



# DecarboN8

## Place-based decarbonisation for transport

### Liveable Liverpool City Region: A social and demographic scoping review of the Emergency Active Travel Fund: Tranche 1

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# Liveable Liverpool City Region: A social and demographic scoping review of the Emergency Active Travel Fund: Tranche 1

This research has been undertaken by researchers at the University of Liverpool in collaboration with a large network of local and national organisations.

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# Executive Summary

The rapid reallocation of road space in Liverpool City Region is a unique period in the history of decarbonising transport in Liverpool City Region. Through the Emergency Active Travel local authorities have announced major funding in conjunction with the combined authority to provide new temporary and permanent cycle lanes that will connect to the LCWIP corridors. This cycling infrastructure could support a significant modal shift and the attendant air quality and economic benefits associated with a reduction in fossil fuel-based transit modes.

The decarbonisation of transport is contingent upon both low-carbon transport options and societal acceptance of a modal shift taking place. There is an emerging evidence base nationally of the spatial variations in access to low-carbon transportation within and between city regions. There is also some evidence of variation in societal acceptance across space. This research looks at the rapid reallocation of road space in relation to social and demographic context of Liverpool City Region and explores questions of societal readiness and acceptance of increased active travel.

This report evaluates the First Tranche of the Emergency Active Travel Fund in Liverpool City Region and the rapid reallocation of road space from a social and demographic perspective. It draws on evidence from postcode level analysis of resident attitudes, interviews with bike shop owners, analysis of bike mounted video camera footage.





Liverpool City Region Combined Authority states that “For our environment and the air we breathe, for our health and wellbeing, and for our high streets and local economy, we need to see an active travel revolution in the Liverpool City Region” (LCRCA, 2020g).

This report:

- Provides an overview of the Emergency Active Travel Fund (EATF)
- Sets the context for Liverpool City Region’s response to the EATF through Sustrans’ Bike Life reports
- Describes the EATF interventions in Liverpool City Region
- Explores residents’ perceptions of the EATF by socioeconomic characteristics
- Identifies local cycle industry views on the EATF
- Gives examples of video-based EATF analysis

The report indicates the necessity for multi-method analysis and the requirement for engaging with diffuse data sources that provide evidence of usage as well as attitudinal and perceptual data on rapid road space reallocation.

It is clear that the rapid road space reallocation undertaken in 2020 has supported some behaviour change in commuting away from carbon-based transport to active travel, and more significantly enabled an increase in leisure and recreation based active travel. Because of limited funding these interventions have been spatially limited and thus have supported some areas and groups in society most. However, they have also acted as an indicator of the significance of active travel and its potential for long term modal shift.

The report concludes that interventions are locally specific and future road space reallocation needs to take account of the specific place context, of both local users and connections to the existing fabric of transportation.

# Introduction

The rapid reallocation of road space is a unique period in the history of decarbonising transport. The COVID-19 pandemic and restrictions on movement and transport placed an urgent emphasis on the role of active travel in supporting reductions in pollution, enabling physical and mental health and enabling local businesses to function.

In May 2020 the Government announced a £250 million fund for local authorities to support active travel named the Emergency Active Travel Fund. The funding was itself a response to modal shift observed during the COVID-19 pandemic, and was supported by statutory guidance, that enabled local authorities to rapidly reallocate road space for cyclists and pedestrians.

Active travel is described by Public Health England as ‘walking or cycling as an alternative to motorised transport for the purpose of making everyday journeys’ (Public Health England, 2016, p.10).

Prior to COVID-19 research into active travel routinely found variation in utility and leisure cycling by socio demographic characteristics (Goodman and Aldred, 2018), something mirrored in many commuter surveys. Active travel behaviour appears to correlate with both household and personal characteristics, but significantly is not determined by them. Where the built environment is supportive of commuting by active travel there is a higher level of active travel regardless of household and personal characteristics (Song, Preston and Brand, 2013). Furthermore, where local authorities with a greater proportion of people engaged in active travel also had reduced age and gender inequalities in use (Aldred, Woodcock & Goodman, 2016). Case studies from England suggest that this is more than correlation, with a range of examples of well-planned new active travel infrastructure supporting an increase in active travel (e.g. Heinen et al., 2015). Where research indicates that specific active travel infrastructures are not a sufficient explanation of modal shift from cars to active travel, they nevertheless identify them as a necessary condition for change (Song, Preston and Ogilvie, 2017).

This report focuses on the Emergency Active Travel Fund in Liverpool City Region.

LCR Mayor Steve Rotherham has spoken extensively about the need to ‘build back better’ and of his ambition that the City Region’s recovery is in line with his goal of creating the ‘fairest and most inclusive local economy’. There is a high-level recognition across LCR that active-travel is fundamentally connected to those ambitions. This not only recognises that the wards most heavily affected by a decline in public transport capacity will be the most deprived (Nurse, 2020), but also recognising that cyclists in LCR already contribute nearly £100m to the economy, reduced the burden on the National Health Service by £3.5million, whilst reducing carbon emissions by nearly 18,000 tonnes (Sustrans, 2020)

A range of announcements were made about funding for active travel in 2020 across local authorities, the combined authority and national government. This project refers to the Emergency Active Travel Fund, although its use locally was designed to work with existing and planned infrastructures, therefore we refer to these where appropriate.

Evaluations of active travel have historically tended towards simple metrics of use, for example traffic counts that reveal changes in the number of uses. These approaches are useful, but only tell a partial story of the engagement with active travel infrastructures. In this report we consider novel and alternative evidence bases to support a broader evaluation of the impact of the active travel infrastructure.

Substantial information is already collected on road space reallocation, societal acceptance and readiness of low carbon forms active travel. However, there are issues with the systematic evaluation of this data: disparate ownership across stakeholders; partial compliance with assessment criteria; and limited overarching evaluative frameworks.

This report brings together data from a range of stakeholders and participants in the creation, analysis and most importantly, the use of the infrastructure provided through the EATF Tranche 1 to consider the new infrastructure's impact.



# Overview of the Emergency Active Travel Fund

The COVID-19 pandemic has undoubtedly been one of the most disruptive global events of the 21<sup>st</sup> century, and one which will likely come to define our lives for generations and challenge the norms of how we experience urban life, not least the way we navigate our environments. Devastating as it may have been, it has also brought on a radical change in how people and authorities alike, think about urban mobility. Newly emerging urban post-COVID-19 realities have presented extraordinary challenges to existing global urban transport paradigms, the most prominent of which being strict restrictions imposed on public transport services, affecting millions of urban dwellers. In response however, people worldwide have done what humans have evolved through millennia to do. They have adapted.

2020 is on course to become a landmark year for sustainable urban mobility, as the global pandemic has so far seen a number of major world cities committing to transforming their city centres by providing thousands of miles of cycle infrastructure and restricting motor vehicle movement. In what could be seen as a silver lining to a tremendously challenging situation, cities such as Anne Hidalgo's Paris, Milan, Bogota and New York appear to have responded with determination to this new emerging reality. Taking decisive steps to tackle both COVID-19 and climate change simultaneously, urban authorities across the world seem to have realised that unless immediate action is taken, the future for our cities and the world as a whole is simply not sustainable (Sandor, 2020; Reid, 2020).





## Origins and aims of the Emergency Active Travel Fund

Historically, investment in active travel in England has been modest, especially in comparison with its mainland European neighbours such as Denmark and the Netherlands. Current events, however, could yield historic actions. The UK government's response to COVID-19, having launched the £250 million Emergency Active Travel Fund (EATF), as the first stage in a wider £2 billion investment package for cycling and walking (DfT, 2020a) could be such a moment. The £2 billion investment package constitutes the largest increase in spending dedicated to cycling and walking in U.K. history (DfT, 2020d).

The EATF, revealed by Secretary of State for Transport, Grant Shapps, on May 9<sup>th</sup> 2020 (DfT, 2020e), along with accompanied fast-tracked statutory legislation, was presented as a tool for authorities to enable the public to use cities and towns safely and efficiently. The 're-opening' of the economy during the pandemic, without increasing private vehicle use whilst there was restricted public transport use (DfT, 2020a) was viewed as crucial. The government saw the EATF as a way for regional and local authorities to deliver a swift, safe and sustainable alternative approach to urban mobility (DfT, 2020e).

Supporting the provision of pop-up active travel measures which would allow people to travel efficiently, whilst practising social distancing, the government called for local authorities to bid for emergency funding under the EATF (LCRCA, 2020b). The funding would initially cover the implementation of temporary measures, which authorities were to monitor and assess over time, with a view of adopting them permanently (DfT, 2020a). The government's shift towards greener alternatives to fossil fuel-dependent transport, sought to capitalise on the public's new active travel behaviours. Monitoring during the period of first lockdown revealed a significant increase in cycling participation on a national scale (DfT, 2020b). With indicative suggestions for segregated pop-up bikes lanes, re-imagined junctions, dedicated cycle-and-bus corridors and wider footpaths/pavements, through the EATF, the government sought to enable a public behavioural shift, which would prioritise active travel over motorised transport and public services (DfT, 2020a).

The expectation was that the EATF would act as a springboard for delivering the the longer term £2 billion investment for active travel and embed long term sustainable travel norms (DfT, 2020b). Grant Shapps said "we recognise this moment for what it is: a once in a generation opportunity to deliver a lasting transformative change in how we make short journeys in our towns and cities" (DfT, 2020b, para. 6).

Whilst, active travel benefits associated to affordability, health, wellbeing, traffic congestion, air quality and climate are widely reported, the National Travel Survey (NTS) data highlights the potential for active travel to be the catalyst for change in England (DfT, 2020b). Analysing behavioural trends for the years 2017 and 2018, NTS data indicated that most trips were in fact relatively short and therefore, ideally suited to active travel, with approx. 25% of all trips being under 1 mile and upwards of 40% of all trips in cities, consisting of >2 mile journeys (DfT, 2018; DfT, 2019).

Through the EATF, local authorities were expected to envision, bid for funds and ultimately, realise new urban streetscapes, which are inclusive to and prioritise cycling and walking over motorised modes of transport. In doing so, the government argued that cities would not only ensure a happier and healthier future for its citizens, but one which would also enjoy the financial benefits that come with it (DfT, 2020b).

## Statutory guidance in support of active travel

The government's commitment to delivering lasting shift towards active travel, extends beyond the EATF, with the publication of a suite of statutory guidance documents, supporting the implementation of active travel measures nationally. Bringing forth new, as well as adding to existing statutory guidance, this suite of publications sets the parameters and enables the success of local authority efforts. These efforts focus both in delivering swift active travel solutions to assist the public during the COVID-19 pandemic, as well as in materialising the government's vision for an active travel renaissance.

In support of EATF, fast-tracked statutory guidance issued by Transport Secretary, Grant Shapps, under Section 18 of the *Traffic Management Act 2004*, instructs local authorities to reallocate adequate road space to infrastructure for cyclists and pedestrians, in order to accommodate for the significant increase in cycling and walking modal shares (DfT, 2020a). Promoting measures such as the repurposing of side streets for the reduction of rat-running and the creation of low-traffic neighbourhoods (LTNs), Section 18 does not in fact replace the legislation's original 2004 guidance on network management, but rather provides high-level guidance to local authorities for the appropriate management of roads, in response to COVID-19 (DfT, 2020b; DfT, 2020a).

Despite the need for swift implementation of measures however, the quality of these new urban interventions has been safeguarded with the issuing of '*Local Transport Note (LTN) 1/20: Cycle Infrastructure Design*', published in July 2020 (DfT, 2020f). Limited to design matters, the guidance sets out the standards and legal requirements for the delivery of high-quality cycling infrastructure, which all proposed measures funded through the EATF need to adhere to. The principles set out in both guidance documents, while not ground-breaking, were in fact central to the country's efforts of enabling a safe 'restart' of the national economy; a restart which would have seen millions of Britons seeking ways to travel efficiently, whilst practising social distancing (DfT, 2020b).

Looking beyond the pandemic however, with eyes set on continuing to build upon its vision for a greener future for transport, the government also issued '*Gear Change: A bold vision for cycling and walking*'; a comprehensive new plan for cycling and walking, published in late July 2020 (DfT, 2020d). Narrating a vision for making England "a great walking and cycling nation" (DfT, 2020d, 12), as well as setting out the actions required at all levels of governance to achieve the goals and success that the government aspires to by the year 2030, *Gear Change* is an ambitious exercise in creating momentum for active travel. The guidance sets out a clear narrative for a future which prioritises cycling and walking, with passages such as:

"Places will be truly walkable. A travel revolution in our streets, towns and communities will have made cycling a mass form of transit. Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030." (DfT, 2020d, 12).

Ambitious as it may be, it also provides a sense of clarity as to how the government's vision will come to be materialised, stating that this will only happen by embedding active travel into policy making, as well as by emboldening and supporting local authorities in taking decisive action (DfT, 2020d).

These methods, as well as *Gear Change*'s vision as a whole, reflect much of the character and scope of the Emergency Active Travel Fund and the legislation which accompanied its launch and assisted in the implementation of its funded measures. The publication sets out a series of clear, high level goals, targeting improvements to quality of life through supporting cycling and walking, safer streets, as well as convenient, inclusive, affordable and accessible travel. Ultimately, the document advocates for healthier and happier communities, through placing active travel at the centre of transport decision-making processes (DfT, 2020d). A radical shift to past approaches towards cycling and walking, the COVID-19 pandemic has presented U.K. decision-makers with a unique opportunity for change and the Emergency Active Travel Fund, as well as the guidance documents that accompanied and followed it, have been the first steps in what will likely be a long journey towards a more sustainable future.

### **Phases, measures and timelines**

The allocation structure of the funding for local authorities through the EATF, reflected the concept of its inception; granting funds for the implementation of temporary measures for active travel, with the intention of establishing these measures on a permanent basis (DfT, 2020a). The funding was allocated in two tranches.

