



# Travel Choices for Scotland The Scottish Integrated Transport White Paper

Presented to Parliament  
by the Secretary of State for Scotland  
by Command of Her Majesty

July 1998

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published by The Stationery Office

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## Foreword



Transport is critical to our everyday lives. The journeys we make every day, in many different ways, affect our environment, our economy, other people around us and our own quality of life. We all need to start thinking more about how and why we travel. We need to consider changes to enhance and protect our environment, and to eliminate some of the inefficiencies that our travel patterns create.

Our Manifesto for Scotland acknowledged the central role of transport in delivering a wider commitment to sustainable development:

*"A sustainable environment requires above all an effective and integrated transport policy at UK, Scottish and local level that will provide genuine choice to meet people's transport needs. This is what we will establish and develop."*

This White Paper is the framework within which we shall develop a transport system that meets our Manifesto commitment.

Transport policy for Scotland will soon be determined by the Scottish Parliament and the Scottish Executive. The devolution settlement gives the Scottish Executive substantially wider transport powers than The Scottish Office has at present. The Settlement also provides Scottish democratic control over such powers by the Scottish Parliament. This White Paper sets out our plans to give the Scottish Executive a head start in tackling the challenges it will face. It signals a new policy direction, built upon the kind of integrated and sustainable transport policy that we believe the Scottish people wish to see. The Scottish Executive will have a new set of powerful tools to respond to the different transport challenges in the different and diverse communities across Scotland.

There will continue to be a need for a common UK transport policy in key respects. Such integration across the UK will be essential if Scotland is to benefit from linkages into UK transport systems and to overcome the limitations associated with its peripheral geographic position within the European Union. Hence the Scottish White Paper is being published alongside the UK White Paper. The UK White Paper contains new arrangements that will allow the Scottish Executive's voice to be heard

on reserved transport policy matters and sets a framework which supports diversity of approach in Scotland and elsewhere.

Much of the recent debate on transport policy is rightly focused on the issues associated with road building and car use. We have made clear our desire to address excessive and inappropriate car use. We want to see new roads built only where it makes sense to do so; that is after a thorough appraisal of the costs and benefits associated with any proposed scheme and any possible alternative modes which might serve the same route. This White Paper explains our policies to tackle those issues effectively. It also outlines new ideas for funding transport improvements, and for achieving an integrated and sustainable transport system.

However, the responsibility for achieving such a transport system does not, and cannot, rest only with Government. We need to recognise that the transport choices of each of us affect us all, as a society, and as individuals.

Above all, I am clear that transport policy should serve people; and that transport policy for Scotland should serve the people of Scotland. It must provide what they need in a sustainable and integrated way. The combination of our radical proposals on transport and on devolution mean that we shall achieve that.

The Rt Hon Donald Dewar MP  
Secretary of State for Scotland

July 1998



## Scope of the White Paper

This Scottish White Paper is complementary to the UK Integrated Transport White Paper very recently published jointly by the Department of Environment, Transport and the Regions (DETR), The Scottish Office, the Welsh Office and the Department of the Environment (Northern Ireland).

## Summary

- We believe that integrated transport is about integration within and between different modes of transport; and also integration of transport and policies for environment, land use planning, education, health and wealth creation - to make a fairer, more inclusive society. (1.3.2.)
- We recognise that Scotland has many distinctive transport challenges, based on its geography, population settlement pattern, peripherality and lower car ownership rates, requiring distinctive solutions. (2.1.11-18)
- We acknowledge that the 'predict and provide' approach to roads building is unaffordable, unsustainable and, ultimately, self-defeating. New road capacity can even generate more usage and add to congestion. (2.2.7.)
- We shall continue to ensure that the Scottish transport network is appropriate to support Scotland's economy, but relentless growth in traffic volumes need not be the inevitable consequence of economic prosperity. (2.2.8.)
- We shall consult later this year on options for the National Transport Forum's future operation. (3.6.4.)
- We shall consult on how to improve and to co-ordinate the planning of transport across the boundaries of individual local authorities (3.6.6., 3.6.8.). We shall assist in the development of informal regional transport partnerships. (3.6.7.)
- We shall invite each local authority to develop a *Local Transport Strategy*. (4.2.3.)
- We shall create a *Scottish Public Transport Fund*, to assist local authorities to provide key value for money developments to their public transport network. (4.2.5.)
- We intend to bring forward enabling legislation to permit Scottish local authorities to introduce local road charging schemes. (4.3.9.)
- We shall ensure that the legislation is sufficiently broad to allow this type of charging on some key parts of the motorway and trunk roads system to help meet the costs of necessary transport developments and improvements.

(4.3.12.) We shall establish a *Trunk Roads Development Budget* to fund technical studies necessary to achieve early and effective implementation of new changing schemes. (4.3.14)

- We intend to introduce legislation, under which local authorities will be able to adopt a scheme to levy charges on workplace parking. (4.3.16.)
- We shall consult further on the details of our proposals for road user charging and workplace parking levy prior to introducing legislation. (4.3.19.)
- We believe that the integrated and sustainable transport policies will improve air quality. (4.4.3)
- We shall encourage greater prominence for transport issues in schools, through the production of high quality teaching materials on sustainable and integrated transport themes. (4.5.1.)
- We shall ensure appropriate Transport Awareness Campaigns for Scotland that will explain the differing environmental impacts of different transport choices. (4.5.2.)
- We shall support the development and introduction of a range of policies giving greater priority to, and support for, walking. (4.6.5.)
- We shall continue to support the development and implementation of the National Cycling Strategy and the Sustrans National Cycle Network. (4.6.8.); and we shall evaluate the effectiveness of Scottish Cycle Challenge projects to disseminate good practice lessons. (4.6.9.)
- We shall encourage local authorities, in drawing up *Local Transport Strategies*, to consider the role that motorcycling can play, taking into account the implications for safety, pollution, noise levels and the efficient use of road space. (4.6.13.)
- We shall bring forward legislation for Scotland to allow bus Quality Partnerships to have a statutory basis. (4.7.5.)
- We shall bring forward enabling legislation to allow local authorities to adopt a system of *Quality Contracts* for bus services where this is in the public interest and improvements are not otherwise deliverable. (4.7.6.)
- We shall establish a GB *Strategic Rail Authority* (4.8.2.), with the Scottish Executive having a major influence over rail services in Scotland. (4.8.3.)
- We shall work with the rail and tourist industries to build on the potential for tourism linked to rural rail services. (4.8.10.)



- We shall work with transport operators and user groups to produce a *Scottish National Public Transport Timetable*. (4.9.1.)
- We shall work with transport operators, local authorities, and user groups to develop better through-ticketing. (4.9.2.)
- We shall also look to improve the quality of public transport interchange facilities, such as bus stations. (4.9.3.)
- We shall seek the continuation and improvement of air services connecting Scotland to the rest of the UK, and to ensure that the development of the UK National Airports Policy reflects those links' importance. (4.11.2.) We shall also shortly be commissioning a Scottish Airports and Air Service Study (4.11.3.)
- We shall consider how airports integrate with the local community and encourage local authorities to take full account of airports when developing *Local Transport Strategies*. We shall encourage the further development of Area Transport Forums to improve links between airports and interested parties locally. (4.11.6.)
- We shall continue to press for improvements in rail and bus connections to airports and ferry terminals. (4.11.7.)
- We shall support the operation and development of airports managed by Highlands and Islands Airports Ltd. (4.11.8.)
- We shall continue support for the operation and development of ferry services operated by CalMac. We shall initiate a new tendering exercise to secure the long term provision of lifeline ferry services from the mainland to Orkney and Shetland. (4.11.10.)
- We shall consider issuing criteria for the selection of sites for camera enforcement at traffic signals. We shall explore better ways of funding speed and red light cameras and their operation. We shall encourage local authorities to pursue opportunities for schemes for the decriminalisation of parking. (4.12.2.)
- We shall publish a new target and strategy for reducing road accident casualties for the period up to 2010. (4.12.4.)
- We shall participate fully in the DETR national review of speed policy. We shall make it easier to introduce 20 mph speed limits. We shall facilitate a number of pilot 20 mph zones in residential areas and monitor their effectiveness. (4.12.5.)

- We shall encourage further work into what would make people feel more secure using public and other transport. We shall also explore how to disseminate best practice in relation to providing safe designs in traffic management for pedestrians and cyclists. We shall also look at personal safety issues associated with car park design. (4.12.7.)
- We shall consult on how our new appraisal framework for strategic road improvements will be applied. (4.13.2.)
- We shall publish consultative draft national planning guidance on Transport and Planning. (4.14.5.)
- We shall encourage employers to produce Green Transport Plans. (4.14.6.)
- We shall develop a process of undertaking a *Transport Policy Compliance Assessment* (TPCA) of all new major policy initiatives or changes. (4.15.1.)
- We shall develop the health promotion aspects of walking and cycling. (4.15.3.)
- We shall work with the NHS authorities to avoid creating car dependence and excessive car use in decisions on the location of NHS facilities. (4.15.4.)
- We shall develop the safer routes to school policy. (4.15.5.)
- We shall also ensure proper co-ordination between our policies on economic development and transport. (4.15.6.)
- We shall consider possible rural transport measures in addition to our existing £4.5 million package. (4.15.7.)
- We shall ensure that our transport policies fit with our priorities in combating social exclusion. We shall explore the scope to ensure that discounted travel is applied more widely to low income and unemployed people. (4.15.8.)
- We shall work with transport operators and local authorities to develop a *Scottish National Concessionary Fares Scheme For Blind People*. (4.15.9.)
- We are committed to improving the opportunities for rail freight. (4.16.4.) We shall bring forward legislation to extend the current Freight Facilities Grant scheme to include coastal and short sea shipping. (4.16.6.)
- We shall ensure that Scotland has access to reliable air freight services to meet the needs of Scottish companies. (4.16.9.)
- We shall discuss with the National Transport Forum targets for measuring progress in achieving the vision set out in this White Paper. (5.1.1.)

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on this site.

# 1. Scotland's Priorities

## 1.1. An Agenda for Change

1.1.1. Transport should serve a society, not shape it. It should reflect the way we wish to live and the environment in which we wish to do so. It should never be seen as an end in itself. The first question in transport policy is to ask what kind of Scotland we want. This is fundamental to defining what integrated transport really means.

1.1.2. Too often, discussions about transport policy and provision of services concentrate on what might be the preferred mode of travel for a particular journey (e.g. car or train), or on what might be the appropriate price to be paid by someone making that journey. We do certainly need to look at these issues, and this White Paper does so later on. However, to get the best transport policy we need first to remember that transport is about serving people's needs, not primarily about vehicles or engineering.

1.1.3. With Scotland on the point of acquiring its first Parliament in nearly 300 years, and with Governments across the world now acknowledging that we are at a key moment in transport policy choices, we have an excellent combination of opportunities. We can ensure that Scotland's transport can develop to serve our people and our country in a better way. This White Paper, in conjunction with the parallel UK publication, will mark a fundamental and radical change in the transport policies that have applied in Scotland for many years. This Government is fully committed to delivering better transport for Scotland.

1.1.4. Our UK consultation document<sup>1</sup> last year envisaged:

- better and integrated planning of transport infrastructure;
- better use of existing transport systems;
- reduced car dependence, especially in towns;
- switching emphasis from roads to other modes of transport;
- addressing poor air quality caused by excessive traffic;
- reducing the impacts of road freight.

1.1.5. Almost all Scottish respondents to that document supported that agenda for

change and offered suggestions as to how to move towards it. We recognise that not everyone will agree on the detail of how to deliver that agenda, but we are confident that the proposals in this White Paper represent the wishes of different interests across Scotland and that they offer a basis for working co-operatively to bring about the changes that our transport system requires.

1.1.6. In seeking to overcome the problems in Scottish transport, we must learn from how and why previous decisions have been taken, how they have been implemented, and the effects that they have had. We shall not shy away from making the necessary tough choices. We shall make a start immediately on our agenda.

1.1.7. Our proposals for Scottish transport are built upon our twin objectives of sustainable transport to ensure we do not compromise our way of living through our choices, and integrated transport to deliver appropriate services of high quality. Our transport policies will work together, and with other policies, in pursuit of a higher quality of life for Scotland through our objectives of:

- a strong economy;
- a clean environment;
- an inclusive society.

## **1.2. Scotland's Parliament**

1.2.1. This White Paper is the beginning of a process. We offer a new radical agenda that will allow us to begin action now. From next year, the Scottish Parliament will have responsibility for many of the vital decisions about exactly how, and when, to implement or vary our proposals. This White Paper provides a strong bridge between current policies, processes and procedures, and the new Parliament. We shall pursue the agenda in this White Paper until the Parliament assumes responsibility. We can then pass it on to the Parliament and Executive as a vital tool kit.

1.2.2. Our devolution plans shift the current division of transport responsibilities and transport opportunities. The aspects of transport for which the Scottish Parliament will have full legislative responsibility are related to those areas where it is appropriate for Scotland to determine its own priorities without compromising the need for consistency at the UK level. They include full legislative competence for the Scottish road network, bus policy and parking controls and a range of significant controls over railway operations in Scotland. These areas are listed in Annex A.

1.2.3. A number of other transport responsibilities, principally related to safety, regulation and international obligations, will continue to be dealt with on a UK-wide basis, as at present. These areas are also listed at Annex A.

## **1.3. Integration and Sustainability**

1.3.1. The concept of an integrated transport system has attracted widespread support across Scotland for some time. Respondents to our 1997 consultation document agreed overwhelmingly that the pursuit of such an integrated system was vital to the economic and social development of Scotland.

