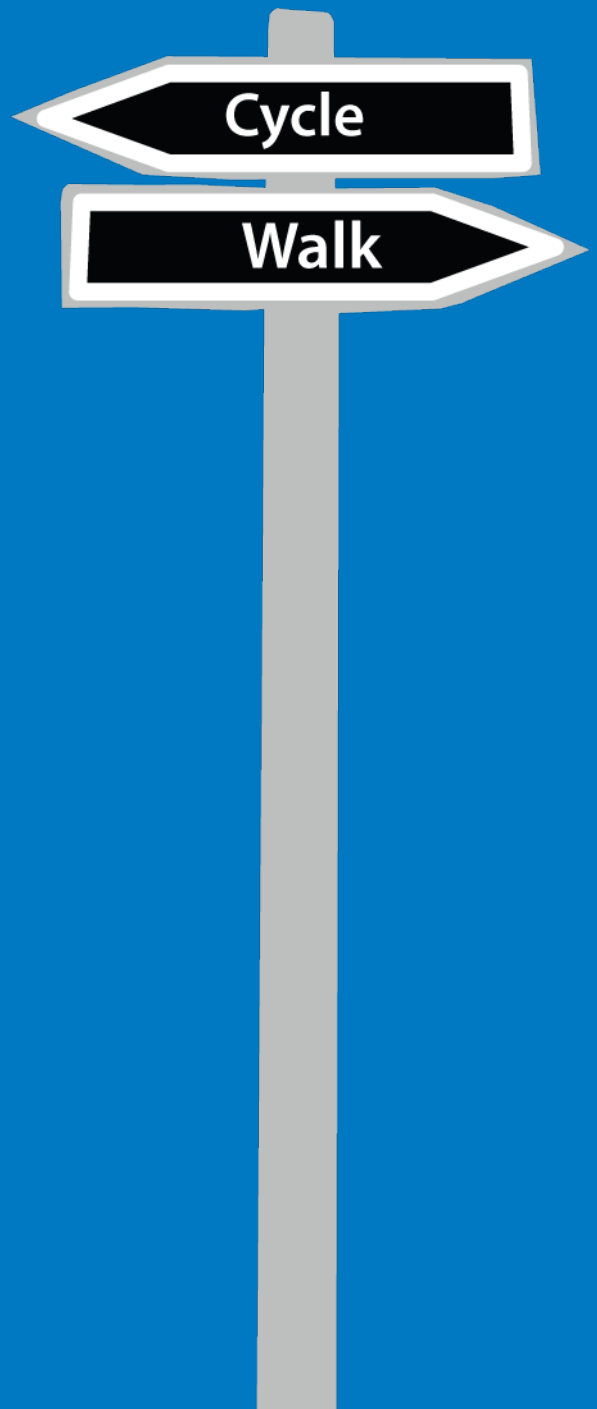


# ACTIVE TRAVEL, ACTIVE SCOTLAND

**Our journey to a  
sustainable future**



**Cycling Scotland  
Living Streets Scotland  
Paths for All  
Sustrans Scotland  
Transform Scotland**

**May 2012**



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## SUSTAINABLE TRAVEL

In line with the Scottish Government use of the terminology, sustainable travel or transport refers to means of travel that reduce environmental, social and economic impacts. References to sustainable travel or transport incorporate active travel (walking and cycling) as well as public transport.

It is important to distinguish active travel from sustainable travel when discussing budgets as the relatively small current funding for active travel can easily be lost amongst the comparatively large spending on public transport.

## ACTIVE TRAVEL

Travel and transport by physically active, human-powered modes as opposed to motorised ones, largely for functional reasons. Walking and cycling are the main focus of this document.

## SHORT TRIPS

The following assumptions for 'short trips' have been made in the context of promoting greater use of walking and cycling:

- The majority of trips less than one mile should be made on foot, however up to 2 miles should be a perfectly acceptable distance for many people to walk.
- Local journeys between 2 and 5 miles are extremely suitable for cycling – it would take the average cyclist approximately 10 minutes to cycle 2 miles, and 30 minutes to cycle a distance of 5 miles.



Walking and cycling should be the most attractive and highest priority modes for short trips; however, Scotland's towns and cities remain car dominated. **It is time for this to change.** The current economic situation, increasing fuel prices, the need to reduce carbon emissions and Scotland's shocking health record all point to the need for a radical rethink in our approach to active travel.

Current central and local government policy advocates investment in active travel (walking and cycling) over the private car, due to the multiple benefits it brings to society. The Cycling Action Plan for Scotland (CAPS) has a vision that "by 2020, 10% of all journeys taken in Scotland will be by bike."

## **But are we on track to achieving this vision? The simple answer is no.**

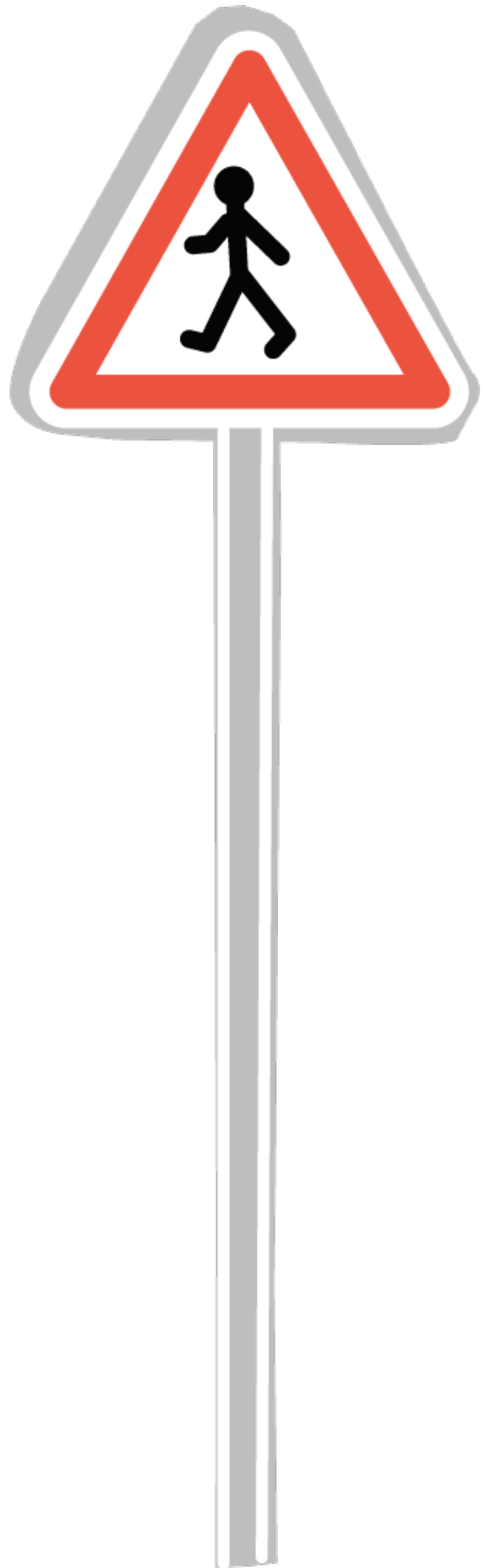
Currently, only 1% of all trips in Scotland are made by bike and 23% are made on foot. The car is by far the most dominant mode of transport (64% of all trips), despite the fact that majority of people in Scotland either do not drive or have access to a car, and half of all journeys undertaken in Scotland are less than 2 miles long.

Scotland's current transport funding decisions (which largely prioritise major schemes and subsidies) and delivery mechanisms are failing many Scottish people, by not delivering the wider benefits they could be.

This document shows what is achievable through some inspiring case study examples, which demonstrate that it is possible to achieve substantial increases in active travel in an affordable and politically acceptable way. Active travel needs to be given greater priority through the reallocation of current investment decisions, greater commitment to existing policies and, above all, leadership to make it happen.

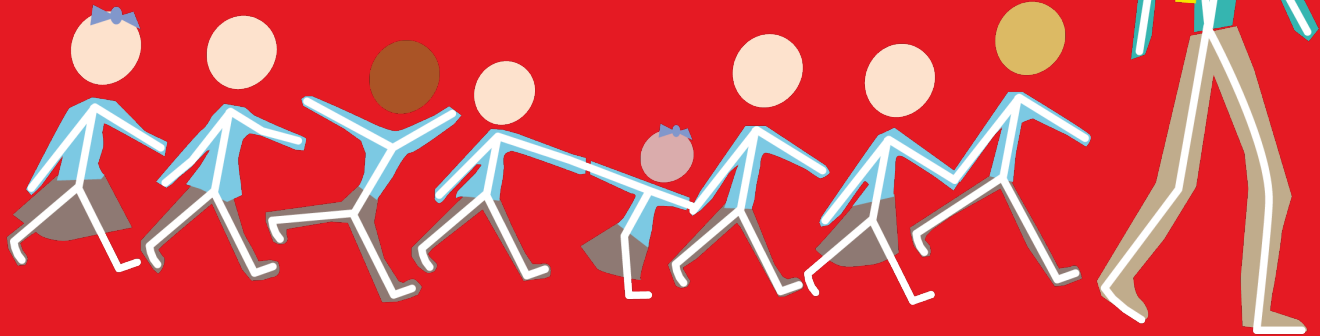
We are making the case for a significant change in the priority given to both walking and cycling in Scotland – and we set out what needs to be done now to enable a dramatic, but cost-effective shift to be achieved.