*Tranche 1* granted funding for the installation of measures, temporary in nature, relating to the COVID-19 pandemic (DfT, 2020c). These measures, intended for allowing people to travel for work or leisure safely during the initial months of the pandemic, included the use of cones, plastic wands and street furniture to act as modal filters for the reallocation of road space to active travel users. Reallocated space would serve in the creation of segregated pop-up cycling facilities, widened footpaths, bus-cycle corridors, cycle-inclusive junctions, as well as dedicated cycle and pedestrian zones. These measures were to work in conjunction with reduced speed limits and the establishment of 'low-traffic neighbourhoods' and 'school streets', for the discouragement of car use in favour of active travel alternatives. Additionally, the scheme encouraged local authorities to identify and promote existing proposals of Local Cycling and Walking Infrastructure Plans, which could be implemented quickly, and which would benefit from emergency funding (DfT, 2020b).

This initial phase of funding allocation, required each authority's consultation with stakeholders and emergency services during the design process, in order to ensure that the needs of businesses and services affected by the proposed measures were sufficiently met. Furthermore, each offer was conditional on the basis of proposed projects going live with 4 weeks of the offer by Department for Transport being received, with an 8-week timeline for completion (Sefton Council, 2020). The commencement of the *Tranche 1* bidding period came into effect with Transport Secretary Grant Shapps' announcement of the scheme on May 9<sup>th</sup> 2020 (DfT, 2020e). The funds were given final allocation status on July 6<sup>th</sup>, with the largest grant allotted to London Boroughs and TfL, amounting to a sum of £5 million (DfT, 2020g).

*Tranche 2* phase of the EATF, allowed local authorities to bid for considerably larger funds, for the implementation of longer-term projects. These projects were intended to build upon *Tranche 1* measures as the country moves from “restart to recovery” (DfT, 2020b, Other Consideration section, para. 12). Local authorities were invited to submit bids for *Tranche 2* proposed projects by August 7<sup>th</sup>, with final allocations announced on November 13<sup>th</sup>. In some cases, the final allocation of EATF funds exceeded indicative allocation estimates (Cycling UK, 2020; DfT, 2020g; DfT, 2020h).

### **Liverpool City Region’s approach to the EATF**

Liverpool City Region (LCR)’s EATF bids for both tranches of the programme were coordinated and submitted by the Combined Authority’s Local Transport Plan (LTP) Development Team (LCRCA, 2020b). In response to the programme’s commencement, the Liverpool City Region Combined Authority (LCRCA), supported by its Transport Committee and in collaboration with its executive body and strategic transport advisor, Merseytravel, developed a framework of action for its six constituent members (LCRCA & Merseytravel, 2019; Merseytravel, 2020a).

The framework came in the form of a guidance note for the support of local authorities to bring forward measures for cycling and walking, as well as the reallocation of road space to active travel users. Drawing on DfT recommendations, the note emphasized the importance of active travel and redistribution of road space in allowing people to travel safely.

Following the guidance note’s issuing, the Combined Authority invited each local authority to submit detailed proposals of potential schemes to be included in a joint bid for the allocation of funding (LCRCA & Merseytravel, 2019). These proposals were then assessed by the LCRCA and given priority status, with the final joint bids being submitted by the Combined Authority’s LTP Development Team to the Department for Transport, for EATF’s two phases of funding separately (Sefton Council, 2020; LCRCA, 2020c).



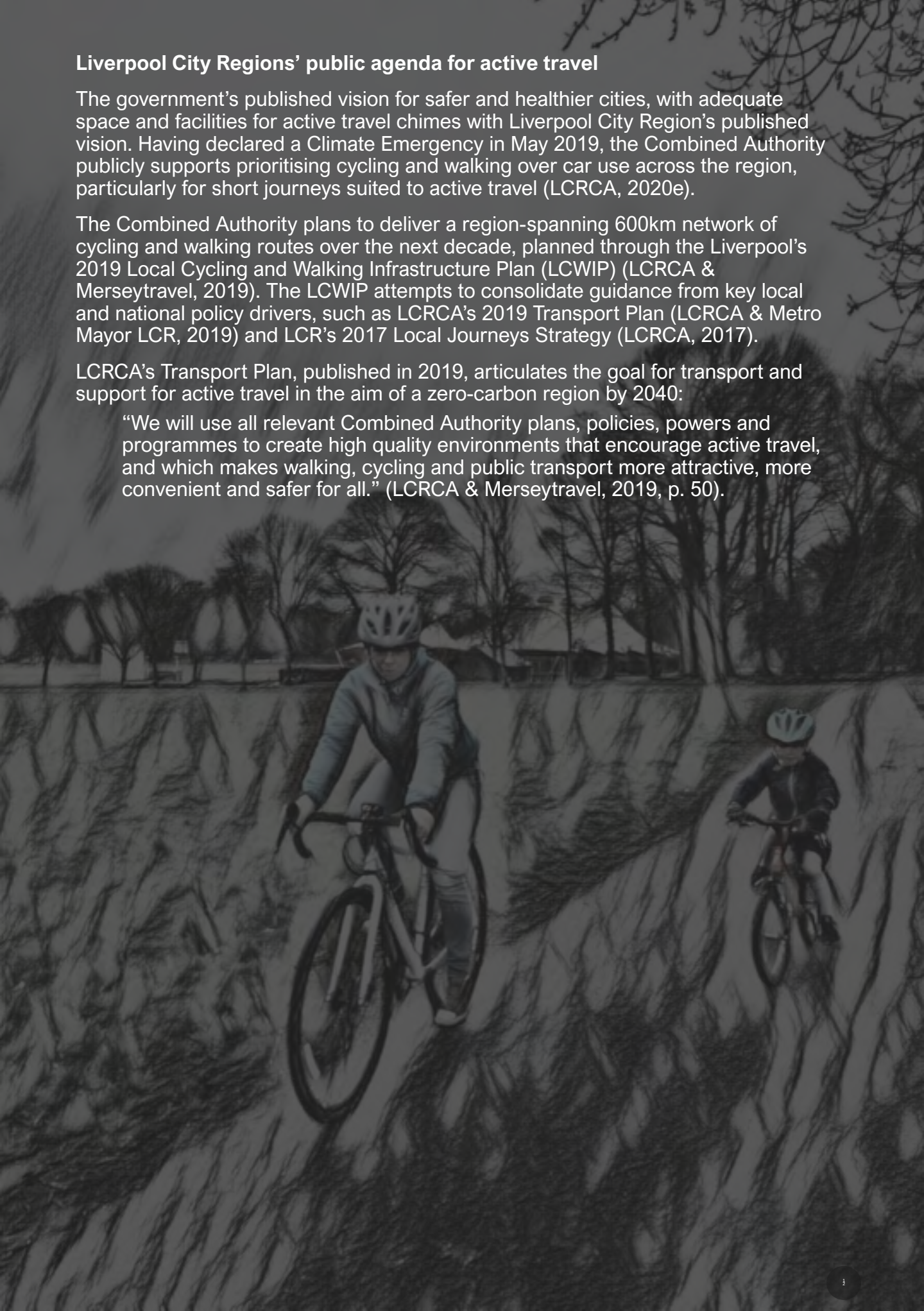
## Liverpool City Regions' public agenda for active travel

The government's published vision for safer and healthier cities, with adequate space and facilities for active travel chimes with Liverpool City Region's published vision. Having declared a Climate Emergency in May 2019, the Combined Authority publicly supports prioritising cycling and walking over car use across the region, particularly for short journeys suited to active travel (LCRCA, 2020e).

The Combined Authority plans to deliver a region-spanning 600km network of cycling and walking routes over the next decade, planned through the Liverpool's 2019 Local Cycling and Walking Infrastructure Plan (LCWIP) (LCRCA & Merseytravel, 2019). The LCWIP attempts to consolidate guidance from key local and national policy drivers, such as LCRCA's 2019 Transport Plan (LCRCA & Metro Mayor LCR, 2019) and LCR's 2017 Local Journeys Strategy (LCRCA, 2017).

LCRCA's Transport Plan, published in 2019, articulates the goal for transport and support for active travel in the aim of a zero-carbon region by 2040:

“We will use all relevant Combined Authority plans, policies, powers and programmes to create high quality environments that encourage active travel, and which makes walking, cycling and public transport more attractive, more convenient and safer for all.” (LCRCA & Merseytravel, 2019, p. 50).

