



The Scottish Parliament
Pàrlamaid na h-Alba

TRANSPORT, INFRASTRUCTURE AND CLIMATE CHANGE COMMITTEE

AGENDA

27th Meeting, 2009 (Session 3)

Tuesday 1 December 2009

The Committee will meet at 2.00 pm in Committee Room 2.

1. **Inquiry into active travel:** The Committee will take evidence from—

Paul Tetlaw, Chair, Transform Scotland;

John Lauder, National Director for Scotland, Sustrans;

and then from—

Keith Irving, Manager, Living Streets Scotland;

Ian Findlay, Chief Officer, Paths for All;

Chris Thompson, Travel Co-ordinator, Moray Council;

Elaine Sheerin, South East Walking Programme Co-ordinator, Gorbals Healthy Living Network.

Steve Farrell
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Room T3.40

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The papers for this meeting are as follows—

Agenda item 1

Private paper

TIC/S3/09/27/1 (P)

Written evidence from Transform Scotland and Sustrans,
Living Streets Scotland and Paths for All

[TIC/S3/09/27/2](#)

WRITTEN EVIDENCE FROM TRANSFORM SCOTLAND AND SUSTRANS, LIVING STREETS SCOTLAND AND PATHS FOR ALL

WRITTEN EVIDENCE FROM TRANSFORM SCOTLAND AND SUSTRANS

Our vision for active travel in Scotland

We want to see a national strategic programme of investment in the most sustainable forms of transport – walking and cycling – so that they can play a full part in steering transport on to a more sustainable course.

These ‘active travel’ modes have the potential to make a major contribution to meeting targets for congestion alleviation, public health, social justice and the environment, as well as contributing to the Government’s goal of ‘sustainable economic growth’ (see Appendix 1 for some of the key ‘benefits’ of active travel).

In particular, walking and cycling can make a major contribution towards tackling Scotland’s obesity crisis. The Danes and the Dutch have cycle journey shares of 20-25%, which puts Scotland’s 1% to shame¹ – and it is surely not accidental that these countries also have obesity levels which are less than half of Scotland’s.² Matching conditions in the best countries in continental Europe would save the Scottish economy up to £2 billion a year in health care costs. It would turn our towns and cities into pleasant, enjoyable spaces to spend time – and money – in, and enable rural populations to travel between communities more easily. It would benefit those in deprived areas the most, but would also boost tourism, cut congestion and improve quality of life for the whole country. Our natural environment would also benefit hugely, while a shift from individualised motorised transport towards more active travel would play a major role in reducing our climate change emissions and oil dependency.

We welcome the Scottish Government’s aspirations for active travel³ – but this is not as yet being backed up with the levels of financial support necessary to achieve the Government’s ambitions.⁴ The high rates of cycling observed in comparator countries such as the Netherlands and Denmark did not occur by aspiration alone: they came about because of sustained investment programmes over many years.⁵ With around 99% of Scotland’s transport budget devoted to motorised transport, it is not surprising that rates of walking and cycling remain so stubbornly low. We believe it imperative that action be taken to correct this misallocation of scarce public resources.

Constraints on increases in active travel

Why is it that even with a vast set of policies supportive of active travel,⁶ and widespread recognition of the benefits that would result from a shift to these modes, that the modal share of cycling remains at

¹ Scottish Government (2009): Scottish Household Survey: Travel Diary 2007/2008 – <<http://www.scotland.gov.uk/Resource/Doc/933/0087945.pdf>> reports cycling modal share as 1.0% in 2008 (see p.16, Table 1). However, walking remains the second most common mode of transport, with a 22% modal share.

² ScotPHO (2007) Obesity in Scotland: An epidemiology briefing <<http://www.scotpho.org.uk/nmsruntime/saveasdialog.asp?IID=4048&SID=3489>> reports Scottish adult obesity as 25.5%. Bassett et al. (2008) Walking, Cycling, and Obesity Rates in Europe, North America, and Australia <<http://policy.rutgers.edu/faculty/pucher/JPAH08.pdf>> reports obesity levels in Denmark and The Netherlands as 12.2% and 8.1% respectively.

³ We note in particular the introduction to the Cycling Action Plan for Scotland consultation, the transport minister Stewart Stevenson MSP sets out the aspiration that “[b]y 2020, 10% of all journeys taken in Scotland will be by bike.” – Scottish Government (2009): Cycling Action Plan for Scotland consultation – <<http://www.scotland.gov.uk/Resource/Doc/273788/0081826.pdf>>.

⁴ We note the November 2008 report of the TICC Committee to the Finance Committee on the Scottish Government’s Draft Budget 2009-10. The TICC Committee recommended that there was a “strong case” for additional funding for walking and cycling measures. See <<http://www.scottish.parliament.uk/s3/committees/finance/reports-08/fir08-07-vol1.htm>>.

⁵ See, for example, <<http://www.policy.rutgers.edu/faculty/pucher/irresistible.pdf>>.

⁶ Scottish Government (2003): Let’s make Scotland more active: a strategy for physical activity – <<http://www.scotland.gov.uk/Publications/2003/02/16324/17895>>; Scottish Government (2007): Better Health, Better Care: Action Plan – <<http://www.scotland.gov.uk/Publications/2007/12/11103453/0>>; Scottish Government (2006):

1% and 28% of trips less than 2km – many of which would be walkable – are still being driven?⁷ We believe that three factors combine to stop existing policy from becoming practice.

Funding

Designated funding for active travel in Scotland is currently less than 1% of the Scottish Government's transport budget.⁸ Most of the transport budget is allocated towards motorised transport on long linear journeys (a minority of trips) rather than short and local journeys (the majority of all transport trips).⁹ Such spending encourages the perception that transport planning and infrastructure development should be focused principally on travelling far, fast and often.

The Scottish Government's own policies place walking and cycling at the top of the transport hierarchy.¹⁰ However, current investment levels lead us to believe that this hierarchy is not taken seriously by government when decisions are taken regarding the distribution of transport expenditure. Focusing investments on motorised transport often inadvertently worsens conditions for walking and cycling. By shifting investment and practice from motorised-focused transport to active travel, Scotland can make a significant contribution towards better public health and also save billions of pounds in future health care costs.¹¹

Targeting

Of the 45 National Indicators that influence the content of the Single Outcome Agreements (SOAs) signed between Central Government and Local Authorities, only one is clearly linked to active travel¹² and it does not set any measurable target.

Of the 32 SOAs, 81% have an aim to increase walking and cycling, yet only 53% set a target for such an increase and do not clarify what the process of measuring the observance of the target will be. In addition, 46% of SOAs set a target to reduce childhood obesity but only 40% set a target to increase walking and cycling to school.¹³ Again, both targets have no clear assessment process.

Without meaningful targets and assessment, all the Government's policies reinforcing the need to prioritise active travel are rendered 'advice' rather than imperatives. Without targets to work towards and without a methodology to assess performance, local authorities can relegate active travel an 'optional extra' rather than a central strand of their work.

Planning

Travelling actively is made easier and relevant where paths, lanes and other facilities are well planned and connected; roads and crossings are safe and convenient for pedestrians and cyclists; street furniture such as benches, planters and shelters provide a pleasant and inviting environment for

Scotland's National Transport Strategy – <<http://www.scotland.gov.uk/Publications/2006/12/04104414/0>>; Scottish Government (2008): Good Places, Better Health – <<http://www.scotland.gov.uk/Publications/2008/12/11090318/0>>.

⁷ Scottish Government (2009): Scottish Household Survey: Travel Diary 2007/2008 – <<http://www.scotland.gov.uk/Resource/Doc/933/0087945.pdf>>.

⁸ Calculations from Spokes: the Lothian Cycle Campaign, as published in 2009. Spokes' survey has been described by SPICe as "The most comprehensive analysis of funding for Scottish cycling projects from all sources" – SPICe (2009) Cycling in Scotland – <<http://www.scottish.parliament.uk/business/research/briefings-09/SB09-48.pdf>>.

