transport Group ([ATR0042](#))
- 120 Waltham Forest Streets for All ([ATR0129](#))
- 121 Ellen Watson ([ATR0103](#))
- 122 West Yorkshire Combined Authority-further written evidence ([ATR0134](#))
- 123 Wheels for Wellbeing ([ATR0031](#))
- 124 Mr Graham Wickenden ([ATR0036](#))
- 125 Mr Alwin Wiederhold ([ATR0007](#))
- 126 Sally Williams ([ATR0136](#))
- 127 Mr Brian Worrell ([ATR0113](#))

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the [publications page](#) of the Committee's website. The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2017–19

First Report	Community transport and the Department for Transport's proposed consultation	HC 480 (HC 832)
Second Report	Improving air quality	HC 433 (HC 1149)
Third Report	Airports National Policy Statement	HC 548 (Cm 9624)
Fourth Report	Rail Infrastructure investment	HC 582 (HC 1557)
Fifth Report	Intercity East Coast rail franchise	HC 891 (HC 1729)
Sixth Report	Appointment of the Chair of the Office of Rail and Road	HC 1510 (HC 1859)
Seventh Report	Rail timetable changes: May 2018	HC 1163 (HC 1939)
Eighth Report	Mobility as a Service	HC 590 (HC 1984)
Ninth Report	Bus services in England outside London	HC 1425
Tenth Report	Local roads funding and maintenance: filling the gap	HC 1486
First Special Report	Vauxhall Zafira fires: Government Response to the Committee's Tenth Report of Session 2016–17	HC 516
Second Special Report	Community transport and the Department for Transport's proposed consultation: Government Response to the Committee's First Report of Session 2017–2019	HC 832
Third Special Report	Improving air quality: Government Response to the Committee's Second Report of Session 2017–2019	HC 1149
Fourth Special Report	Rail infrastructure investment: Government and Office of Rail and Road Responses to the Committee's Fourth Report of Session 2017–19	HC 1557
Fifth Special Report	Intercity East Coast franchise: Government Response to the Committee's Fifth Report of Session 2017–19	HC 1729
Sixth Special Report	Appointment of the Chair of the Office of Rail and Road: Government Response to the Committee's Sixth Report	HC 1859
Seventh Special Report	Rail timetable changes: Government and Office of Rail and Road Responses to the Committee's Seventh Report	HC 1939
Eighth Special Report	Mobility as a Service: Government Response to the Committee's Eighth Report	HC 1984