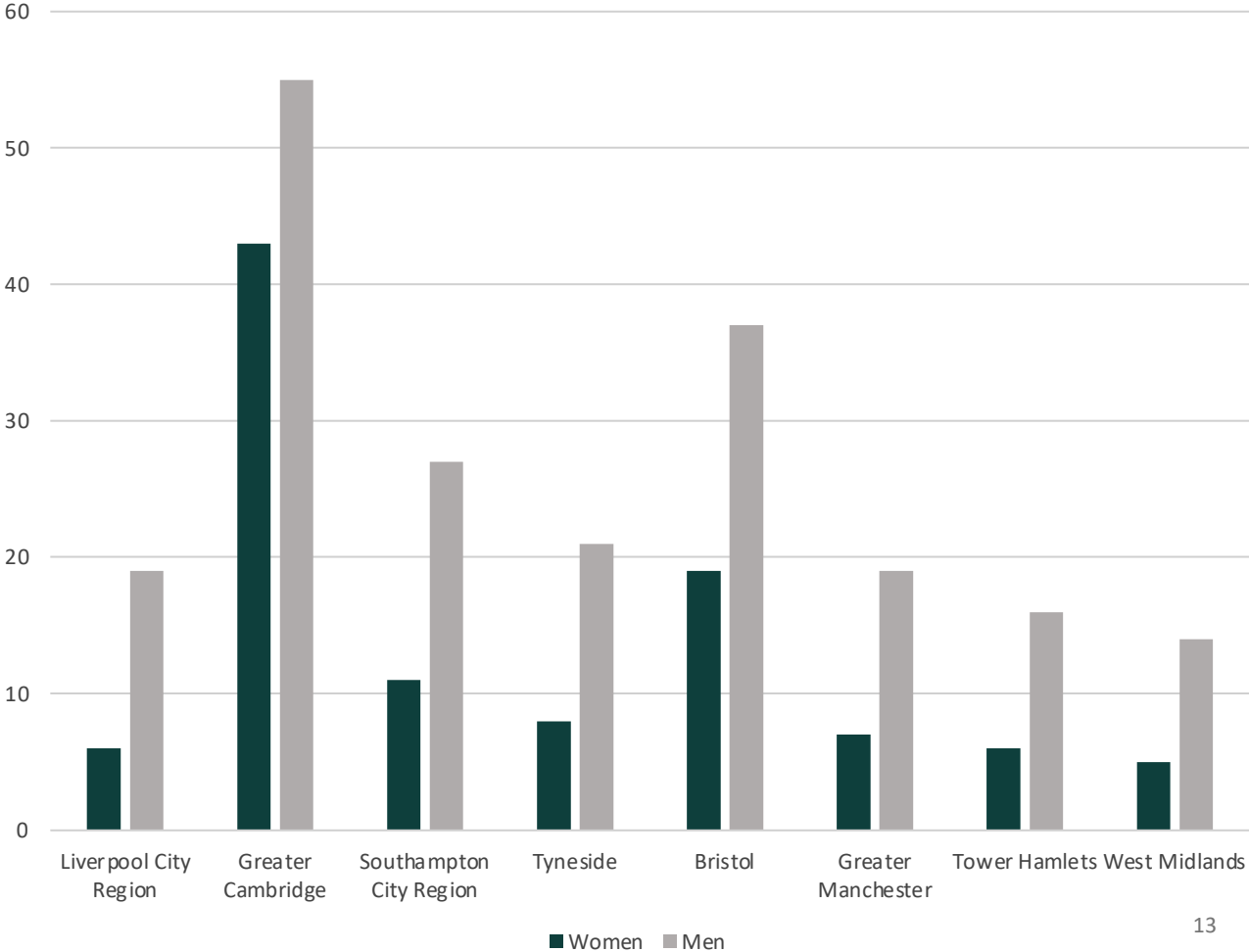


# Sustrans' Bike Life benchmark

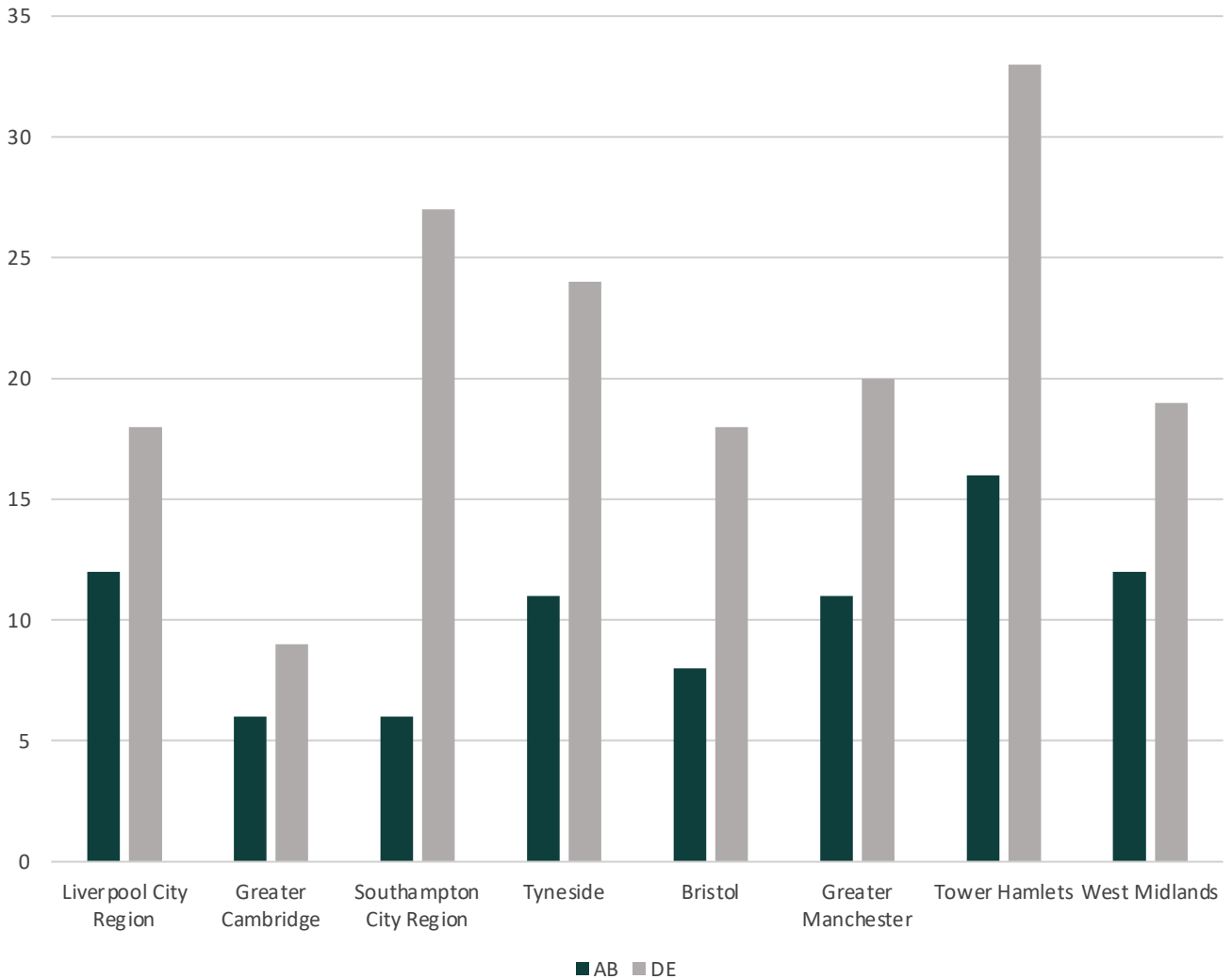
Evidence of attitudes, perceptions and active travel behaviours is collected by a wide range of organisations across England. Combining data sources for comparative work between local authorities can produce questionable results and standardisation of approach is necessary to support accurate comparison. Sustrans, a national charity supporting cycling and walking, has been conducting surveys of resident perceptions in several cities since 2015. In 2019 Sustrans released its first Bike Life report for Liverpool City Region. This report enables comparisons using a standardised data collection approach between Liverpool City Region and other major cities nationally, as well as some disaggregation within the city region.

The report found that most residents in the region did not cycle in 2019, but that 84% of residents walk at least once a week (Sustrans, 2020). 13% of residents cycled at least once a week, and that Men were more likely to cycle than women and white people more likely than people from minority ethnic groups. Differences by gender were reported in every Bike Life report from England, however men were more than twice as likely to cycle in Liverpool City Region than women, the largest proportional difference of all regions.

Graph A. Proportion of residents who cycle at least once a week (Sustrans, 2020)



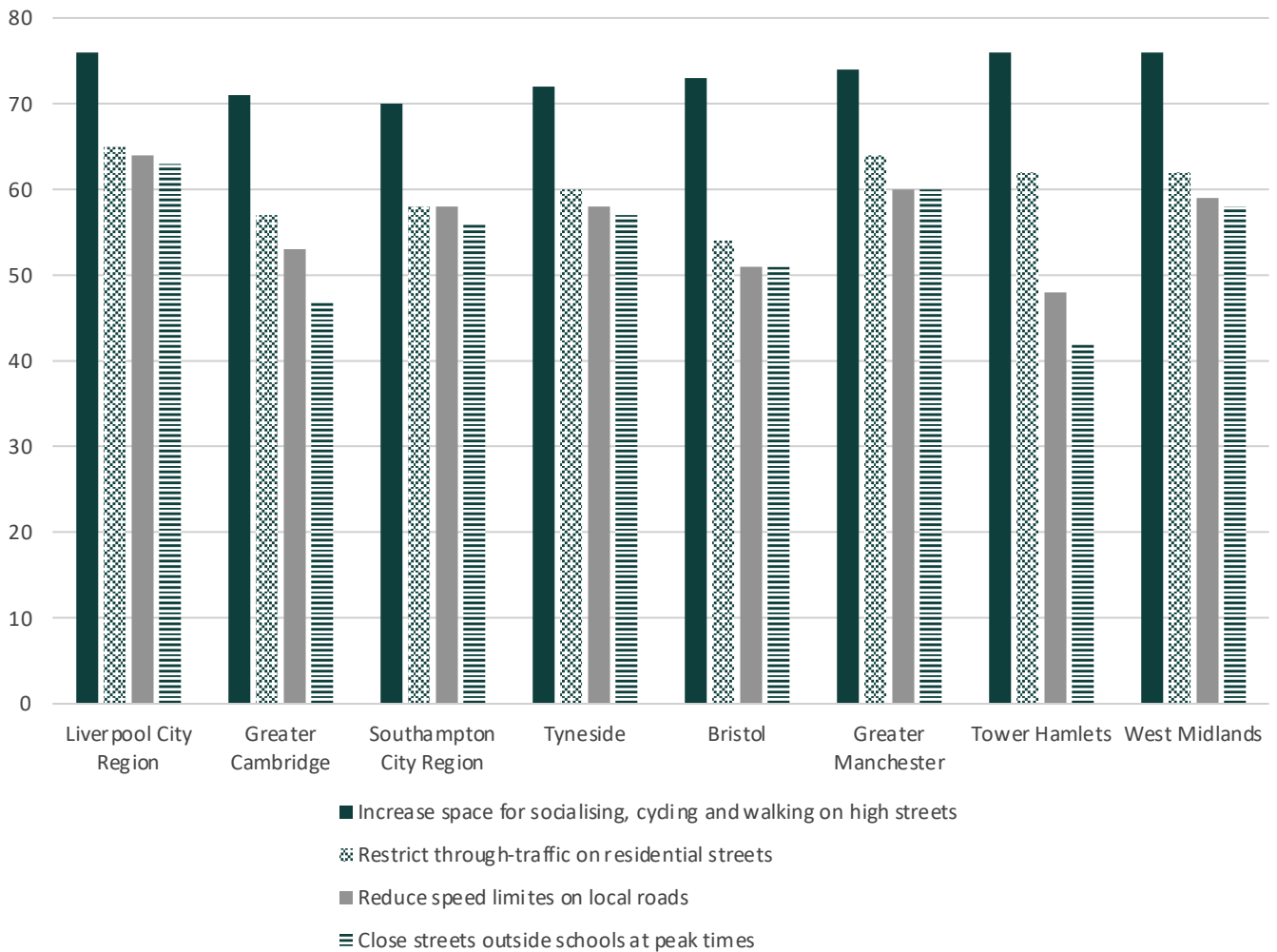
Graph B. Proportion of residents from socio-economic groups who think cycling is not for people like them (Sustrans, 2020)



The overarching picture from the Sustrans Bike Life reports is that there is a common difference between socio-demographic classification groups and their views on cycling. The report uses a classification based on occupation; category AB includes those employed in jobs classified as “professional and managerial” and DE refers to jobs classified as “semi/unskilled and not employed”.

Whilst there is a gap between classifications within Liverpool City Region, the gap is smaller than in many other areas, such as Southampton, Tyneside, Bristol and Tower Hamlets.

Graph C. Proportion of residents who support measures to make “places better for people” (Sustrans, 2020)



In Sustrans survey, Liverpool City Region had the largest proportion of residents who supported each of the four categories of measures to make “places better for people”. This supports the view that there was a consensus in the region in 2019, pre COVID-19 pandemic, that further investment in active travel measures locally was needed.

Furthermore, the survey gives a hint at the potential for road space reallocation. 76% of respondents agreed that “more cycle tracks along roads physically separated from traffic and pedestrians would be useful to help them cycle more”, whilst 69% “support building more of these tracks, even when this would mean less room for other road traffic” and 79% agreed that “more traffic-free cycle routes away from roads would be useful to help them cycle more” (Sustrans, 2020, p.4)

In aggregate, the 2019 Bike Life report describes a situation in Liverpool City Region in which there was limited existing active travel, significant variation between groups with different characteristics (gender, ethnicity and employment), but widespread support for the introduction of new active travel infrastructures to expand the existing offer.



# Overview of temporary and LCWIP routes in Liverpool City Region

Tranche 1 & 2 funding allocations for Liverpool City Region consisted of consolidated prioritised proposals from all six constituent members of the LCRCA, the Combined Authority's Tranche 1 bid was submitted to DfT on Jun 5<sup>th</sup> 2020. Having initially received an indicative allocation figure of £1.974 million by DfT in late May, the submitted bid in fact exceeded the indicative amount by a margin of 10%; a fact which reflects the LCR's ambition and resolute approach to supporting active travel (LCRCA, 2020b). The final allocated funds were confirmed on July 2<sup>nd</sup>, with the offer received by the Combined Authority on July 6<sup>th</sup> amounting to the indicative allocation's sum of £1.974 million (Sefton Council, 2020; DfT, 2020g).

Upon receipt of the Tranche 1 funding, works began for the implementation of 23km of new pop-up cycling and walking routes across the region, complemented by new bicycle storage facilities and traffic calming measures. The proposed schemes, located across LCRCA's six local authorities, met DfT's criteria, as well LCR Policy Tests for active travel proposals (LCRCA, 2020f), and were prioritised on the basis of being deemed essential for enabling people to travel safely during the pandemic (LCRCA, 2020b).

The schemes are set out below for each local authority (LCRCA, 2020c, para. 5):

- Halton: Segregated cycle lanes for Hough Green town centre
- Knowsley: Traffic calming measures for safe walking and cycling in Kirkby town centre
- Liverpool: Segregated cycle route between Liverpool city centre and Bootle town centre
- Sefton: Cycle route through Southport town centre and segregated cycle route from Bootle town centre to Liverpool city centre
- St Helens: Upgrade of cycle routes through Clock Face and on Chester Lane
- Wirral: New segregated cycle lane on Fender Lane and upgrade of existing B5136 cycle lane
- Liverpool City Region-wide: Extra bike storage at new cycle hubs

# Liverpool City Region Overview

Tranche 2 allocation of funds was announced on November 13<sup>th</sup> with the Combined Authority being granted a total sum £7.896 million (DfT, 2020g). The amount, almost 4 times that of LCRCA's Tranche 1 allocation, will fund the continuing implementation of Tranche 1 proposed schemes across the city-region. While details of Tranche 2 proposed schemes for each local authority have not been made available to the public as of yet, it has been made known that Tranche 2 funding will support the realisation of three routes within the boundaries of Liverpool City Council. Routes 4-LCWIP North (12.1km), 6-LCWIP University Route (13.96km) and 7-Liverpool Loop South (16.3km) are part of the Liverpool Cycle Network; a network of seven new pop-up routes proposed and partly funded by Liverpool City Council for the improvement of the city's cycling infrastructure in response of the COVID-19 (LCCIT, 2020).

The Liverpool City Region currently has a Local Cycling and Walking Infrastructure Plan (LCWIP) in place. The LCWIP's broad approach provides strategic active-travel corridors between the LCR's core districts. In related-research produced in conjunction with the LCRCA, the project team spatialised the LCWIP corridors, transposing the strategic linkages onto the roads of the City Region (figure one).

Following an application to the Emergency Active Travel Fund, the LCRCA was successful in securing funding for a number of interventions, spread across its 6 districts. They can be seen in figure two. Figure 3 illustrates these EATF Tranche One interventions against the LCRCA's Index of multiple Deprivation performance in 2019.

Figure One: LCRCA Local Cycling and Walking Infrastructure Plan (LCWIP)