Ian Aitken, Chief Executive, [Cycling Scotland](#)  
Keith Irving, Manager, [Living Streets Scotland](#)  
Ian Findlay, Chief Officer, [Paths for All](#)  
John Lauder, Director, [Sustrans Scotland](#)  
Colin Howden, Director, [Transform Scotland](#)



# ACTIVE TRAVEL, ACTIVE SCOTLAND

## EXECUTIVE SUMMARY



### PURPOSE OF DOCUMENT

This report is aimed at key decision makers in all levels of government in Scotland, including MSPs, MPs, local councillors, policy makers, public health directors, transport directors and civil servants.

It advocates a substantial increase in the investment in active travel (walking and cycling) in Scotland. There is an abundance of robust and compelling evidence demonstrating that investment in active travel can help remedy many of the important social, economic and political challenges facing Scottish society.

This report creates a vision for Scotland and presents a number of inspiring case studies where investment in active travel (in terms of improved active travel infrastructure, facilities and behaviour change initiatives) has created better and more successful places. Finally, we detail what is required to replicate this success in Scotland.

### THE ACTIVE TRAVEL REMEDY

Current central and local government policy advocates investment in active travel (walking and cycling) over the private car, due to the multiple benefits it brings to society. Active travel has an overwhelmingly **strong policy impetus**, hitting transport, health, social inclusion, local economic development and regeneration objectives.

Investment in active travel is also a key deliverable identified to achieve the Scottish Government's extremely challenging targets to reduce carbon emissions by 42% by 2020 and by at least 80% by 2050.

Investment in active travel also has a **strong economic rationale** – in this time of constrained public spending, investment in active travel is affordable, quick to deliver and delivers the best value for money in terms of achieving both transport and broader policy objectives. The Cycling Action

Plan for Scotland (CAPS) has a vision that **“by 2020, 10% of all journeys taken in Scotland will be by bike.”**

### CURRENT TRAVEL BEHAVIOUR IN SCOTLAND

Currently, only 1% of all trips in Scotland are made by bike. The car is the dominant mode for journeys made in Scotland – it accounts for 64% of all journeys made. Walking is the most popular mode after the car (23%) and is the most immediately accessible mode of travel for people to adopt. The majority of people in Scotland either do not drive or do not have access to a car.

Active travel should be the most natural choice for short journeys – and with half of all journeys undertaken in Scotland being less than 2 miles long, growing the mode share of walking and cycling is eminently achievable.

With this in mind, it is clear that current transport funding priorities (which are largely focused on major schemes and subsidies) are failing many Scottish people as well as doing little to help deliver the all-important health, carbon and quality of life objectives that are so well supported by active travel choices. We are calling for action to create a more socially equitable, attractive and integrated transport system for Scotland.

### PLACES WE CAN LEARN FROM

Whilst central government support and leadership is critical, evidence shows that successful delivery of active travel is largely a result of strong local action and delivery mechanisms. There are many European cities that we can learn from – places with strong similarities to Scottish cities, that have achieved exceptional levels of walking and cycling, and where these modes of travel have not always been the norm. A focus on active travel has helped

these cities to become wealthier, fairer, greener, healthier, happier and more civilised places. In essence, they are perfect examples of what the Scottish Government wants to achieve – a Scotland that is a more attractive place to live. Moreover, there are many small-scale examples from across Scotland of initiatives that demonstrate that significant increases in active travel are possible.

This document shows what is achievable through some inspiring case study examples that illustrate it is possible to generate substantial increases in active travel in an affordable and politically acceptable way. It just needs to be given greater priority – and especially in relation to investment decisions, political commitment and, above all, leadership – to make it happen. Walking and cycling really can become the natural choice for most short trips in Scotland.

## OUR VISION

**Our vision is for walking or cycling to be the natural choice for short journeys, creating a healthier, socially inclusive, economically vibrant, environmentally friendly Scotland.**

**Our ambition is that, by 2020: local authorities, with stronger, more robust and effective support from the Scottish Government and other partner organisations, will have achieved significant increases in the proportion of short local trips that are undertaken on foot and by bicycle; and more people will be making more routine journeys by foot and bicycle because it is the easiest, quickest, cheapest, most enjoyable and least stressful way of getting from A to B.**

**Ambitious and well-funded local strategies will underpin these increases. Local strategies will be aligned with national policies, strategies and targets and importantly, these strategies will be highly responsive to the local context. Objectives identified in the strategies will be explicitly spelled out in Single Outcome Agreements, and progress towards the achievement of objectives will be effectively monitored, with future funding being dependent on demonstrating effective performance.**

**Alongside this, an improved project appraisal process will be in place that enables funding decisions to be made on a broader and more robust set of metrics that recognise and appropriately prioritise the broad array of benefits associated with active and sustainable modes of travel.**

**Commitment and investment of this kind in walking and cycling will be a vote winner for local and national politicians.**

## WHAT WOULD SUCCESS LOOK LIKE?

- 10% of all journeys by bike and 25% of all journeys by walking by 2020.
- The completion of the National Cycle Network.
- Delivery of on-road cycle training to all P6 pupils.
- The implementation of the active travel elements of Core Path Plans including the signing, maintenance and development of off road routes.
- Street audits leading to priority for pedestrians on all routes to key destinations in towns and cities.
- The re-allocation of road space to create traffic free cycle lanes on all arterial routes in all towns and cities.

## HOW DO WE GET THERE?

To realise our vision:

- We need championing – by politicians, local councillors, heads of transport, public health directors and others – to advocate active travel.
- We need to achieve more creative and appropriate use of existing transport budgets to allocate more to active travel schemes on the basis that they clearly deliver better value for money than most traditional transport schemes
- We need to invest in people and places, not modes of transport.
- We need to develop better partnership working to help align policy objectives and to achieve common outcomes and benefits.
- We need integrated funding approaches (e.g. health and transport).
- We need more holistic and effective planning and appraisal systems that truly recognise the benefits walking and cycling schemes bring.

We have identified an Action Plan for key stakeholders to work towards in order to achieve our vision.

**SCOTLAND NEEDS  
TO GIVE GREATER  
PRIORITY TO  
INVESTMENT  
IN ACTIVE TRAVEL**

# INTRODUCTION

## PURPOSE OF DOCUMENT

This report is aimed at key decision makers in all levels of government in Scotland including local and national politicians, public health directors, transport directors, policy makers and civil servants.

It advocates a substantial increase in investment in active travel (walking and cycling) in Scotland. There is an abundance of robust and compelling evidence that demonstrates that investment in active travel can help to remedy many of the important social, economic and political challenges facing Scottish society.

The report also identifies a compelling and achievable vision for Scotland and presents a number of inspiring case study examples where investment in active travel (in terms of improved active travel infrastructure, facilities and behaviour change initiatives) has created better and more successful places. Finally, we detail what is required to replicate this success in Scotland.

## STRUCTURE OF DOCUMENT

The first chapter describes **where we are now**, including governance structures, decision making processes, policy drivers, and current travel patterns in Scotland.

This is followed by **learning from the best** – a selection of inspiring case study examples, demonstrating that achieving a significant increase in the use of active modes of travel is within our grasp.

We then decipher **what is holding Scotland back**, explaining why the current Scottish policy context and its governance structures are not fully delivering success in active travel at the local level.

This leads to our **vision: Scotland 2020** describing what Scotland could achieve in the next ten years if appropriate action is taken now.

The following section describes **how we get there** – outlining a number of required changes to our current decision making and investment processes that would achieve better policy outcomes.

This is supported by an **Action Plan** for local government, national government and other stakeholders, which if followed consistently, will make walking and cycling the norm for short trips in Scotland.

# WHERE WE ARE NOW

## NATIONAL CONTEXT

Our national government has aligned all tiers of government and delivery of public services around **Five Strategic Objectives**<sup>1</sup> that describe the kind of Scotland we want to live in – a Scotland that is:

- Wealthier and Fairer;
- Smarter;
- Healthier;
- Safer and Stronger;
- Greener.

The incumbent government believe that delivery of these objectives will help to deliver sustainable and equitable economic growth in Scotland. There are fifteen National Outcomes and 45 National Indicators and Targets that have been designed to support the delivery of these Strategic Objectives.

A range of government bodies support the achievement of these objectives. Alongside this, a concordat between the Scottish Government and COSLA formalises the need for each local authority to prepare Single Outcome Agreement, setting out what they will do to support achievement of the Government's Strategic Objectives. The concordat governs the relationship between local and national government and underpins the funding provided to local government by the Scottish Government.

The private sector (e.g. public transport operators) and a range of non-government organisations also play an active role in delivering the government's Strategic Objectives.

## ACTIVE TRAVEL HELPS ACHIEVE ALL FIVE STRATEGIC OBJECTIVES

It is clear that achieving a significant mode shift from private cars to active travel (and public transport) would have benefits across society. Such a shift would contribute directly to better health, reduce carbon emissions, reduce traffic congestion, improve our local environments (e.g. reduce air and noise pollution), deliver economic benefits, and create safer, stronger communities as well as a better quality of life.

In essence, giving greater priority to active travel is a cost-effective strategy for supporting the achievement of the government's vision of the type of Scotland we want to live in – a Scotland that is Wealthier and Fairer, Smarter, Healthier, Safer and Stronger and Greener.

The following section provides an overview of how increased investment in active travel can help to deliver Scotland's national objectives for a better future.