1.3.2. We see an integrated transport policy encompassing:

- **integration within and between different modes of transport - so that each contributes its full potential and people and goods can move easily between them;**
- **integration of transport with the environment - so that our transport choices support a better environment;**
- **integration between transport and land-use planning - at the Scotland and local level, so that the two work together to support more sustainable travel choices and reduce the need to travel;**
- **integration of transport and our policies for education, health and wealth creation - to make a fairer, more inclusive society.**

1.3.3. Our integrated transport policy will produce a transport system for Scotland that is efficient, safe, clean and fair. It will provide better transport choices for Scotland's people. It is founded on our commitment to sustainable development. This is an integrated way of thinking about choices. It covers our environment, our economy and our society. It is not just about preserving a static environment; it also recognises the importance of social justice. There is widespread acceptance that current trends in transport are not sustainable. There are serious short- and long-term problems such as the impact on our local air quality, associated with much of our current travel behaviour. Many modes of travel are currently heavily dependent on non-renewable energy resources. These are not sustainable and our integrated transport policy will encourage more sustainable alternatives.

1.3.4. Our overall objectives for sustainable development in Scotland will be set out in the Scottish action plan which will be published in late summer. This will show how activity right across the responsibilities which the Scottish Parliament will assume can be integrated to the benefit of Scotland.

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<sup>1</sup> **"Developing an Integrated Transport Policy: An Invitation to Contribute"; DETR, The Scottish Office, Welsh Office, DoE(Northern Ireland); August 1997.**

## 2. Scotland's Transport Today

### 2.1. Scotland

2.1.1. It is central to the creation of the Scottish Parliament that policy should be more responsive than in the past to Scotland's distinctive circumstances. Nevertheless, much of the analysis in this White Paper is true of many parts of the industrialised world, and certainly other parts of the UK. The problems of rising car use in urban areas, and for inter-urban journeys, figure high in the thinking of Governments across the world. They do in Scotland. In addition, we are also giving high priority to the transport issues affecting Scotland's rural and island communities; and the need to maintain our strong position in the world economy.

2.1.2. The UK White Paper looks at issues which apply across the UK. This Scottish White Paper provides a thorough examination of the transport needs of people in Scotland. It explains how our particular policies will be most appropriately implemented in the particular, diverse circumstances of Scotland.

### **Our common challenges**

2.1.3. Scotland is a thriving, developed European economy. This brings both the benefits and problems common to other similar economies. The growth in Scotland's GDP and the prosperity that many people in Scotland have enjoyed in recent years, have helped ensure the development of the transport network and the freedom to use it to the full, particularly through increased car ownership and car usage, as in many other countries.

2.1.4. Across the UK, we have come to rely on the car, whether we live in rural or urban areas, for all types of journeys. However, the daily lives of many of us are affected by the pollution and congestion that high levels of car use can cause. Road traffic is now the biggest single contributor to urban air pollution. A substantial body of new evidence about the possible links between air pollution and health effects has emerged over the past few years. Traffic can also have adverse effects on the quality of life for many people through noise pollution, dividing communities along busy routes and by direct damage to health from air pollution. These are issues that we must address firmly and immediately.

2.1.5. There is now an increasing awareness across Scotland of the impact on the global environment of too much car usage. For example, road transport is responsible

for about 80% of all transport emissions and is the fastest growing source of UK emissions of carbon dioxide (CO<sub>2</sub>)<sup>2</sup>. It, in turn, is the main contributor to climate change, one of the greatest environmental threats currently facing the world. The UK has a domestic aim of reducing CO<sub>2</sub> emissions by 20% from their 1990 levels by the year 2010; and unless we take appropriate action to reduce car usage, we shall find this difficult to achieve. Further, following the UN agreement at Kyoto in December 1997, the UK is currently negotiating within the EU a target, which will be legally binding, for the reduction of a basket of 6 greenhouse gases, including CO<sub>2</sub>. The precise details of this are still to be determined.

2.1.6. Tackling the projected growth in emissions from road transport will be an essential element of our new climate change programme. This summer we intend to consult on the sort of measures needed to meet our legally binding target to reduce greenhouse gases and move towards our domestic aim.

#### Image

2.1.7. Congestion also increases costs for business; it makes no economic sense for large amounts of time to be rendered unproductive through people and goods queuing in traffic jams. International competitiveness is heavily dependent on efficient transport. Unless steps are taken to reverse this trend in traffic growth, congestion and air pollution will spread to more areas; as populations become more dispersed and there is a need to travel further and congestion in some parts of the country will threaten the economic performance of other less congested areas.

2.1.8. A society has developed where real choice in transport is denied to many people. This has tended to create social exclusion; improvements in accessibility to services have been uneven with greater dependence on the car. We recognise that the car will, overall, remain the main mode of transport for many purposes. But there must be more choice through providing attractive alternatives and improved opportunities.

2.1.9. We recognise that these problems apply in many parts of Scotland. We also recognise that not all problems affect all areas. The appropriate solutions will therefore differ in different areas.

2.1.10. Many of the critical problems are based upon a mis-pricing of transport activity. For example, people's desire to use road space, in certain places, at certain times of the day, exceeds the supply of road space; and the zero price of accessing the road does not take account of all the effects of these choices on non-users, in terms of the environmental and social costs. A restructuring of the price of road use in these circumstances may provide the answer to many problems, if we can properly evaluate what those costs to others are, and ensure that a more appropriate price is paid. The problems are accentuated by the fact that, since the mid 1970s the real cost



of private motoring has declined, while the cost of public transport has increased significantly in real terms. Between 1974 and 1994 the cost of public transport (rail and bus fares) increased by 50-70% in real terms while the real cost of private motoring fell by 2%, even without making any allowance for the continuous improvement in the specification of cars during this period<sup>3</sup>.

## Particular Scottish challenges

2.1.11. Scotland has many distinctive transport challenges, which affect both our people and our industries, and which define our particular transport needs. The transport concerns of individuals and businesses in, say, Lerwick, Wick, Stornoway, Blair Atholl, Kelso or Campbeltown are often of a wholly different nature from those that predominate in the UK's cities and neighbouring areas, and even many of England's rural areas. In addition, the overall transport needs of Scotland are often rather different from those in other parts of the UK, not least because of the distances that need to be travelled in order for our economy and our industries to function effectively.

2.1.12. Three fixed characteristics mean that many of Scotland's transport challenges are rather different from those in most other parts of the world.

### Image

2.1.13. Firstly Scotland's **physical geography** is unique and is wonderfully varied for a small country. The islands, lochs, mountains, firths and sea lochs all present a significant set of transport challenges in terms of moving people and goods around, irrespective of the long distances that are often also involved. These features limit opportunity in terms of the choice of available routes and possible engineered solutions, although the extent to which there are serviceable road and rail links in some parts of Scotland is still a testament to engineering skill and determination. In practice most transport routes in many parts of Scotland tend to be developed along the valley corridors, with road and railways most often very close to each other because of the absence of other feasible routes. These features also tend to require special transport solutions not readily used elsewhere, especially in relation to islands or crossing firths. Our geography is also the foundation of our thriving tourist industry, which depends on a good transport system.

### Image - Scotlands Main Transport Links

2.1.14. Secondly, Scotland's **population settlement pattern** is largely a consequence of that diverse geography: Scotland has one-third of the land mass of Britain with less than one-tenth of the population. 5.1 million people live in 2 million households. The great majority reside in the large towns and cities of the Central Belt and North East. Indeed, Scotland has some of the highest densities in the UK in some city centres, largely because of the predominance of tenemental, rather than terraced,

housing, as in English cities. This high density brings greater pressure on urban road space as car ownership levels increase, but creates opportunities for the development of affordable public transport, and the relatively short journeys that result do likewise for walking and cycling.

2.1.15. However, at the other extreme, significant numbers of people live in remote rural areas, especially in the Highlands and Islands. The sheer distances involved, the availability (or not) of public transport, the reliability of services and the lack of choices and access to services are the key transport issues for people in those communities. Between these extremes, the many people living in, and businesses operating in, different sized towns and villages face transport challenges of yet different types.

2.1.16. Our current land use and transport context is fairly fixed for some time to come: well over 90% of the current built-up areas of Scotland will remain so for decades. The major traffic patterns are established, and although they will change as areas flourish or decline, the underlying pattern of movements will remain and be subjected to growth as car ownership increases. New initiatives for the better management of traffic movement and traffic growth are essential if we are to maintain and enhance our quality of life.

2.1.17. Thirdly, Scotland has to address the transport aspects of its **geographic peripherality**. Scotland's position in the north of the UK and at the north-western edge of the European Union is also reflected in the difficulty, and sometimes expense, of transport links. Scotland's infrastructure and economic activities have developed and adapted to allow personal mobility and to allow the Scottish economy to function effectively. Our position does not mean that we are economically peripheral; indeed we have a very high dependence on exported goods and tourism, demonstrating the integration of our economy with the wider European one, based on those transport links. The challenge is to maintain this and to help Scottish industry in coping with our peripherality from markets. The importance of motorway and rail links to different parts of England and through England to the EU is significant. We should also recognise the peripherality of the Highlands and Islands within Scotland, and even of parts of the Highlands and Islands from Inverness.

2.1.18. In addition, and to an extent because of these characteristics, the pattern of **car ownership** in Scotland is significantly different from the predominant pattern in the UK. In 1997 there were 39 motor vehicles per 100 people in Scotland, compared to 48 in England and Wales. This has particular consequences for transport policy as there is a stronger need in general to cater for people who do not have access to a car. Equally, there is a need to be alert to the greater potential for further expansion in car ownership. However, the pattern of vehicle ownership shows marked differences across different parts of Scotland, reflecting different transport circumstances and, to

some extent, different patterns of wealth and business location. However, in much of rural Scotland a relatively high rate of car ownership is likely to be more a reflection of the need to have a car in order to have access to services rather than a wealth indicator. A Scottish Integrated Transport Policy needs to take all these different, sometimes conflicting, demands and circumstances into account to reach a locally flexible menu of solutions.

**Image - Private and Light Goods Vehicles per 100 Population Aged 16+**

2.1.19. Overall, this variety of circumstances suggests that transport needs in Scotland can be identified as belonging to one of the following categories:

- cities;
- larger towns;
- smaller towns and settlements;
- remote communities;
- island communities.

2.1.20. There are some common interests, of course, but our aim is to ensure that different areas have solutions appropriate to their needs. These chosen solutions will build upon much good activity that is already happening. Our aim is to ensure that each part of Scotland has a package of transport measures that are right for it. We in central Government can provide the framework to facilitate that by allowing different priorities in different places: for a central belt city it might be reducing city centre car use, for a smaller town in a rural setting it might be maintaining a vital bus link and for an island community maintaining a vital ferry link. Annex B sets out current activities and suggests how we hope to build on them, in line with our priorities and new proposals set out in this White Paper.

## **2.2. Current Patterns**

2.2.1. To understand fully how we can improve transport for the different needs and circumstances of the people of Scotland, we need to explore how people in Scotland travel at present, and how they move goods around.

### **Figure 1 - Journeys by main mode of travel: Scotland**

2.2.2. Transport is vital to the economic and social well being of our country - yet our inheritance is of fragmented responsibility between central Government, local authorities and the private sector companies that operate our rail, air, bus and ferry networks. Our predecessors had no mechanism to bring together the views of transport providers and customers. We have already established the National Transport Forum for Scotland and will strengthen its role to ensure that it is

genuinely setting an agenda for the development of Scottish transport and supporting central Government in reaching the right decisions.

2.2.3. Rail, bus, air, ferries and coastal shipping services are all vital ingredients and, in many of the more remote mainland and island areas, provide lifelines. However, road transport is the predominant mode of transport in Scotland and is vital to the communication needs of our people and industry. Some 50 billion people-kilometres are travelled on Scotland's roads annually, around 60% of which are on the motorway and A class road network. This compares with around 2.5 billion passenger kilometres travelled annually on the Scottish rail network. The same broad pattern holds true for freight transport. In 1994 (the last year for which comparative figures are available) 156 million tonnes were lifted by road against 5.4 million tonnes by rail, although indications are that, in the last year or two, the volume of freight carried by rail is beginning to increase.

### **Figure 2 - Passenger Travel in Scotland by Mode**

2.2.4. Major improvements have been implemented across the motorway and trunk road network since the 1960s. Over the years this investment has delivered:

- a significant Central Scotland motorway network;
- major improvements to the key trunk routes to the North of Scotland (the A90 and the A9);
- a number of major estuarine crossings (including the Moray, Cromarty and Dornoch Firths);
- the imminent completion of the Scottish section of the M74/M6 motorway link to England (and to the rest of Europe);
- numerous discrete schemes designed to improve travel throughout Scotland, to improve the environment of roadside communities and to improve road safety. The result has been substantially reduced journey times and a dramatically declining accident rate.(see 4.12.4)

### **Image**

2.2.5. Our inheritance included ambitious plans to develop further the trunk road network, but public expenditure was not made available to fund these plans. As importantly, this policy had insufficient regard to its environmental impact, and to the needs of those who do not own, or have access to, a car. These plans are being closely examined in the Strategic Roads Review to ensure that a sound basis for Scotland's future transport needs is established.

2.2.6. Improvements to the trunk road network have been accompanied by very major increases in both the number of vehicles on the roads and their usage. At the

end of 1997, there were 2 million road vehicles licensed in Scotland, an increase of more than a quarter in 10 years. Traffic volumes nationally have doubled in the past quarter century. This increase in traffic volumes mirrors the growth in GDP and reflects the increasing wealth of the nation. Looking to the future, the 1997 National Road Traffic Forecasts suggest that, on the basis of past policies and on the assumption that the 1996 road network remains broadly unchanged, traffic overall is set to grow by 38% over the next 20 years and by 53% over the next 30 years.

2.2.7. The response by successive UK Governments (and those of other western countries) to such projections during the second half of this century has often been portrayed as a 'predict and provide' approach, in which new capacity is provided to meet projected traffic growth. This approach has been criticised on the grounds that it is unaffordable, unsustainable and, ultimately, self-defeating as, it is argued, the extra capacity provided simply generates extra demand. A universal predict and provide approach would involve a vicious circle of increasing traffic volumes, prompting road building which, in turn, would generate increased congestion in some places. This is particularly problematic when the additional traffic is from private cars and contributes to congestion that jeopardises the reliability of key freight movements supporting the Scottish economy. While new road construction can remove traffic from towns and thus reduce local pollution, the other side of the coin is the environmental damage that can result in the form of pollution from vehicle emissions and the land take involved in new road construction. Critics of the 'predict and provide' approach see some support for their views in work by the Standing Committee on Trunk Road Assessment (SACTRA) which has shown that new road capacity can generate more usage and, in some circumstances, be self-defeating.

