

# ACTIVE TRAVEL, ACTIVE SCOTLAND

**Our journey to a  
sustainable future**



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

**May 2012 – Executive Summary**

# DEFINITIONS

## 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.



# FOREWORD

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.**

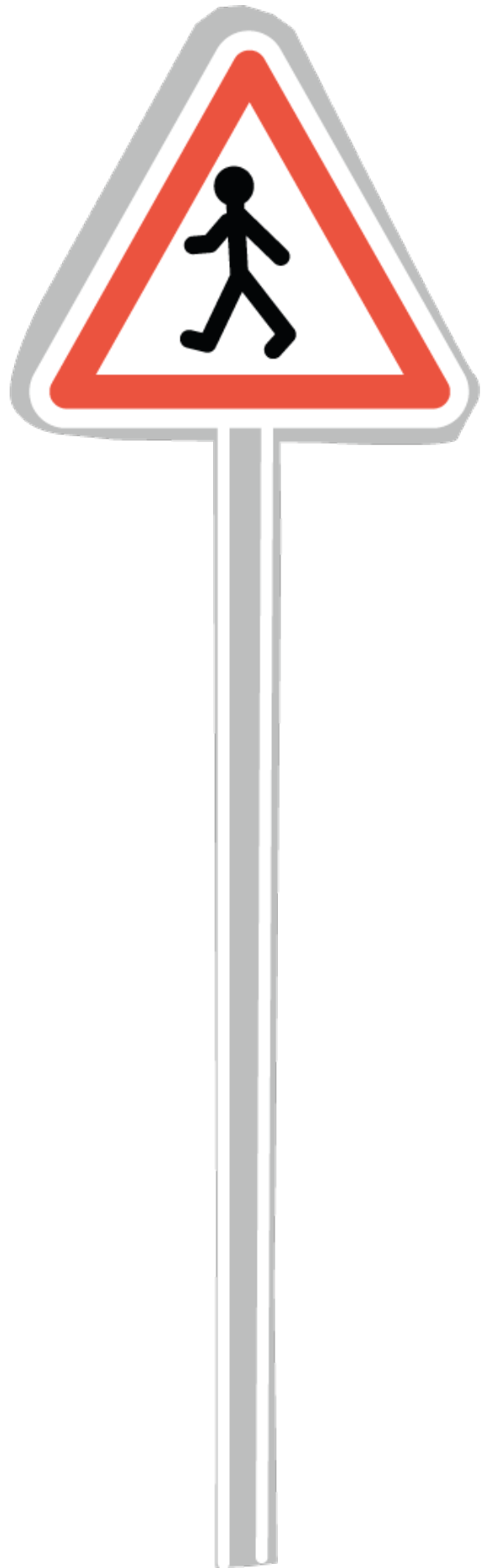
Currently, only 1% of all trips in Scotland are made by bike and 23% are made on foot. The car is by far the most dominant mode of transport (64% of all trips), despite the fact that majority of people in Scotland either do not drive or have access to a car, and half of all journeys undertaken in Scotland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

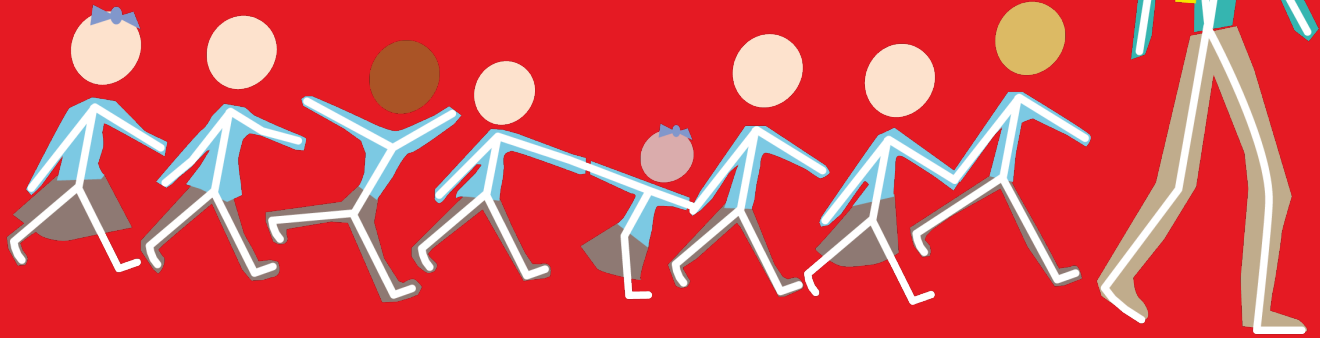
We are making the case for a significant change in the priority given to both walking and cycling in Scotland – and we set out what needs to be done now to enable a dramatic, but cost-effective shift to be achieved.