⁹ Scottish Government (2009): Scottish Household Survey: Travel Diary 2007/2008 – <<http://www.scotland.gov.uk/Resource/Doc/933/0087945.pdf>> reports that "[t]he majority of journeys were less than 5 km. In 2007/2008, the average (mean) journey distance was 10 km, compared to a median of only 3 km. This showed that half of all journeys were 3km or less; in fact 40% were less than 2 km. Over half (53%) of all driver journeys were less than 5 km, with 28% less than 2km."

¹⁰ For example, the final version of NPF2 repeatedly calls for the need for modal shift from the private car to the sustainable transport modes – Scottish Government (2009): National Planning Framework 2 – <<http://www.scotland.gov.uk/Resource/Doc/278232/0083591.pdf>>.

¹¹ Transform Scotland Trust (2008), Towards a Healthier Economy – <<http://www.transformscotland.org.uk/GetFile.aspx?ItemId=108>>.

¹² The National Indicator 'Increase the proportion of journeys to work made by public or active transport' (see <<http://www.scotland.gov.uk/About/scotPerforms/indicators/publicTransport>>), while providing a useful measure of modal share for all sustainable transport modes (walking, cycling, public transport), is not informative regarding the share of active travel within that total.

¹³ Reference available from Sustrans Scotland on request.

pedestrians; cycle parking is provided at origins and destinations, and all facilities are integrated into a seamless journey – to school, work, shops and recreation.

NPF2 and SPP17 are the two key policies in Scotland for transport and planning. While both have good things to say on active travel, new infrastructure is regularly planned in an ‘active travel vacuum’, with limited or poor provisions for walking and cycling, and with no regard for how people might travel actively to and from the development. As a consequence, key infrastructure projects, such as the re-opening of the Airdrie to Bathgate railway line, have ignored the potential of people travelling actively to points along the route.¹⁴

Conclusions

Given that two-thirds of all transport trips are less than five miles in length, and 40% less than two miles in length,¹⁵ the active travel modes provide a genuine opportunity for modal shift for large numbers of short car journeys.

However, without meaningful targets and in the absence of leadership from the central government, local authorities will continue to place active travel at the margins of their strategies.

A planning system that only plans to transport people through resource-depleting modes will not address the rising carbon emissions from the transport sector, and will not contribute to meeting the targets set out in the Climate Change (Scotland) Act.

If Scotland is to deliver the policies to reduce carbon emissions, improve public health and change the quality of life of its citizens, it has to recognise that active travel has a vital contribution to make.

Dedicating 99% of the transport budget to resource-depleting, inactive modes compromises our ability to combat climate change, improve public health, and deliver sustainable economic growth.

Key Recommendations

Funding

During the course of the next Scottish Government spending review (for the period 2011-2014), there should be a programmed increase in the funds made available to the Government’s Sustainable Transport Team, so that by the end of that spending review period 10% of the total transport budget is devoted to active travel. This recommendation is in accordance with the recommendation of the Association of Directors of Public Health in their document Take Action on Active Travel,¹⁶ to which both of our organisations are signatories.

As part of the above, funding should allow the retention of the ring-fenced Cycling, Walking and Safer Streets (CWSS) budget (with its application better controlled by the STT), and the reintroduction of ring-fenced funding for School Travel Coordinators.

Targeting

Set higher and more measurable targets for greater modal shifts towards walking and cycling as part of SOAs, policies and travel planning initiatives at all of Scotland’s institutions.

¹⁴ 35% of the population of West Lothian lives within three miles of the line, yet no traffic-free paths, shared footways or segregated highways are planned.

¹⁵ Scottish Executive (2007) Travel by Scottish Residents: some National Travel Survey results for 2004/2005 and earlier years – <<http://www.scotland.gov.uk/Publications/2007/01/12092407/10>>.

¹⁶ Association of Directors of Public Health (2008): Take Action on Active Travel – <<http://www.adph.org.uk/news.php>>. This report has received the support of over 100 organisations from across the UK, including both of our organisations. Supporters of the report include such groups as the Institute of Highway Engineers, Royal Institute of British Architects, Chartered Institute of Environmental Health, Royal College of Physicians, Sustainable Development Commission and many other prestigious and professional bodies central to public health, environment and transport policy and practice.

Planning

Ensure that transport planning recognises that congestion is not the only important transport cost in urban areas¹⁷ and that land use planning and transport policies focus on equitable access, shorter distances and reductions in the need to travel, particularly for longer distances.¹⁸

Address skills shortages in transport, land use planning and engineering with regards to planning, design and delivery of high quality, cohesive, connective and integrated provisions for walking and cycling.

Make 20mph the default speed limit in urban areas, enforce traffic law to tackle poor driving behaviour towards more vulnerable roadway users, and raise awareness of the needs of cyclists and pedestrians. New developments should ensure that they have good walking, cycling and public transport links and that they have adequate local shops and facilities.

Delivery

Learning lessons from abroad and from within the UK is vital if we are to progress active travel. The single most important lesson from 'continental best practice' cities such as Copenhagen, Malmo, Basel, Freiburg, Groningen, or the successes in the English sustainable transport towns (Worcester, Darlington and Peterborough) is that without political leadership and long-term commitment, that no single policy, or set of policies, can succeed.

Our final recommendation is therefore to create a National Active Travel Plan, which would incorporate all existing policies, forthcoming policies such as CAPS and a national strategy for walking. We recommend that such a plan be produced by the government in 2010 for delivery in the next Spending Review period (2011-2014). The plan should be managed by a National Active Travel Committee chaired by the Minister for Transport, Infrastructure and Climate Change, with its performance observed by the Parliament's TICC Committee.

Such a plan would place active travel at the heart of transport planning, targeting, funding and delivery. Recent reports, such as that from the Institute of Mechanical Engineers recommend that only by adopting a 'war-footing' can climate change targets be met.¹⁹ The above structure would show Scotland to be in the vanguard of planning for a transformation in active travel planning and delivery and assist transport to meet its climate change and public health commitments.

¹⁷ Other major costs related to poor urban transport planning and implementation are related to physical inactivity, noise and air pollution and greenhouse gas emissions. As such these wider costs to society ought to be consistently incorporated in the development and assessment of any transport scheme from start to finish.

¹⁸ This would require greater emphasis on planning regulations and incentives for example for more mixed use/compact developments and in-fill developments (and greater disincentives for schemes that do not incorporate such plans). A vibrant and sustainable economy relies on access to jobs and services, so encouraging planning that provides for shorter distances and better access for everybody without the need to own and operate a car is vital for sustainable economic growth.

¹⁹ Institute of Mechanical Engineers (2009): Climate Change: have we lost the battle? – <http://www.imeche.org/media/press/MAGpressrelease>.

Appendix 1: Summary of the benefits of an increase in active travel

There is a vast literature on the benefits of active travel, so this overview will be necessarily brief.

i. Health

- 1i. The Scottish population's physical activity levels are very low, with 67% of women, 59% of men, 26% of boys and 37% of girls not active enough to benefit their health.²⁰ It is recognised that an inactive lifestyle has serious health effects, both in terms of disease and disability, and for mental health. A recent report from the British Heart Foundation found that 72% of parents estimate that their children are taking the recommended 60 minutes of activity a day, whilst in reality only 13% of children do.²¹ The easiest way to take exercise is as part of the daily routine, yet just half of Scotland's children walk to school and only 1% cycle. The Association of Directors of Public Health in its report Take Action on Active Travel clearly set out how more active lifestyles would bring huge benefits.²²
- 1ii. The Foresight report Tackling Obesities – Future Choices²³ estimates that if nothing is done to tackle obesity, it could cost the economy £5 billion by 2050. The Transform Scotland Trust report Towards a Healthier Economy²⁴ used a World Health Organisation methodology to analyse the impact of a shift to continental European levels of cycling in terms of health care costs avoided: it found that a 13% modal shift to cycling would result in an annual benefit of £1-2 billion to the Scottish economy.
- 1iii. In 2008, the National Institute for Health and Clinical Excellence (NICE), issued the first national, evidence-based recommendations on how to improve the physical environment to encourage physical activity. Among its seven key recommendations the guidance states:²⁵

“Ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads. (This includes people whose mobility is impaired.) Use one or more of the following methods:

- re-allocate road space to support physically active modes of transport (as an example, this could be achieved by widening pavements and introducing cycle lanes)
- restrict motor vehicle access (for example, by closing or narrowing roads to reduce capacity)
- introduce road-user charging schemes
- introduce traffic-calming schemes to restrict vehicle speeds (using signage and changes to highway design)
- create safe routes to schools (for example, by using traffic-calming measures near schools and by creating or improving walking and cycle routes to schools).”