2.2.8. In practice, no Government has aspired to a universal 'predict and provide' approach. However, account has been taken of traffic growth forecasts in planning new road capacity, particularly to accommodate strategic traffic demand. The measures proposed throughout this White Paper signal a departure from such a rigorously demand-led approach; we need to examine also how to constrain that demand, where possible. We shall continue to ensure that the Scottish transport network is appropriate to support Scotland's economy, but we simply do not accept that relentless growth in traffic volumes has to be the inevitable consequence of economic prosperity. Indeed this growth poses a threat to many of the desirable features of a prosperous society, including good air quality and reliable public transport systems. The measures set out in the White Paper are not an attack on vehicle ownership; rather they are necessary to encourage sensible road usage within an integrated transport strategy which aims to provide reliable and attractive alternatives for the transportation of people and goods.

2.2.9. An examination of our current transport patterns that have informed the policy decisions in this White Paper is included at Annex C.

## Expenditure

2.2.10. Central and local government already spend significant amounts of public money on transport services and infrastructure across Scotland, as shown in the following table.

<b>Table 1. Public Expenditure on Transport in Scotland; 1997-98 (net expenditure)</b>	<b>£ million</b>
Motorways and trunk roads:	
- construction and improvement	98
- management, structural repairs, routine and winter maintenance	72
Support for transport <sup>1</sup>	16
Highlands & Islands Airports Limited (HIAL)	7
Caledonian MacBrayne (CalMac)	18
Support to ScotRail <sup>2</sup>	246
<b>Total Central Government</b>	<b>457</b>
Local authorities' budgeted current expenditure on transport	343
Gross capital expenditure on transport by local authorities from central allocation	121

Notes:

<sup>1</sup>includes support for shipping services to Orkney and Shetland, piers, harbours and works, air services and road safety initiatives.

<sup>2</sup> (including support from The Scottish Office to Strathclyde Passenger Transport Executive for ScotRail services in the SPTA area.) ScotRail services are neither exclusive to, nor cover all train services in, Scotland. A small proportion of ScotRail services run to Northern England. In addition, some other franchises (Virgin Rail and GNER), financially supported by OPRAF, serve parts of Scotland. The figure above excludes these non-ScotRail operations.

2.2.11. Public expenditure on transport in Scotland is met very largely from the expenditure under the control of the Secretary of State for Scotland (the Scottish Block). Transport has to compete against our other priorities, such as health and education. The Secretary of State's decisions following the completion of the Comprehensive Spending Review set out our priorities on transport for the next three years.

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<sup>2</sup> "Climate Change - The UK Programme". United Kingdom's Second Report

**under the Framework Convention on Climatic Change.**

**<sup>3</sup> "20th Report on Transport and the Environment: Developments since 1994";  
Royal Commission on Environmental Pollution, September 1997.**

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## 3. Scotland's Transport Future

### 3.1. Scotland's People

3.1.1. Transport in the 21st century should effectively support people's social and economic needs. These needs include access to key services and activities such as employment, education, health care, shopping and leisure pursuits, even if, with hindsight, some of those facilities are not located where we might now choose to place them. People have a right to expect choice in how they access those services; and the means by which they do so should be affordable and reliable. To ensure such choice, affordability and reliability, transport and other policies, especially land use planning, need to be effectively integrated.

3.1.2. Key questions to be addressed in achieving effective integration include:

- how do most people travel?
- what can they expect from transport in terms of reliability, quality and personal safety?
- what should they have to pay for this?
- what transport choices should they have available?
- what information on the environmental effects of travel choices needs to be provided?

3.1.3. Some people may have particular transport needs at different times. They have not always been properly considered in recent years, such as unemployed people, people on low incomes, women, disabled people, older people, people with children, young people, people without access to a car. We shall work with local authorities, transport operators and others to develop and maintain an integrated transport network that meets the needs of all.

Image Image Image

### 3.2. No Easy Answers

3.2.1. We acknowledge that to tackle properly all the issues we must take decisions that are in the overall best interests of all the people of the country; and not necessarily in the individual best interests of any one person or organisation, group or place. We fully accept this responsibility. Many similar difficult choices will be



faced by local authorities and other organisations and individuals.

### **3.3. Thinking Ahead Now**

3.3.1. We acknowledge the many positive aspects of the current transport provision through developments over many years. There is good access to most of Scotland through the trunk road network as it has been developed over the years. This provides mobility for individuals with access to a car and opportunities for our economy. Serious congestion on roads is limited geographically and by time; outside of urban areas and beyond rush hours there is good quality freedom of movement on most roads. There is a substantial network of rail services across much of Scotland with a number of new services having been introduced in recent years. The bus network is thriving in many places and the number of bus service kilometres continues to increase.

3.3.2. However, there are a number of key areas that we need to address in order to develop a sustainable transport future for Scotland. We need

- to respond to the ever rising levels of traffic, but, as we have said, not through merely providing more roads;
- to overcome, at the same time, the key blockages on the trunk road network because of the negative economic impacts that such blockages cause;
- to address the problems of traffic-related local air pollution;
- to develop and maintain a transport network that counters social exclusion by allowing accessibility for everyone, as far as possible, to existing facilities;
- to ensure also that new facilities are developed in ways that counter social exclusion.

3.3.3. The policy choices we make now - on provision of roads, land use planning, public transport development, travel information and urban traffic management - are critical if we are to achieve our objectives. We acknowledge that it will take time to secure a change in behaviour in an area such as transport. A fundamental shift in attitude is required if measures to reduce car use are to be acceptable and workable. People must be encouraged to think more readily of alternatives to the car, where available, irrespective of any additional physical or fiscal restraints which might be applied.

3.3.4. Because of the scale of the projects that are needed, significant transport problems will not suddenly be solved overnight; but we see this White Paper as marking the beginning of significant real improvements.

### **3.4. Our Vision**

### 3.4.1. Our long term vision is a Scotland where:

- key parts of town and city centres are free of non-essential car and other road traffic, for the benefit of people and businesses;
- the practical first choice for personal travel, particularly within, and to, centres of towns and cities, is by foot, by cycle or by accessible, affordable, efficient, safe and environmentally-clean public transport;
- social exclusion is reduced through increased accessibility to public transport for those without a car;
- the integrated transport network is geared to the needs of the Scottish economy;
- freight movements are efficient and environmentally-clean, with a reduced dependence on road freight, particularly for longer journeys;
- traffic volumes are controlled tightly in particular locations, with optimum use made of technological innovation to reduce noise and air pollution;
- accessibility by public transport and the existing road network is a key requirement determining the pattern of development;
- an accessible, sustainable and affordable rural transport system maintains and promotes the growth of our remote and rural communities;
- the existing, and any new, strategic roads are maintained to a high standard with the emphasis on improved safety and reliability of journey times;
- the impact of roads on the countryside and the environment is reduced;
- charges can be applied for the use of urban and strategic inter-urban roads with the revenues being used initially for transport initiatives that deliver value for money.
- Our vision requires not only fuller use of existing legislation, but also new legislation. It also requires co-ordinated action on a number of fronts. It is not a task for Government alone, but for a partnership involving local authorities and transport providers and users.

## 3.5. The Role of Government

3.5.1. The direct responsibility for the running of most of Scotland's transport services has, for some time, been in the private sector. The role of Government, both central and local, has been, in various ways, to set a framework for these operations, to support them financially where appropriate and to monitor performance of the operators. We believe that these roles should continue. We do not believe that

Government should become involved in the direct running of services where it is not already doing so. However, there is room for improvement in the relationship between Government and transport operators. In addition, Government can play a vital role through bringing transport operators and other interests together to improve integration of different services.

## **Central Government**

3.5.2. Responsibilities within Government for transport matters in Scotland have rested up till now partly with the Department of the Environment Transport and the Regions (DETR) (and before that the Department of Transport) and partly with The Scottish Office. For example, DETR has dealt with most rail services, while The Scottish Office has had a very important role in developing transport networks within Scotland, including lifeline services, and in carrying through or assisting many transport projects. These Departments will continue in these roles in the period leading up to the Scottish Parliament's establishment. Thereafter, the new Parliament and Executive will take over most of the Scottish transport responsibilities of both these Departments.

## **Local Government**

3.5.3. Local authorities, working within their statutory responsibilities the broad policy framework set by Central Government, have been the key bodies in ensuring that transport operates effectively and appropriately at the local level. In most areas, authorities are the only bodies properly placed to do this, an exception being the Strathclyde Passenger Transport Authority (SPTA).

3.5.4. Local authorities currently have a wide range of transport responsibilities, including a key local roads management role. Powers available to authorities include the ability to support socially necessary public transport services, and public transport infrastructure development. But above all, local authorities are also in an excellent position to play a key role in the delivery of integrated transport at local level because of their responsibility for, or oversight of, a range of other local services and policies such as land use planning, local air quality management, education, and the police.

3.5.5. The nature of different transport services varies greatly in the length of journeys involved and the purposes of these journeys, and Scottish local authorities vary greatly in size and the geographical nature of their areas. It may therefore not be easy for all authorities to secure integrated transport in and for their areas. A local authority may often find itself needing to look at transport issues that cross its own geographical boundaries, and therefore to co-operate with its neighbours. Some good examples of co-operation and consultation already exist, such as the South East Scotland Transport Partnership and Forth TRIP, and the Highlands and Islands

## **Forth TRIP/S.E.**

### **Scotland Transport Partnership**

The Forth Transport Infrastructure Partnership (Forth TRIP) comprises of members from The Scottish Office, the City of Edinburgh Council, Fife Council, West Lothian Council and the Forth Road Bridge Joint Board. In considering transport movements around the Forth estuary, the Partnership's objectives are to introduce measures which encourage the use of public transport, reduce congestion and delay and improve accessibility to potential development sites.

Forth TRIP's initial focus has been on a series of short and medium term measures aimed at alleviating congestion on or around the Forth Road Bridge, including the introduction of one way tolling on the Bridge (September 1997), additional park and ride facilities in Fife (Inverkeithing Park & Ride opened August 1997) and improved rail facilities in Fife (Dalgety Bay station opened March 1998).

More recently, the Partnership has begun to consider the need for longer-term, more radical measures, given that traffic on the bridge has been growing at well above the national average rate for some years.

A more recent example of the development of partnership working is the emerging South East Scotland Transport Partnership. This brings together a number of local authorities, over a wider area, ranging from Stirling in the north to the Scottish Borders in the south, who have committed themselves to working together on matters of mutual transport interest within the Partnership's area. Initial objectives include the harmonisation and co-ordination of transport policies and preparing the ground for the development of a joint transport strategy. A key policy principle will be the development and implementation of an integrated, sustainable transport system which, for example, reduces dependence on the private car and maximises public transport provision.

3.5.6. Such examples are in addition, of course, to Scotland's one passenger transport authority (SPTA - see above) which services the mainly urban area centred on Glasgow. SPTA comprises councillors from the 12 local authorities which the SPTA area covers in whole or in part; and exercises and co-ordinates a number of specific public transport responsibilities (e.g. for rail services) beyond those normally available to local authorities.

3.5.7. Local authorities, and the SPTA, have further opportunities to extend co-operation into partnership with other public and private sector organisations, and into

areas closely related to transport provision. Many of them are doing so. Structure Plan Teams are an example. There are also obvious opportunities to work with transport providers; but also with agencies like Historic Scotland, Scottish Natural Heritage and the Scottish Environment Protection Agency, and business organisations, community councils and community groups.

### **3.6. Improving Transport Co-ordination**

3.6.1. Delivering an integrated transport policy requires proper co-ordination of interest at the UK, Scotland, regional and local levels. The UK White Paper explains how the *Commission for Integrated Transport* (CfIT) will play an active role in securing co-ordination for those transport matters that will continue to be dealt with at the UK level after the Scottish Parliament is established. Our proposals, set out in this White Paper, explain how we intend to achieve co-ordination at the local, regional, and Scotland levels.

#### **National Transport Forum for Scotland**

3.6.2. We have already established the National Transport Forum for Scotland. It brings together representatives of many different transport-related interests from across the whole of Scotland. It provides an opportunity for them to put points to Ministers, for an exchange of ideas, and for a greater understanding of each others' points of view. Points made in Forum discussions have influenced this White Paper.

3.6.3. We propose to continue the Forum, under the Chairmanship of the Minister of State, in the period until the Scottish Parliament assumes its responsibilities. During this period, the Forum will operate both in plenary session and through specific sub-groups, that will consider particular issues. It will continue to have a role in advising on policy, in facilitating partnerships for improvements and in assisting in implementing our vision. Its role will evolve as relationships develop with the *Commission for Integrated Transport* proposed in the UK Integrated Transport White Paper. The Commission will be able to advise on matters which will continue to be dealt with at the UK level; the Forum will be able to advise on those matters that are devolved to the Scottish Parliament and Executive. Each Scottish-based member of the Commission will, if not already a member of the Forum, be invited to join, in order to develop close links between arrangements at Scotland and UK level.

3.6.4. The Forum's medium to longer term role will be decided by the Scottish Executive. We shall, however, consult later this year on options for the Forum's future operation, and shall put the conclusions from that exercise to the Scottish Executive for its consideration. The consultation paper will cover, for example:

- whether there is a continuing need for such a body, given the role which the Scottish Parliament will be expected to play;

- whether the Minister, or a respected non-political figure should chair the body;
- the size of the membership;
- whether the body should have a primarily consultative or policy oversight role;
- the relationship of the Forum to local authorities and the emerging partnerships of local authorities; possibly involving a regional network of fora, or sub-groups.

## **Regional Transport Bodies**

3.6.5. We also need to improve and to co-ordinate the planning of transport across the boundaries of individual local authorities. We propose to consult on this issue later this year to seek views on how best to do this. One possibility might be to build on the initiatives already being developed by local authorities in the East of Scotland and in the Highlands and Islands (see 3.5.3. to 3.5.7). Another possibility would be to extend the concept of regional transport authorities, building upon the positive experiences of the Strathclyde Passenger Transport Authority/Executive model. Any such new bodies could also usefully take account of the context of initiatives on land use planning, economic development, environmental and health issues in their area.