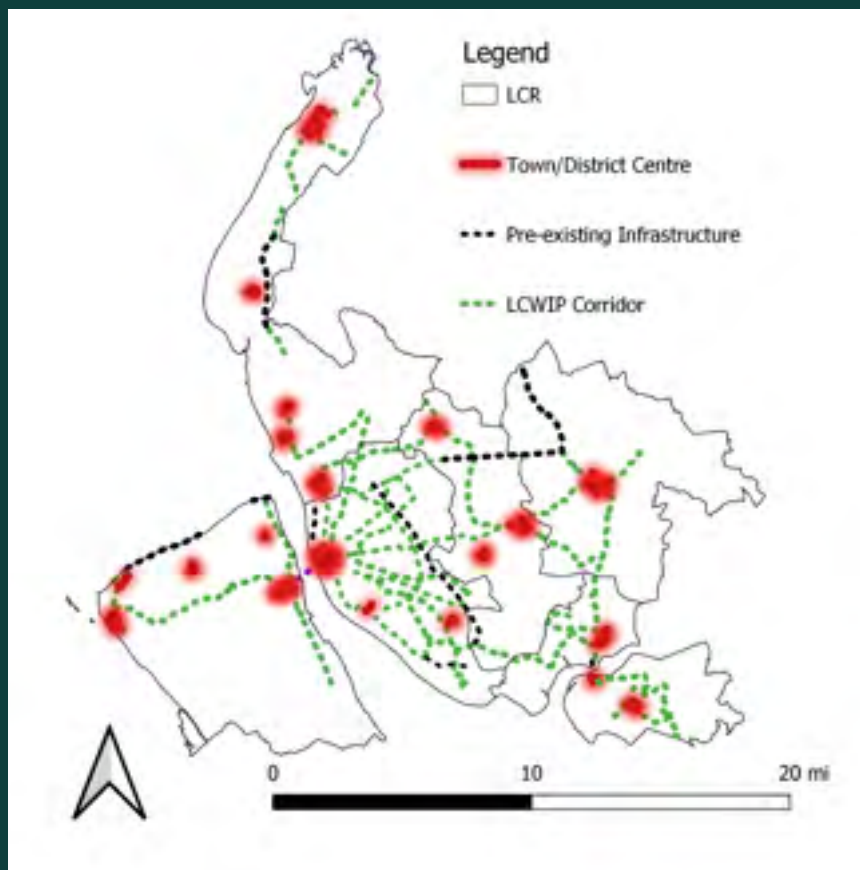


Figure Two: EATF Tranche One interventions in the LCRCA

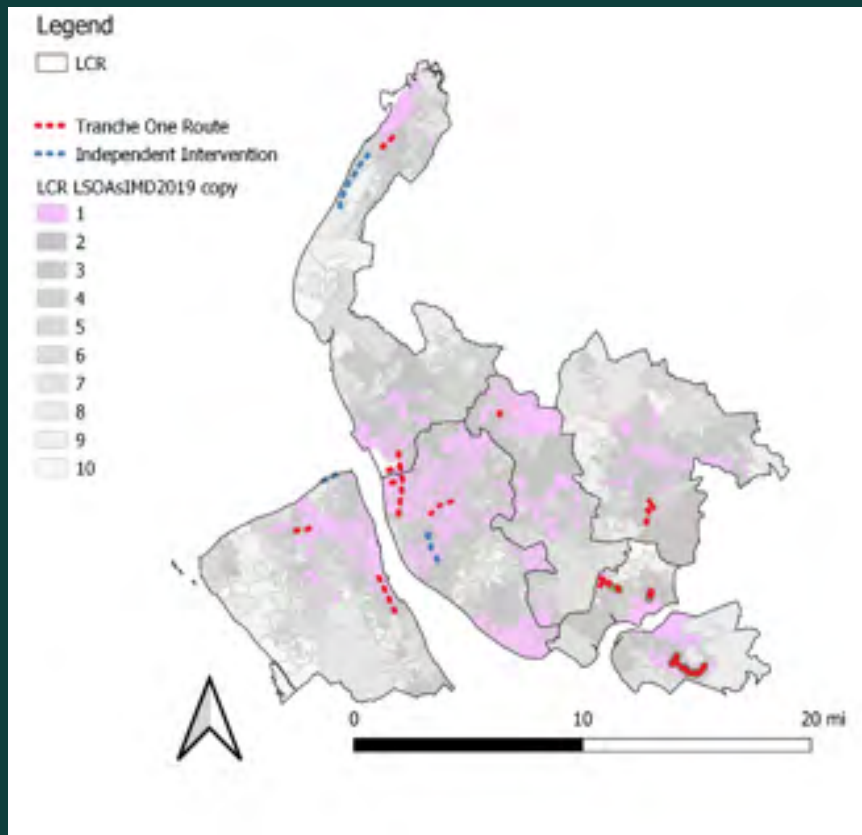
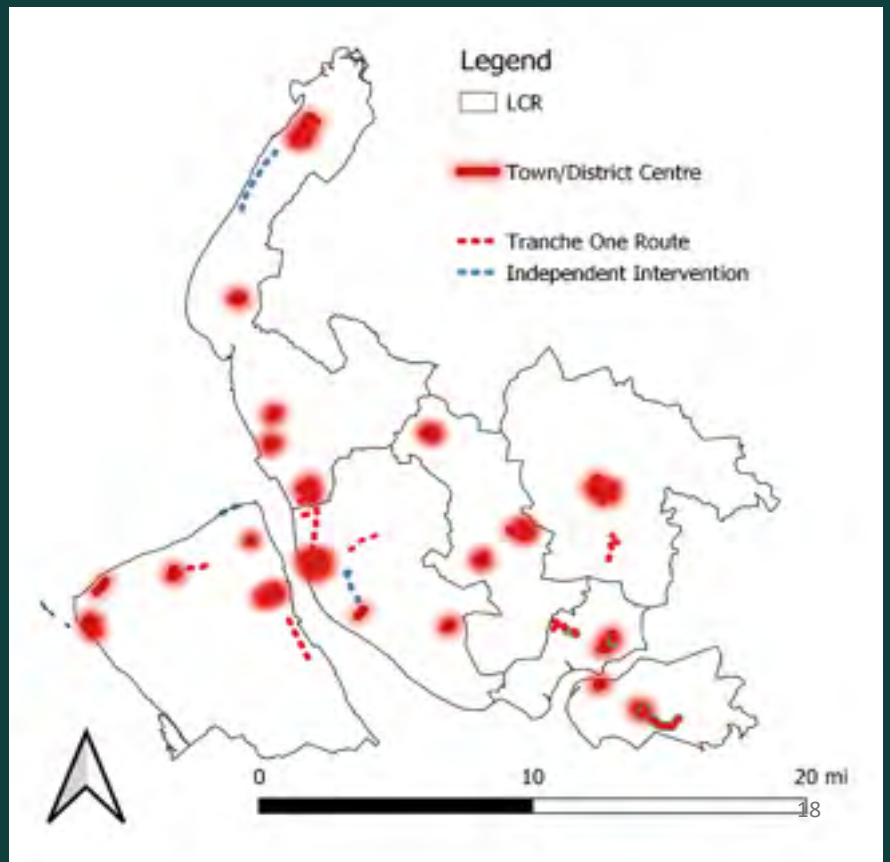


Figure Three: EATF Tranche One Interventions in the LCRCA against IMD2019

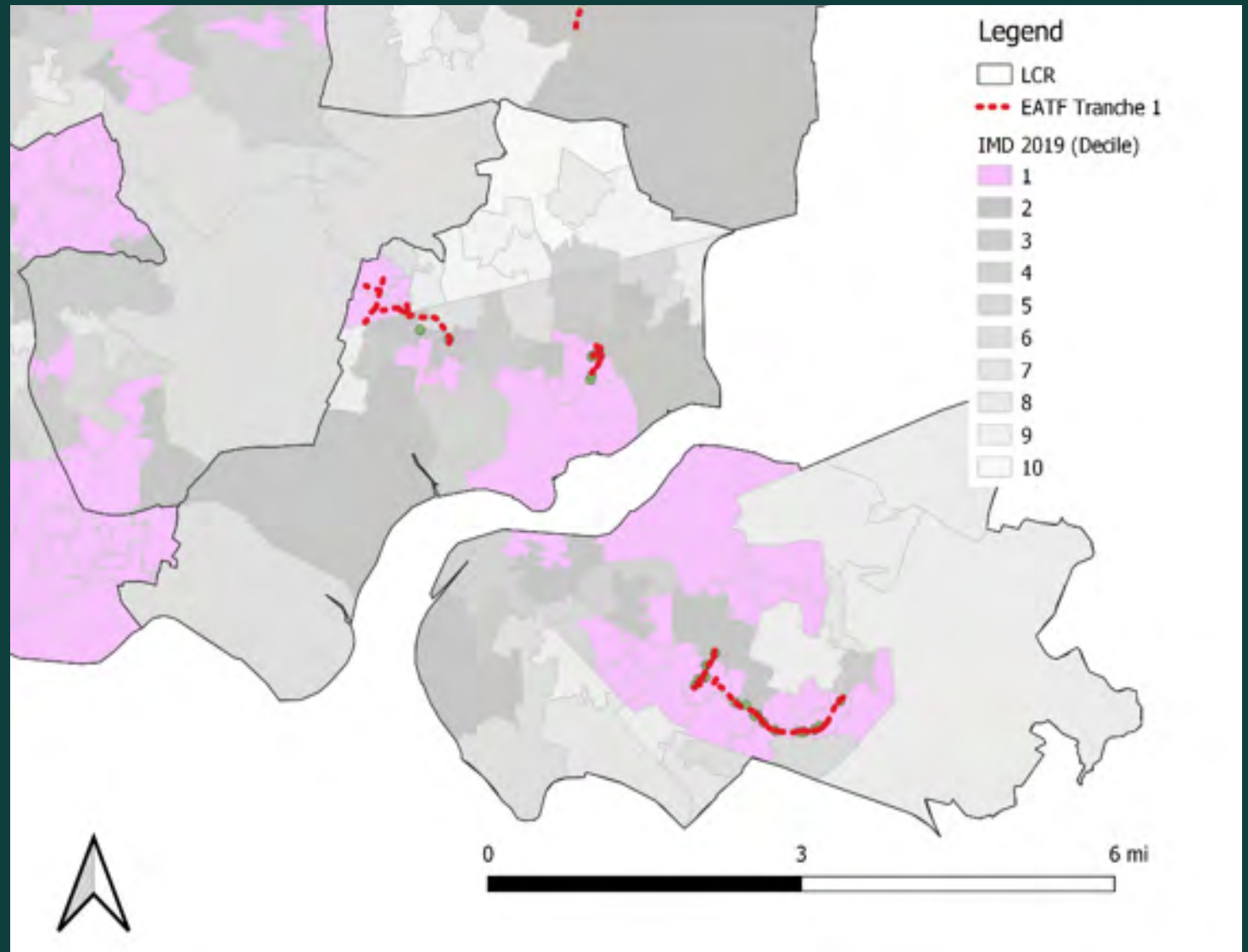


# Halton

Halton Borough Council had three core EATF interventions. Two were premised on routes surrounding/supporting Widnes and Runcorn town centres. The third was centred on the Hough Green/Chestnut Lodge area of North-west Halton.

When considering the EATF interventions against the IMD, it is clear that there is a correspondence between the interventions and the most deprived LSOAs in the borough.

Figure 4 – EATF Interventions in Halton



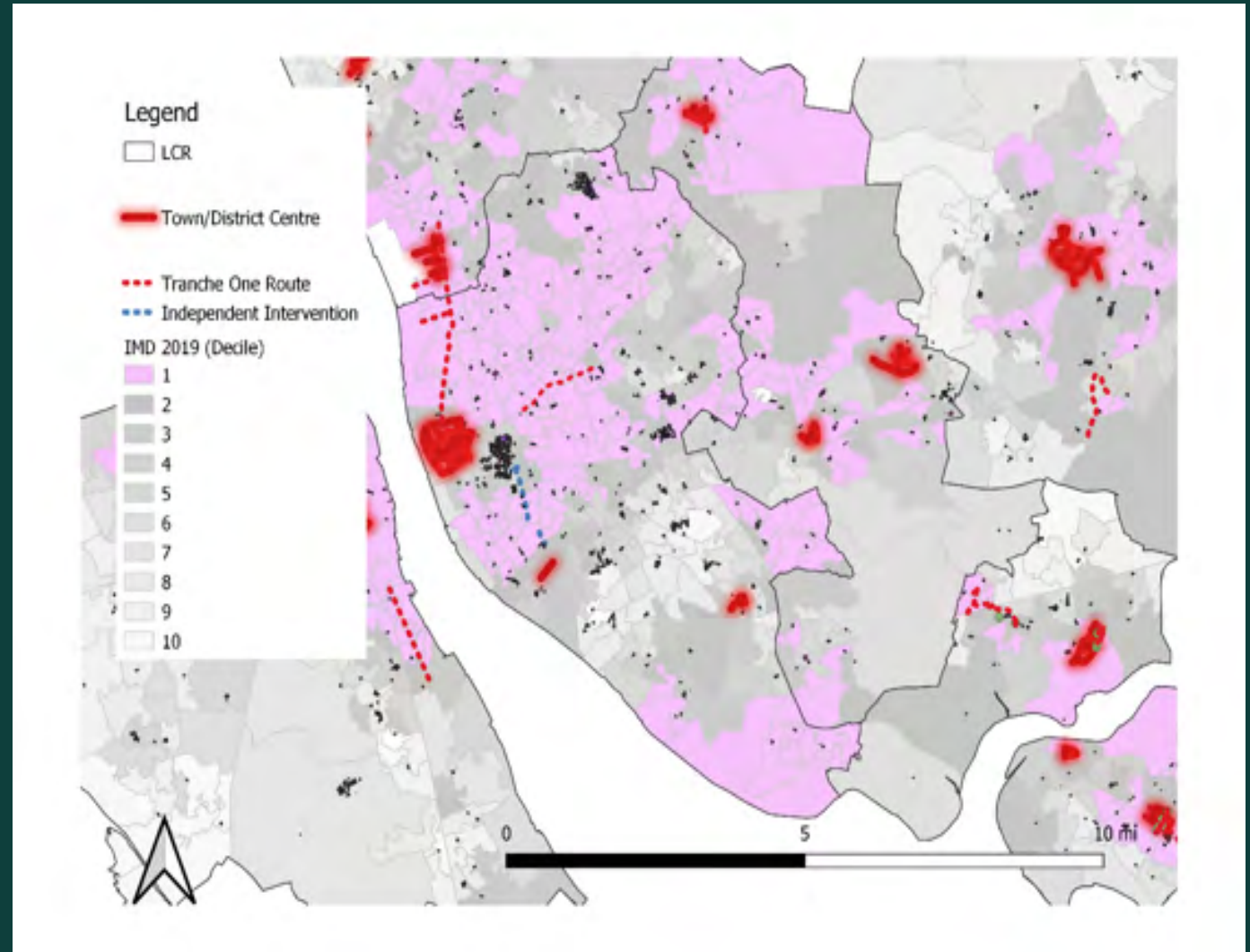
# Liverpool

In Liverpool there were two core EATF interventions, and one further independent intervention undertaken by Liverpool City Council. The EATF interventions were West Derby Road, and a link between Bootle Strand (in neighbouring Sefton). A further suite of lanes linking Sefton Park and the major student halls of residence to the city centre was created.

It is clear that Liverpool's EATF activity is premised on facilitation travel between Liverpool City Centre – as the major economic hub of the city region. The Bootle-Liverpool corridor provides a near-complete link between the two district centres. Similarly, both the West Derby Road and Sefton Park lanes conclude at the University of Liverpool/Royal Liverpool Hospital campus.

In IMD terms, all three interventions are located primarily in the lowest decile LSOAs.

Figure 5 – EATF Interventions in Liverpool



# Knowsley

Knowsley is the site of one EATF intervention, located in the north of the borough, near to Kirkby Town Centre. This is one of the major district centres in Kirkby, and in an area with a high concentration of the lowest decile (i.e. most deprived) LSOAs.