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# 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**

# ACTION PLAN

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

# CONCLUSION

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.

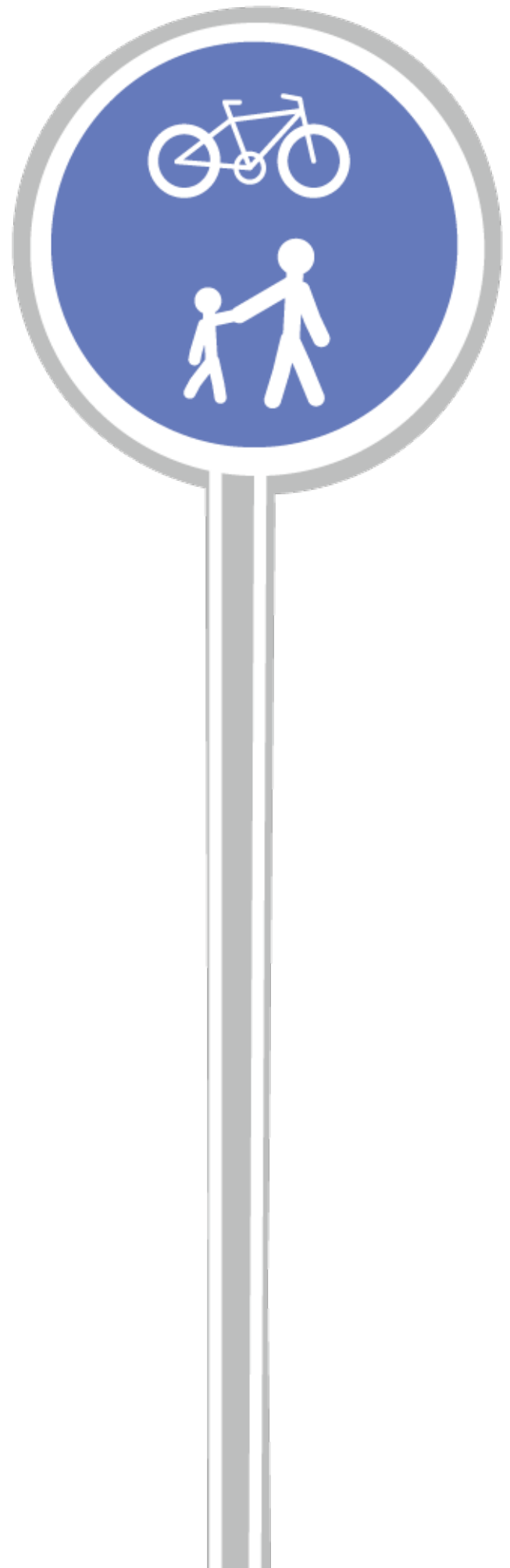
There are also a small but growing number of examples of good local practice developing in Scotland, which can inform the wider promotion of active travel.

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.**



# Cycling Scotland

## LIVING STREETS

PUTTING PEOPLE FIRST

**paths**  
for **all** A HAPPIER, HEALTHIER,  
GREENER, MORE ACTIVE  
SCOTLAND

**sustrans**  
JOIN THE MOVEMENT

**transform**  
scotland