3.6.6. We also see positive benefits in the direct involvement of transport operators and users in such bodies to improve service delivery. This would allow local authorities and operators to work together in a formal structure for the benefit of passengers. We are keen that improvements should be brought about quickly. We shall consult on the detailed issues, but we envisage that the whole of Scotland might ultimately be covered by four to six such bodies, perhaps with some overlap between areas.

3.6.7. Cross-authority co-ordination will be a matter for the Scottish Executive in its consideration of the role of Scottish local government. It will need to take forward any new statutory proposals. In the meantime we shall work with individual local authorities, emerging groupings of local authorities, COSLA and SPTA to assist in the development of informal partnerships to bring about short-term improvements, where there is a local demand for this.

3.6.8. This issue is also closely related to the future of the National Transport Forum for Scotland, as discussed in the preceding section. Our consultation paper on the Forum will also look at the structural issues for transport bodies at the regional and Scotland levels. We shall put the conclusions from this consultation to the Scottish Executive for its consideration.

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## 5. Conclusion

### 5.1. Measuring and Monitoring

5.1.1. We are committed to ensuring that we achieve what we set out to do, and we acknowledge that we shall be judged on the extent to which we deliver. We shall therefore discuss, in the National Transport Forum for Scotland, the extent to which targets can, and should, be put in place against which progress in achieving the vision set out in this White Paper can be measured. Without limiting or constraining such discussions, we would expect that consideration might be given to targets in areas such as:

- modal share of travel between public transport and car;
- overall reduction and rate of growth of car use (or of urban car use);
- bus kilometres;
- passenger rail kilometres;
- proportion of freight carried by rail;
- protection of lifeline services;
- reliability of journey times;
- improved timetabling;
- improved air quality.

### 5.2. Keeping in Touch

We have set out in this White Paper our vision for the way ahead. However, we recognise that policies need to evolve as the context in which they take effect changes. We are taking steps through the National Transport Forum for Scotland to ensure that we are fully in touch with the views of the major transport operators and interest groups. However, we believe that the views of men and women on the street, pavement and in the countryside (whether walking, on their bicycles, or in their cars) matter. We want to continue, therefore, to hear from you about how you think our policies are working. We want you to let us know what progress we have made towards achieving our objectives and to ask questions if there are aspects of this White Paper that you would like explained further. Please contact:

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# Annexes

## **A: Transport responsibilities after devolution**

### A.1. The Scottish Parliament and Executive

A.1.1. The Scottish Parliament will have full *legislative responsibility* for the following areas:

- the Scottish road network;
- parking controls;
- promotion of road safety;
- bus policy;
- concessionary fares;
- cycling;
- taxis and minicabs;
- non-technical aspects of transport for disabled people;
- rail and bus responsibilities of Strathclyde Passenger Transport Executive/Authority and any new such bodies;
- promotion and construction of new railways in Scotland;
- grants for passenger rail services;
- consultative arrangements in respect of public transport;
- ports, harbours, piers and boatslips;
- provision of freight shipping and ferry services, including CalMac;
- financial assistance for bulk freight services under the HISS Act 1960;
- activities of Highlands and Islands Airports Ltd;
- planning and environmental issues relating to airports;
- inland waterways.

A.1.2. In addition, the Scottish Executive will have *executive responsibility* for:

- issuing of objectives, instructions and guidance in relation to passenger rail services that both start and end in Scotland (i.e. Scottish Ministers instructing the proposed new rail authority on levels of service, fares and how the ScotRail franchise should be managed);
- issuing of objectives, instructions and guidance in respect of ScotRail sleeper services (subject to the advice not impacting adversely on the rail authority's costs outside Scotland or the operation of rail services generally);
- responsibility for the funding of rail services in Scotland;
- administration of rail FREIGHT FACILITIES and TRACK ACCESS GRANTS;
- applications to the EU for the designation of lifeline air services;
- enforcement of vehicle emissions standards.

A.2. Reserved Matters (Westminster and DETR)

A.2.1. Responsibility for a range of transport issues will remain with the Westminster Parliament and Ministers at the DETR even after Scottish devolution is implemented. It is important to ensure that, on matters where it is appropriate, there is a proper continuity and uniformity of approach throughout the UK. In general, those activities relate to safety, vehicle and related standards, economic regulation and international aspects of transport. The areas are:

- transport safety and regulation, including;
- regulation of aviation and shipping;
- marine and air safety, provision and regulation of railway services including rail safety (except for appropriate oversight by the Scottish Executive of Scottish passenger rail services);
- marine, air and rail accident prevention and investigation;
- some aspects of road traffic regulation, including:
- driver and vehicle licensing and testing;
- road signing;
- vehicle standards;
- general speed limits;

- some aspects of road safety;
- technical standards relating to transport of disabled persons;
- transport security.

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## **B: Action in Scotland's diverse places**

### **B.1. Cities**

**B.1.1.** Scotland has four cities that share many transport circumstances. They have a great economic, social and cultural importance to Scotland, not least because around 1.5 million people live in them. As in many parts of the world, some of the most pressing transport problems relate to cities.

**Aberdeen** City Council has recently developed its own Transport Strategy as a consultative draft. This built in part upon the Sustainable Transport Study looking at developing more sustainable transport for the city by improving alternatives to the car. The Strategy sets out a framework and targets for the next decade. It looks at improved pedestrian and cycling provision, especially in the city centre, possible reductions in city centre traffic through developing the Western Peripheral Route and the further development of the city's already successful park and ride schemes. The Council is also doing modelling work in conjunction with FirstGroup, as part of its Twin Track proposals, leading to its proposed bus improvements project. There are particular difficulties in managing city road traffic where demand for road use, particularly at certain times of the day and at certain key places, far outstrips supply. There are overall constraints on the provision of road space, and, indeed, space generally. There are also air quality and noise problems

**Dundee** City Council does not generally suffer the severity of major traffic problems as experienced by other Scottish cities. City centre congestion is very largely limited to very short periods in the morning and evening peaks and the main congestion spots are at a few key junctions on the city bypass (Kingsway). Car ownership is low. The Council has received Cycle Challenge Fund money to develop cycle paths serving 2 schools, with secure cycle stacks provided at each school (£50,000 from The Scottish Office matched by Council). The Council has checked road markings at every school to confirm that appropriate "Keep clear" markings are present. The schools were good at ensuring that parents obeyed these markings. There is an extensive pedestrianised area in the city centre. The Council's new traffic management proposals have as one of their goals, 'safer routes for cyclists and pedestrians'. However, it is not always simple to implement arrangements for reducing road space for cars. Nevertheless, city local authorities are increasingly recognising that some demand management might be desirable and are taking measures to adjust the supply of road space, as identified in the adjacent boxes.

**B.1.2.** There is also a need for city transport policies to focus on parts of cities that are possibly socially excluded.

The City of **Edinburgh** Council is involved in a number of innovative projects. It has developed its Greenways package of bus priority measures on two key routes into the city centre. Bus journey times have improved significantly and bus patronage has increased. It will extend the scheme to other routes later this year. The Council is also developing the City of Edinburgh Rapid Transit (CERT) guided busway. This will allow high quality buses to operate at high speeds on a dedicated route between the airport and the city centre. Tenders for the building and operation of the scheme are currently under consideration. The Council is also piloting the City Car Club Study. This will pilot the operation of a scheme, already successful in Germany and Switzerland, which allows a community to share access to cars, so reducing the need for car ownership and the levels of car use that that implies. There may be specific problems with urban peripheral housing schemes where both public transport connections and access to cars in many households are limited. There may also be a need for regeneration in some parts of inner cities, with a need for non-car transport links to them.

**B.1.3.** On the positive side, there are often relatively high levels of bus use (and rail

in Glasgow) with scope for cost-effective improvements because of the density of population. There are also good opportunities, at low cost, to improve walking and cycling use with many short journeys being undertaken.

**Glasgow** City Council has recently published its "Keep Glasgow Moving" strategy document. It acknowledges the importance of bus, rail and underground network, developed significantly by SPT. It aims to provide "a sustainable road network which will enhance the environment and economy of the city". It also looks at necessary improvements in the through trunk routes.

**B.1.4.** City local authorities also need to have good quality relationships with neighbouring authorities (see 5.5.). Their geographically small nature means that many people travel in from neighbouring authorities and that transport links must be co-ordinated.

## **B.2. Larger towns**

**B.2.1.** Beyond the cities, many of Scotland's people live in quite sizeable urban areas, for example Paisley, Perth, Stirling, Falkirk, Motherwell. In general, congestion is not uncommon at rush hours, but overall volumes are not completely unmanageable and serious congestion is normally confined to those times. We would not expect that road user charging (see 4.3) would be likely to be needed for the foreseeable future in these towns. There may be scope for some limited use of measures to control the availability of workplace parking spaces (see 4.3). Local authorities will also wish to consider how traffic demand management measures might impact on their economic strength.

**B.2.2.** The way forward is likely to be based upon good quality local traffic management schemes and bus priority measures. Generally bus will be the preferred public transport mode, although some towns may also have rail links. There may be some scope for better public transport services within town and to near neighbouring smaller towns and villages. General parking controls and their enforcement are likely to be important for better traffic management.

**B.2.3.** As noted above, the relationship of larger towns to cities, in terms of commuting in either direction, will also need to be considered. Local authorities will need to look carefully at their relationships with their city neighbours.

## **B.3. Smaller towns and settlements**

**B.3.1.** Many of Scotland's people live in smaller towns and settlements, but not in isolated, dispersed households. These range in size from a few hundred to several thousand people.

**B.3.2.** Such towns are of economic and social importance to surrounding dispersed households, and movement into them will very often be car-based. Public transport services into towns and between towns are important nevertheless, and may be open

to some improvements. There may be better opportunities for this in parts of Scotland compared to elsewhere because towns are often in a line, following a valley or coastline and so routing of a bus service is easier. There are generally limited opportunities for commercial public transport within towns, but some do exist. The importance of the taxi for many for whom there are very limited public transport services should not be overlooked.

B.3.3. The car will tend to be the predominant mode of transport. On that basis, however, there may be opportunities for formal and informal car-sharing arrangements. Car parking is generally sufficient in these towns, but parking controls in main streets need to be fairly strict in order for traffic congestion not to result on what may be small streets. There is some concern about fuel prices. The importance of fuel supply in more remote places is important.

B.3.4. Some services are provided locally, but there is strong demand for transport to major towns and cities for commuting, shopping and entertainment. This demand is principally met through individual car use adding to the problems of urban traffic congestion and vehicle emissions pollution and adding to time and costs of journeys.

B.3.5. Where these areas are served by good, principally road, transport links to urban centres, these links can have the effect of drawing away jobs and services. Shoppers find it easier to reach urban centres. Time savings further mean that rural service and distribution centres are no longer cost effective as towns can be served from larger more central points.

B.3.6. Rural/smaller town car ownership levels are higher, mostly because of limited public transport provision, and the expectation, in many cases, may well be that there will be little additional growth in car ownership levels, unlike in much of urban Scotland. This has implications for the policies that will need to be pursued in these places.

## **B.4. Remote Communities**

B.4.1. Many people across rural Scotland live in remote communities. This is true especially, but not only, in the Highlands and Islands. Opportunities for public transport are generally very limited; but they do exist, particularly where the household is on (or near) a through route. However, in general, the need for private transport, principally the car, will predominate. There can also be some use of taxis and more informal car-sharing arrangements to reduce car dependence.

B.4.2. In remote communities, population sparsity and physical distance from main population and service centres mean that, even with the aid of subsidies from local authorities for key services, comprehensive public transport is not economically viable. Distances that need to be travelled and low patronage mean that fares to even the nearest main destinations are high in relation to average incomes. In addition,



where rail services exist, the absence of manned stations means that people are unable to take advantage of special offers that require proof of identity at point of purchase.

B.4.3. In addition, for all residents, but most especially those reliant on current public transport provision, lengthy travel times can create a sense of isolation and social exclusion. In some cases this can even endanger individual health because of time taken to reach required medical facilities.

B.4.4. All this leads to a situation where individual car ownership is seen as the logical and only practical answer to people's everyday transport needs. Owning a car is therefore often a necessity. However, while for those with access to it individual car ownership fulfils their transport needs, it is at a heavy financial cost. This dependency on the car has a knock on effect for urban areas as people drive rather than take public transport to town adding to urban congestion.

B.4.5. Increases in the cost of motoring are felt particularly hard. The high level of car dependency, allied with below average wage levels in many remote communities, means that in comparison with urban areas car ownership is disproportionately high amongst those on the lowest incomes who are least able to afford it. Low turnovers preclude effective competition and, with costs of delivery, contribute to high fuel costs at the petrol pump.

B.4.6. With the introduction of the Government's Welfare to Work programme, there is also an increased need for access to transport to enable participants to reach training and employment opportunities, both for the individual and the training provider.

## **B.5. Island Communities**

B.5.1. Whilst sharing many of the transport characteristics of remote communities on the mainland, island communities present their own issues to be addressed. On a most basic level, journey times are frequently even longer requiring more interchanges between modes.

B.5.2. The majority are reliant on ferry and air services for access to other population and commercial centres and to specialised and even basic services (e.g. education and health care). Geography and climate mean that over and above "everyday" issues of transport provision these links may be subject to frequent serious disruption from the weather.

B.5.3. Population sparsity and distance from main population centres mean air and sea links are unlikely ever to be profitable enough to encourage competition on routes or even in some cases, to provide adequate basic provision. Likewise, in the larger islands, population sparsity also means that internal public transport provision

is similarly uneconomic.

B.5.4. Central and local government fund the provision of the necessary infrastructure, piers, harbours, airports, etc., which by their nature are expensive, and do subsidise the operation of lifeline routes, even though costs remain high. The demands for public spending generally mean that a balance has to be struck between levels of service and both the infrastructure provided and subsequently subsidised.

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on this site.