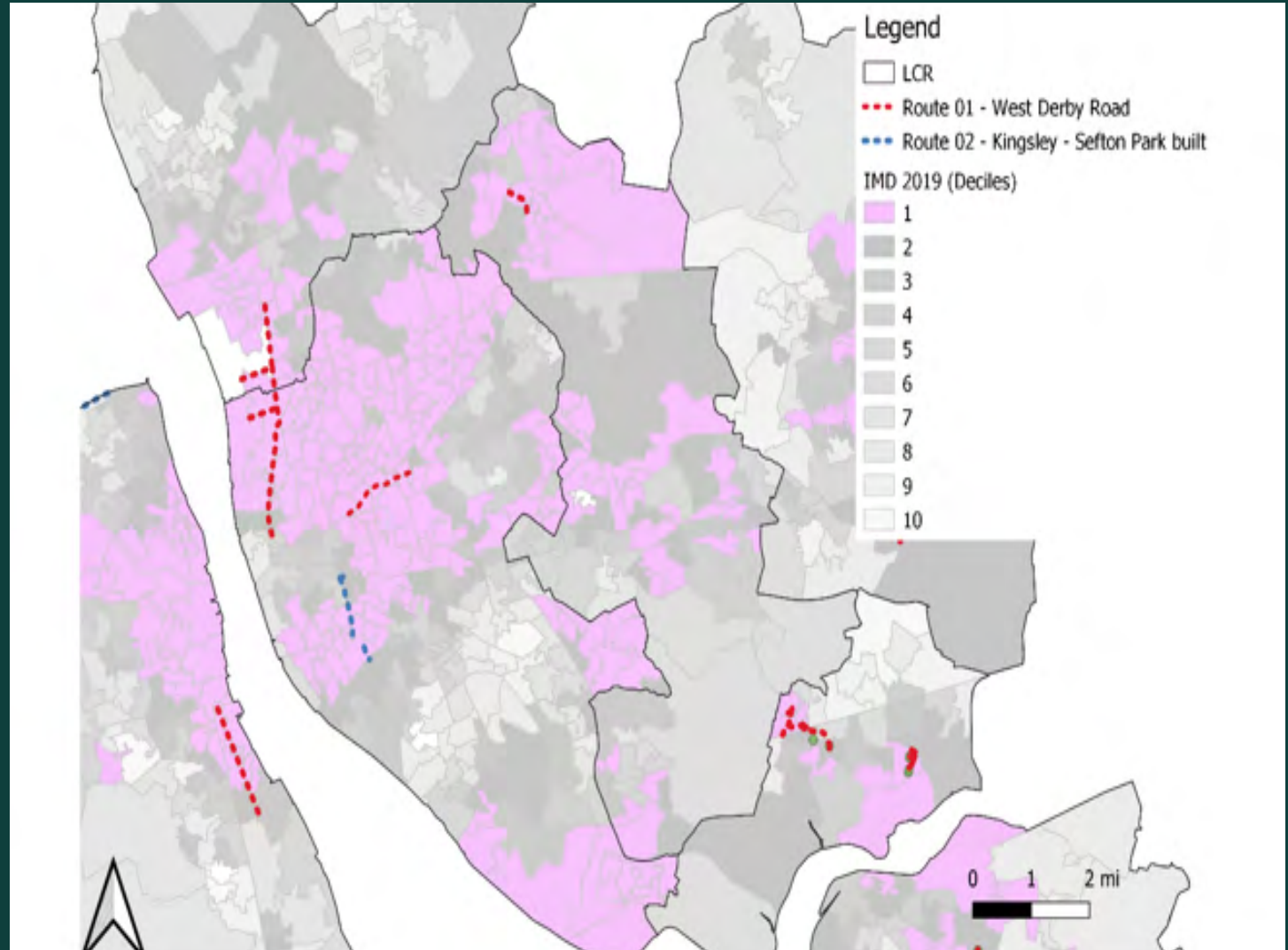


Figure 6 – EATF Interventions in Knowsley

# Sefton

Sefton is the site of two EATF interventions (figure seven). The first, as discussed above, links Bootle Strand to Liverpool City Centre. The second is Lord Street in Southport Town Centre. In addition, Sefton Council closed the 'Coastal Road' to traffic, creating a traffic free space for Active Travel/exercise.

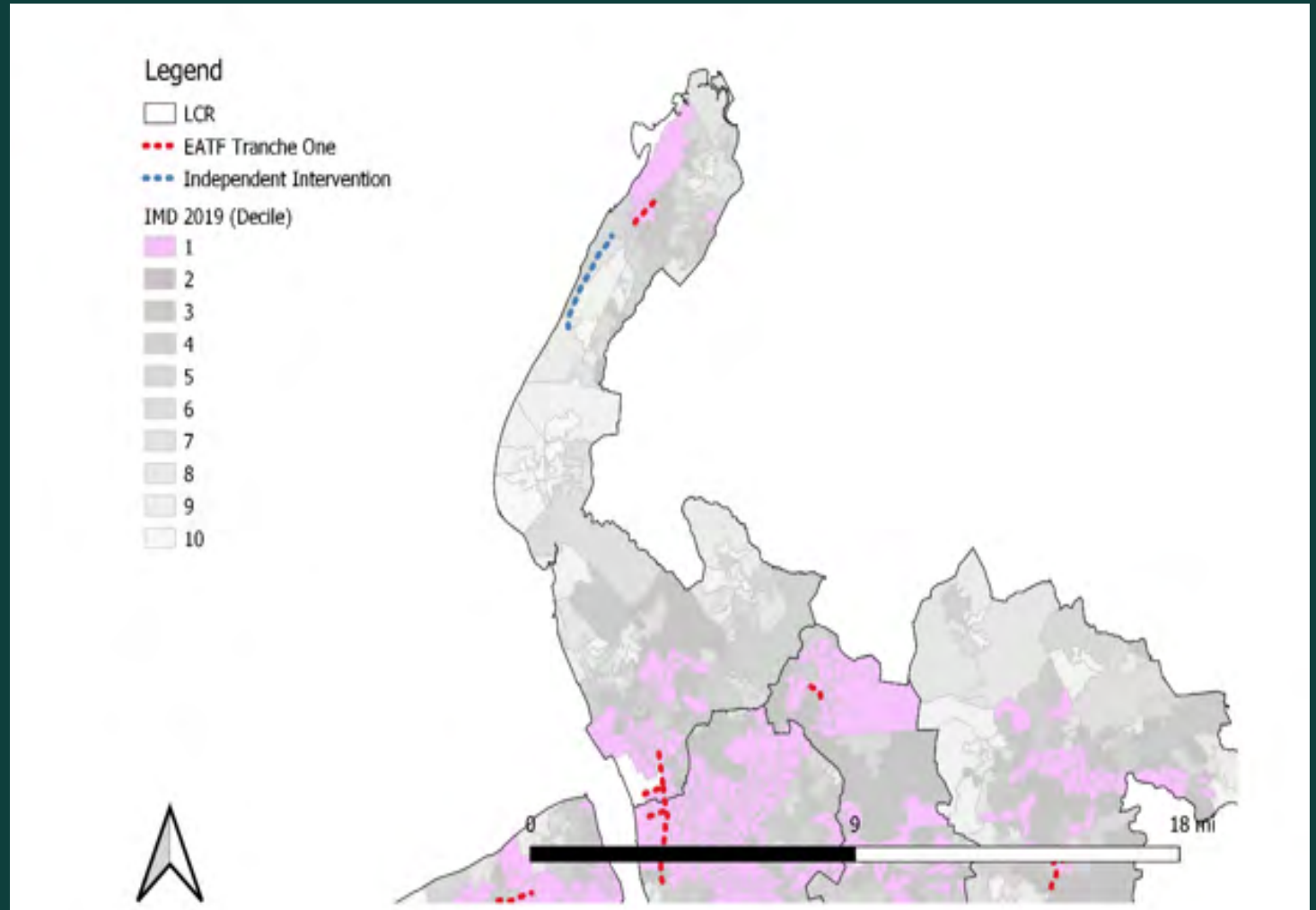


Figure 7 – EATF interventions in Sefton

# Sefton (part 2)

As with Liverpool, when the EATF interventions are considered against the district centres and educational buildings (figure 8), it is clear that Sefton's EATF is largely premised on its two largest district centres – Bootle and Southport. Other district centres – namely Formby, Crosby and Hightown – receive no attention.

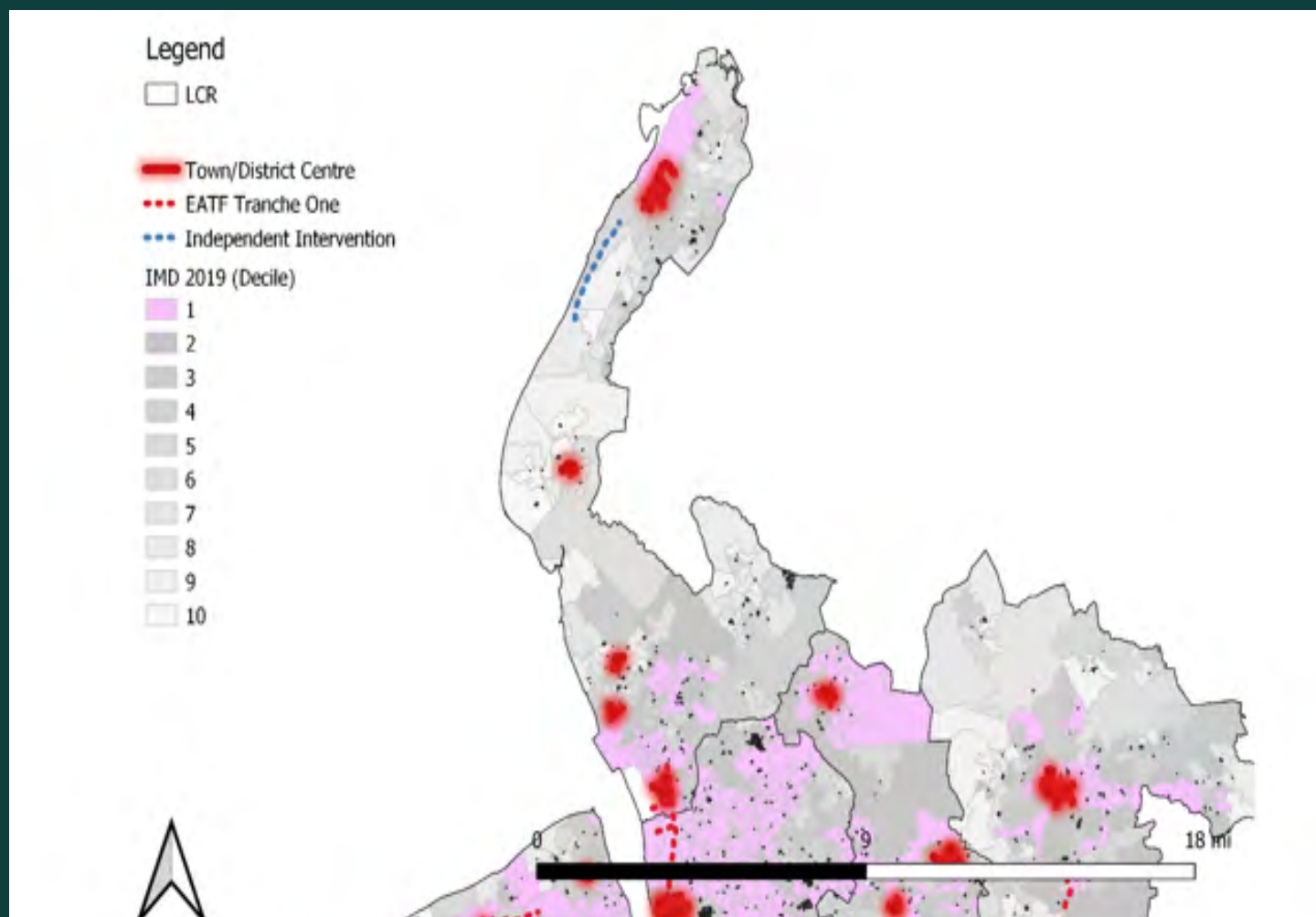


Figure 8 – EATF Interventions and district centres/major buildings in Sefton



# St Helens

St Helens was the site of one EATF intervention, located on the B5419 and Clockface Road, to the south of the borough (Figure 9). The intervention doesn't serve the Town Centre nor, any significant educational institutions.