## Wealthier and Fairer

The Eddington Transport Study, a major UK Government-funded study into links between transport and the economy, concluded “Some of the best projects are small scale, such as walking and cycling schemes”.<sup>2</sup> Active travel supports local economies by increasing and encouraging access to shops and services in our local centres.

Conversely, car-dominated transport systems reduce opportunities to access jobs and services for people without a car, which includes a considerable proportion of the Scottish population – 31% of households in Scotland do not have access to a car and 63% of people in Scotland are unable to drive.<sup>3</sup> Without the remedy of fair and inclusive transport systems, inequalities for the already most disadvantaged groups are compounded.

Evidence shows that expenditure in active travel has a **remarkably strong financial business case** – in this time of constrained public spending, investment in active travel is affordable and delivers the best value for money in terms of achieving transport and broader policy objectives. A recent review of investment in walking and cycling<sup>4</sup> examined the costs and benefits, including health effects, from infrastructure and promotion projects in the UK and abroad. The review found a median benefit to cost ratio (BCR) for all data of 13:1; for UK data, the median BCR was 19:1. Even projects with very modest levels of investment yielded extremely good value for money. Similar work elsewhere has produced comparable results.<sup>5</sup>

Professor Phil Goodwin’s recent evidence to the UK Parliament’s Transport Committee reported that by far the best value for money transport schemes are currently coming from spending on Smarter Choices measures, local safety schemes as well as cycling schemes. As a result, the best overall value for money will be gained from increasing expenditure on these comparatively low budget items.<sup>6</sup>

Consequently, there is little doubt that investment in active travel represents excellent value when compared to the Department for Transport’s threshold for ‘high value for money’ of 2:1 or greater for typical transport projects.<sup>7</sup> The Forth Replacement Crossing scheme, which is due to cost an approximated £1.45 billion to £1.60 billion,<sup>8</sup> is reported to have a maximum BCR of only 2.03 (which includes wider economic benefits).<sup>9</sup>

Active travel schemes are quick to start, can be delivered with relatively small budgets, and within relatively short timescales. They also make important contributions to the local economy as the works tend to be carried out by small, local engineering firms. For instance, the £800,000 spent in Argyll on NCN78 Oban-Balachulish project provided four

months work to local civil engineering contractors. Another project of £150,000 resulted in two months work to a family firm in Lochwinnoch. By spreading walking and cycling improvements across Scotland, local jobs are created even in rural areas for very little outlay.

## Smarter

The school run is a major cause of congestion; one in five cars on the road during the morning peak are taking children to school. The average primary school journey is less than 1.5 miles, which is a distance that can easily be undertaken on foot or by bike by many pupils.<sup>10</sup> Therefore, achieving a shift to more active modes for school travel is achievable, and research shows that there is appetite for change, with nearly half of all schoolchildren wanting to cycle.<sup>11</sup>

Investing in active travel and behaviour change programmes will improve access to schools and encourage more children to travel more sustainably and independently. Physically active school travel can have a number of positive benefits on mental performance, cognitive development self esteem, behaviour and relationship building.<sup>12</sup> Furthermore, independent travel to school can improve children’s organisational skills including time and money management. *Sustrans’ Free Range Kids* is an example of a successful campaign highlighting and addressing the decline in children’s independence and the vital importance of a society which encourages walking and cycling from an early age.

## Healthier

Physical inactivity is one of Scotland’s major public health issues – 63% of Scottish adults and 29% of children do not meet the minimum recommended levels of physical activity.<sup>13</sup> As a result, the levels of adult and childhood obesity are increasing.<sup>14</sup> In fact, Scotland has one of the highest levels of overweight and obesity in developed countries.<sup>15</sup> One in three children in Scotland is either overweight or obese and it is expected that adult obesity will reach over 40% by 2030. This will cost NHS Scotland an estimated £900 million (a 50% increase on 2008 costs), whilst the total costs to society (including sickness absence, loss of productivity and infrastructure planning) is estimated to be between £0.9 billion - £3 billion.<sup>16</sup> With the highest levels of overweight and obese children being found in the most deprived areas,<sup>17</sup> this further contributes to severe health inequalities in Scotland.

Weight gain and obesity can often be addressed, in children and adults alike, by making lifestyle changes to increase the levels of habitual physical activity.<sup>18</sup> Physical activity

can help to protect against many of the chronic diseases that contribute to Scotland's poor health record such as coronary heart disease, cerebrovascular disease, obesity, type 2 diabetes, some cancers, depression, anxiety and hypertension.<sup>19</sup>

In the public health realm, physical activity has been referred to as 'the best buy', the 'magic bullet', the 'wonder drug' and the 'miracle cure'.<sup>20,21</sup> The role of active travel is recognised in Government policy in tackling Scotland's obesity and inactivity problem. The Scottish Government's *Route Map for Preventing Overweight and Obesity* recommends that "one of the most effective ways [to expend energy to maintain healthy weight in a busy day] is to reduce reliance on motorised transport, changing our means of everyday travel to walking and cycling." This approach is also supported by the Government's *Better Health, Better Care Action Plan*,<sup>22</sup> and in the *Let's Make Scotland More Active: A Strategy for Physical Activity*.<sup>23</sup>

The health benefits of walking and cycling are not limited to preventing overweight and obesity. People who lead an active lifestyle over several years have a reduced risk of suffering symptoms of clinical depression.<sup>24</sup> Older people are particularly at risk from poor mental health due to social isolation and walking and cycling can provide an opportunity for social contact for older people.<sup>25</sup>

## Safer and Stronger

Whilst the overall numbers of road traffic incidents involving pedestrians and cyclists are decreasing, there are remaining concerns regarding social inequality associated with road casualty rates and vulnerable users (namely children,<sup>26</sup> particularly those in the most socio-economically deprived communities).<sup>27</sup>

Unfortunately, perceived risk to personal safety is a key barrier to increasing levels of active travel, having a clear impact on attitudes and behaviour towards walking and cycling. A recent survey found that concern over traffic conditions encouraged parents to drive their children to school rather than allowing them to walk or cycle.<sup>28</sup>

However, as levels of active travel increase, rates of pedestrian, cyclist and overall road traffic injuries have been observed to decline, suggesting a 'safety in numbers' effect by creating more awareness of these users.<sup>29</sup>

In addition, greater levels of active travel will improve natural surveillance on our streets. This will lead to greater personal security (both perceived and real) when walking and cycling, which will encourage people to do it, and more often.

## Greener

The *Climate Change (Scotland) Act* was passed by the Scottish Parliament in 2009. Scotland is now committed to reducing CO<sub>2</sub> emissions by 42% from 1990 levels by 2020 and by 80% by 2050<sup>30</sup> – and transport has a major role to play in achieving this.

After power generation, road transport is the second largest single source of CO<sub>2</sub> in Scotland. It contributes 23.5% of the Scottish CO<sub>2</sub> total, with 62% of road traffic emissions coming from cars.<sup>31</sup>

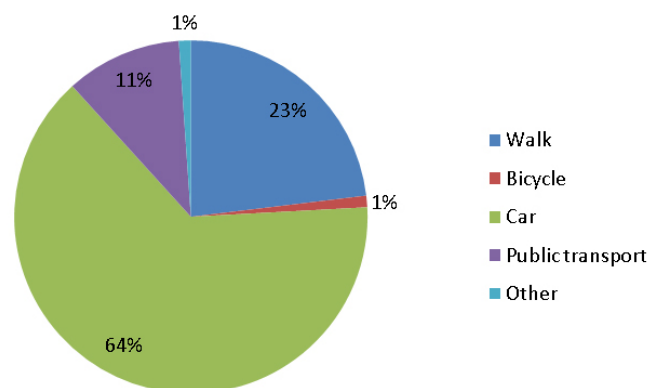
Despite these commitments, the amount of carbon emitted from transport is currently on the rise – both in absolute terms and as a proportion of total emissions.<sup>32</sup> This trend must therefore be reversed if Scotland is to meet its carbon reduction targets. There is significant scope to do this and greater investment in active travel is a key part of the answer – most journeys undertaken in Scotland are local in nature, yet the majority of these short trips are made by car.

Scotland's National Transport Strategy suggests that that if just 20% of shorter car trips were replaced by walking and cycling, this could result in about 5% reduction in transport related emissions. Achieving a shift from motorised journey to active modes of travel will also contribute to clearer air and quieter, more pleasant local environments.

## REALITY CHECK: CURRENT TRAVEL PATTERNS IN SCOTLAND

In broad terms it can be argued that our current strategic objectives and the various positive national reports and policies provide a favourable policy context for increasing active travel. However, are our delivery mechanisms achieving this? The simple answer is no. This is reflected in Scotland's current mode split,<sup>33</sup> shown below.

**Figure 1 - Mode split, Scotland**



Walking accounts for approximately a fifth of all trips; however cycling levels remain stubbornly low. Clearly, the car is the dominant mode for journeys made in Scotland.

This is of concern because half of all journeys undertaken in Scotland are less than two miles long<sup>34</sup> – perfectly suitable distances for walking and cycling for many people. This suggests that there is considerable scope to achieve a shift towards active modes of travel. However, the increasing trend of short distance vehicle use is set within a context of decreased levels of walking as a mode of travel.

Commuting and business travel make up 25% of journeys in Scotland, so a great majority of travel (75% of all trips) is not work related. These non-work related trips tend to be shorter and local in nature, and as such offer a significant and immediate opportunity for active travel choices. Moreover, as 31% of households in Scotland do not have access to a car, the current dominance of the car compounds social inequalities for the most disadvantaged groups.