This further clearly demonstrates the need to properly evaluate transport's impact on the public's health. Scotland's equivalent of NICE, SIGN, has adopted the NICE guidance recommendations.

ii. Economy

- 2i. The Eddington Transport Study, a major UK Government-funded study into links between transport and the economy, concluded that “Some of the best projects are small scale, such as walking and cycling schemes”.²⁶

²⁰ Scottish Government National Physical Activity Strategy website - <http://www.scotland.gov.uk/Topics/Health/health/Introduction>. Accessed on 23/11/09.

²¹ British Heart Foundation Scotland (2009): Couch Kids – http://www.bhf.org.uk/publications/view_publication.aspx?ps=1001087.

²² Association of Directors of Public Health (2008): Take Action on Active Travel – <http://www.adph.org.uk/news.php>.

²³ Foresight Programme (2007): Tackling Obesities: Future Choices – <http://www.foresight.gov.uk/OurWork/ActiveProjects/Obesity/Obesity.asp>.

²⁴ Transform Scotland Trust (2008): Towards a Healthier Economy – <http://www.transformscotland.org.uk/GetFile.aspx?ItemId=108>.

²⁵ National Institute for Health and Clinical Excellence (2008): Physical activity and the environment – <http://guidance.nice.org.uk/PH8/Guidance/pdf/English>.

²⁶ HMSO (2006): The Eddington Transport Study – <http://www.dft.gov.uk/adbopdf/187604/206711/executivesummary.pdf>.

- 2ii. More specifically, analyses by Sustrans, carried out in conjunction with The University of Leeds, found that Benefit-Cost Ratios (BCRs) for walking and cycling schemes can be very high (results were found in the range 15:1 to 33:1).²⁷ Active travel also plays a significant role in 'Smarter Choices' interventions (in particular school travel plans, workplace travel plans and personalised travel planning).²⁸ Programmes of Smarter Choices have been found to be effective in reducing congestion, with BCRs of 10:1 or higher.²⁹
- 2iii. Improving local walking and cycling facilities will also benefit tourism. According to the Cycling Action Plan for Scotland, mountain biking alone contributed £65m in 2007, and walking is a key activity undertaken by 49% of visitors to Scotland.³⁰ Scottish Natural Heritage estimates that visits to the outdoors by Scottish residents in 2007 contributed £3.1 billion to the economy.³¹
- 2iv. Social justice
- 2.4i. There are also social justice concerns with regard to the allocation of funding. Active travel investment would be of specific benefit to those who do not have access to a car.
- 2.4ii. The Scottish Household Survey 2007 shows the inequalities relating to car ownership across Scotland,³² despite the fact that our settlements and services seem increasingly to be designed around the car. For example, 30% of Scottish households do not have access to a car and this rises to 57% of the most deprived households. Only 28% of journeys among low income households are made by car versus 65% of journeys in high income households. People living on low incomes spend a disproportionate amount of their income funding their car use.³³ And while just 24% of men do not have a driver's licence, 40% of women do not.
- 2.4iii. Lower income households tend also to suffer more from the impacts of traffic. For example, children in the lowest socio-economic groups are four times more likely to be killed as pedestrians than children in the highest socio-economic groups. Therefore, investment in active travel will tend to help the most disadvantaged groups as well as those suffering the highest health inequalities.
- 2v. Environment
- 2.5i. The transport sector is the fastest growing contributor to climate change emissions; it currently accounts for at least 24.4% of all CO₂ emissions in Scotland, and most of this comes from road users. The emission reduction targets in the Climate Change (Scotland) Act 2009 are laudable, but they will not be met unless emissions from transport are tackled. A cost-effective way to do this would be to focus on those shorter journeys where walking or cycling provide a real alternative to the car. For example, according to the Cycling Action Plan for Scotland, in 2004/05, cars were used for 23% of all journeys under a mile and 57% of all journeys between 1-2 miles.
- 2.5ii. The recent Scottish Government Social Research paper Mitigating Transport's Climate Change Impact in Scotland demonstrated that active travel investment (including that within Smarter Choices measures) provided some of the best value in terms of carbon abatement.³⁴

²⁷ Sustrans website – <<http://www.sustrans.org.uk/resources/research-and-monitoring/economic-appraisal-of-cycling-and-walking-schemes>>. Accessed on 23/11/09.

²⁸ The Smarter Choices measures have been defined by the DfT as: (i) workplace travel plans, (ii) school travel plans, (iii) personalised travel plans, (iv) public transport information, (v) travel awareness campaigns, (vi) car clubs, (vii) car sharing schemes, (viii) teleworking, (ix) teleconferencing, and (x) home shopping. See Transform Scotland Trust (2009) Smarter Ways Forward – <<http://www.transformscotland.org.uk/smarter-ways-forward.aspx>>.

²⁹ Cairns, Sloman, Newson, Anable, Kirkbride & Goodwin (2004) Smarter Choices – Changing the Way We Travel: the final report of the research project 'The influence of soft factor interventions on travel demand' – <<http://www.dft.gov.uk/pgr/sustainable/smarterchoices/ctwwt/>>.

³⁰ Visit Scotland (2008): Tourism in Scotland 2007 – <http://www.visitscotland.org/tourism_in_scotland_2007-2.pdf>.

³¹ Scottish Natural Heritage (2009): Scottish Recreation Survey 2007 – <http://www.snh.org.uk/pdfs/publications/commissioned_reports/321.pdf>.

³² Scottish Government (2009): Scottish Household Survey 2007-8 – <<http://www.scotland.gov.uk/Resource/Doc/283301/0085783.pdf>>.

³³ Sustrans Cymru (2008): Transport and social justice – <http://www.sustrans.org.uk/assets/files/Info%20sheets/FF46_info%20sheet.pdf>.

³⁴ Atkins & The University of Aberdeen (2009): Mitigating Transport's Climate Change Impact in Scotland: Assessment of Policy Options – <<http://www.scotland.gov.uk/Resource/Doc/282791/0085548.pdf>>.

- 2.5iii. However, the Government's road-building programme seriously undermines its environmental credentials in as much as these projects generate large new volumes of climate change emissions.³⁵ It is a sobering thought that the cost of the proposed Second Forth Road Bridge alone (£2,300 million) would pay for over a hundred years of active travel investment at current levels (£20 million per annum).
- 2vi. Quality of life
- 2.6i. Better walking and cycling provision also makes a huge contribution to the quality of life of everyone in Scotland, in terms of improved public space, safer communities and reduced levels of air and noise pollution.
- 2.6ii. Countries such as Denmark, the Netherlands and Germany have the kind of active travel behaviour which the Scottish Government should hope to emulate. With cycling as the main mode of transport for a large proportion of their populations, significant health benefits have ensued. But this situation did not come about by chance. Instead, sustained investment in walking and cycling over many years has established safe off-road and on-road cycling routes and pedestrianised areas which provide a real choice for people to use active travel modes.

³⁵ Scottish Government (2009): Carbon Account for Transport – <http://www.scotland.gov.uk/Publications/2009/08/27143705/0>.

WRITTEN EVIDENCE FROM LIVING STREETS SCOTLAND

Summary

With an aging, more obese population, it is essential we ensure that physical activity is incorporated into everyday lives. Walking³⁶ and cycling are a key part of the solution to challenges ranging from obesity to climate change to social isolation. Walking is a vital transport mode: one in four journeys that we make are on foot, it is the most inclusive form of transport and the most common travel mode for under 20s and over 80s. In towns across Scotland, walking is the natural choice for getting around. For example, in Langholm 47% of people walk to work while in Kyle of Lochalsh, it's 41%. However in Gartcosh, less than 3% of people walk to work.

As well as highlighting our key points and asks in **bold** below, Living Streets Scotland believes there are three key priorities for boosting active travel:

Leadership and long-term vision to make walking the natural choice for short journeys of up to 2-3 km, especially for walking to school journeys, with a properly resourced national and local government walking action plan.