## **C: Current Scottish Transport Movements**

### **C.1. People Movements**

C.1.1. Statistics show that, on average, people in Scotland make 20 journeys per week. The most common modes are walking, and by car either as driver or passenger. While Figure 3 shows that there has been a reduction in the use of bus services in ScotlandSource: National Travel Survey over the last 12 years, there still remains a solid culture and practice of public transport use across much of Scotland.

**Figure 3. Average distance travelled (per person per year): Scotland**

C.1.2. People in Scotland use public transport for around 17% of distance travelled. This is more than the average in Great Britain (12%) and reflects the lower rates of car ownership in much of the country and the density of population across much of central Scotland. This represents both an opportunity to develop public transport use from an existing core base, and a threat in that car ownership will certainly rise and with it car usage, unless practical alternatives are in place to attract car owners.

#### **Table 4. Average Distance travelled (per adult per year): Scotland:**

C.1.3. Bus remains the mode by which the vast majority of public transport trips are made, and in Scotland people use buses more than in most areas of Britain. Patronage has decreased significantly over a period of some 40 years as car ownership has risen. The decline has continued since deregulation of bus services in 1986, but it is important to recognise that although that caused many disruptions and uncertainties to bus passengers and potential passengers, it did not start the decline. Fares for local bus services in Scotland have increased by 11% in real terms over the decade up to 1996/97, much less than the 19% increase for Great Britain as a whole.

**Figure 4. Number of Motor Vehicles Licensed in Scotland, 1962 to 1996**

C.1.4. There has been a strong growth in car ownership, and consequently in car use, in recent years, especially during the 1980s. (See Figure 4) This is reflected in the declining share of travel by other modes. The mobility that most, but not all, people across Scotland now enjoy has increased significantly over a generation and can easily be taken for granted. The freedom associated with car use affords access to a wide range of shopping and leisure facilities, and the opportunity to live in one location and to work at some distance away. All of this adds to the complexity of daily transport and movement patterns in Scotland and explains why the overall

distance we each now travel per year has risen so dramatically.

**Table 5. Motor Vehicles per 1000 population; 1995**

C.1.5. This overall increase in movement has been brought about principally through a general increase in individual disposable income, relative to the cost of acquiring and running a car, and significant public investment in transport infrastructure, particularly roads, during the last 30 to 40 years.

C.1.6. As a society, we have perhaps overlooked the fact that previous generations had rather different expectations of what transport could and should deliver for them. We have become a society in which many people recognise car travel as the norm and in which most individuals aspire to car ownership as their wealth increases, or where many poorer families feel the need to own a car even though they might be stretching their budgets significantly to do so. This is both a testament to the attractiveness of the car and a reflection that alternative travel modes in Britain have not provided equally enduring appeal. The number of vehicles licensed in Scotland over the decade 1987 to 1997 increased by 32% to 2.0 million, compared with 25% for the whole of Great Britain.

**Figure 5. Passenger Travel in Scotland by Mode**

C.1.7. The proportion of households with a car has risen from 54% in 1986 to 62% in 1996 in Scotland. However, car ownership rates are still at a lower level than elsewhere in Great Britain and are low compared to many other developed countries.

**Table 6. Journeys per person per year by distance and main mode**

C.1.8. In recent years, as those patterns have become developed and side effects of that expansion in car travel have become apparent, concern has mounted that it will not be possible to sustain such trends. Indeed, as Table 6 shows, many urban car journeys are very short and may well be suited to walking or cycling or to public transport.

**C.2. People's Travel Trends**

C.2.1. The two following tables provide some summary information about travel by residents of Scotland, from the National Travel Survey (NTS). This collects "travel diary" details from a sample of households across Great Britain. Travel in the course of work is included if the main reason for the journey is for the traveller to reach the destination. However, travel in the course of work to convey passengers or to deliver goods is excluded, such as travel in the course of one's work by bus drivers, lorry drivers and postal workers. The NTS is not designed to provide reliable estimates for Scotland for single years: the sample includes only a few hundred Scottish households each year. Therefore, the samples for a number of years must be combined in order to produce Scottish results, and even they will be subject to

sampling variability.

C.2.2. In Table 7, the results of the surveys for 1993 to 1996 show an average of nearly 6,400 miles travelled per year per person in Scotland. Almost half this distance (47%: nearly 3,000 miles) was covered as the driver of a car (or a van or a lorry) and a further 30% (about 1,900 miles) on journeys for which the main mode of travel was as a passenger in a car (or a van or a lorry): so, cars vans and lorries accounted for over three-quarters (77%) of the distance travelled. (Where a journey involves a number of stages, the 'main' mode of travel is the one that was used for the longest stage of the journey.) No other mode of transport accounted for more than 10%: "local bus" had the next highest share, being the main mode for journeys which accounted for 7% of the total distance travelled (roughly 450 miles), surface rail being the main mode for journeys which accounted for just 4% (about 250 miles) and "other public transport" (which includes air) for 5% (nearly 300 miles). Walking was the main mode for journeys which accounted for only 3% (under 200 miles) of the distance travelled, and cycling for only 0.3% (about 20 miles).

C.2.3. Of the journey purposes, "commuting" had the largest share of the total distance travelled (18%: nearly 1,200 miles), followed by "visiting friends at home" (17%: approaching 1,100 miles). "Shopping", "holiday/day trip" and "other personal business" (which includes, for example, journeys to the bank, doctor, hairdresser, library and church) each accounted for around 13-14% of the distance travelled (in each case, between 800 and 900 miles), and "business" travel accounted for 11% (700 miles). All these figures are, of course, averages per head of population, and they will vary greatly from person to person: for example, there will be many people who do not travel on business at all, and others who travel thousands of miles on business.

C.2.4. The lower part of Table 7 shows that, on average, over 1,000 journeys were made per person per year. Cars (or vans or lorries) were the main mode of travel for over half of them (55%: 35% as a driver and 20% as a passenger), and walking was the next most frequent mode of travel, accounting for about a third of all journeys (32%). Shopping (22%) was the most frequent purpose of a journey, and three other purposes had large shares of the total: "commuting", "visiting friends at home" and "other personal business" each accounted for 14-18% of journeys.

C.2.5. Table 8 shows how the patterns of travel in Scotland have changed in recent years. The upper half shows that the average distance travelled per person per year increased by more than a third (37%) between 1985/86 (under 4,700 miles) and 1993/96 (approaching 6,400 miles). Almost all the increase was accounted for by travel in a car (or van or lorry) as a driver (up from around 1,900 miles to almost 3,000 miles) or as a passenger (up from about 1,300 miles to over 1,900 miles). As a result, these modes' shares increased from 41% to 47% (driver) and from 28% to 30% (passenger).

C.2.6. Table 8 also suggests that the average number of journeys per person per year may have increased slightly over the period (the apparent slight fall between 1989/92 and 1993/96 may be due to sampling variability). The number of journeys by car (or van or lorry) has risen, but there have been falls in the numbers of journeys for which "walking" or "local bus" is the main mode.

**Table 7 Average distance travelled per person per year by mode of travel, average number of journeys per person per year by main mode used for journey, and average length of journey by main mode used for journey**

**Table 8 Average distance travelled (per person per year) All journeys and average number of journeys (per person per year) Scotland : 1993/96 by purpose and main mode of travel**

C2.7. Over the ten years, the average length of a car journey has remained around 8-9 miles, compared with averages of around 4 miles for local bus journeys and over 30 miles for train journeys.

### **C.3. Freight Movements**

C.3.1. Freight transport is fundamental to economic and social development. The transport of a huge variety of different goods into and around Scotland (to be bought in ever increasingly diverse shopping outlets) and the export of goods from Scotland to a variety of destinations are vital to our economic development. They underpin increased prosperity for many.

C.3.2. The facility to move freight effectively in response to industry's needs has always been vital to Scotland's economic performance. However, those movements are not all about long-distances and imports/exports as the following chart shows.

#### **Figure 6. UK road freight lifted in Scotland: 1996**

C.3.3. Most freight journeys are, in fact, short; and most goods uplifted in Scotland stay in Scotland. Less than 10% are destined for elsewhere in the UK and less than 1% for beyond the UK. Many journeys are undertaken by small and medium-sized goods vehicles, often as deliveries to retail outlets and supporting small businesses. The flexibility of freight movements required to support that kind of economic activity is most likely to come from roads-based freight transport.

C.3.4. Many Scottish freight journeys are no more than a few miles at most and generally undertaken by a van. The proportion of 38-tonne truck journeys over a long distance is smaller, but still significant. However, that is perhaps the predominant image, both because of the crucial importance of those journeys to key sectors of the Scottish economy and also because of the sheer visibility of such trucks on our trunk road network. The underlying trend for longer distance road freight movements is one

of continued significant growth, as identified in the 1997 National Road Traffic Forecast. Therefore freight movement by road, albeit often for short journeys, is very much the norm, and has become increasingly so in recent years, as the following graph shows. We need to recognise that, and to focus attention on ways to ensure that those movements can be undertaken affordably, reliably and at minimum damage to others and the environment.

C.3.5. Strategic freight movements, supporting the key sectors of the Scottish economy, are vital and reflect the fundamental changes in Scotland's economic and industrial structure in the last 30 to 40 years. The freight movements that supported traditional sectors once vital to Scotland's economy, such as heavy industry and steel and coal production, were often based on rail and between a handful of key locations.

### **Figure 7. Freight Lifted in Scotland by Mode**

C.3.6. Nowadays, in contrast, the vital sectors of the Scottish economy today are electronics and service industries, particularly tourism. The transport needs of those sectors are rather different from their predecessors'. For example, the electronics sector relies heavily on "just-in-time" air freight deliveries. Whisky, electronics and tourism are major export earners, relying heavily on transport links, of different kinds, going outside the UK. Scotland has become an economy that is heavily dependent on its exports with the value of its per capita exports roughly 8% higher than the UK average. The key market is the European Union with around 51% of exports destined for other Member States.

C.3.7. The particular transport links that this requires are somewhat different from the predominant problems faced elsewhere in the UK economy. The needs of the electronics sector, in particular, relate to a global market and the need for efficient air freight services that that implies. Equally, a vibrant tourism sector is dependent upon good scheduled and charter direct air services between Scotland and elsewhere. Since our export trade is proportionately greater than that of the UK as a whole, we should not accept uncritically the common perception that transport costs pose disproportionate difficulties for business. Rather it is likely to be the accessibility to and reliability of transport services, particularly in relation to journey time, not the cost of that service itself, that is vital to economic development in the era of the global market.

C.3.8. Exports to the EU and beyond often leave Scotland by road for outward shipment from an English port or airport. In those circumstances, road is the dominant mode of transport for the movement of goods. Of those goods moved by road and rail, road's market share is now 96%. Rail freight is beginning to show a resurgence, however, and may have a vital role to play in supporting parts of the Scottish economy in longer-distance freight movements. In particular, rail is the market leader for Scottish freight movements to deep sea ports, where it has a 65%

share. In addition, rail may well have a competitive advantage over road on reliability of journey times for delivery of finished goods, given the congestion in many of the parts of England through which Scottish freight is currently travelling. This is most likely to occur on the longest journeys currently undertaken by road and especially for freight that might use the Channel Tunnel. It is therefore important that rail freight continues to play a vital part in Scottish freight movements and one of our objectives under the new framework for the privatised railway is to improve its market share.

C.3.9. A relatively small, but nevertheless important, proportion of Scottish freight is sea-borne. Our geography and location, combined with limited rail infrastructure in parts of the country, creates opportunity for coastal and feeder sea traffic. That opportunity, which is in line with our desire for modal shift, should not be lost by a failure to apply grant funding to shipping in a way which benefits that industry to the same extent that railways benefit from Freight Facilities Grant. Coastal shipping can compete effectively with both road and rail over long distances.

**Table 9 Summary of freight traffic in Scotland (\*)**

Thanks for photos to:

Railtrack

Scotrail

Stagecoach

Freight Transport Association

First Group

HIAL

CalMac

B.A.A.

Scottish Citylink

Travel Dundee

Freightliner

Barrs

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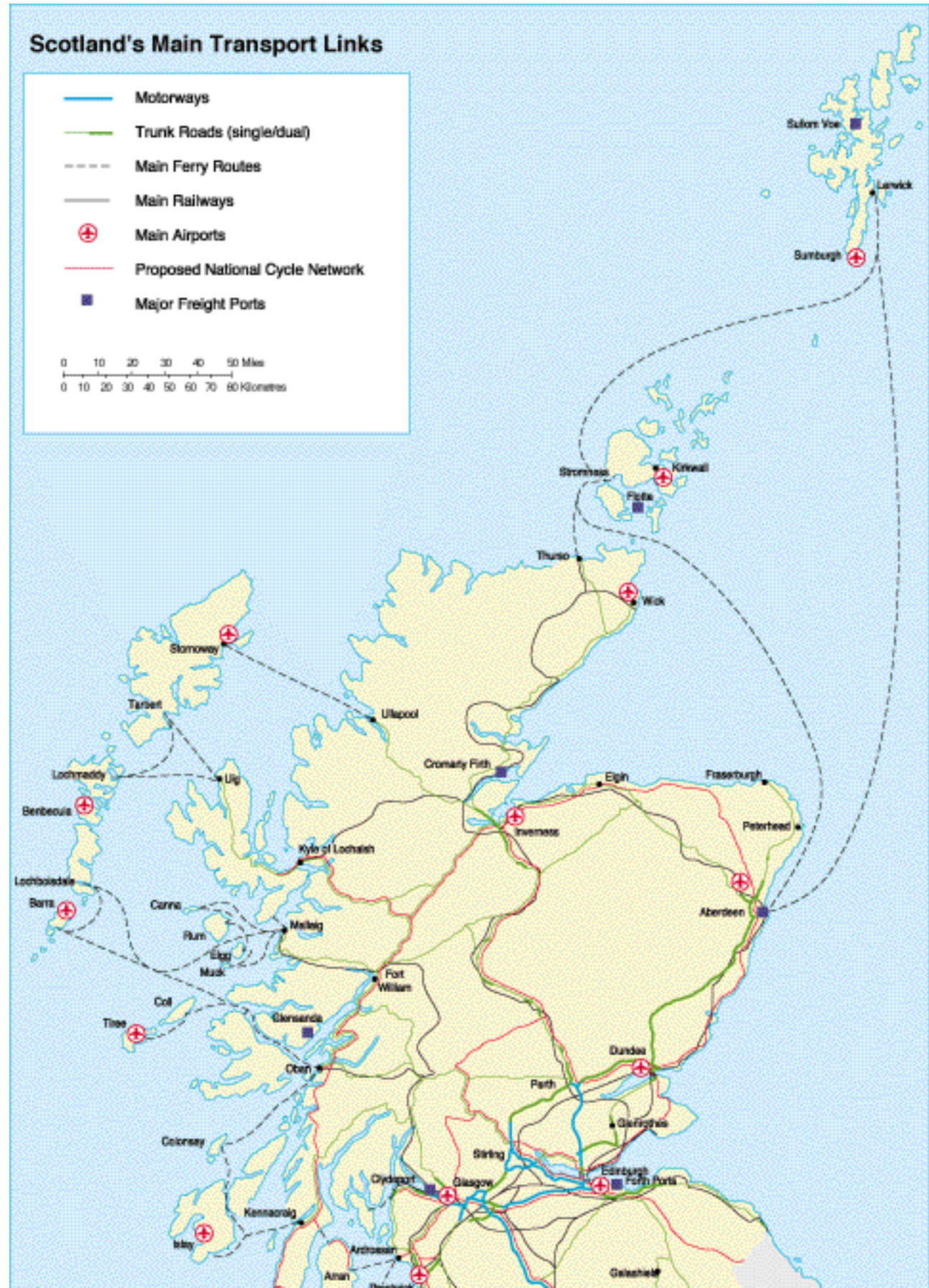