## Walking

*“Walking is convenient, it needs no special equipment, is self-regulating and inherently safe. Walking is as natural as breathing”.* John Butcher, founder of Walk21, 1999<sup>35</sup>

Walking is the most immediately accessible mode of travel for people to adopt. In fact, most people are pedestrians at some point of their journeys. Moreover, most people can do it and it costs nothing. Therefore, walking should be a realistic and strongly supported alternative to using the car for short journeys to work, school and for leisure.<sup>36</sup>

However, there is a lack of policy direction in terms of promoting walking – the 2003 *Walking Strategy for Scotland* did not proceed beyond a consultative draft. This document aimed for a 10% increase in trips by foot by 2012. Clearly, this opportunity has been lost.

Alongside this, the way we design and shape our built environment can improve quality of life and experiences, health, and create attractive places to live, work and visit. To encourage more people to walk for short journeys, *Low Carbon Scotland* advocates creating places for people through the implementation of *Designing Streets – a Policy Statement for Scotland*. Options include:

- Improving the quality of the walking environment and associated infrastructure;
- The creation of more ‘Home Zone’ style communities and areas of shared space offering safer and more communal use of residential streetscapes;
- More 20 mph zones in conurbations of over 25,000 population; and
- Intensification of the *Safe Routes to Schools* programme.

The urban realm and streetscape in most of Scotland’s streets will not change dramatically in the foreseeable

future but constant incremental improvements should be delivered, and we must ensure all new developments improve the streetscape. A key challenge, therefore, to increasing walking is also to change perceptions and attitudes, which are often shaped by social norms. Pre-conceptions towards the ‘barriers’ to walking need therefore need to be confronted by robust behaviour change initiatives.

## Cycling

Cycling can often be a convenient and practical way to get around our towns and cities and can also be an attractive and healthy way for us to spend our leisure time. Cycling, as well as walking, has an important role to play in tackling some of the very real and serious problems facing Scottish society today, such as obesity, physical inactivity, climate change, congestion, and air and noise pollution.

Currently, cycling accounts for just 1% of all trips in Scotland, and 2% for journeys to work and school. The *Cycling Action Plan for Scotland* (CAPS), published in June 2010, sets the framework for a tenfold increase in the proportion of road journeys made by bicycle. This translates to an increase in the proportion of journeys made by bike to 10% by 2020.<sup>37</sup>

With half of all journeys in Scotland being less than 2 miles, growing the mode share of cycling is eminently achievable. Furthermore, the Scottish Government made available a total of £17.3 million in 2010-11 to promote increased cycling.<sup>38</sup> CAPS identified the need for skills development and training, community engagement / events, bespoke engagement with target audiences (young people, employers), major reallocation of road space to cycles, route improvements, and public transport integration.

Helpfully, there is evidence showing there is a strong appetite from the people of Scotland to cycle more – 88% of respondents to the CAPS consultation said they would like to cycle more often.<sup>39</sup> Additionally, surveys of school children show that there is considerable desire to travel to school more actively and independently. Nearly half of children in schools where Sustrans works want to cycle to school.<sup>40</sup>

However, making short trips by bike is still a long way away from being considered the norm by most people in Scotland. CAPS research revealed that whilst many people would like to cycle more often, they are deterred by traffic speed, proximity and volume. Both the professionals and members of the public who engaged in the consultation on CAPS consultation clearly identified the need for dedicated cycle-specific infrastructure to address these concerns.

The consultation also highlighted that although many people would like to cycle more often, they do not want to be seen as “cyclists”. So possibly, some of the largest

barriers to tackle in order to increase rates of cycling are the attitudinal ones. Many people associate cyclists with things such as special clothing and the technical specifications of bikes and this can discourage cycling. This attitude towards about 'cyclists' does not appear to exist to the same extent for our more cycle-friendly European neighbours where cycling is seen as a normal mode of transport for – and by – anybody.<sup>41</sup>

Interestingly, the *Scottish Household Survey* found that 4% of men in employment cycle compared to only 1% of women. This reinforces commonly-found evidence that women have different barriers to cycling than men, which are likely to require *specific* interventions to overcome. Cycle training will be a key initiative to improve confidence and skills for cycling.

## WHAT'S HOLDING US BACK?

Responsibility for delivery of transport outcomes in Scotland is fragmented and decision-making processes are complex. This holds Scotland back from achieving significantly more healthy, sustainable and inclusive access to goods and services for its people.

National and local government transport decision makers all work directly to affect outcomes, guided by a variety of strategies and policies. At the same time, many other national, regional and local government departments and agencies also affect transport outcomes in their decisions

relating to health, social inclusion, economic development, education and environmental outcomes.

Many of these decisions explicitly relate to active travel (for example, a Community Health Partnership's decision to promote uptake of local health walks) but many more affect the opportunities or attractiveness for active travel as a by-product of other decisions (for, instance, decisions about the location of a new school or design of a town centre regeneration scheme).

Moreover, decisions made in the private and third sectors also affect active travel. Private sector transport operators have a major impact on people's travel choices, whilst decisions made by all employers affect where, when and how people travel.

Meanwhile, third sector NGOs support much of the work in Scotland to promote active travel, but relative to other modes, active travel is significantly under-resourced and undervalued, making it difficult for NGOs to facilitate the desired level of change.

Whilst this broad structure is unlikely to change (not every decision affecting active travel could be brought within a single organisation), it is clear that the current fragmentation does not support delivery of what should be a core objective of all these funders and delivery agencies: to promote healthy, sustainable, inclusive access to goods and services for Scotland's people.



## SCOTTISH SUCCESS

Despite the somewhat gloomy picture portrayed by the previous section, there are some excellent (although still relatively isolated) examples of places in Scotland where active travel is being successfully promoted. The following Scottish case-studies illustrate that – with effective local leadership and strategies, and adequate levels of funding – it is possible to significantly increase the number of people travelling by active modes.

**Dundee Travel Active** commenced with a three-year *Smarter Choices, Smarter Places*<sup>42</sup> funded programme (running to March 2011), delivering a package of infrastructure, information and behavioural change measures to promote walking and cycling to residents of the City Centre and surrounding areas. The project drew together behavioural change expertise from the transport and healthcare sectors. Results are showing significant increases in activity levels. More than 3,400 residents have participated in the project to date and 40% of everyone participating reported an increase in physical activity, at a level that is enough to make an improved contribution to health for many people (a little over 20 minutes per day on average).

**Bishopbriggs, East Dunbartonshire** has seen a significant growth in cycling as a result of various cycling activities and promotional events, which has been coordinated by a not for profit community social enterprise, ED's Cycle Co-op. Nearly 8% of P5 and P6 pupils now cycle to primary school across seven primaries in Bishopbriggs – this is nearly three times the Scottish national average of primary pupils cycling to school. In one instance, St Matthew's Primary School, cycling levels were almost 20%, double the Scottish Government target of 10% journeys by bike by 2020. The project has involved working with schools and the community, through cycle clubs, events, training, and information provision.

**Steps Tay Health**<sup>43</sup> was launched in Angus in 2009 and is funded by NHS Tayside and Paths for All. The project aim is to improve the health and activity levels of the sedentary population in Angus. Walking groups have been established in a number of areas, taking place on a weekly basis and open to everyone. The project is continually developing across Angus and has established links with dieticians, physiotherapists, weight management experts, exercise referral schemes and smoking cessation programmes. The project is also closely linked with the Angus Gold project, which works with the 50 plus population in Angus, and many of the Angus Gold members are walk leaders for Steps Tay Health.

**Go For It – Aberdeenshire** demonstrated how successful school travel initiatives can be, reporting positive results at the end of its one year campaign during 2007-2008. Managed by Aberdeenshire Council and Grampian Police's Road Safety Unit, the aim was to promote healthier ways of travelling to school. Twenty local primary schools participated in the project which saw walking increase by 21% on average, cycling from 3% to 5% and a two-fold increase in park and stride initiatives. Car trips to school dropped by more than 40%. One of the greatest successes was at Oyne Primary School which saw car journeys reduce from 74% to 16%. This was due to a range of initiatives including cycle rack provision and an effective 'park and stride' system for the school, which rose in popularity from 2% to 46%. The school previously had no sustainable/active travel initiatives.

**The City of Edinburgh Council** has underlined its on-going commitments to Active Travel by being the only city in the UK to sign up to the Charter of Brussels for a 15% cycle mode share (Edinburgh currently has a cycle to work mode share of approximately 7%) by 2020 and having the highest walking mode share in Scotland (currently 34%). The City's *Active Travel Action Plan* will consist of three parts:

- Actions specific to walking to maintain that high mode share;
- Actions specific to cycling to increase the mode share and improve conditions for novice cyclists; and
- Joint actions that will address the common issues/challenges in walking and cycling.

These examples show that achieving a significant increase in the use of active modes of travel is within our grasp. In fact, there are many more positive, but still isolated, examples from around Scotland. However, from national mode-share statistics it is clear that these examples do not represent the norm across the country. There is simply not enough being done across Scotland to increase levels of active travel.

There are many factors that contribute to this failure, which are examined in the next chapter. First though, we present several international case studies that further illustrate what is possible and how other similar places have gone about increasing levels of active travel.

## INTERNATIONAL COMPARISONS

To provide context, we have taken an overview of walking and cycling in an international perspective. In terms of levels of active travel, Scotland performs poorly compared to other industrialised nations across the globe, particularly against our European neighbours – including those with similar climates and topography.