20mph speed limit on streets where we live, work and play

Street design has favoured traffic capacity and movement for too long. Instead, we must focus on creating better places and giving people more power over use and management of their streets.

Question 1. What more can be done to encourage people to change their travelling habits and walk and cycle more?

Currently, 53% of all driver journeys were less than 5 km- an easy cycling distance and 28% less than 2 km- an easily walkable distance.³⁷ There is a great deal of potential for increased walking and cycling levels. We would highlight three key areas to encourage a change in travel habits:

Leadership and long-term vision

There needs to be national vision and both national and local leadership to make walking the natural choice for short journeys. There are three key arguments for taking a strategic approach:

Walking is the second most common mode of journey: a quarter of all journeys are made on foot

Wales, England and New Zealand, for example, have national walking/cycling action plans

Every transport mode in Scotland, except walking, now has an action plan/strategy in place or nearing completion.³⁸

We believe that the Scottish Government should take a strategic approach to walking, including **development of specific national targets for journeys to school, work and overall walking levels. Local Government should also be setting ambitious targets for their areas.** A properly resourced Cycling Action Plan for Scotland is important for boosting cycling but an action plan to walking is also essential, either alongside CAPS or incorporated into a comprehensive Walking and Cycling Action Plan for Scotland.

Creating walkable neighbourhoods

People will walk more when it is the most logical travel choice to reach their destination and will prefer to walk when other people are around. It is essential for all new developments to create walkable neighbourhoods which will be healthier environments for us all:

High density (provides sufficient people to support local shops, services and public transport)

Mixed land use, ensuring people will be outside walking throughout the day

High connectivity - easy walking & cycling routes and well maintained pavements between key destinations, not cul de sacs which increase the distance to required to travel

Design speed of 20mph or lower to keep traffic speeds low

Daily needs within walking distance of most residents (within 10 minutes walk or around 800m)

To achieve this, **strict enforcement of the requirements of the forthcoming *Designing Streets* will be required, the principles must be made applicable to re-design of existing streets/ neighbourhoods and an implementation taskforce should be established to monitor impacts.** Craigmillar, Edinburgh and Muirton, Perth are two examples of areas where the existing street pattern is being radically altered (and the social outcomes monitored) in the regeneration work to create a more walkable neighbourhood, particularly appropriate in low car ownership areas.

³⁶ References to walking encompass people with mobility impairments and people using wheelchairs or mobility scooters. National Travel Survey figures, which have historically under-reported walking levels

³⁷ Scottish Government; Statistical Bulletin Transport Series Trn / 2009/ 4 9 September 2009

³⁸ The Bus Action Plan, Freight Action Plan, Scotland's Railways, Strategic Transport Projects Review, the draft Cycling Action Plan for Scotland and Low Carbon vehicle consultation

Public demand for slower traffic and better public facilities

In summer 2009, Paths for All and Living Streets Scotland commissioned Scotland's first ever public opinion survey into attitudes to walking. What people said would help encourage them to walk more:

- 66% want better maintenance of paths, streets and public spaces. This figure increased to 81% in the most deprived areas
- 60% want safe places to cross roads
- 65% want easily accessible information about walking and routes to walk
- 69% want more seating and public toilets
- 59% want a 20 mph speed limit, increasing to 66% for people who live in villages

Further investment is therefore needed in the public realm and public facilities to encourage more walking and cycling. It also shows that there are quick wins to be achieved from better use of relatively small resources, maintaining better the infrastructure we already have.³⁹

Another key result of the survey was that, in the 15% most deprived areas, 41% of respondents go to the shops or post office daily, declining to 27% in other areas. People in deprived areas are more dependent on local services and are disproportionately affected by their closure or the creation of car-based out of town shopping

Question 2. Is enough progress being made in developing and delivering improvements in the uptake of walking and cycling?

It is clear that as overall walking levels are falling, not enough progress is being made: between 1995 and 2006 the average number of walking trips per person fell by 18%, from 301 to 248 per year. Improvements are essential in two key areas:

Walk to school

The welcome investment in school travel and introducing 20mph zones around most schools has not led to a national increase in walking/cycling to school but is undoubtedly slowing the decline. Half of all journeys to school were made by walking or cycling in 2008 (down from 55 per cent in 1999).⁴⁰ However some authorities and towns have achieved fantastic results through sustained effort by staff, teachers, parents and, of course, pupils. Key steps are a **more comprehensive approach to 20mph- see below- and extended support for schemes such as the walk to school campaign, WoW and safer routes to school** which are attempting to reverse this trend. **Walking/cycling to school must be seen as equally important as P.E. in enabling children to be physically active.**

Road Safety

Reductions in road casualty levels over the past 15 years are welcome but the UK has a **poor record for pedestrian casualties**- pedestrians and cyclists are not as safe as the trend suggests:

Deprivation. Children in the lowest socio-economic groups are over four times more likely to be killed as pedestrians than those in the highest socio-economic group.⁴¹

Elderly. More pedestrians over 70 are killed on the roads than any other age-group. Given that the proportion of the population aged 75+ is projected to increase from 7% to 13% by 2018 to over 700,000 people and that an estimated 30% of people over 65, living independently, fall each year, this has major implications for how we design and manage our streets.⁴²

Pedestrian/cyclist injuries under-reported. The latest DfT figures suggest minor and serious injuries from road accidents are under-reported by 150% to 300% by official police 'STATS19' figures.⁴³ There were a total of 15,591 road casualties in Scotland last year. But the real figure is likely to be significantly higher, especially of pedestrian and cyclist casualties.

³⁹ The data was gathered using the Scottish Opinion Omnibus Survey, involving 1,001 telephone interviews with adults aged 18+ across Scotland, with results broken down by region, type of area (city centre, town, village, rural) and level of deprivation

⁴⁰ Household Transport in 2008 - A National Statistics Publication for Scotland

⁴¹ House of Commons Transport Select Committee; Ending the Scandal of Complacency: Road Safety beyond 2010; October 2008

⁴² (As a proportion of the population) Scottish Road Casualty Statistics 2007

⁴³ Reported Road Casualties Great Britain: 2008 - Annual Report From 2007, National Travel Survey (NTS) estimates suggests that the total number of GB road casualties is 680,000- 920,000 This is more than three times the number of casualties that are recorded in STATS19

Question 3. If not, what are the barriers to progress? (for example, lack of policy development, lack of political leadership, lack of funding/investment, the lack of prominence given to active travel in transport policy development, project planning and construction etc.)

A key barrier to progress is that walking and cycling are not treated as serious transport modes by sufficient numbers of decision makers, professional officers and organisations. Bearing this in mind, we would identify four key barriers for the committee to consider:

Resources do not match rhetoric

Spend on active travel in the Scottish Government budget is less than 1%. We believe the **Scottish and local Governments should deliver the aspiration in Take Action on Active Travel to commit 10% of transport budgets to walking and cycling**. This document has over 100 signatories, ranging from British Heart Foundation to the Institute of Highway Incorporated Engineers.⁴⁴

Road behaviour and civil liability

The civil liability framework contributes to the perception that pedestrians and cyclists don't belong on our roads. As it stands, motor vehicle drivers are presumed not liable for damages in the event of a collision with a pedestrian or cyclist. Elsewhere in Europe, the burden of proof falls upon the driver to demonstrate that they were not at fault in such collisions. By establishing an element of fairness in civil liability, we can move towards a culture wherein people take their responsibilities to other road users more seriously when driving. **The Scottish Government should formally identify whether this liability framework is reserved to Westminster. If so to seek the establishment of a working group involving all relevant stakeholders across the UK to develop formal proposals.**

Organisational Culture

Many policies are in place to promote active travel but this does not mean that all councillors, council officers, civil servants and others are going to implement them correctly. This month's Department for Transport major report 'The Future of Urban Transport' identified that **professional silo thinking, lack of leadership and lack of skills** were the key barriers preventing an increase in active travel in urban areas.⁴⁵

Individual attitudes to physical activity

In the recent Living Streets Scotland and Paths for All survey, 35% of respondents lived within 30 minutes walk of their work but only 11% walked there on a daily basis. Rather than driving to the gym or countryside, physical activity should be seen as something to fit in as part of your day, for example walking to school or work.