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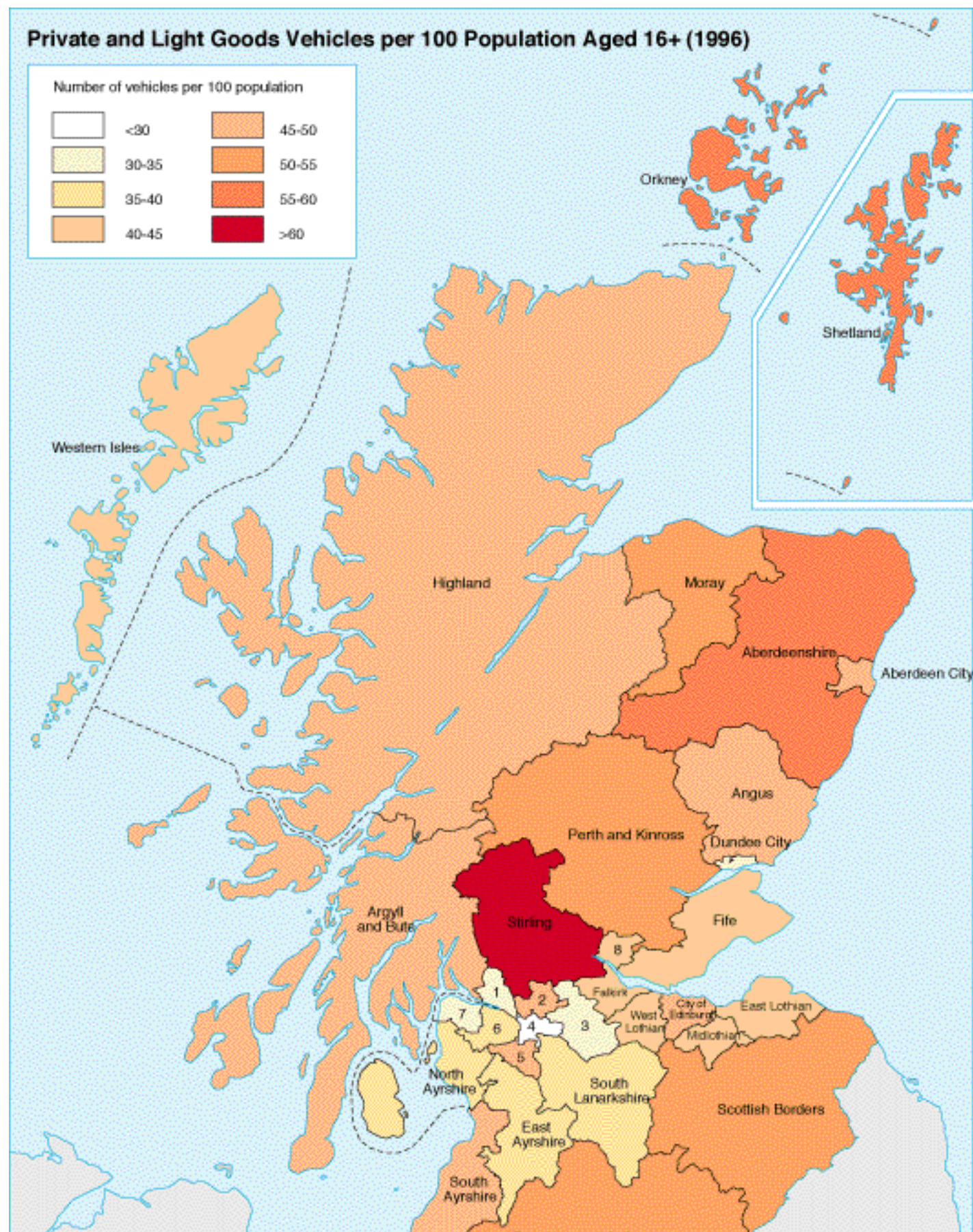
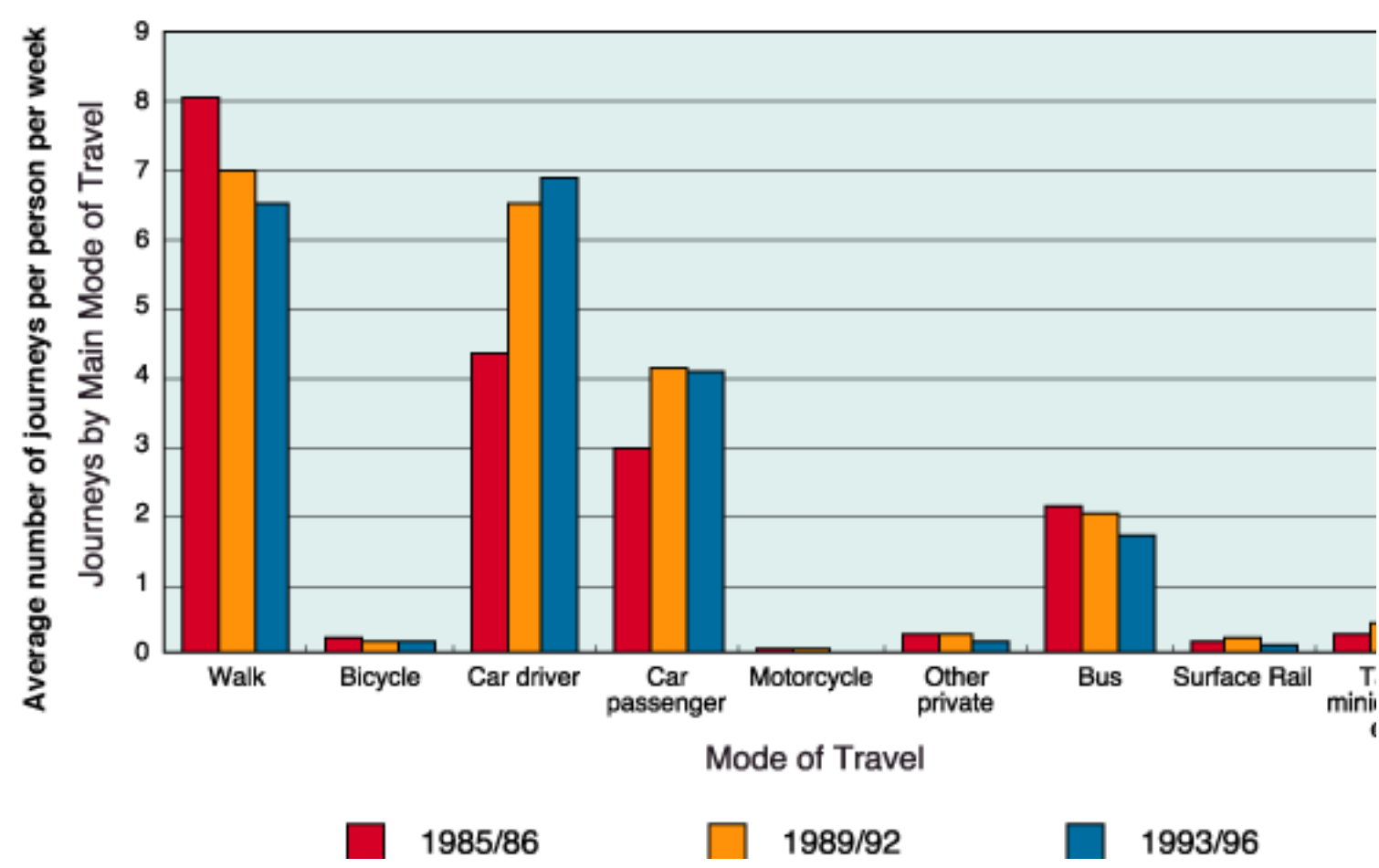




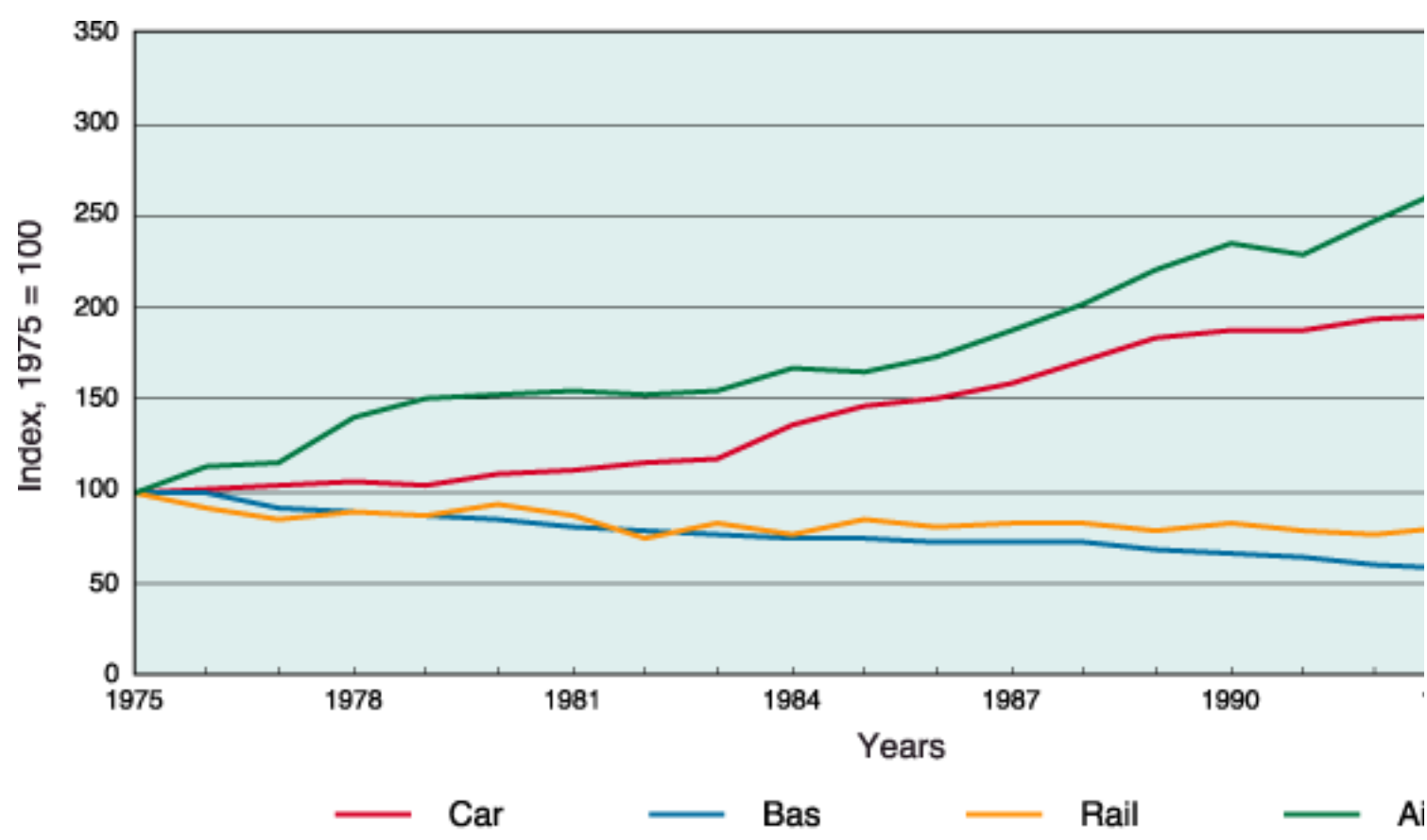
Figure 1- Journeys by main mode of travel: Scotland



Source: National Travel Survey



Figure 2 - Passenger Travel in Scotland by Mode



Source: Scottish Transport Statistics

The apparent fall in traffic in 1996 is believed to have been caused by the effects of local government reorganisation upon the method of estimating traffic volumes

















**Table 2. Contribution from Road Transport to UK Emissions (1995)**

	(k tonnes)	% of total emissions
benzene	39	67%
1,3-butadiene*	10	77%
carbon monoxide (CO)	5478	75%
lead	1.47	78%
nitrogen oxide (NO <sub>x</sub> )	2295	46%
particles - PM <sub>10</sub>	232	26%
- black smoke	356	50%
volatile organic compounds (VOCs)	2337	29%

(\* 1994 estimates used)

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**Table 3****Source: National Travel Survey, Scotland**

Mode of travel	Average no of journeys per person per year (by <i>main</i> mode of travel*)		
	1985/86	1989/92	1993/96
Walk	420	365	339
Bicycle	12	8	9
Car/van/lorry: driver	228	342	361
Car/van/lorry: passenger	156	216	214
Motorcycle/ Moped	3	2	1
Other private transport (inc. private hire bus)	16	16	11
Local bus	112	105	89
Non-local bus	2	1	2
Surface Rail	9	13	7
Taxi/ Minicab	13	18	11
Other public transport (incl. Air, Glas. U/grd)	2	2	4
All modes	972	1,090	1,046
<i>Sample size</i>	<i>2,560</i>	<i>3,181</i>	<i>2,845</i>

**Notes:**

\* Some journeys involve a number of stages (eg walk to bus-stop, take bus to railway station, etc). In such cases, the "main" mode of travel is the one that was used for the longest stage of the journey.