Although walking levels in Scotland are significantly higher than those for cycling (23% opposed to 1% of all trips), we are still underperforming in active travel when compared to our European neighbours, as illustrated in the graph below.

Cycling in the UK declined from the immediate post-war period until the mid-1990s, decreasing to the point where it accounted for only 1% of all journeys. This decline directly corresponded with an exceptional rise in the rate of car ownership accompanied by a huge development of the road network, catering for motorists.

The UK was not alone in experiencing this trend, but the transport policy responses here resulted in a very different modal share than in many of our Northern European neighbours. The Netherlands, Germany and Denmark all experienced a similar decline in cycling to that in the UK. Indeed, in 1950, cycling levels were higher in the UK than they are now in Germany, at around 15% of all trips.<sup>45</sup> This shows that cycling was then regarded as a feasible mode of transport here as well. In the 1970s other countries

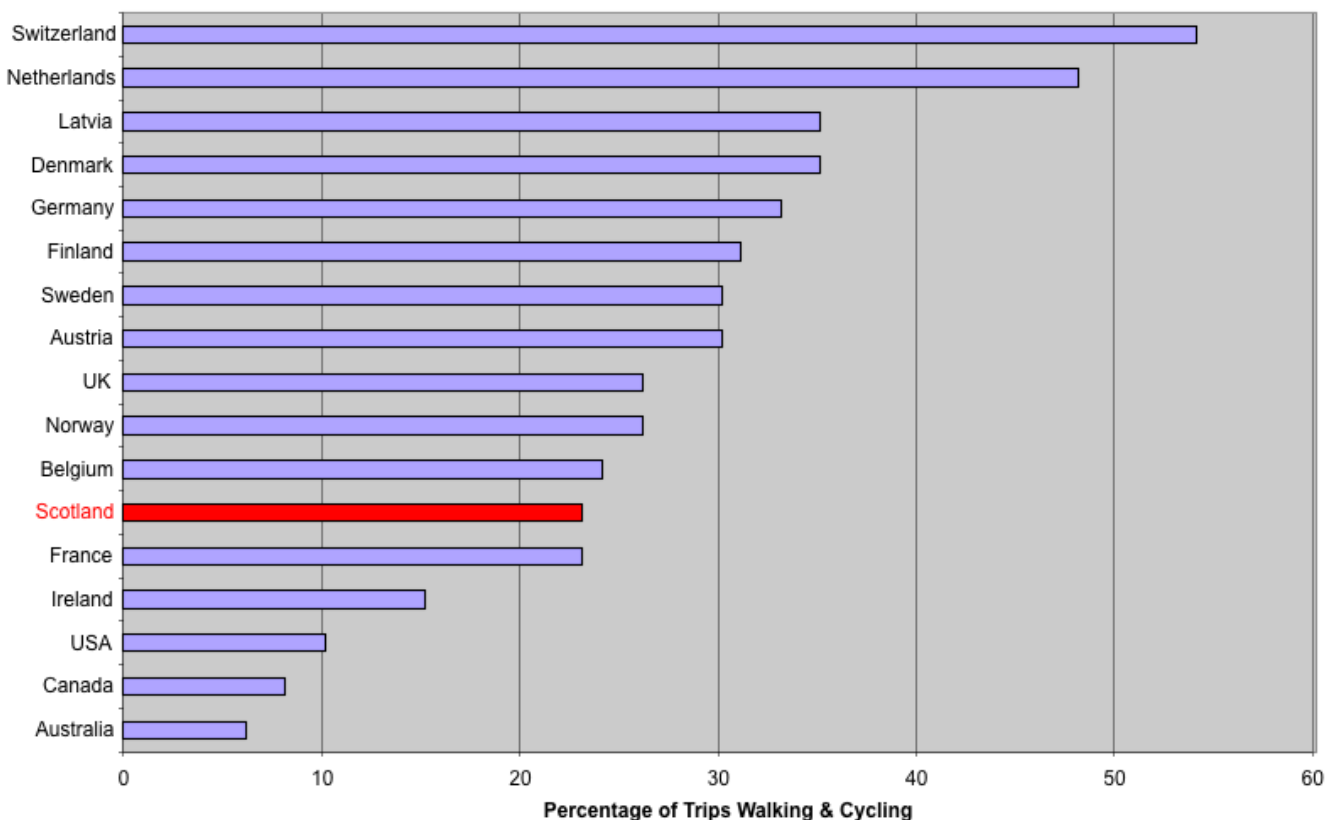
addressed what they perceived to be an ongoing problem through a massive reversal in the direction of their planning and transport policies. The course of cycling in these countries and the UK departed at this point and cycling in the UK has yet to recover.

There are many European cities that we can learn from – cities that have achieved exceptional levels of walking and cycling, and where these modes of travel are the norm. These cities are healthier, wealthier, happier and more civilised places – in essence, they are perfect examples of what the Scottish government wants to achieve – a Scotland that is a more attractive place to live, work and invest.

The 2010 Transform Scotland report *Civilising the Streets*<sup>46</sup> provides some excellent examples from both Europe and the UK of how effective infrastructure development and policy implementation can generate significantly more active patterns of travel. A select few of these case studies are outlined below. Amongst other things, they highlight the positive impact of sustained investment and the high level of commitment that is needed.

### Stockholm, Sweden

What is perhaps most inspiring in the Scottish context is that a 'cycling culture' is not a prerequisite to achieving success. *Civilising the Streets* advocates Stockholm as an example of how quickly effective action can change attitudes to, and



**Figure 2: Walking and cycling levels combined in an international perspective<sup>44</sup>**

increase use of, active travel modes in a city that started from a similar situation to that in Scotland. Whilst the rate of cycling (6% and growing) is not as high as in some other European cities, this has been achieved in a little over ten years. In that time, car traffic stopped increasing, while cycle travel increased by 5% every year.<sup>47</sup>

Cycling investment in Stockholm was a result of consistent and continuous political leadership of small minority parties in the city's governing coalitions. The improvements included cycle network development (both cycle paths and lanes) and extensive roll out of cycle parking, with 800 new spaces installed every year over the 11-year investment period. Public and media opinion about the improvements went from sceptical to supportive in less than two years, due to the obvious benefits active travel investment brought.

The main reason that more people are cycling in Stockholm is because of its competitiveness with other modes. With the infrastructure in place, it is seen as more simple and faster than other ways of travelling for many journeys, and people are also attracted by the health benefits.

With strong political will, continued positivity towards cycling and a clear and consistent policy and funding strategy, Stockholm has moved from being a city with relatively low levels of cycling to a place where cycling is normal and popular, and is seen to be the most practical way to travel for many trips.

Walking is also now firmly on agenda in Stockholm. In 2010, Stockholm City Council released its new city plan, *The Walkable City*.<sup>48</sup> Central to this is the notion that Stockholm should be a city that grows on human terms. With such a strong local development strategy fostering sustainable growth and quality of life objectives, and its proven track record of successful delivery of schemes, we will undoubtedly see a surge in the number of walking trips in Stockholm in future years.

## Copenhagen, Denmark

Copenhagen has pursued a long-term policy of pedestrian priority and reducing car dominance. The pedestrianisation of Copenhagen's historic city centre started 40 years ago, and a network of pedestrian streets has been developed in the intervening period. As the quality of Copenhagen's places and spaces has increased, so too has the number of visitors, despite car access becoming more difficult and expensive. Instead, many more people are walking and cycling – 53% of all trips in Copenhagen are made by active modes of travel (23% and 30% for walking and cycling respectively). *Monocle*, a British monthly magazine about international affairs, business, culture and design, judged the city to offer the highest quality of life of any city in the world in 2008.

For many years investment in walking has been central to the city's strategy for quality urban spaces. This includes goals to improve journey experiences by enhancing the conditions for walking, to encourage people to walk more and to take part in activities in the town. Copenhagen has had to issue specific policies to improve pedestrian safety and accessibility; however, an overall pedestrian strategy bringing all pedestrian initiatives together is due for publication imminently.

Copenhagen is a signatory to the *International Charter for Walking*, committing the city to follow the principles of creating a culture where people choose to walk, and to recognise the right for people to be able to walk safely and enjoy high quality public spaces. The charter also includes a framework that local authorities can use to work towards its goals. Copenhagen also supports *Walk 21*<sup>49</sup> and was chosen as one of four pilot cities for *Walk 21's Making Walking Count* project. There is now growing support for investment in walking, including amongst community councils in developing walking strategies for their local areas.

Copenhagen is of course, also well known for its cycling successes. Key investment decisions for cycling were initially due to public demand, and this investment continues to have widespread public support. Over the years, and as the elected politicians changed, cycling policy became driven by the public servants working in the city government, culminating in a cycling policy adopted by the council in 2002. However, about four years ago there was a big change when two politicians stood for the council, basing their campaigns on a promise to improve cycling conditions. They were elected as Lord Mayor and Transport Mayor, and this resulted in more money being made available for cycling investment, and existing plans being properly funded.

## Brighton & Hove, England

Brighton & Hove is one of Cycling England's 'cycling demonstration towns', and as part of this programme they have invested in cycling infrastructure such as cycle lanes, advance stop lines, and cycle parking. Since 2006, the city council has run a programme of Personal Travel Planning. This project has included developing travel plans for schools and the area's 30 largest employers. A way-finding system has also been introduced, providing signage so that cyclists can find their way without a map. Improvements so far have led to a cycling rate increase of 27% since 2006, resulting in the present rate of 3%.