Question 4. Why do walking and cycling policies set out in national, regional and local transport plans not result in a greater modal share for walking and cycling?

It bears repeating that despite a decline in walking levels, a quarter of journeys in Scotland are still made on foot while virtually every journey involves a walk at some stage: it still is the second most common mode of transport. It's therefore essential to stress a distinction between walking and cycling:

Pedestrians and cyclists have both been marginalised by motor traffic and there is a great deal of common ground between the aims of pedestrians and cyclists, including: slower traffic speeds, lowering traffic volumes, civil liability (see above), reallocation of road space, advanced stop lines and guardrail removal.

However they remain two very different modes: cycling is a realistic option for longer distances and some of us are regular cyclists, most of us are or can be occasional leisure cyclists but all of us are pedestrians. As a recent TfL report said: "**walking is an obvious area to prioritise in terms of achieving maximum impact for input**"⁴⁶

Nonetheless, walking and cycling modal shares have been similarly negatively affected in two areas:

Design of communities

Low density development, separation not integration of land uses and prioritisation of traffic capacity and movement have all increased the distance people have to travel, making private car more likely choice. Over the past 20 years, the average distance travelled has increased by 40% to 7400 miles per person per year.⁴⁷

It will take generations for revised policy to fully undo the damage.

⁴⁴ http://www.adph.org.uk/downloads/policies/Take_action_on_active_travel.pdf

⁴⁵ The Future of Urban Transport; Department for Transport, November 2009

⁴⁶ <http://www.tfl.gov.uk/assets/downloads/businessandpartners/attitudes-to-cycling-2008-research-report.pdf>

⁴⁷ National Travel Survey 1985/86 and 2005/06

Lack of policy commitment

There are many well intentioned policies that are not strong enough or poorly implemented:

National maximum parking standards were introduced in 2003 to help encourage active travel. However, the draft Scottish Planning Policy has proposed removing them, despite the fact that the Strategic Environmental Assessment suggests this may reduce active travel levels.

Engineering standards for road design are frequently used from the Design Manual for Roads and Bridges. **This should only be used on trunk roads (as it prioritises traffic capacity and movement) rather than addressing the complex interaction of pedestrians/cyclists and motorists** in our urban areas.

In this context, policy or guidance which 'encourages' or 'promotes' active travel is proven to be ineffective- policy/guidance should **'require' steps to put active travel measures** first, related **guidance may be necessary** to aid implementation or awareness and **resources are essential**.

Question 5. What further action is required by the Scottish Government, local authorities and other bodies to ensure that significant progress is made in the development and implementation of walking and cycling, particularly if transport is to make a greater and more meaningful contribution to the reduction in greenhouse gas emissions?

We would highlight two key policy changes and other action for a number of organisations to take:

20mph- Scottish Government and local government roles

We need to slow traffic in our villages, towns and cities. 20mph should become the norm, copying the recent examples of Portsmouth and Oxford. The key benefits include:

Public opinion surveys repeatedly show fear of traffic is one of the main reasons why parents are reluctant to let their children walk or cycle to school and why people are reluctant to cycle more.

The 30 mph speed limit was introduced in 1934 with just 2 million cars in the UK. Today there are over 28 million. With increased traffic volumes, vehicles are dominant, with a negative impact on levels and attractiveness of walking and cycling. At 20 mph, streets instantly become easier to cross, less noisy, more sociable and easier to walk or cycle in.

In Hull, where a 20mph limit has been introduced to 118 zones over the last 5 years, overall injuries have declined by 60% and child pedestrian injuries have declined by 75%

Walking levels increase in traffic-calmed neighbourhoods, as shown in Glasgow-based research ⁴⁸

In England and Wales, the UK Government is recommending that authorities introduce 20mph zones or limits into residential streets and other areas where pedestrian/cyclist movements are high. The Scottish Road Safety Strategy only encourages local authorities to 'consider' 20 mph speed limits in residential areas in the medium term. We believe the **Scottish Government must clarify its views on 20mph and follow this example as a matter of urgency.** ⁴⁹

In March 2008 Portsmouth implemented a 20 mph limit on almost all residential roads with exceptions for important arterial roads only. The entire cost was a mere £500,000. Prior to this, they had been planning to spend £2 million on ten targeted 20mph zones, over five years. The interim results show that average speed on the 20 mph roads where previously the average speed was above 24 mph had dropped by a massive 7 mph. ⁵⁰ Edinburgh and Glasgow have indicated an interest in following a similar approach but this approach is relevant for settlements of all sizes.

Pavement and dropped kerb parking- Scottish and local government roles

Pavement and dropped kerb parking must be stopped because:

blocking pavements and dropped kerbs affects the freedom of the most vulnerable in society, the elderly, the disabled and mothers with buggies, to move around their neighbourhoods

pavement parking damages the pavement, costing us all money in maintenance and increasing dangers of trips amongst the mobility impaired

railings or bollards to stop this costs us all money and can inhibit people's movement on foot

Parking on the pavement is illegal in London but nowhere else in the UK. Dropped kerb parking is being enforced by local authorities throughout England and Wales but not in Scotland. Living Streets Scotland have therefore called for the following action:

- Local authorities should be **given the right to enforce pavement parking restrictions** throughout their area with a single TRO (with exemptions for specific streets if necessary)

⁴⁸ Morrison, D., Thomson, H. & Petticrew, M, 2004, An evaluation of the health effects of a neighbourhood traffic calming scheme, Journal of Epidemiology and Community Health: <http://jech.bmj.com/cgi/content/abstract/58/10/837>

⁴⁹ Department for Transport road safety consultation "A Safer Way" in April 2009

⁵⁰ Portsmouth interim results- <http://www.dft.gov.uk/pgr/roadsafety/research/rsrr/theme4/interimeval20mphspeedlimits.pdf>

- Local authorities given the right to **enforce dropped kerb parking** without signage being required⁵¹
- The **police should use their existing enforcement powers** against dropped kerb parking.

Transport Scotland aims and values

The national transport agency needs to take its responsibilities on active travel more seriously. For example, the recent consultation on Station Car Parking Policy in Scotland publicly contradicted the National Transport Strategy and attempted to look at access to stations by car in isolation, even though its own figures suggest only “*Around 25% of rail passengers travel to stations by car.*”⁵² The agency’s **vision and aims should be re-written**, in the light of the Climate Change Scotland Act and to explicitly incorporate the three strategic outcomes of the NTS, especially ‘reducing emissions, to tackle the issues of climate change, air quality and health improvement’.

Local authorities- planning and accessibility

The most common reasons for walking are to get to the shops or access public transport: To increase walking and improve accessibility, local authorities need to ensure that local shops are available, including by enforcing **restrictions on out of town development** and **strengthening the focus on reviving town centres** and improving **walking links to the bus and rail networks**, especially for the mobility impaired.

Data collection

In order to accurately measure progress, walking and cycling data should be improved in three areas:

Transport statistics collected for mode share for **5km and 2km journeys**, not just ‘under 10km’.

Single Outcome Agreement indicators include the proportion of journeys to work by sustainable and active transport (also for school). This should be **broken down separately into walking, cycling and public transport** and there also should be a measure of **walking levels generally**.

Scottish Neighbourhood Statistics data is collected for public transport time (in minutes) to a GP, Post Office or shopping facilities. While this data is also collected for walking time, it is not published. This would be a useful additional measure of the accessibility of local services.

Everyone

There is a role for all of us to reclaim our streets- local authorities can and should help with practical community engagement, giving people greater control over the use and management of their streets but we all need to take ownership over our public spaces, not speeding, not throwing litter or letting dogs foul, reporting anti-social behaviour and maintenance issues promptly and choosing walking and cycling wherever possible.

Question 6. What can Scotland learn from good practice/successful implementation in other countries?

Risk and liability

We need a cultural change in our attitude to risk. The approach in Britain does not put the pedestrian first. Guardrails and street clutter proliferate on our streets but any visit to the continent makes it clear that this is attempting to manage risks that other European countries don’t believe exist.