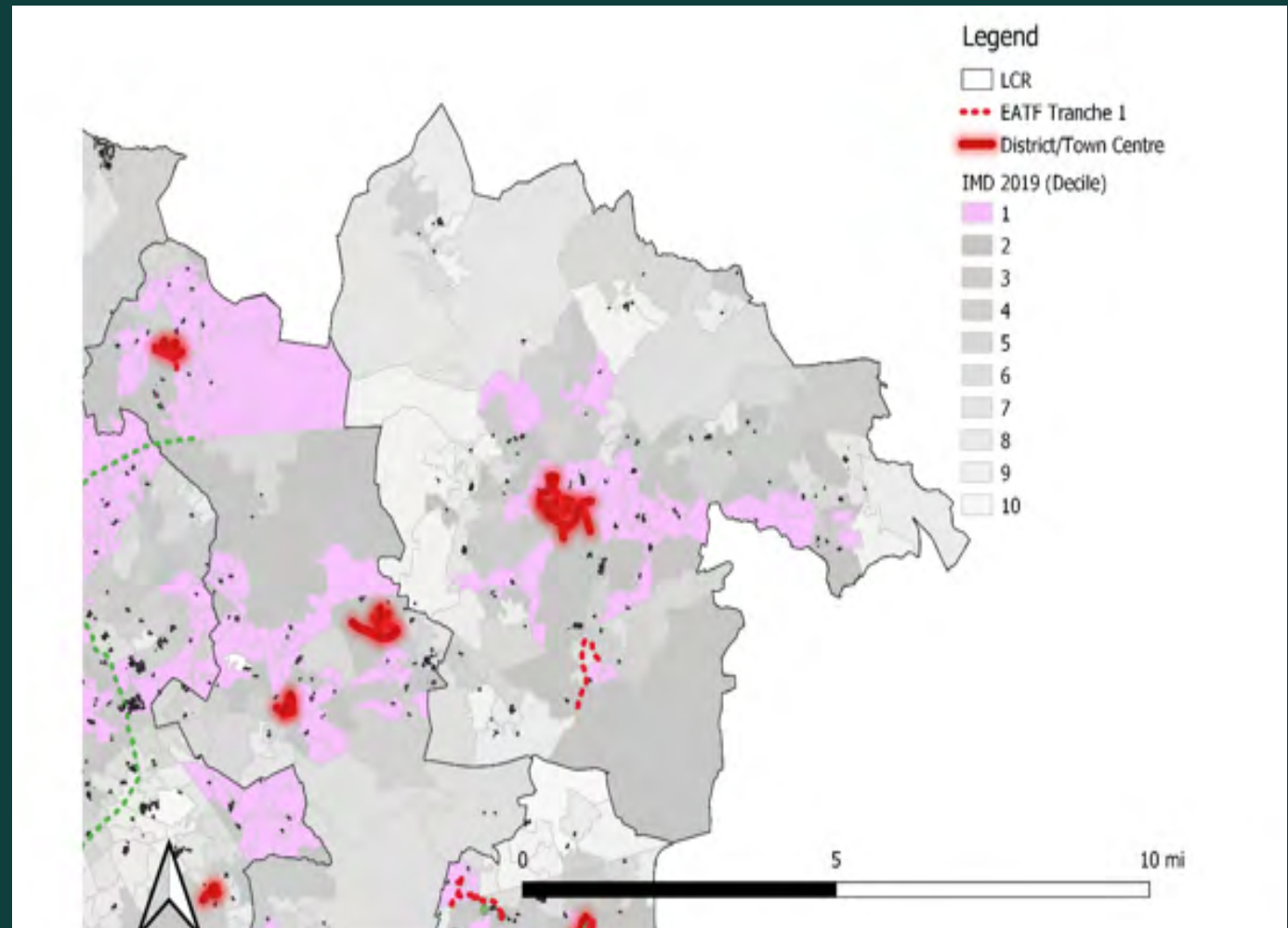


Figure 9 – EATF Interventions and district centres in St Helens

# Wirral

Wirral is the site of two EATF interventions (figure 10). The first is on Hoylake Road in Moreton. The second is on New Chester Road in the South East of the borough. Both are located in the predominately urbanised Eastern half of the peninsula. The latter intervention, though not serving a district centre, serves a major span of Wirral's most deprived LSOAs along its coast with the River Mersey.

In addition, Wirral also closed a lane of the A554 'Coastal Parade' to road traffic to extend the existing cycle lane serving the New Brighton area.

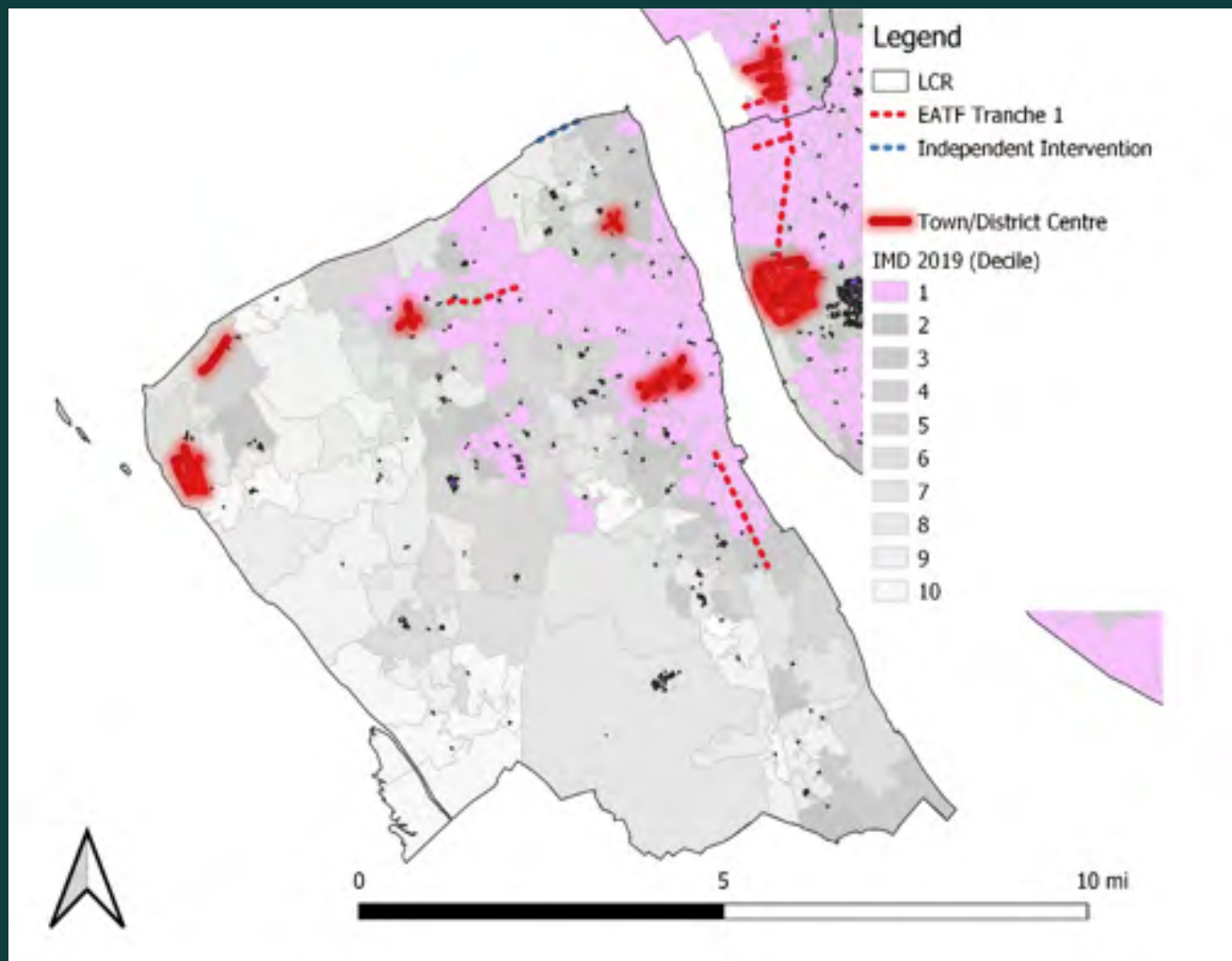


Figure 10 – EATF Interventions and district centres in Wirral



# Scoping Review of Rapid Road Space Reallocation through Alternative Methods

This section of the report brings together information from a range of sources, from video-based infrastructure assessments to residents attitudinal data provide an evaluation of the rapid road space reallocation in Liverpool City Region provided through the EATF Tranche 1.



# Liverpool: Small area demographic analysis from Commonplace

The full report from Commonplace is available as a separate report. This section summarises the key points from the report.

# Small area insights

Commonplace made available a Community Heatmap to Liverpool City Council, through which the public could help identify locations that needed pop-up traffic calming measures during the crisis. Similar activities were undertaken in different authorities across the City Region, but the data does not cover the same periods in all authorities, so we evidence the potential for small area demographic analysis from Liverpool only.

The public are able to add a pin to the map of Liverpool and attach a comment to this, where demographic characteristics are also included by the public it is possible to build a spatial picture of demographically segmented views.

Questions asked included what issues needed to be addressed at each location and how to address them, as well as identifying behavioural changes which the public were making as a result. Respondents' social and demographic information was collected in conformance with GDPR requirements.

This report contains the results of the engagement which ran from midway through the first lockdown in May to December 2020. Over 7,300 visitors engaged with the Commonplace website, with over 9,700 individual contributions (comments and agreements), representing a large scale spatial engagement with the changing nature of active travel in Liverpool

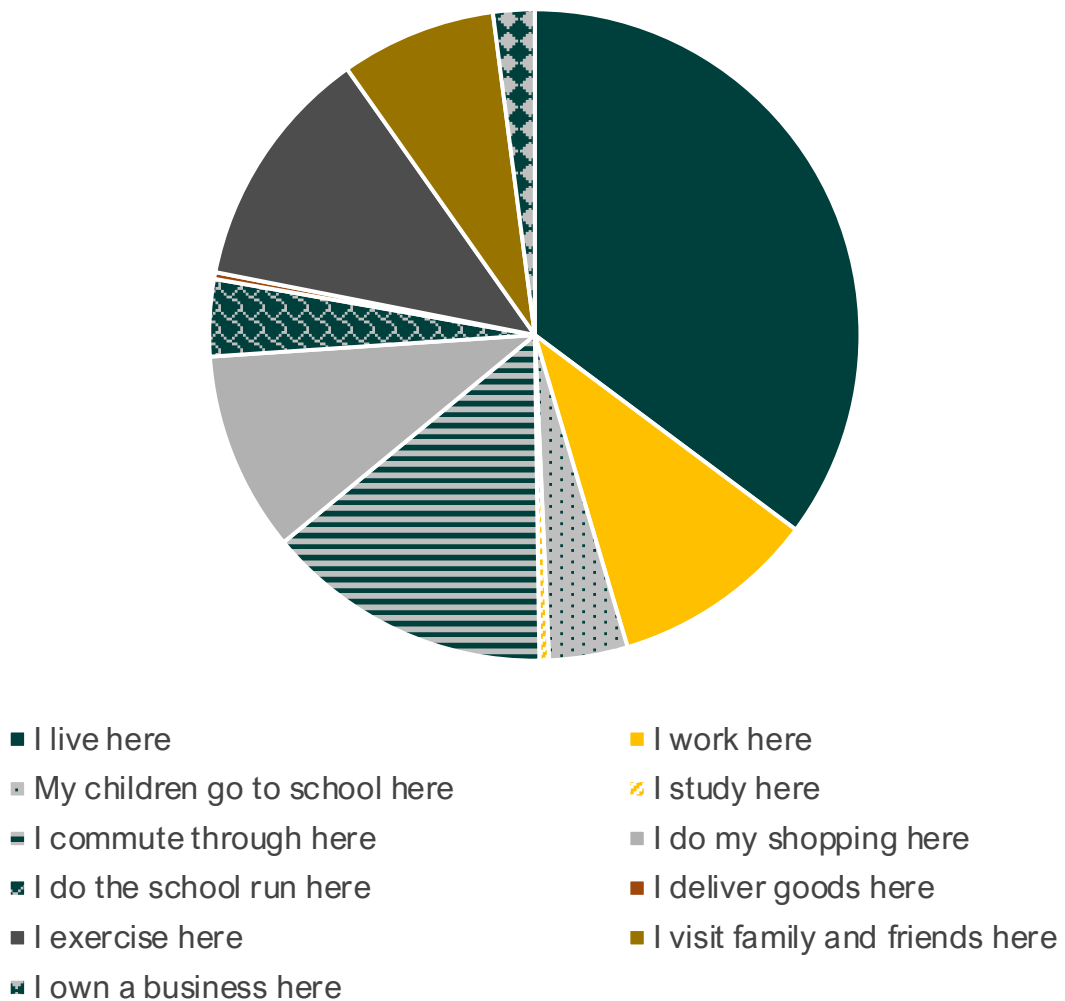
The Commonplace terms used throughout the report and what they mean in relation to Visitors to the Commonplace site and the Contributions they made are as follows:

- Visitors
  - Contributed: A person who contributed by commenting and/or agreeing with another person's comment
  - Informed: A visitor who viewed 4 or more pages but did not contribute
  - Aware: A visitor who viewed more than 1 page but less than 4 and did not contribute
  - Respondent: An individual person
- Contributions
  - Comment: A comment is counted whenever someone submits a comment form on a page and may be free text or a selection from multiple choice questions and each is counted individually, so a person commenting on 3 pages has made 3 separate comments
  - Agreement: Each comment has an 'Agree' button - a person can agree once with any comment but not their own
  - Confirmed: After making a comment or agreement, respondents are asked to verify an email address to confirm they are a real person
  - Pending: A person making a comment whose email address has been requested but not yet verified, such comments are collected in the database but not displayed publicly until the email address is verified
  - Anonymous: Respondents who have chosen not to provide an email address, their comments are collected in the database but not displayed publicly.

**Respondent age profile and employment:** Demographically the age profile was representative of similar consultations with respondents under 45 (usually the hardest to reach by traditional means) at 47% of the total, the same as those respondents in the 45-64 age group. As might be expected with the age profile, the majority of respondents were in work, full time employment comprising 49% of the total which, combined with those working part time (9%) and self employed (6%) and only a small number identifying as unemployed (1%), implies over 60% as economically active. Those identifying as retired comprised 12% of respondents but 18% of respondents did not answer the question and we have no data as to which groups those people fall into

**Respondent connection to the area:** The engagement also shows that 35% of respondents commented about a location and issues close to where they live while personal connection in terms of taking exercise and visiting friends or family comprised a further 20% of respondents. Work related connections comprising working in, commuting through, or owning a business in the area comprised 24% of the total while education related connection in the area commented on totalled 9% of respondents and shopping in a location 10%.

Fig 10. Respondents' connection to the area (Commonplace, 2021)



# Respondent views on issues

Respondents were able to create bespoke responses with free text or use prior categories of comments. Free text comments were diffuse and tended to focus on micro-space issues, such as specific local landmarks or particular configurations of infrastructure at the very local scale. Whilst this makes a city-wide analysis of the major issues more complex, it highlights the significance of place-context in relation to active travel interventions. People do care about the configuration of infrastructure layouts in relation to the built and natural fabric that constitutes the neighbourhoods that they work, rest and socialise in.

**COVID specific issues:** Comments related both to perennial issues of active travel (e.g. lack of adequate safe cycle and walking facilities) and behavioural issues that are discernibly COVID related (e.g. inability to maintain 2m distance from others) and those that are not isolated to COVID, but may have been exacerbated by changes in travel behaviour (e.g. behaviour of other road users and cars parked on the pavement).

**Car use:** Perhaps surprisingly, considering the issues of lower capacity and frequency of public transport as a potential car substitute in particular, 71% of responses indicated the intention to drive less and only 8% to drive more. The age profile are equally surprising with 77% of 45 – 64 year olds intending to drive less as well as the younger age groups - 25-34 year olds 73% less - and 35-44 year olds 67% less. These results are encouraging in relation to promoting active travel across the population.