The NTS is not designed to provide reliable estimates for Scotland for single years: the sample includes only a few hundred Scottish households each year. Therefore, the samples for a number of years must be combined in order to produce Scottish results.











**“If all  
the other  
idiots  
drove more  
carefully,  
so would I.”**

**An idiot**



The Scottish  
Road Safety  
Campaign







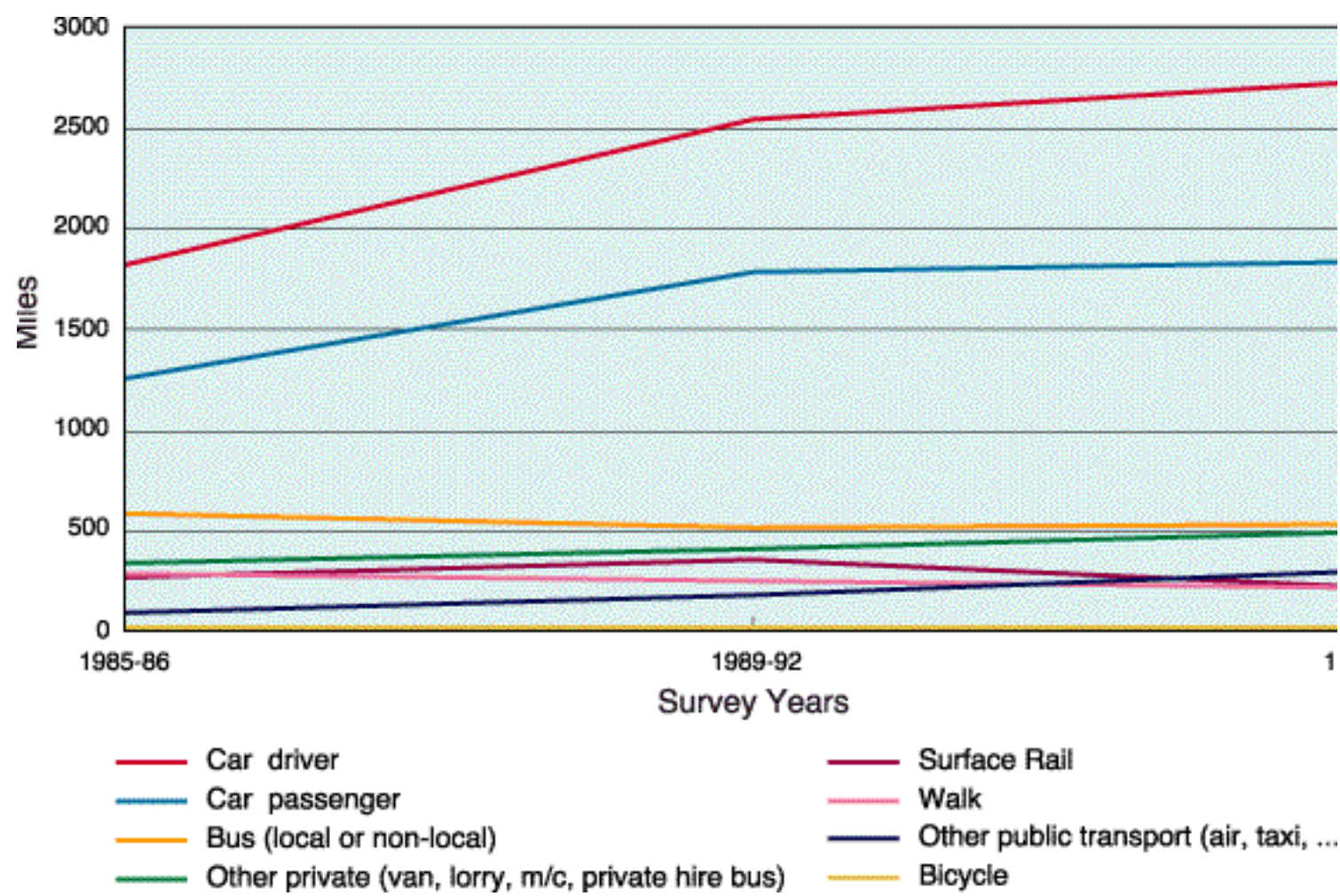








Figure 3. Average distance travelled (per person per year): Scotland



Source: National Travel Survey

**Table 4. Average Distance travelled (per adult per year): Scotland:**

Year	miles
1985-86	5223
1989-92	6702
1993-96	7091

Table includes journeys under 1 mile

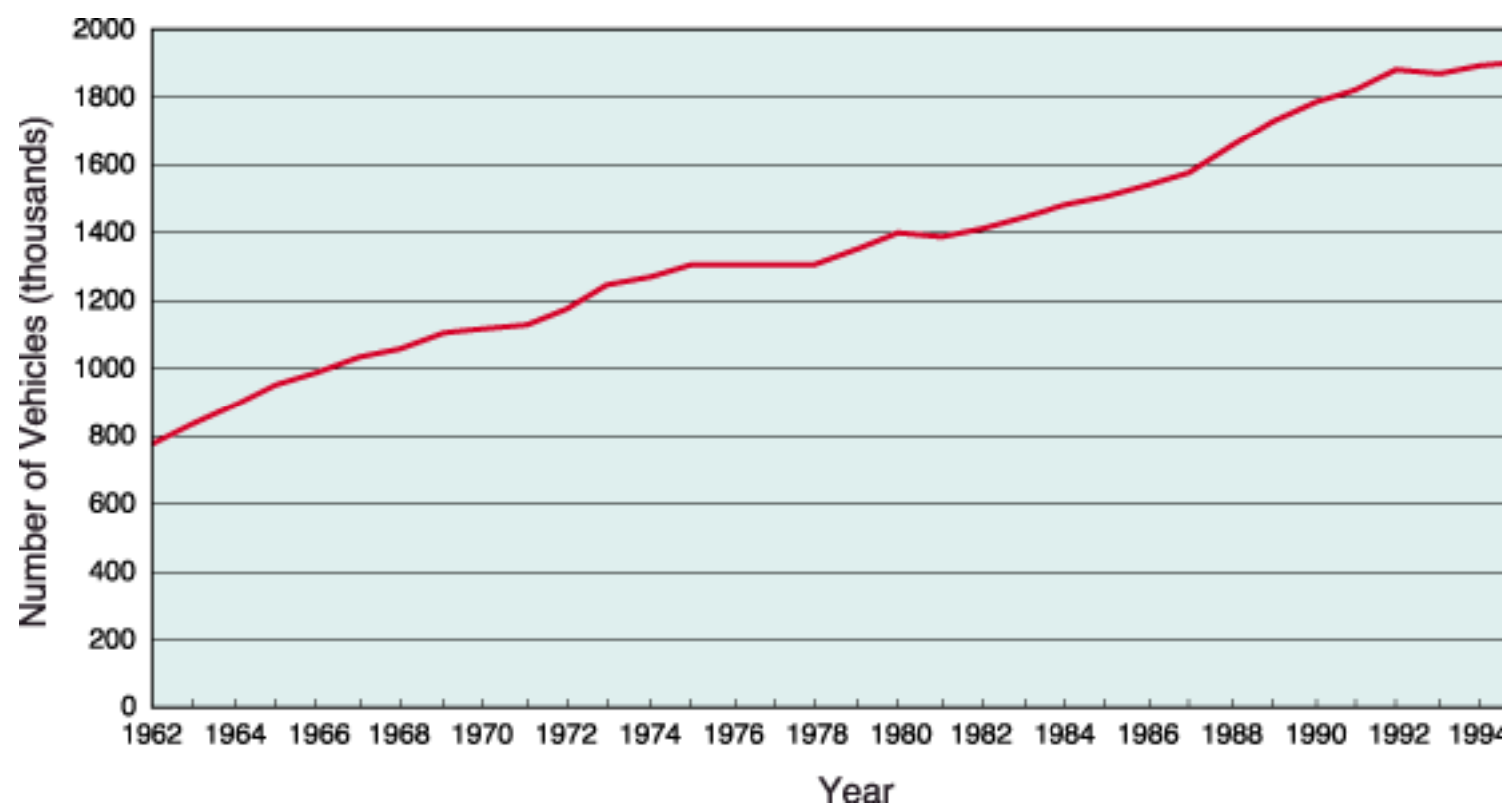
Source: National Travel Survey, insufficient data to provide Scotland figures for specific years (see C2.1).

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Figure 4. Number of Motor Vehicles Licensed in Scotland, 1962 to 1996



Source: DETR

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**Table 5. Motor Vehicles per 1000 population; 1995**

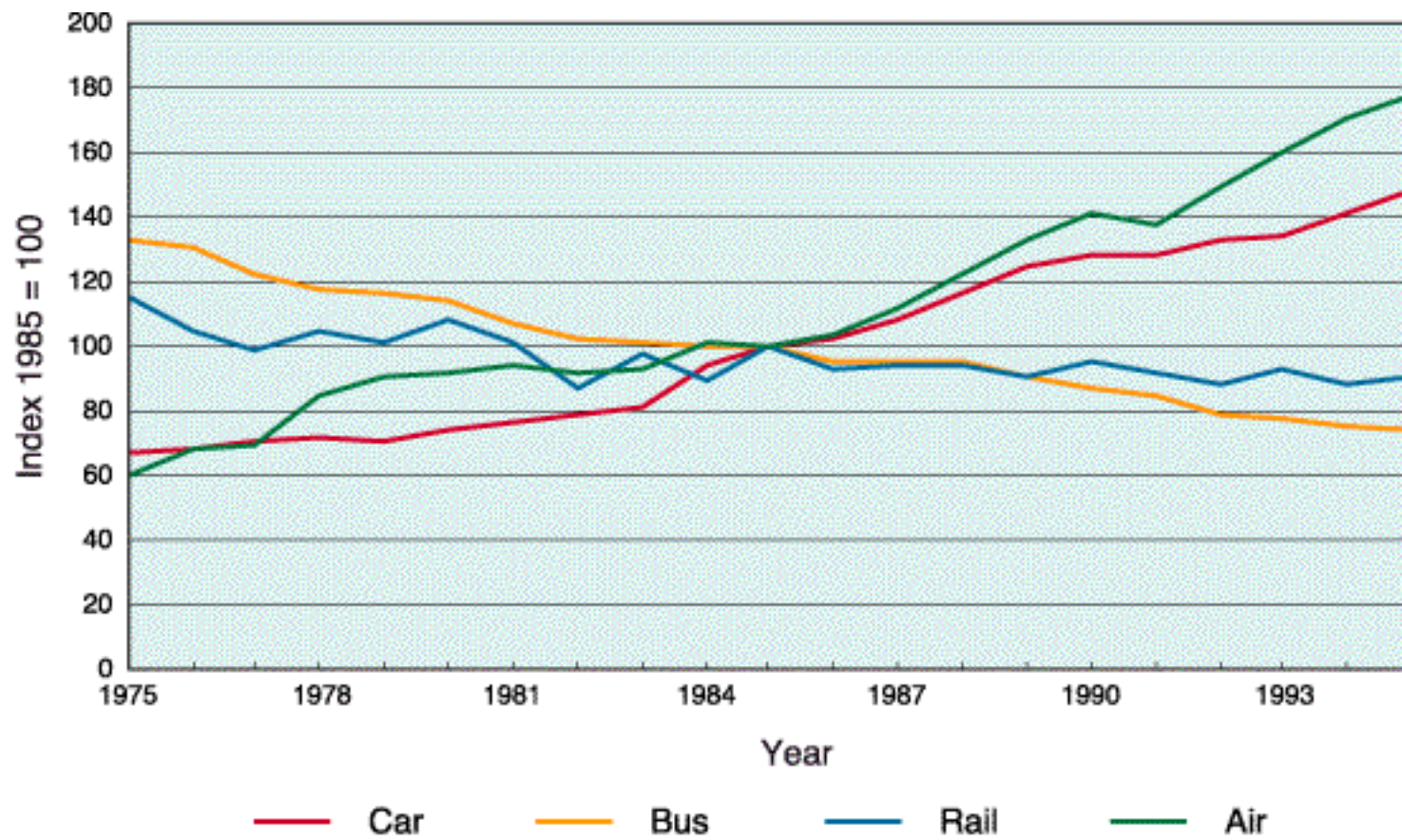
Luxembourg (1994)	785
USA (1994)	739
Italy (1993)	666
Japan	665
New Zealand	658
Switzerland	635
Canada (1994)	612
Australia	607
Germany	603
Portugal	602
Austria	594
Norway	557
Spain	535
EU	535
France	522
Sweden	508
Belgium	507
Netherlands	462
Finland	458
England & Wales	453
Denmark	407
SCOTLAND	372
N. Ireland	372
Irish Republic	349
Greece	343
Hungary	259

Source: Road Accidents Scotland

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Figure 5. Passenger Travel in Scotland by Mode



Source: 'Scottish Transport Statistics'

**Table 6. Journeys per person per year by distance and main mode****Distance per person per year by main mode****Scotland: 1993/96**