Leadership and vision

There is an automatic assumption in Denmark, Netherlands and other European countries with high modal shares that walking and cycling must be catered for. In general, this cultural assumption doesn’t exist here but must be developed if we are to emulate best practice from elsewhere.

Good practice in London/England

TfL estimate that 25% of their guardrail is routinely ignored and are aiming to remove 60km of guardrail by July 2010. **Scottish local authorities should take any opportunities to follow suit.**

Southwark Council in London successfully turned Walworth Road from a traffic-dominated corridor severing the community into an attractive hub, with wider pavements, narrower carriageways, attractive and well designed street furniture. This has led not to more congestion, but to smoother

⁵¹Such powers could also apply to double parking which blocks emergency vehicle access.

⁵² Transport Scotland Aims and Corporate Values: We will achieve our purpose by: •Ensuring that Scotland’s trunk road and railway systems are managed efficiently, effectively and economically; •Establishing and running national concessionary travel schemes; •Delivering the Scottish Government’s committed programme of enhancements to Scotland’s rail and trunk road infrastructure; •Helping to build Scotland’s National Transport Strategy by advising Ministers on investment priorities for tomorrow’s rail and trunk road networks; •Delivering our business to the highest standards by using public resources efficiently. In delivering these aims, Transport Scotland will: •Strive to become a centre of excellence in transport delivery, both nationally and internationally; •Promote transport integration; •Maintain a clear outward focus on the needs of transport users; •Work in partnership with other transport providers and wider government in our planning and delivery; •Make the most efficient use of public resources, and equip our staff to do the best possible job, in everything we deliver.

journeys for buses and traffic and created a 'boulevard' feel with the removal of guardrail, addition of cycle parking, loading facilities for local shops and improved lighting and tree planting. No collisions were reported in the first year, bus patronage is up and reports from the Metropolitan Police suggest that the amount of crime, including street robberies, has decreased.

English sustainable travel towns like Darlington have seen a large increase in active travel levels. Scottish smarter choices, smarter places towns should be supported and good practice rolled out.

Appendix 1: Living Streets Scotland Active Travel Inquiry Submission

Chart 1 demonstrates the change in travel habits during the 1980s and 90s, shifting towards use of the car, but also that walking trips are no longer declining, nor car trips increasing (Source: Department for Transport, The Future of Urban Transport, November 2009. Walking levels are likely to be under-estimated in this graph, as trips under quarter of a mile were not included in data collection till 2007)

Proportion of trip stages in Great Britain by mode, 1975 to 2006⁴

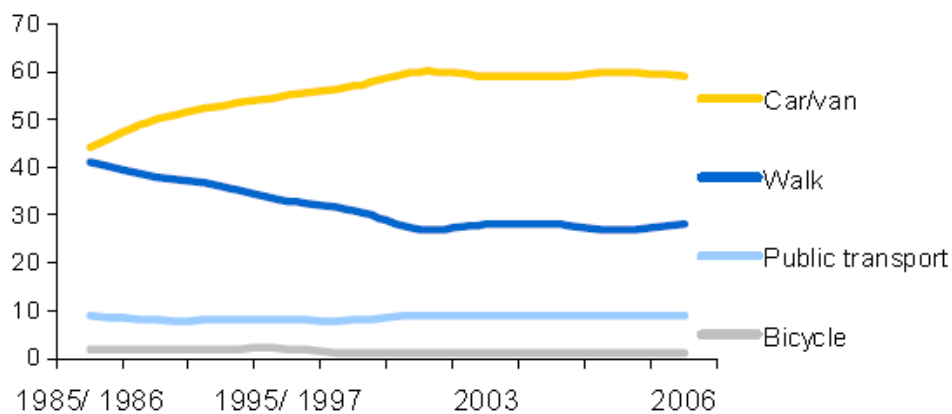
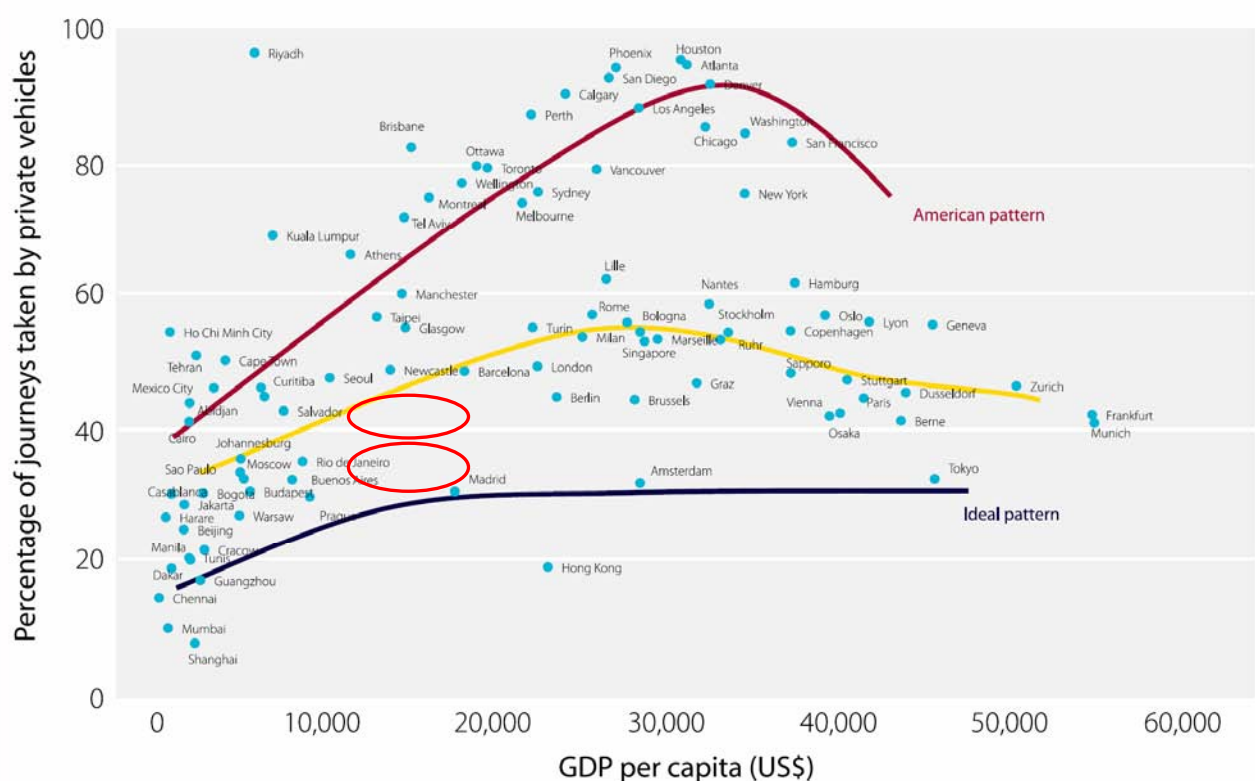


Chart 2 indicates the dependence on private vehicles in Glasgow, Newcastle (both circled) and other cities: the higher the result on the y axis, the greater the dependence on private vehicles. The 'ideal pattern' of development shows cities with high levels of both public and active transport use and high levels of wealth. (Source: Committee on Climate Change, 2009).

Figure B6.19 Use of private and public transport in cities of varying prosperity levels



Source: IEA (2008); International Association of Public Transport (2006).