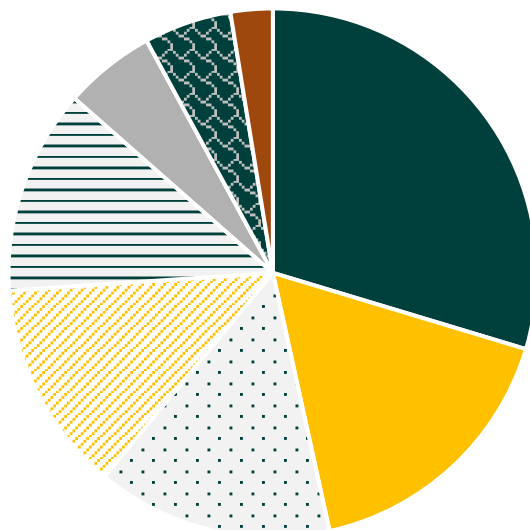
**Environment:** One of the supposed environmental gains of the restrictions on travel and car usage during the pandemic is thought to be a beneficial impact on the environment, more particularly air quality. While analyses of air quality raise reasonable questions about this, 80% of participants felt there had been an improvement. The perception was consistent across all age groups with only the 25-34 age group showing a slightly less enthusiastic assessment at 67% feeling air quality had improved.

**Safety:** An important question to ask when considering any changes to the road network and usage is that relating to safety. In this case, as road reallocation was concerned with encouraging active travel – cycling and walking – respondents were asked to report their views on whether or not they felt safer or less safe than they did travelling around their local area before the temporary measures were introduced. The results for both walking and cycling were very similar with 57% considering walking safer and 59% cycling safer, but with, 10% feeling less safe than before when walking and 8% when cycling. For those with disabilities, the situation was less positive; 38% felt safer than before, 18% less safe and the largest group 44% felt no safer than before. Clearly, any measures which progress from temporary to permanent should identify and address the issues, fears and needs of those members of the public with a disability in more detail.

# Respondent views on improvements

Respondents were asked (Fig 5) what improvements they would like to see made, which would support active travel and promote safe distancing. 47% of responses confirmed that more safe spaces to both cycle (30%) and walk (17%) were most needed with pedestrian requirements - places to sit and wait and wider pavements near shops – totalling 11%. There was a clear concern for lower priority for car use, in terms of slower traffic, changing access to local streets, improved road crossings and school streets totalled 42% of responses, an essential element for promoting active travel.

Fig. 11 Suggested improvements (Commonplace, 2021)



- More safe space to cycle
- More safe space to walk
- ▨ Slower traffic
- ▨ Change car access to local streets
- ▨ Better crossings
- ▨ Places to sit and wait
- ▨ Wider pavements near local shops
- School streets

There was significant support for making temporary measures to reduce traffic speed and/or volume permanent, with 88% of respondents agreeing that they would support such policy with 8% against and 4% not sure. Whilst all age groups presented a majority of support for making traffic reducing measures permanent, there was an inverse relationship with age groups over 25, with those in the group 65-74 years less likely to support the measures (though 64% still in favour).

When the same question is compared to the respondent’s connection to the area those who live in the area were least likely to be supportive (though still about 80% in support), whilst people owning a business, with children at school, shopping, commuting and exercising all had an even higher proportion in favour of making the changes permanent.





## Cycling industry views (bike shop workers)

We asked local cycle shop workers, to shares their experiences and perceptions of cycling and consumer behaviour in Liverpool and Wirral, identify changes in consumer behaviour since March 2020.

Cycle shops across Liverpool and the Wirral were identified via an online search and contacted by email, and a follow-up phone call inviting their participation, nine (five in Liverpool, four in Wirral) agreed to a semi-structured interview. These were recorded, anonymised, transcribed, and analysed to develop a series of themes to summarise these discussions.

The onset of the pandemic introduced a novel set of circumstance which were observed by all the cycle shop workers we interviewed. This led to an explosion of demand by new, and existing cyclists alike, and once lockdown measures were introduced in late March 2020, in the words of one participant it was "Chaos, chaos, absolutely nuts", a sentiment which was shared by every participant.

**Impulse-buying:** The participants described a stark contrast when they compared behaviour to before the pandemic, when customers would typically discuss, compare and ponder a cycle purchase for some time, now customers impulse bought. In many cases customers had no clear budget, or a clear intention of the model of bike they wished to purchase and were often happy to purchase a high-end bike 'on the spot' with limited discussion or consideration, meaning "you'd show them a bike and they would say, we want that".

This was attributed to a series of factors, including a perceived (and actual) lack of stock. Although some households saw their spending power reduced due to the furlough scheme, redundancy or wage freezes, others could transfer discretionary spending e.g. holiday or 'eating-out' funds, to facilitate a bike purchase. While participants were unable to estimate changes in spending power, they recognised there may be exacerbated inequalities in different socio-economic groups' participation in cycling.

**The drivers:** Participants said that furlough, working from home and school closures meant that many households had additional free time and cycling was their new 'hobby'. Supporting this was a belief that a bike represented a greater level of freedom, especially during the initial lockdown, when time outside the home was strictly limited to an hour of exercise. Furthermore, during much of the period of March – June, and November, many facilities for relaxation, recreation and exercise were closed, which meant that the possibilities for social, family and physical activities were severely limited, meaning all participants thought this drove cycle purchases but also the repair and restoration of older bikes.

**Old bikes out the shed:** Manufacturing and supply chain disruption meant that the increased for bikes could not be satisfied, with all participants reporting these challenges were on-going, and were likely to continue well into 2021. Limited supply led to people "pulling whatever they had in their shed out and get it running", where people were attracted back to cycling after a hiatus.

Though not all cycle shops in this study participated there was testimony that the Government £50 cycle repair vouchers supported this phenomenon. Existing customers were reportedly using the scheme to reduce their regular service costs, but the scheme also brought new customers. This led to a large increase in service demand overall. Whilst cycling itself has many personal and societal benefits, participants highlighted the environmental savings of the restoration of bikes locally, when compared to the impact of manufacture and shipping of a new bike.

**Commuting:** Most participants were clear that earlier on in the pandemic the increase in demand was largely dominated by those cycling for leisure and sport purposes, though some also cited the role that cycling played for the transport of keyworkers during the pandemic, particularly when public transport services were limited. Two shop workers described their cycle loan program, which provided bikes free of charge to local NHS trusts and other key workers. Though not explicit in their testimony, evidence indicates that lower socio-economic groups are more likely to have no access to a private vehicle, so this is an important example of the positive impact of the goodwill offered by local businesses during the pandemic.

While some continued working from home, as restriction began to be eased increasing numbers returned to travelling to work, however many employers and the Government advised them to avoid public transport. This, combined with favourable weather meant that most participants (especially those in Liverpool) reported an increase in repairs for commuting purposes from May onwards. There was a suggestion from participants that a significant proportion of this group benefited from an introduction to cycling earlier in the year, for sport and leisure purposes. Others hypothesised that they were likely to continue cycling commuting, due to the recognition and experience of the benefits of cycling, when compared to other modes, including a lower risk of COVID-19 infection.

**As the year went on:** All participants reported the changes in consumer behaviour being sustained throughout the summer and continuing (though to a lesser extent) into the winter of 2020. On-going restrictions and related disruption were important in sustaining this demand, but it was also clear that many of those who were new, or returning to cycling enjoyed the experience, and built-up the confidence to the point where they would be considered frequent cyclists. A clear indication to support this was multiple reports of customers purchasing or repairing cheaper bike earlier in the year, only to return several months later to purchase a higher specification mode

**The infrastructure:** All of the participants spoke about the impact of the implementation of 'pop-up' cycle lanes, although a contrast was observed between interviewees in Liverpool and the Wirral, with the former more likely to express a view that this contributed towards the promotion of cycling. This is unsurprising given the greater distance and time that lanes have been in place in Liverpool.

These lanes were seen to be useful for commuter cyclists, who were often willing to alter their route to take advantage of the superior experience offered by using these lanes. They were viewed as a valuable resource for less competent and more vulnerable cyclists, as they provided a perception of safety due to the separation from other road users. Both of these groups also used the pop-up lanes in conjunction with existing off-road routes e.g. the Loop Line and Parks to enable to a longer, and safer cycling route. In the Wirral, for those cycling for sport and leisure the existing provision e.g. Promenades and Parks, meant there was already a higher baseline of safe, traffic-free routes for this purpose when compared to Liverpool.

Prior to the introduction of EATF lanes, participants felt that the lower traffic volumes induced by the pandemic were essential to encourage people to either cycle for the first time, or return to cycling for sport and leisure, in particular with their family. Even in the absence of segregated cycle lanes, this period was seen to be critical in developing cycling skills and confidence, which then meant once traffic volumes rebounded many people were confident to continue cycling.

Participants indicated that use of pop-up lanes were spatially limited to those living or working nearby. Similarly, the inequalities in either immediate access to off-road routes or the ability to access a private vehicle to such sites may have impacted the ability of households to take advantage of infrastructure: "it's not perfect by any means, but it's a lot better than what we've ever had before."

Concerns were raised about the quality of road surfaces, and more significantly how other road users interact with the lanes, such as parked cars blocking lanes and even reports of deliberate damage to the infrastructure. This has been reported elsewhere in the UK, though one participant did feel the 'backlash' against active travel interventions was more muted in Liverpool in comparison. In part because the infrastructure evolved in response to use and behaviour: "the Tuebrook part of West Derby Road was just people just abusing it [...] I think they've managed to keep everyone happy, they've kept the two lanes of traffic".

Whilst local access may be limited, interviewees argued that the pop up lanes were an indicator of the region's commitment to the normalisation of active travel: "infrastructure is changing and they've [customers] obviously heard that Liverpool was playing their part [...] at last the pennies dropped and now they are prepared to buy a bike."

# Timeline of bike shop worker quotes

March

- "So a lot of people were riding on the roads because there was no traffic"
- "It was crazy busy, it was like as soon as lockdown, crazy amount of demand"

April

- "Employer's recommending that their staff avoided public transport. Then it meant that bicycles were very popular"

May

- "So there's been much more people coming in and getting a bike because of the infrastructure is changing"

June

- "Lots of people have come in and brought a cheaper bike off us, they might have thought they are only going to use the bike during the lockdown, but they have walked back in and wanting to get a better bike"

July

- "They said we are not going on holiday this year, so we will go with the bikes, the kids can ride them too"

August

- "A lot will them will continue cycling to work, because they have found it's so much easier to get to work than getting on the bus"

September

- "We could of sold 100s more bikes than we are getting at the moment, we just cannot get them"

October

- "It's definitely tailed off, but demand is still significantly higher than it was, you know, compared to this time last year."

November

- "People dress appropriately for the weather [...] unless it's absolutely pissing it down then people will generally go out"



**Summary:** It is clear that the pandemic has had an important impact upon participation in cycling in the region, with a series of factors combining into an overwhelming demand for new bikes, eventually leading to the repair or restoration of many bikes due to stock shortages. Whilst this demand was seen to be largely driven by leisure and sport purposes it was also clear that cycling also played an important role in transport, particularly for keyworkers, and there is some evidence of greater cycle commuting beyond this group.

The 'pop-up' interventions were seen to support the factors already drawing individuals towards cycling. They not only created new safe cycle routes but also contributed towards a more positive perception of cycling in the region, particularly where infrastructure was previously lacking. That said, the lower volumes of traffic, amongst other factors, played a crucial role in driving an uplift in cycling rates, to capitalise upon the changes in behaviour it is important that further investment in cycle infrastructure is forthcoming

# Bike mounted video recording

**Method:** Each of Liverpool's 'pop-up' cycle lanes was surveyed via video in January 2021. Videos were taken during the UK's third 'lockdown', and thus are loosely representative of the conditions which spurred the creation of the pop-up lanes across 2020.

This was achieved by traversing the length (i.e. inbound and outbound) of each pop up lane by bicycle. Video was captured via a front-facing 'Cycliq' camera with an integrated light. Videos were taken during the daytime and in 'good' (i.e. dry conditions).

The following lanes were surveyed in this fashion:

- Sefton Park Drive/Kingsley Road
- West Derby Road
- Liverpool City-Centre - Bootle

**Core Findings / Observations:** In general terms, the lanes were found in a mixed condition. Some were in a well-maintained state and had undergone further intervention since their initial installation. Others were in a poor state of repair, and one was entirely inaccessible



## *Grids the width of Sefton Park Drive lane.*

The only part of this route which was accessible was east-bound portion of Sefton Park Drive.

No further work on the road had been undertaken since its installation in summer 2020. This included the west-bound lane, or the promised widening of the lane to accommodate handcycles etc.

The lane was in a passable condition, though grids and uncleared leaves made it slippery.

At the point at which the lane joined Croxteth Drive Road the lane ends abruptly before a junction. There is no signage on which way to continue, and to an unexperienced cyclist this would be a significant flashpoint.

No proposed link to the second section on Kingsley Road has appeared.

The Kingsley Road section was entirely inaccessible. Roadworks have been ongoing on the road since September 2020. The road is currently one way (Northbound), and all the bollards demarking the lane have been removed.

Photo: Alexander Nurse ©



# Proposed extensions to the Liverpool 'Loopline' at Muirhead Avenue' have not appeared.

*Left: Wide, clear lanes on West Derby Road*

*Right: Floating parking on West Derby Road*





# Liverpool > Bootle Strand

The Liverpool > Bootle Strand route is in a mixed state of repair.

The route combines new 'pop-up' interventions with pre-existing off-road infrastructure. Often this takes the form of shared footpaths.

In one case, on the Northbound route, the juncture between the pop-up intervention and the off-road route requires cycling at an angle across an iron grid. This is a particularly dangerous moment. In other cases, notably on the southbound route, the joins between the on/off road elements are not clearly marked, leaving cyclists riding in the regular carriageway.

At points the shared off-road footpaths are wide and in good condition. However, in others they are narrow, and don't create space for 'socially distant' use.