	Percentage of journeys per person per year						Distance per person per year (Miles)
	Under 1 mile	1 to under 2 miles	2 to under 5 miles	5 to under 10 miles	10 miles and over	All lengths	
Walk	82%	14%	4%	0%	0%	100%	182
Bicycle	27%	33%	23%	14%	3%	100%	22
Private hire bus	1%	12%	32%	20%	35%	100%	136
Car driver	8%	17%	31%	22%	22%	100%	2,734
Car passenger	9%	17%	31%	20%	23%	100%	1,826
Motorcycle	0%	12%	34%	30%	24%	100%	13
Van driver	5%	13%	23%	18%	41%	100%	241
Van passenger	4%	21%	19%	20%	35%	100%	88
Other private	2%	31%	31%	14%	22%	100%	13
Local bus	4%	19%	45%	21%	11%	100%	435
Express bus	0%	0%	2%	38%	60%	100%	62
Excursion bus	0%	0%	0%	9%	91%	100%	54
Surface rail	0%	0%	10%	24%	66%	100%	232
Taxi/minicab	8%	35%	38%	13%	5%	100%	31
Other public inc							
air, Glas	0%	1%	33%	31%	34%	100%	290
u/gd							
All modes	32%	16%	23%	14%	15%	100%	6,361

Source: National Travel Survey





**Table 7 Average distance travelled per person per year by mode of travel, average number of journeys per person per year, and average length of journey by main mode used for journey**

Mode of travel	Distance travelled per person per year (by mode of travel) miles			Journeys per person per year (by main mode of travel * ) number		
	1985/86	1989/92	1993/96	1985/86	1989/92	1993/96
<b>i) All journeys</b>						
Walk	286	254	209	420	365	339
Bicycle	18	18	22	12	8	9
Car/van/lorry: driver	1,926	2,695	2,980	228	342	361
Car/van/lorry: passenger	1,312	1,868	1,924	156	216	214
Motorcycle/moped	21	12	13	3	2	1
Other private transport (incl. private hire bus)	153	172	149	16	16	11
Local bus	409	394	425	112	105	89
Non-local bus	171	131	114	2	1	2
Surface Rail	266	367	221	9	13	7
Taxi/minicab	44	52	37	13	18	11
Other public transport (incl. Air, Glas. U/grd)	47	133	268	2	2	4
All modes	4,652	6,096	6,361	972	1,090	1,046
Sample size	2,560	3,181	2,845	2,560	3,181	2,845
<b>ii) Excluding journeys under 1 mile</b>						
Walk	172	154	116	87	70	61
Bicycle	16	17	21	8	6	6
Car/van/lorry: driver	1,913	2,680	2,966	203	312	334
Car/van/lorry:	1,304	1,857	1,914	141	195	195

passenger						
Motorcycle/moped	21	12	13	3	2	1
Other private transport (incl. private hire bus)	153	172	149	16	15	10
Local bus	405	390	423	106	98	85
Non-local bus	171	131	114	2	1	2
Surface Rail	266	367	221	9	13	7
Taxi/minicab	43	51	36	11	16	10
Other public transport (incl. Air, Glas. U/grd)	47	133	268	2	2	4
All modes	4,511	5,964	6,241	587	731	714
Sample size	2,560	3,181	2,845	2,560	3,181	2,845

Notes:

\* Some journeys involve a number of stages (eg walk to bus-stop, take bus to railway station). In such cases, the "main" mode of travel is the one that was used for the longest stage of the journey.

**Source: National Travel Survey**

**Table 8**

Average distance travelled (per person per year) All journeys and average number of journeys  
Scotland : 1993/96 by purpose and main mode of travel

	Walk	Bicycle	Driver: Car / van / lorry	Passenger: Car / van / lorry	Motor- cycle	Other private transport	Local bus	Non-local bus	Surf
<b>i) Distance travelled</b>									
<b>(per person per year) : miles</b>									
Commuting	15	6	752	168	4	12	133	1	
Business	1	0	490	66	0	14	2	2	
Education	18	2	20	33	0	26	45	2	
Escort education	5	0	36	12	0	0	2	2	
Shopping	49	1	347	293	0	3	111	0	
Other pers. business	20	1	446	323	2	5	41	3	
Visiting friends at home	21	2	434	429	1	2	66	21	
Visiting friends elsewhere	6	0	64	84	5	10	10	1	
Sport/entertainment	11	0	177	170	0	35	21	16	
Holiday/day trip	1	9	204	336	1	43	4	69	
Other inc just walk	36	0	5	1	0	0	0	0	
All purposes	182	22	2,975	1,914	13	149	435	117	2
<b>ii) Journeys</b>									
<b>(per person per year)</b>									
Commuting	23	2	89	24	1	1	20	0	
Business	3	0	28	3	0	1	0	0	
Education	42	2	2	12	0	5	10	0	
Escort education	11	0	14	6	0	0	1	0	
Shopping	96	1	64	41	0	0	26	0	

Other pers. business	43	0	81	48	0	1	11	0
Visiting friends at home	42	1	45	40	0	0	12	0
Visiting friends elsewhere	11	0	8	10	0	1	3	0
Sport/entertainment	18	0	21	19	0	2	5	0
Holiday/day trip	1	2	8	10	0	1	1	1
Other inc just walk	49	0	1	0	0	0	0	0
All purposes	339	9	361	214	1	11	89	2

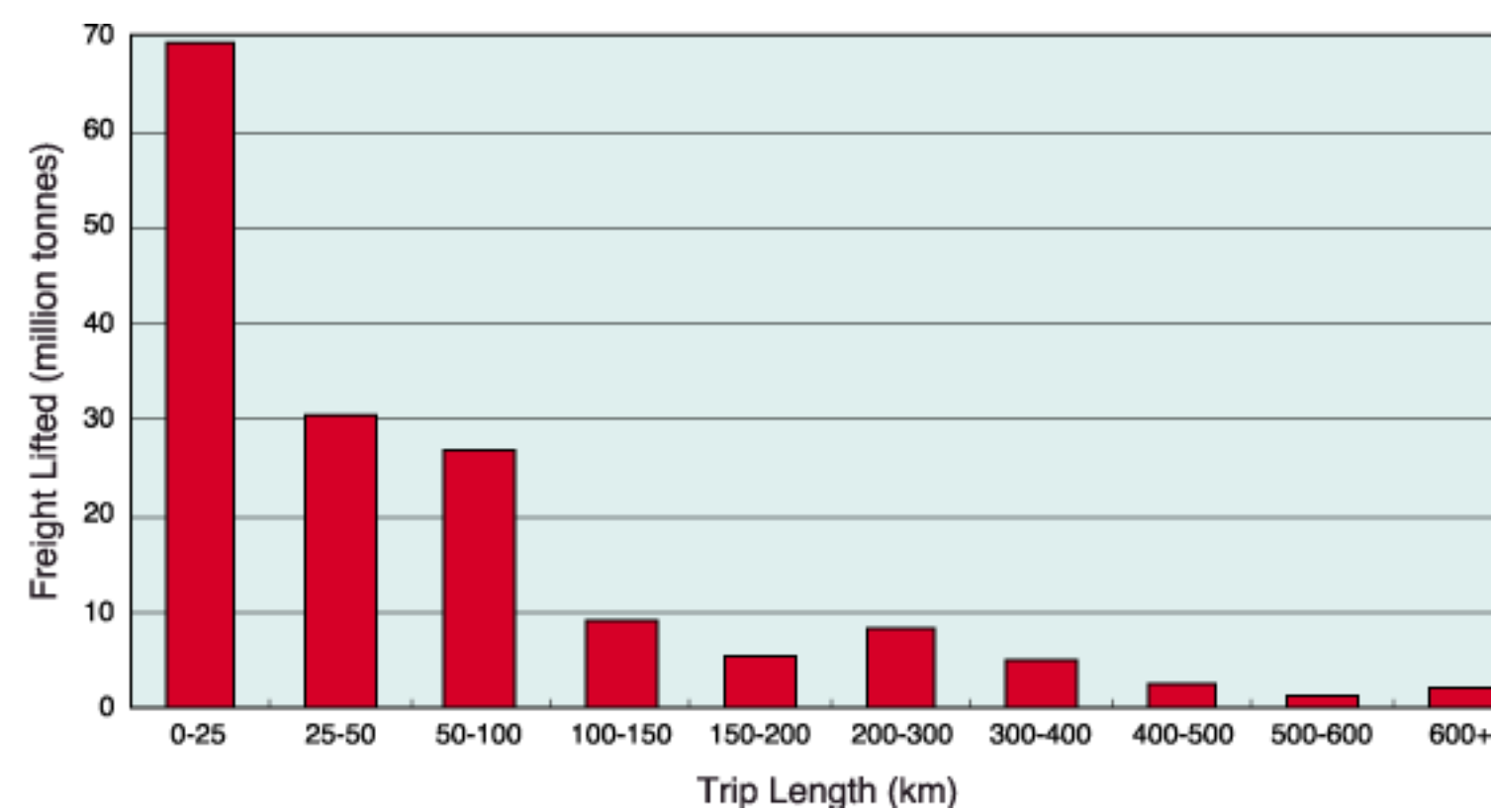
**Source: National Travel Survey**

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Figure 6. UK road freight lifted in Scotland: 1996



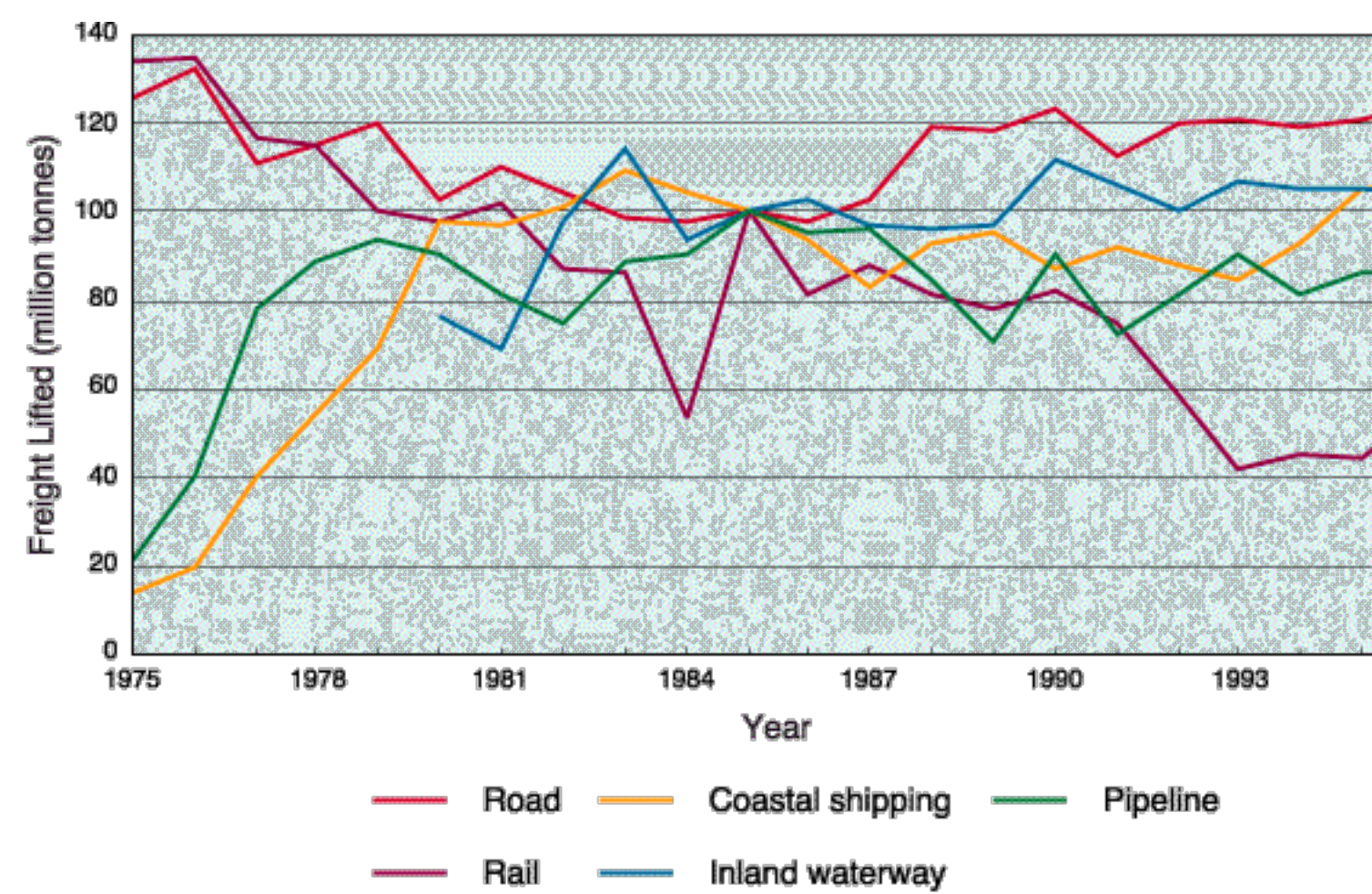
Source: DETR

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Figure 7. Freight Lifted in Scotland by Mode



Source: Scottish Transport Statistics

**Table 9** Summary of freight traffic in Scotland (\*)

Year (\$)	Road (+)	Rail	Coastal shipping	Inland waterway millions of tonnes lifted	Pipeline
1975	165	16	5	..	6
1976	172	16	7	..	12
1977	145	14	14	..	23
1978	150	14	19	..	26
1979	157	12	24	..	28
1980	135	12	34	8	27
1981	144	12	33	7	24
1982	135	10	35	10	22
1983	129	10	37	12	27
1984	128	6	36	10	27
1985	131	12	34	11	30
1986	128	10	32	11	28
1987	135	11	29	10	29
1988	156	10	32	10	25
1989	155	9	33	10	21
1990	161	10	30	12	27
1991	149	9	32	11	21
1992	157	7	30	11	24
1993	159	5	29	11	27
1994	156	5	32	11	24
1995	158	5	36	11	26
1996	162	7	36	11	26

(\*) The figures in italics have been estimated by The Scottish Office.

(\$)

The figures are all for calendar years except the figures for "Rail", which are for the financial years which start in the specified calendar years (eg the rail figures for "1996" are for "1996-97").

(+) Goods lifted by UK-registered hauliers within Scotland, and from Scotland to the rest of the United Kingdom. Prior to 1987 a small amount of freight to Northern Ireland was excluded.

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