Chart 3 indicates the projected considerable aging of our population over the next 25 years. The aging population will increase dependence on walking as a mode of transport (it is the most common form of transport for over 80s) and demonstrates the importance of a physically active population to maintain health and enable independent living. (Chart source: GROS, October 2009)

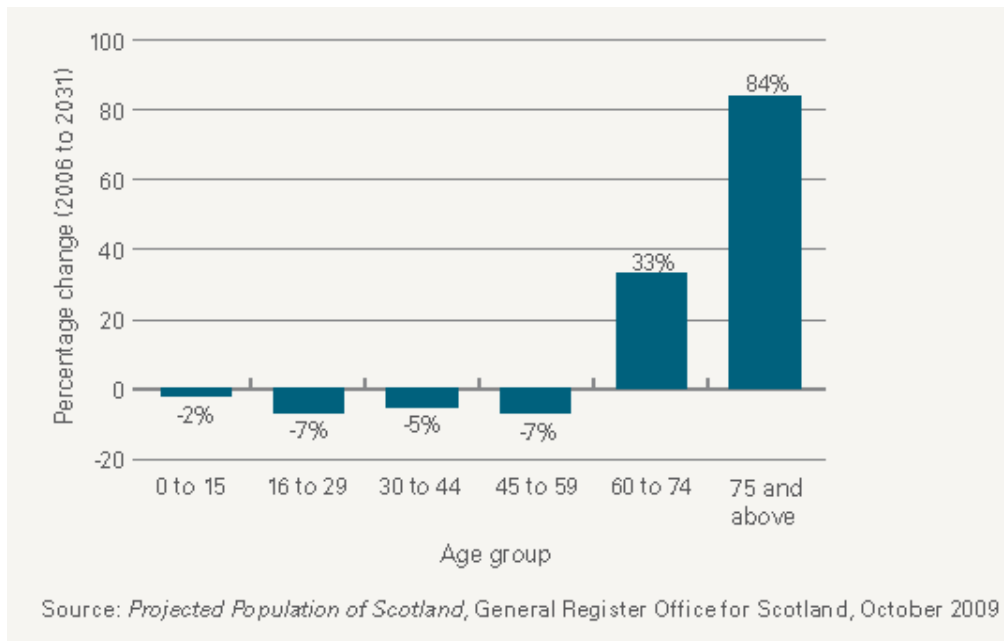


Photo 4 of Amsterdam City Centre demonstrates a number of aspects of active travel culture which may be instructive for Scotland, including: pedestrians, cyclists and motorists sharing space effectively; clean, well maintained street without clutter; no fear of traffic; no guardrail, and a different attitude to risk in cycling without helmets, special clothing or other gear (the carrying of a child in this way is not being recommended). (Photo: Living Streets Scotland, March 2009)



WRITTEN EVIDENCE FROM PATHS FOR ALL

Introduction

Paths for All is the national charity promoting walking for health and the development of multi-use path networks.

Our vision is of a *happier, healthier, greener, more active Scotland*.

We are a partnership organisation working to deliver two strategic outcomes; reducing the proportion of the population who are inactive through the delivery of a national walking programme; and increasing the number, quality, accessibility and multi-use of paths.

Paths for All's written evidence is structured around the following logical flow:

Active travel delivers cross-cutting, significant public benefits (Section 2)

Active travel makes a positive and significant contribution to delivering on a whole range of public policies and national indicators including transport, health and well-being, economy, climate change and the environment and community development.

↓

Adequate, 'fit for purpose' infrastructure is an essential foundation (Section 3)

The provision, management and maintenance of adequate infrastructure that encourages more people to walk and cycle safely, efficiently and enjoyably, and connect easily to other transport modes, is an essential foundation for active travel.

↓

Promotion of society-wide behaviour change (Section 4)

Adequate infrastructure on its own is insufficient. Greater uptake of active travel will require society-wide culture change. Awareness raising, promotion and marketing, education, training and incentives are required to encourage the necessary individual behaviour change.

↓

Robust implementation is required for success. (Section 5)

In general and with the exception of walking, policies and strategies to support active travel are in place. Robust implementation of these policies is now the priority. This will require strong leadership and vision, adequate, long-term investment, co-ordination and partnership working.

To assist the Committee, Paths for All's evidence below is cross referenced to the questions identified by the Committee in its call for views.

Active travel delivers cross-cutting, significant public benefits (Responding to Committee Questions 2 and 4)

Paths for All believes insufficient progress is being made regarding active travel due to inadequate weight being placed on the significant and positive contribution that walking and cycling can make to a whole range of priority public policy agendas and national indicators. This has led to Government, local authorities and other public bodies giving active travel insufficient priority. Below are just some examples of national policies to which active travel makes a substantial contribution:

Transport

- National Transport Strategy

Health & well-being

- Let's Make Scotland More Active: a strategy for physical activity.
- Active Nation – a Games Legacy for Scotland
- Keep Well Programme

Economy

- Government Economic Strategy

Climate change and the environment

- Climate Change (Scotland) Act
- Core Paths Plans under the Land Reform (Scotland) Act 2003 and Openspace Strategies
- National Planning Framework 2 – Central Scotland Green Network

Community

- Equally well (focuses on health inequalities)
- Equality Bill (forthcoming)
- Social Return on Investment (SROI)

The contribution that active travel makes towards the above national policies is already well known and documented in other written submissions (e.g. Cycling Scotland, Living Streets Scotland, Sustrans and Transform Scotland) and is therefore not repeated here. However, 2 points are worth expanding upon:

Government Economic Strategy

Regarding the Government Economic Strategy there is compelling evidence for the links between a physically active work force and a business's performance. For example, physically active employees take 27% less sick days than non-active employees and 'wellness' programmes can increase employee job satisfaction and reduce staff turnover by 10 -25%⁵³.

Social Return on Investment

Recently a SROI impact assessment was carried out for a new pathway in North Lanarkshire called the Green Link, which clearly demonstrates how pathways for active travel deliver a range of social benefits as well as excellent value for money. The assessment established that for every £1 invested in the pathway, £7.63 of social return accrued⁵⁴.

Adequate, 'fit for purpose' infrastructure is an essential foundation (Responding to Committee Questions 1, 3 and 5)

The provision, management and maintenance of adequate infrastructure that encourages more people to walk and cycle safely, efficiently and enjoyably, and connect easily to other transport modes, is an essential foundation for active travel. Without this in place our ability to encourage the behaviour change mentioned in Section 4 below will be seriously compromised.

Resource commitment

Currently active travel accounts for less than 1% of the total transport budget. At a UK level almost 100 NGOs and other organisations, including Paths for All, have signed up to a UK active travel charter – 'Take Action on Active Travel'⁵⁵. The charter calls on decision makers to commit 10% of transport budgets to active travel. In our view such a commitment is essential, would represent a sound investment by Government and would be an excellent recommendation to come out of the Inquiry.

Integration with other transport modes

Ensuring the basic active travel infrastructure is in place and well maintained is an essential foundation. However, to optimise the uptake of active travel and therefore optimise the benefits, good links to other modes of transport in the transport hierarchy, and especially public transport, is also essential. A truly integrated transport system that allows for a seamless transition from one mode to another should be the goal, as set out in the National Transport Strategy.

Promotion of society-wide behaviour change (Responding to Committee Questions 1, 3 and 5)

Adequate infrastructure on its own is insufficient. Greater uptake of active travel will require society-wide culture change. Awareness raising, promotion, marketing, education, training and incentives are required to encourage the necessary individual behaviour change.

Paths for All's walking to health programme experience

Paths for All has considerable experience regarding behaviour change through our walking for health programme, which we believe is directly transferable to encouraging active travel behaviour change. The programme's main activity consists of supporting community and workplace walking schemes throughout Scotland. The target audience for this programme is the most inactive in society - a challenging group to reach and one which is of direct relevance in relation to active travel.

Understanding the motivations of the target audience and targeting interventions appropriately has been key to the success of the programme. In this regard, we have found the 'bottom up', personal approach to be

⁵³ National Institute for Health and Clinical Excellence (NICE) May 2008; Promoting physical activity in the workplace, Business case.

⁵⁴ Greenspace Scotland Oct 2009; Social Return in Investment (SROI) Analysis of the Greenlink, a partnership project managed by the Central Scotland Forest Trust (CSFT).

⁵⁵ Sustrans 2008; Take Action on Active Travel.

most successful. The programme works through local intermediaries, e.g. local walk leaders, family and friends, carrying a message which focusses on social interaction and the opportunity to meet friends, rather than an overt health communication. In other words, it is about 'ordinary' people encouraging behaviour change in other 'ordinary' people through an understanding of motivations at an individual level.

We believe that a similar, 'bottom up', individualised social marketing approach is an essential element of encouraging society-wide behaviour change in relation to active travel.

Public opinion survey on walking

Recently Paths for All and Living Streets Scotland commissioned a public opinion survey and an extensive review of walking. The purpose of the research was to gather information on walking patterns and to identify what would make people walk more. The walking review has been compiled into a 'Walkipedia' and there is a detailed report on the opinion survey – both are available on Paths for All's website or on request⁵⁶.