In places along Vauxhall Road, North and Southbound, the pop-up lane is rendered impassable by standing water. As such it is necessary to ride in the carriage way, though navigating through the bollards makes this difficult.

*Left: Grid immediately on entry to Off-road cycleway*

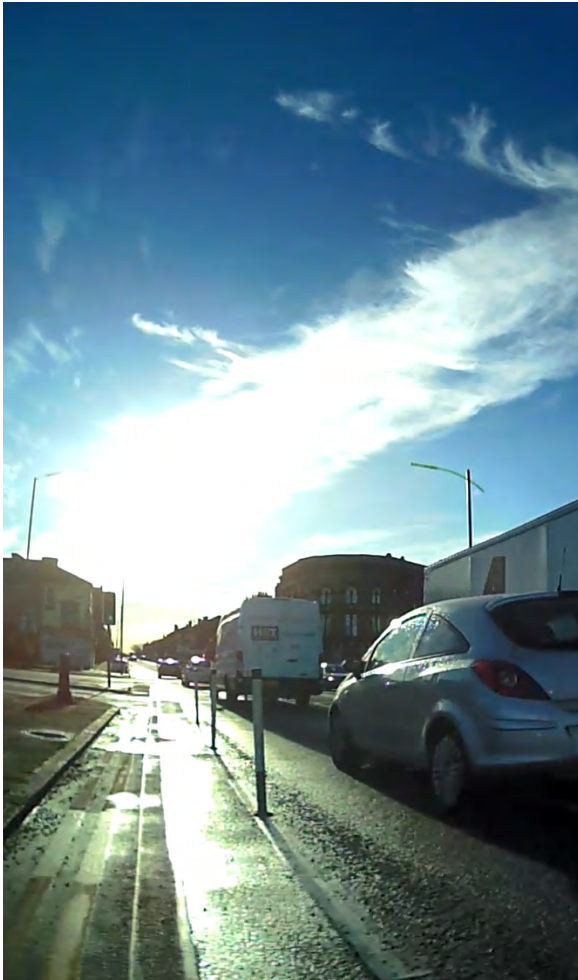
*Right: Competing use of 'shared' space.*



A major danger area is on the Southbound route, at the Junction between Stanley Road and Vauxhall Road. This requires a right turn. The way that the lane is positioned brings the cyclist to the junction, and then at the moment requires a hard right turn across traffic. This, in effect, requires the rider to come to a dead stop and wait for the lights to turn red so as to position against traffic, or to risk that traffic continuing straight down Stanley Road is alert to your presence. This is the only point during this exercise where the recorder felt genuine danger to their health.

Left: Southbound Junction of Stanley Road and Vauxhall. Riders must make a right-turn across traffic.

Right: Flooding rendering southbound route impassable



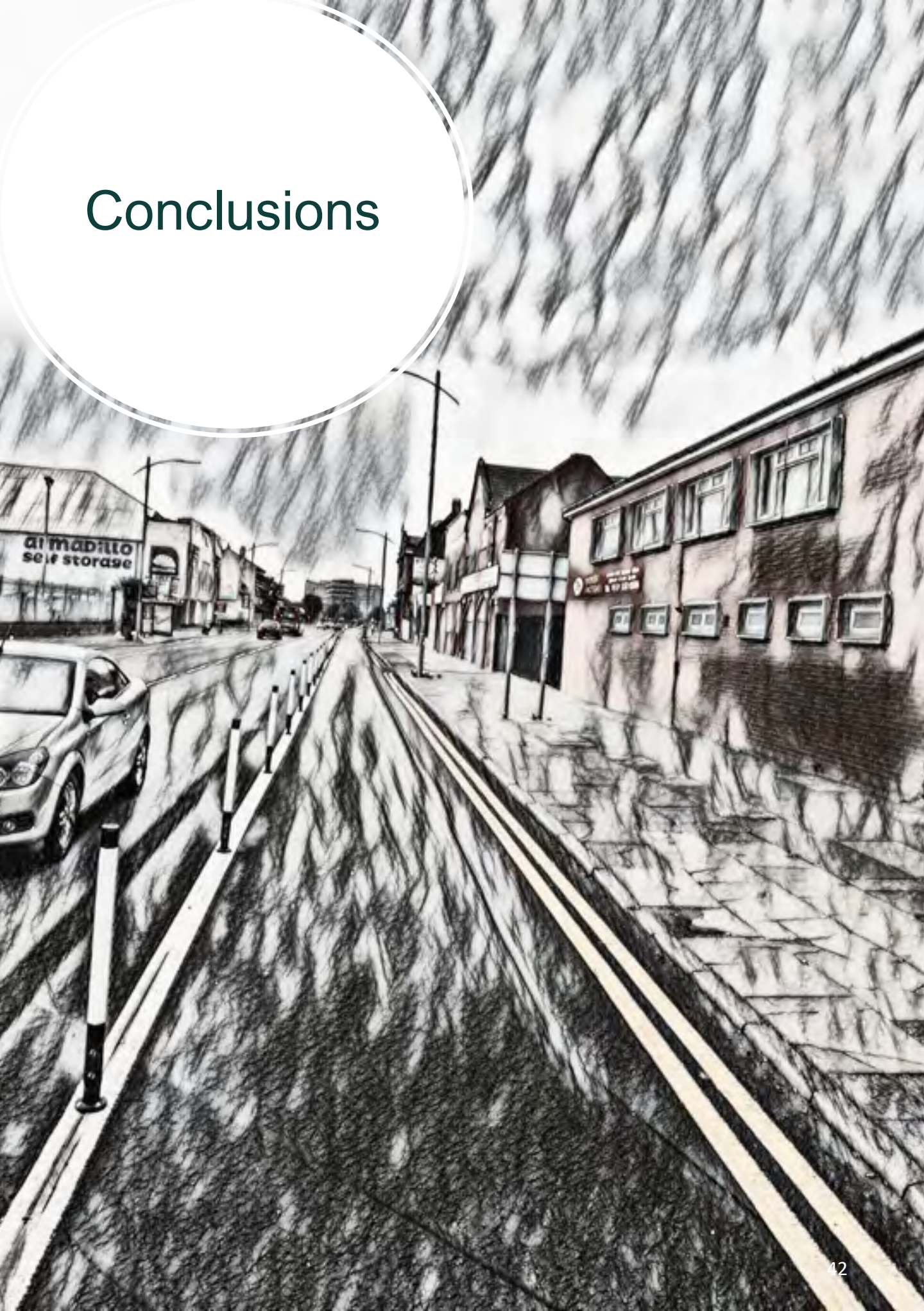
Photos: Alexander Nurse ©

### Limitations

Though there is utility to the video-capturing of the lanes, there are a number of fundamental limitations to this approach. In particular, this method represents a 'snapshot' of the interventions at a moment in time. It does not capture the change that they have undergone, or indeed might undergo in the future. In this way, it also does not capture lanes which were installed on a temporary basis.

Furthermore, the snapshot captures the lanes at a certain time of day, and in certain climatic conditions. They may be different in summer, for example. Nonetheless, the analysis has attempted to account for significant changes over time.

# Conclusions



The rapid reallocation of road space in Liverpool City Region has proven to be a unique period in the process of decarbonising transport. Several of the original, temporary, interventions funded under Tranche 1 of the Emergency Active Travel Fund have been adapted, improved and in some cases simply removed. As such the period can be considered both from provision of services to the public during a period of dramatic change in the everyday travel behaviours of the region's residents and as a learning process to support the long term allocation of active travel space on roads in the region.

Liverpool City Region's mayor, Steve Rotherham, has made a commitment to make the region 'fairer and more inclusive' and set out the hope of building back better through and after the COVID-19 pandemic. At the heart of this issue for active travel is that interventions should not only make a difference to the overall number of people choosing active travel, but that these interventions should support the diversity of people's across the region. As inequality in the region shows spatial as well as societal patterns it is clear that active travel interventions will be required to consider both spatial proximity and accessibility and useability for different groups.

This report has sought to scope out different types of evidence of reallocated road space use, from simple traffic counters through to video based analyses and stakeholder consultation. The focus in this report has been to extend transport metrics beyond counts of activity and simplistic conclusions about behaviour types. For example, whilst a traffic counter can reveal the change in number of bikes travelling along a particular cross-section of road they are currently unable to explain much of the demographic variation in cyclists, nor their purposes, attitudes and emotions. Conversely, social surveys on travel behaviour, including active travel, often run into problems regarding participants memories and future expectations, thus there is the potential to over-estimate behaviour change and travel norms in line with normative beliefs (e.g. people may over-estimate how much they undertake active travel).

It is clear that a range of alternative methods can provide credible insights into the mosaic of active travel across the city region. Furthermore, it is clear that on their own, each individual method only covers a small component of the information required to plan and implement road space reallocation effectively.

Prior to COVID-19 evidence shows that Liverpool City Region had a relatively low proportion of the population engaging in active travel regularly, particularly women. Whilst those in lower socio-economic groups were less likely to think that cycling was for people like them, there was widespread support across all socio-economic groups for measures to enhance active travel. Support was over 60% of the population for closing streets outside schools at peak times, reducing speed limits on local roads, restricting through-traffic on residential streets and increasing support for socialising, cycling and walking on high streets.

The region's submission to the Emergency Active Travel Fund: Tranche 1 was coordinated by Liverpool City Region Combined Authority and designed to supplement the existing LCWIP plans. The funded interventions included several different types of active travel intervention across the constituent local authorities. New segregated cycle lanes were introduced in Halton, whilst traffic calming measures were extended in Knowsley. St Helens upgraded some of its existing cycle lands and extra bike storage was created at cycle hubs in different locations across the city region.

The size of funding precluded a large-scale spatial intervention across the region, and whilst specific interventions occurred in each of the six local authorities it is clear that not all areas of the region were supported through the EATF funding. In some case additional infrastructure was put in place by the authorities outwith the Tranche 1 funding, such as the temporary installation of a segregated cycle lane along the King's Parade (a coastal promenade and wide A road) in New Brighton. In combination the limited funding has ramifications for the spatial equality of interventions, with some areas seeing little additional support. In order provide a more spatially equitable approach to building back better future interventions may want to be considered on the basis of the distribution of spatial access rather than on the basis of connectivity to existing infrastructure plans.

There is substantial appetite from respondents to the Commonplace consultation for expanding and increasing the support for active travel within Liverpool (see the separate report for additional analyses across the region). This support is not limited to a small, but vocal, part of society, unlike some recent public engagement with active travel interventions such as petitions against low traffic neighbourhoods and in some cases illegal destruction of public property. The analyses reveal broad support across society through the pandemic for increasing spaces to cycle and walk, slowing traffic and altering road layouts (amongst many other suggestions). One of the key findings from the Commonplace analysis, which is routinely reported by research, is that interventions are perceived primarily by local users and therefore should take into account the local knowledge and behaviours of residents and users. The Commonplace attitudinal data, when compared to the Sustrans Bike Life report indicates a settled consensus prior to and during the pandemic for the need for active travel infrastructure that supports all demographic groups and pays particular attention to issues of disability access.

The interviews with bike shop workers added to the evidence that the region has seen unprecedented demand for cycling from new and returning cyclists. This demand was ascribed largely to leisure and sport purposes rather than commuting, which is perhaps a function in the change of commuting numbers rather than modal shift. The key influence of the 'pop-up' cycling infrastructure was not its quality or extent (though both are important), but their role as a signifier of the City Region's commitment to supporting cycling. In this sense, people using bike shops were viewed as not just meeting a new but temporary need (e.g. exercise during the lockdown) but as a marker of aspirational long-term behaviour change.

From the video-based analysis of cycle lanes it is clear that the provision of high-quality road space reallocation is about much more than simply designating space on the road. Whilst the rapid road space reallocation has undoubtedly increased the number of people cycling, several key issues emerged in their operation. Road quality (e.g. pot-holes and flooding) made the experience of using the reallocated road space in some places dangerous and the issue of being constrained to a lane that is not suitable may have been off-putting for new cyclists. Connections between cycle lanes and roads without allocated cycle spaces were in places problematic. The weakness of connections may be partially a result of the temporary and rapid nature of the road space reallocation, it is inherently easier to create a lane using an existing road layout than altering the layout at junctions. However, the nature of connecting junctions should be considered in future rapid road space reallocations and considered a priority for longer term interventions. The enforcement of cycle lane protection is an ongoing activity, which should also be considered in rapid road space reallocation. Issues of parking on cycle lanes and pavements was highlighted across difference methods within this scoping evaluation, and evident in the video-based analysis. Evidently, the provision of funding for infrastructure is a precondition for road space reallocation, but ongoing maintenance and enforcement are equally necessary conditions for its longer-term use and enabling behaviour change.

It is evident that a range of approaches to understanding behaviour change across societal differences is necessary to build an accurate picture of the response to the Emergency Active Travel Fund: Tranche 1 funding and the rapid reallocation of road space. The decarbonisation of transportation in Liverpool City Region is a key priority for the city region and the uptake in active travel through COVID-19 suggests that the popular support for increasing active travel infrastructure prior to the pandemic has translated to actual behaviour change through the rapid road space reallocation during 2020.

Attitudes from across diverse groups in Liverpool City Region indicate a commitment to continue to undertake active travel after the pandemic, and that increasing the provision of active travel infrastructure should be undertaken. The rapid road space reallocation has acted as an indicator of support for active travel to residents of the region, with those closest spatially to the reallocated road space to be influenced by this indication of support.

Future rapid road space reallocation should consider connections to long term plans (e.g. LCWIP) and a more equitable distribution of infrastructure spatially as well as greater support for some marginalised groups (e.g. particular disability groups) to access reallocated road space and enhance the experience of using it through attention to connections at the start and end of reallocated road space, ongoing maintenance and enforcement.

The rapid road space reallocation undertaken in Liverpool City Region in 2020 reveals that change can be made quickly to support active travel and the decarbonisation of transport, but that rapid changes should feed into long term strategies and support.

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# DecarboN8

Place-based decarbonisation for transport

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