A priority network for pedestrians has been developed and this is now used to target improvements in the walking environment. A way-finding system for pedestrians has also been introduced alongside the cyclists' system and improvements have been made to increase their safety and

convenience. These include raised crossings on roads, crossings that go straight across roads all at once, and the removal of guardrails.

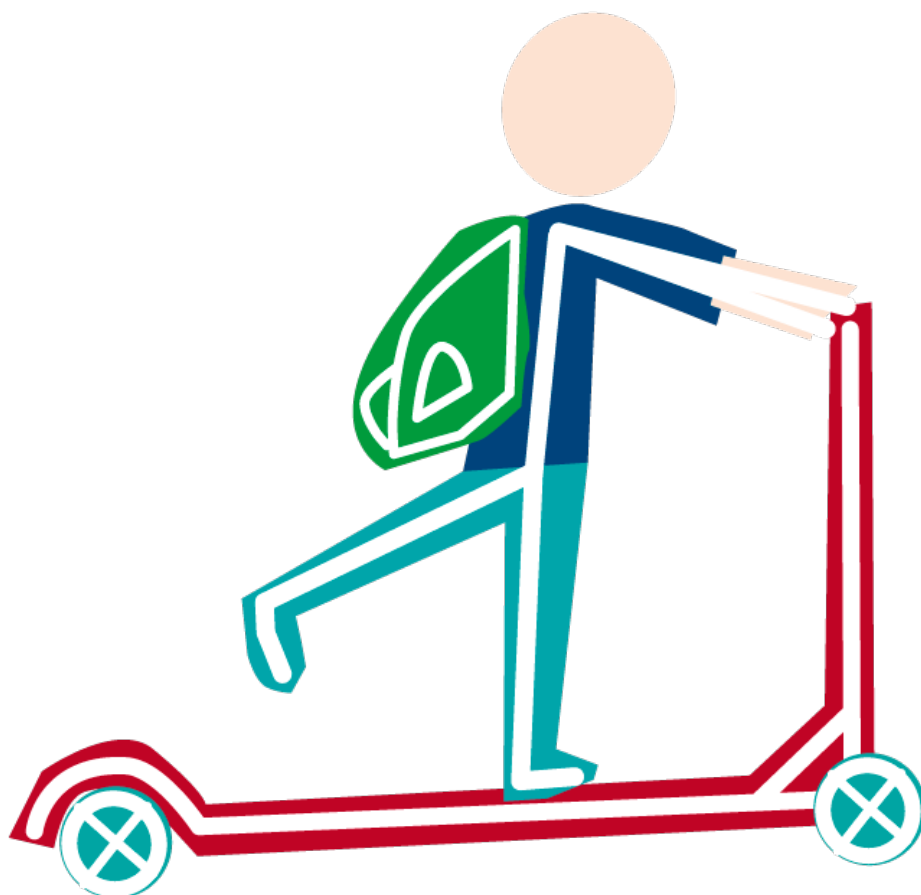
As part of the cycling demonstration town programme, £1 million per year has been invested in Brighton & Hove, with half coming from the city council and half coming from Cycling England. As well as this partnership, the council works with Sustrans (whose *Bike It* officer works out of the council offices) and with the local NHS to increase cycling levels.

During the development of the 2006/07–2010/11 Local Transport Plan (LTP), the city administration was looking for ways to reduce congestion, improve safety, and improve air quality. There was a realisation that to do this, it was necessary to encourage people to shift their mode of transport from the car to more sustainable means. This resulted in strong cycling and walking themes in the final LTP. This focus was influenced by a high proportion of Green councillors at the time the LTP was being developed and a demographic in the city that is inclined towards sustainability.

## SUMMARY

What is clear from the case studies is that funding, strong local action and political leadership are key ingredients for successful delivery of active travel outcomes. It is clear that local authorities need to take the lead, and be mobilised to increase the number of walking / cycling trips that are undertaken. Therefore, it is important for the Scottish Government to support and encourage this process. The evidence also suggests that the potential for success can be enhanced by working with partner organisations.

Despite some very local success stories in Scotland, there is simply not enough being done across the country to increase levels of active travel. There are many factors that contribute to this failure, which are examined in the next section.





# WHAT IS HOLDING SCOTLAND BACK?

Previous sections have outlined the current Scottish policy context and its governance structures, and how they are not fully delivering success in active travel at the local level. This section explains why.

## GOVERNANCE

Despite all the evidence demonstrating the widespread benefits that can be achieved from active travel, it is clear there is still a huge disparity between national policy aims and what transport investment is largely delivering at the local level.

Indeed, even the now-dated National Transport Strategy (2006) still recognises the need for better links between aims and project delivery. Without better delivery mechanisms, the existing policies and plans we have in Scotland, such as CAPS, Obesity Strategy, RPP etc. will fail to be delivered, so the full benefits that are possible from increasing levels of active travel cannot be realised.

In practice, it is difficult to aggregate the overall spend on active travel as the governance structures and financial management systems associated with active travel tend to be fragmented and complex.

It is, however, clear that designated funding for active travel in Scotland is currently less than 1% of the Scottish Government's transport budget.<sup>51</sup> This demonstrates that written policy is often not backed-up or delivered in practice.

The Scottish Parliamentary committee inquiry into active travel, which reported in April 2010, called for significant increases in central funding for sustainable transport and active travel. The inquiry also expressed concern that active travel was not being given a sufficiently high priority by local authorities and that there appeared to be widespread variations in spending.<sup>52</sup>

In theory, the move towards Single Outcome Agreements (SOAs) as a way of achieving more consistent and focussed outcomes should help. SOAs detail how each local authority will support the achievement of national strategic objectives, outcomes and indicators. However, of the 45 National Indicators that influence the content of the SOAs, only one is clearly linked to active travel<sup>53</sup> and it does not set any measurable targets.

Worryingly, a recent appraisal of policy by the Glasgow Centre for Population Health<sup>54</sup> revealed that, whilst national, regional and local strategies, policies and plans identify active travel as very important, there is little evidence of corresponding local prioritisation and resource allocation.

A 'business as usual' approach in local action plans and

SOAs does not appear to be creating the desired outcomes or impacts.<sup>55</sup>

## FUNDING PRIORITIES

A range of recent studies<sup>57,58</sup> has questioned the effectiveness of current transport spending priorities in Scotland, in terms of delivering tangible outcomes related to the Government's Strategic Objectives for a better Scotland. In 2008/09, three-fifths of the Scottish Government's transport budget was spent on subsidies to transport industries, with the remainder split between maintenance of and enhancements to the trunk road network and capital investment in local transport projects. At the local level, 70% of transport budgets went towards road maintenance and street lighting. The Scottish Government's 2010/11 budget effectively froze active travel spending, whilst increasing spend on motorways and trunk roads saw a substantial increase.<sup>59</sup>

Transport practice, and particularly funding decisions, continues to prioritise major infrastructure schemes (for example, the Forth Replacement Crossing, Aberdeen Western Peripheral Route, etc). This is despite the fact that the majority of trips in Scotland are local in nature, and many people in Scotland do not drive or have access to a car.<sup>60</sup>

It is clear that current transport funding priorities are failing many Scottish people by not maximising the benefits associated with achieving the health, carbon and quality of life objectives derived from achieving higher levels of active travel. The importance of active travel initiatives is widely undervalued in this respect.

This is of significant concern, particularly in the current context of constrained public spending: a time when investment should be even more focussed on obtaining the best possible value for money. Both policy and provision should properly consider the needs of the majority and through what initiatives the best value for money can be obtained.

## PARTNERSHIP WORKING

Compared to other public sector areas, the scale of the Scottish Government's transport funding programme is relatively small. However, appropriate investment in active travel has huge potential to deliver positive outcomes for other government departments, particularly public health.

There are some good examples of successful partnership working delivering common outcomes in Scotland, such as the *Dundee Travel Active* project where the transport

and health sectors have successfully delivered behaviour change. With fierce competition for funding, there is much to be gained from more and better cross-sector working, aligning policy objectives and funding programmes to deliver common outcomes and benefits.

## LEADERSHIP

The case studies (and many more not listed in this review) show that effective leadership is a key to unlocking significant increases in levels of walking and cycling. The Scottish Government is not consistently championing this issue and, whilst effective champions do exist at local and regional levels in Scotland, their efforts are often poorly supported and piecemeal in nature.

Evidence shows that when the necessary infrastructure, public spaces and public services are put in place, people will take advantage of them. As has been seen in Stockholm, public attitudes and demand for active travel can change very rapidly if the conditions are right. In just ten years cycling went from being seen as “nerdy” to a “trendy”, convenient way to travel. This happened as a result of strong leadership, straightforward, effective and consistent funding, combined with local project delivery.

## DECISION MAKING MECHANISMS

Our traditional appraisal method is another stumbling block in prioritising investment in active travel over other modes.

Decisions on investment in transport projects in Scotland appear to remain dominated by the narrow economic case of time savings. By its nature, this method favours costly road and rail schemes rather than schemes that encourage active travel or enhance the built environment and public realm (e.g. pedestrianisation). Whilst active travel schemes will not necessarily create time savings (although for shorter trips they may), they support wider economic, health, and quality of life objectives that typically go well beyond those offered by other schemes. Very rarely are these impacts adequately included in project appraisal.