The public opinion survey data was gathered through 1,001 representative telephone interviews using the Scottish Opinion Omnibus Survey. The key findings relating to why people do not walk more, i.e. the barriers, were as follows:

- 66% want better maintenance of paths, streets and public spaces. This figure increased to 81% in the most deprived areas
- 60% want safe places to cross roads
- 59% want a 20 mph speed limit, increasing to 66% for people who live in villages
- 69% want more seating and public toilets
- Other important factors included more paths with signs. In general, women were more concerned than men with issues relating to safety, such as speed limits, safe places to cross and street lighting.

This research gives important indicators to the barriers relating to people walking more and the interventions required to overcome such barriers. It also highlights many of the interventions as relatively straight forward and inexpensive.

Other research

The Cycling Action Plan for Scotland (CAPS) process explored barriers to people cycling more often. For example, the public consultation process highlighted perceptions of safety as a key barrier, hence corroborating the findings of the public opinion survey mentioned above. Furthermore, Cycling Scotland's National Assessment of Local Authority Cycling Policy carried out in 2005 and 2008 provides useful data at a local authority level. Further details regarding CAPS and the National Assessments are presented in Cycling Scotland's evidence.

Financial incentives and fiscal measures

Financial incentives and fiscal measures also have a roll to play in influencing travel behaviour. Cost greatly influences travel choices. In this regard, it is becoming progressively cheaper to use a car relative to the bus or train (the bus or train usually involves an active travel element at the beginning and end of the journey). For example, in responding to a UK Parliamentary Question, the Transport Minister revealed that the real cost of motoring has declined by 17% between 1979 and 2008. Yet, during the same period, bus and train fares had increased by 55% and 49% respectively⁵⁷. Trends such as this are the opposite of what is required in order to create a modal shift away from the car.

Appropriately targeted fiscal measures can be a powerful mechanism in influencing behaviour. For example, when a differential pricing structure was introduced in the late 1980s to make unleaded petrol cheaper than leaded petrol, the public's fuel purchasing behaviour changed quickly and dramatically.

Therefore, we believe it is essential that government also considers financial incentives and fiscal measures as part of any active travel strategy to ensure they are consistent and supportive of encouraging positive behaviour change.

Enhance accessibility to amenities and services

A change of emphasis is required in the planning and designing of our communities and the means by which we travel within and between them. For decades settlements and transport infrastructure have been

⁵⁶ Paths for All and Living Streets Nov 2009; Walkipedia – a literature review of walking in Scotland; Walking & Public Space - Public Opinion Survey. Available at www.pathsforall.org.uk

⁵⁷ BBC Environment Analyst Roger Harrabin; BBC website 24/07/09.

designed around the motor car, with mobility via the car being the priority. The expansion of 'out of town' retail and office developments are classic examples of this approach. Such an approach, as well as being counter to encouraging active travel, discriminates against those already experiencing most disadvantage and inequalities (the recently published Household Transport in 2008 statistics show that over 60% of those earning up to £10,000 p.a. and over 50% of those earning between £10 – 15,000 p.a. do not have access to a car⁵⁸), and has significant environmental consequences in terms of loss of greenspace and increased 'greenhouse' emissions.

Paths for All advocates fundamental changes to the planning system so that we plan and design our settlements and transport infrastructure to place all local amenities and services close to where people live and work. In other words, change the focus from mobility to accessibility. Such an approach would greatly encourage active travel and hence deliver the range of benefits mentioned above. It would also decrease disadvantage and inequality.

Robust implementation is required for success. (Responding to Committee Questions 1, 2, 3, 4 and 5)

In general and with the exception of walking, policies and strategies to support active travel are in place. Robust implementation of these policies is now the priority. This will require strong leadership and vision, adequate long-term investment, co-ordination and partnership working.

Cycling Action Plan for Scotland (CAPS) process

Paths for All believes the Cycling Action Plan for Scotland (CAPS) process is a good example of the way forward. CAPS demonstrated strong leadership on behalf of the Government, set out a clear vision and targets, brought about co-ordination and partnership working of key stakeholders, engaged the public and concluded with a detailed action plan that clearly allocated roles and responsibilities for delivery. However, one crucial element missing from CAPS was the identification and commitment of adequate funds for implementation. Paths for All recommends that the Scottish Government implements CAPS.

Implementation is a shared responsibility

Paths for All recognises that it is not for government (national and local) alone to show leadership and vision, and to be responsible for implementation. There are many other stakeholders in the public, voluntary and commercial sectors who have an important role to play. Co-ordination and partnership working is, therefore, essential in terms of delivery.

The third sector is able and willing to play a central role. As mentioned above, at a UK level almost 100 NGOs and other organisations, including Paths for All, have signed up to a UK active travel charter – 'Take Action on Active Travel' - which calls on decision makers at all levels to act now to bring about a population-wide shift from sedentary travel to walking and cycling, by:

- Committing 10% of transport budgets to cycling and walking initiatives
- Making a 20 mph speed limit the norm in residential areas
- The creation of a coherent, high quality network of walking and cycling routes that link everyday destinations
- Improved driver training and better enforced traffic laws
- Setting ambitious official targets for increases in walking and cycling

Paths for All strongly endorses these calls on decision makers.

In Scotland, third sector organisations such as Cycling Scotland, Cycle Touring Club (Scotland), Living Streets Scotland, Spokes, Sustrans Scotland, Transform Scotland and Paths for All already work in partnership with government and others to form policy and deliver active travel on the ground. These organisations also work together where appropriate to add value through co-ordination and partnership working, e.g. the annual active travel networking event in May.

A more strategic approach to walking and active travel

Walking as a means of travelling to work is 6.5 times more popular than cycling (13% of adults walked to work in 2008, compared with 2.3% who cycled⁵⁹). Despite this, walking has not benefited from the same level of policy and strategic thinking as cycling (and all other modes of transport). In 2003 a walking strategy

⁵⁸ A National Statistics Publication for Scotland Nov 2009; Statistical Bulletin Household Transport in 2008.

⁵⁹ A National Statistics Publication for Scotland Nov 2009; Statistical Bulletin Household Transport in 2008.

for Scotland consultation document was produced but no strategy came to fruition. Paths for All believes a more strategic approach for walking is essential and suggests that the Government should lead on this process in a similar way to the CAPS process.

Whether a separate walking strategy, or an active travel strategy that would incorporate walking and cycling (and hence include CAPS), is the most appropriate way forward requires debate. It is Paths for All's view that, whilst walking and cycling will at times require different interventions, their development is nevertheless intrinsically linked and therefore an integrated approach is most appropriate.

Experience from other countries (Responding to Committee Question 1)

Paths for All believes Scotland can learn a great deal from other countries such as Denmark, the Netherlands and Belgium, which have achieved much higher levels of modal shift to walking and cycling. In all these countries, a striking feature is that those walking, and in particular cycling, are ordinary people dressed in their everyday clothes going on routine journeys, where they have decided that walking or cycling is the easiest and most efficient means of getting from A to B. The absence of lycra, high visibility clothing and even helmets is very obvious - indeed, many of those cycling would not consider themselves to be cyclists! Paths for All believes this is the challenge for Scotland in terms of encouraging society-wide behaviour change (see Section 4 above).

Closer to home, the six Cycle Demonstration Towns in England are a great example of the way forward as reported in Cycling Scotland's evidence and a recent report from Cycling England⁶⁰.

Build on the good work already happening

Finally, it is important to note that there is already a significant amount of positive activity taking place regarding active travel, such as the Smarter Choices: Smarter Places Projects, activities at local authority level, such as that delivered through School⁶¹ and Active Travel Co-ordinators, walking groups and Access Officers, as well as the activities of the third sector organisations mentioned above. The challenge for the future is to build on and adequately resource these initiatives to bring about the desired society-wide behaviour and culture change to deliver *a happier, healthier, greener, more active Scotland*.

Paths for All
November 2009

⁶⁰ Cycling England Nov 2009; Analysis and synthesis of evidence on the effects of investment in six Cycling Demonstration Towns.

⁶¹ More information is available at Learning and Teaching Scotland website; Active Travel section: www.ltscotland.org.uk