Consequently, current transport spending is undervalued as a way of delivering programmes for wider social and economic benefits and, at the same time, is sometimes overvalued as a way of saving people and businesses money.<sup>60</sup> The reality is that active travel can offer more benefits and higher value for money than any other travel mode.

## MONITORING AND EVALUATION

Currently, the National Travel Survey (NTS) provides the majority of data that informs transport policy. We do not currently have adequate monitoring frameworks or processes at the local level to enable us to fully understand localised travel patterns. Without a clear baseline, it is impossible to develop strong local walking and cycling strategies or projects or to understand the impacts of these activities.



Based on the evidence presented thus far, we believe there is a clear and urgent need to create a step-change in the level and role of active travel in Scotland.

**Our vision is for walking or cycling to be the natural choice for short journeys, creating a healthier, socially inclusive, economically vibrant, environmentally friendly Scotland.**

**Our ambition is that, by 2020: local authorities, with stronger, more robust and effective support from the Scottish Government and other partner organisations, will have achieved significant increases in the proportion of short local trips that are undertaken on foot and by bicycle; and more ordinary people will be making more routine journeys by foot and bicycle because it is the easiest, quickest, cheapest, most enjoyable and least stressful way of getting from A to B.**

**Ambitious and well funded local strategies will underpin these increases. Local strategies will be aligned with national policies, strategies and targets and importantly, will be highly responsive to the local context. Objectives identified in the strategies will be explicitly spelled out in Single Outcome Agreements, and progress towards the achievement of objectives will be effectively monitored, with future funding being dependent on demonstrating effective performance.**

**Alongside this, an improved project appraisal process will be in place that enables and encourages funding decisions to be made on a broader, and more robust, set of metrics that recognise and appropriately prioritise the broad array of benefits associated with active and sustainable modes of travel.**

**Commitment and investment of this kind in walking and cycling will be a vote winner for local and national politicians.**

The vision supports a range of other policy aims and resources, including the evidence gathered to support the Sustrans *Call to Action for 2020*,<sup>61</sup> the *Visions 2030* project,<sup>62</sup> as well as the partner organisations' 2011 manifestos for the Scottish Parliament.

Achieving the vision will lead directly to a Scotland with healthier people, reduced carbon emissions and car dominance, more sociable communities and more vibrant local economies. This shift to sustainable modes will also make Scotland more resilient in the face of unpredictable energy markets.

## **But action is required now.**

Evidence shows that current investment in active travel will not achieve this vision because:

- We currently do not have adequate governance structures in place to meet ambitious targets that are being set (e.g. CAPS, carbon emissions) – the high-level strategic policy drivers that support active travel are not delivering a rollout of active travel initiatives at the local level.
- Too little funding is being directed to active travel, despite the fact that it delivers significantly better value benefits than traditional transport investments.
- Our decision making processes are flawed and undervalue the potential of active travel to deliver multiple benefits to our economy and society.
- We are not making the most of the potential of partnership working.
- We lack strong political leadership at the national and more importantly at the local level.
- Successes elsewhere are largely a result of strong local action and political will, sometimes with little support and influence from central government.
- We lack appropriate and effective appraisal, monitoring and evaluation processes that would enable us to understand the full impacts of transport decisions and the outcomes that arise from them.

The achievement of our vision for 2020 will very much depend on decisions and commitment made now. The following section outlines what we need to do now, to ensure that we achieve our goals.

# HOW DO WE GET THERE?

There are a number of changes we must make to our current decision making and investment processes that will enable us to achieve better outcomes from investment in transport.

Scotland needs:

- Improved governance, investment, and decision making processes.
- Better funding structures and more appropriate prioritisation of investment.
- Better cross-sector working to align policy objectives and integrate funding approaches (e.g. health and transport) to achieve common outcomes.
- Stronger political leadership – national politicians, local councillors, heads of transport, public health directors and others – to advocate active travel.
- Better appraisal techniques that fully recognise the benefits of investment in active travel.
- Better monitoring and evaluation processes to help join up national policy, local delivery and funding allocations.

## GOVERNANCE

Firstly, there is an overwhelming and urgent need to better link national policy frameworks and local delivery programmes. Current spending programmes could make more impact by explicitly managing links between Government objectives and transport programmes. Moreover, central and local government policies and programmes need to acknowledge that active travel can help deliver their outcomes.

We need to reallocate transport funding to ensure more effective delivery of the national priorities – this could be achieved by developing tighter SOAs to ensure that they secure better outcomes for active travel.<sup>63</sup> To support this, local authorities need to set more ambitious and explicit targets for walking and cycling, which should be supported and endorsed by central government. Some local authorities in Scotland have already done this. For instance, the City of Edinburgh Council signed up to the *Charter of Brussels* in 2009, committing it to achieving a cycling rate of 15% by 2020<sup>64</sup> (from a current level of 6%<sup>65</sup>).

## FUNDING

It is important to note that, in a time of constrained public expenditure, we are not campaigning for more funding for transport – conversely, we are campaigning for greater priority to be given to active travel, opposed to continued

spending on other modes. We are campaigning for more creative and appropriate use of existing transport budgets, allocating more to active travel schemes on the basis that they clearly deliver better value for money than most traditional transport schemes.<sup>66</sup>

For instance, the budget allocation for *Cycling, Walking and Safer Streets* (CWSS) should be increased significantly and then maintained at (at least) this level over the medium- to long-term. This outcome can be achieved by reducing the funding priority that has traditionally been given to road schemes.

In addition, the Concordat should be governed more robustly to ensure appropriate active travel objectives are firmly embedded in local authority activities and that performance against these objectives is measured and strongly incentivised.

## DECISION MAKING TOOLS

In these times of severe financial constraints, it is imperative that the allocation of scarce public funds should prioritise projects and initiatives that will return multiple benefits for the people of Scotland.

From a cost-benefit perspective, decisions on resource allocation should be straightforward. Decision makers can now draw on a growing and already impressive body of evidence that shows that the economic benefits of investment in walking and cycling schemes are typically far higher than for traditional transport projects. Active travel schemes tend to deliver a wider set of positive outcomes, resulting in healthier people, a healthier environment and better places to live and work. An added advantage of active travel schemes is that they can be delivered with small budgets and in a relatively short timescale.

We need to improve on the appraisal techniques that currently favour major infrastructure schemes over achieving best value contributions to overall Government objectives. We need a more appropriate appraisal system that truly recognising the wide-ranging benefits that walking and cycling schemes bring.

## STRONG LEADERSHIP

The case studies show that bold, visionary and strong leadership is essential to achieve the high levels of active travel that Scotland is aspiring to.

The case studies indicate that this is most essential at the local level. High-level political commitment must generate and maintain momentum for active travel initiatives, focusing on improving the daily experience of pedestrians

and cyclists, and enhancing the quality of life for the general population. The evidence suggests local politicians should not be concerned with the risk of doing so – most schemes to promote active travel are welcomed in their target communities, most can be delivered quickly (within the timescales of electoral cycles), and few arouse the large-scale opposition that affect many large transport projects.

National government also needs to show leadership in addressing some of the more difficult but essential areas such as planning, appraisal processes, legislation and funding mechanisms.

For instance, Transport Scotland should dramatically increase its support for behavioural change schemes and improve information about the active travel environment, drawing on lessons learned in the *Smarter Choices, Smarter Places* programme.

However, we now need a long-term and consistent strategy going beyond the current rather scattered local and national initiatives. We need widespread implementation of these measures across Scotland's towns and cities if we are to achieve a fundamental change in both the quantity of walking and cycling infrastructure and the quality of the experience for people of all ages and abilities.

This will support improvements to health, social inclusion, road safety and the economies of our local communities. The single most important element that would make this happen is high-level political commitment to enact the policies, strategies and guidance that already exist. There is currently a lack of incentive to deliver active travel outcomes at the local level – better incentives will help to encourage strong local action.

With political will, good leadership, strong local action alongside consistent funding and messages over the medium to long term, Scottish towns and cities can have walking and cycling levels that are comparable to Stockholm and Copenhagen. If leadership and investment is committed towards securing a more sustainable future for transport in Scotland, our vision for Scotland in 2020 can become a reality.

## BETTER PARTNERSHIP WORKING

Better cross sector working, aligning policy aims and funding streams would help us to manage the delivery of common aims and outcomes more effectively. For example, increasing levels of active travel has huge potential to benefit the health of the people of Scotland as well as contributing to meeting Scotland's ambitious climate change targets. Partnership working to maximise

the proportion of journeys by active travel could assist in the delivery of various policies including:

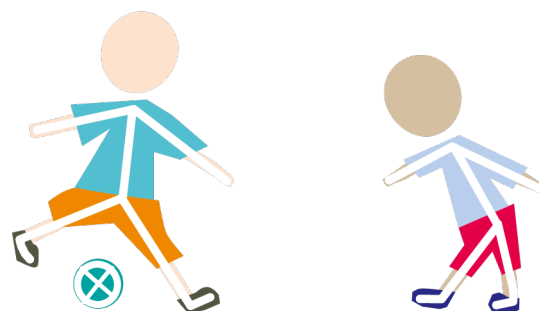
- National Transport Strategy
- Obesity Framework
- Cycling Action Plan for Scotland
- Physical Activity Strategy
- Designing Streets
- Land Reform (Scotland) Act
- Climate Change Act
- Scottish Planning Policy

As already discussed, more effective partnership working between local authorities and other stakeholders is also a key to achieving active travel objectives.

## MONITORING AND EVALUATION

Currently, the National Travel Survey (NTS) provides the majority of data that inform transport policy. We do not currently have adequate monitoring frameworks and processes that allow us to understand fully travel patterns at the local level. Without a clear baseline, it is impossible to develop or understand the impacts of local walking and cycling strategies or schemes.

We need to set clear performance indicators to monitor active travel at the local level. This should incorporate mode split as a minimum, but could also include things like kilometres of local cycle paths. This will enable performance against SOAs to be monitored effectively and linked to funding allocations. This mechanism can also help to bridge the gap between national policy and local delivery.



Evidence from the UK and the continent demonstrates that our vision for Scotland in 2020 is realistic and can be achieved, but needs the right investment, commitment and leadership to make it happen.

We have identified a framework for working towards our vision for 2020, and this underpins the action plan below. Under each key theme, we outline a number of actions required to help improve current performance in line with our vision. We have also identified who should have a leading role in making this happen.

These action points are all practical and achievable. If local and national government and other stakeholders consistently follow them, we can create a future for our transport network and public space provision that will make walking and cycling the norm for short trips in Scotland.

<b>Action</b>	<b>Key responsibility</b>
<b>GOVERNANCE AND POLICY</b>	
<b>Link national policy frameworks and local delivery programmes – tighten SOAs to ensure they achieve desired outcomes for active travel</b>	Scottish Government, COSLA, local authorities
<b>Planning guidance – integrate Active Travel packages into major and local schemes</b>	Scottish Government, local authorities
<b>FUNDING</b>	
<b>Increase levels of funding for active travel, and then provide consistent and committed funding at (at least) this level over the medium to long term</b>	Scottish Government, local authorities
<b>Ring fence funding for active travel initiatives delivered at a local level</b>	Scottish Government, local authorities
<b>Improve and integrate investment decision mechanisms, within transport and between departments</b>	Scottish Government and partner organisations as required
<b>Fully fund RPP measures that support an increase in active travel</b>	Scottish Government
<b>Fully fund CAPS: 10% of transport budgets at the national and local authority level should be committed to walking and/or cycling, as recommended by the Association of Directors of Public Health</b>	Scottish Government, local authorities
<b>PARTNERSHIP WORKING</b>	
<b>Improve coordination of investment decision mechanisms between Directorates</b>	Scottish Government
<b>Build effective relationships and systems to improve cross-sector working as partner organisations have a crucial role to play in terms of leadership, expertise, experience and implementation</b>	Scottish Government, Directorates (Transport Scotland, Department for Education, Department for Health), Regional Transport Partnerships, local authorities, Community Health Partnerships, NGOs
<b>ADVOCACY AND COMMUNICATION</b>	
<b>Draw on the expertise of partner organisations to advocate and communicate the benefits of active travel</b>	Scottish Government, Directorates (Transport Scotland, Department for Education, Department for Health), Regional Transport Partnerships, local authorities, Community Health Partnerships, NGOs
<b>LEADERSHIP</b>	
<b>Strong national leadership to endorse active travel projects</b>	Scottish Government
<b>Strong local leadership to advocate and implement active travel projects</b>	Local authorities (politicians, heads of departments)
<b>DECISION-MAKING MECHANISMS</b>	
<b>Focus on active travel outcomes, not inputs</b>	Scottish Government, local authorities, Regional Transport Partnerships, etc.
<b>Review and revise appraisal process to ensure the full value of active and sustainable modes is captured. Monitor use of and outcomes from the revised process to ensure desired outcomes are supported</b>	Scottish Government
<b>MONITORING AND EVALUATION</b>	
<b>Set clear performance indicators for the local level (for conurbations and larger urban areas) to feed back data to the national level</b>	Scottish Government, COSLA, local authorities, Regional Transport partnerships
<b>Improve performance management systems to help ensure local outcomes are achieved (e.g. link performance to funding and actively manage performance)</b>	Scottish Government, COSLA, local authorities

There is a wealth of evidence demonstrating the positive impact that a shift to more active travel can have on Scottish society. The benefits include better health, reduced carbon emissions, cleaner air, safer streets, more inclusive communities, and more vibrant local economies.

To see what is possible we need only look at our European neighbours, where active travel is often seen as the preferred option for short trips. While many European cities are well ahead of us it is clear that Scotland could close this gap by 2020.

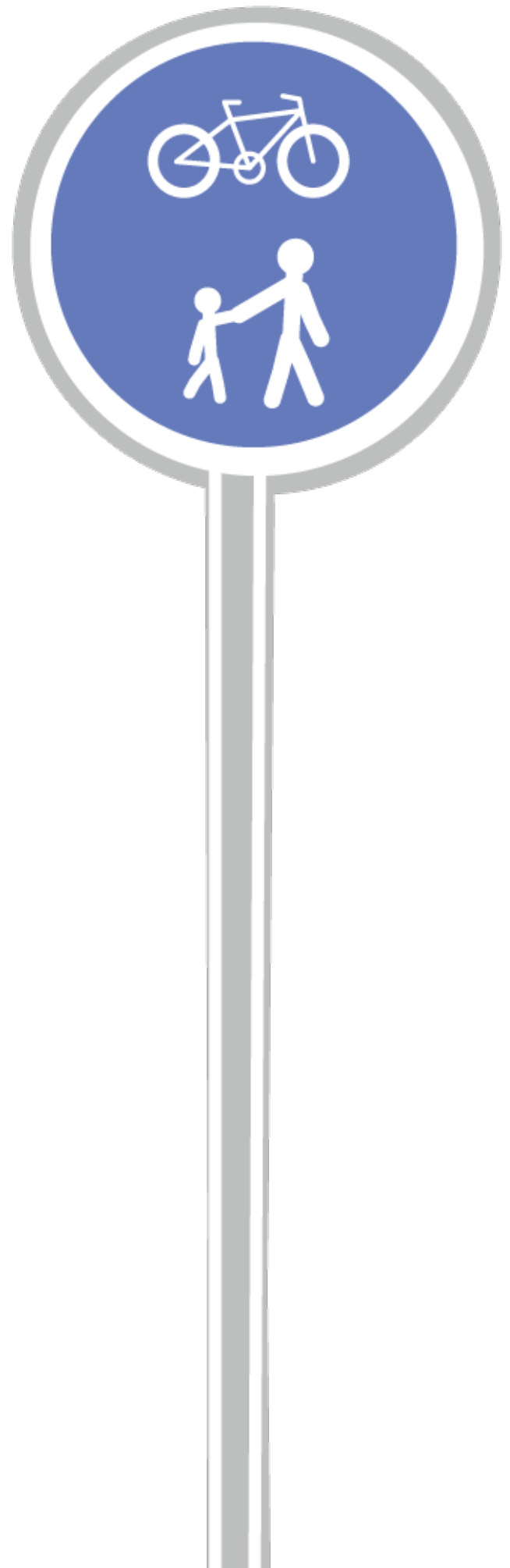
There are also a small but growing number of examples of good local practice developing in Scotland, which can inform the wider promotion of active travel.

Indeed, many of the key elements already exist to support a more walking and cycling friendly Scotland, but our policy makers and practitioners need to implement these more rigorously for our vision to become reality.

If we are to capitalise on the opportunities from active travel we need:

- Improved governance, investment, and decision making processes.
- Better funding structures, more appropriate prioritisation of investment and more substantial and sustained funding on the basis that active travel clearly delivers better value for money than most traditional transport schemes and is amongst the most effective preventative spend measures available.
- Better cross sector working to align policy objectives and integrate funding approaches (e.g. health and transport) to achieve common outcomes.
- Stronger political leadership – at the national and especially at the local level – including decision makers, national politicians, local councillors, heads of transport, public health directors and others – to advocate active travel.
- Better appraisal techniques that fully recognise the benefits of investment in active travel.
- Better monitoring and evaluation processes to help bridge the gap between national policy, local delivery and funding allocations.

**We believe our action plan provides a framework which, if acted upon, will enable Scotland to achieve a significant shift to active travel by 2020 when walking and cycling really can become the natural choice for most short trips.**







- 1 Scottish Government: *Strategic Objectives* – <http://www.scotland.gov.uk/About/scotPerforms/objectives>
- 2 HMSO (2006): *The Eddington Transport Study* – <http://webarchive.nationalarchives.gov.uk/+http://www.dft.gov.uk/about/strategy/transportstrategy/eddingtonstudy/>
- 3 Scottish Government (2010) *National Travel Survey Scottish Results 2007-2008* – <http://www.scotland.gov.uk/Topics/Statistics/Browse/Transport-Travel/NTS200708>
- 4 Davis, A. (2010) *Value for Money: an economic assessment of investment in walking and cycling* – <http://www.apho.org.uk/resource/item.aspx?RID=91553>
- 5 East of England Public Health Observatory (2011) *Soft measures – hard facts: The value for money of transport measures which change travel behaviour: A review of the evidence January 2011* – <http://www.erpho.org.uk/viewResource.aspx?id=21632>
- 6 Written evidence from Professor Phil Goodwin (TE 43) to House of Commons Transport Committee inquiry on Transport and the Economy (2011) – <http://www.publications.parliament.uk/pa/cm201011/cmselect/cmtran/473/473we23.htm>
- 7 Department for Transport: *Value for Money Assessment Guidance* – <http://assets.dft.gov.uk/publications/value-for-money-assessments-guidance/vfmguidance.pdf>
- 8 Transport Scotland: *Forth Replacement Crossing* – <http://www.transportscotland.gov.uk/road/projects/forth-replacement-crossing>
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