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

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 implamentation 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.)

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[1] 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.

[1] "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_2)[2]. 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_2 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_2. 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[3].

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.

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

Notes:

[1]includes support for shipping services to Orkney and Shetland, piers, harbours and works, air services and road safety initiatives.

[2] (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.

[2] "Climate Change - The UK Programme". United Kingdom's Second Report under the Framework Convention on Climatic Change.

[3] "20th Report on Transport and the Environment: Developments since 1994"; Royal Commission on Environmental Pollution, September 1997.

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 Transport Forum.

Image

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.

4. Scotland's Transport Action Plan

4.1. An Integrated Programme

4.1.1. To deliver our vision requires a clear plan of action. This chapter sets out what we see as the priorities for action, how they should be implemented, and how progress should be monitored. Our proposals are integrated, complementary and inter-related. We are starting now on this agenda; but many of our proposals require longer-term action and resources. The Scottish Parliament will have responsibility for a wide range of transport matters; but we believe that the action plan set out in this Chapter offers a coherent, appropriate and integrated policy base for the new Parliament to carry forward.

4.2. Improving Local Transport

4.2.1. Local authorities will have a vital role to play in delivering an integrated transport network for Scotland. They are best placed to know, at the local level, the precise service improvements required. We shall develop a framework that allows local authorities proper responsibility to pursue their own transport priorities within the policy set by central Government and, in due course, the Scottish Parliament.

4.2.2. We have acknowledged that the differing size and nature of local authorities in Scotland means that they may well have very different transport priorities and different means of pursuing them. We also recognise that not all authorities experience traffic problems of great intensity, or have other significant transport infrastructure requirements. It would not be practical therefore to seek to impose one single inflexible mechanism upon all local authorities. We believe, however, that we can assist the process of integration, both of authorities' own transport policies and priorities, and between such priorities and other policy areas, locally and nationally.

4.2.3. We shall therefore be encouraging each local authority to develop a *Local Transport Strategy*. Co-operation and partnership with the relevant outside bodies such as local public transport operators is likely to be crucial to the successful implementation and operation of a *Local Transport Strategy*. We envisage a *Local Transport Strategy* being a comprehensive document prepared with input from all local authority departments, and drawing on all forms of local authority provided transport. The *Local Transport Strategy* will set out the authority's plans and priorities for the development of an integrated transport policy within its area, designed to serve people in that authority in a way which is consistent with our overall sustainable

development objectives.

We would expect such Strategies to focus on improvements in areas such as:

- walking provision;
- cycling provision;
- bus services;
- rail services;
- taxis;
- the particular transport needs of disabled people;
- the particular transport needs of women;
- access to leisure and tourism facilities and areas of interest;
- concessionary fares;
- Park and Ride schemes;
- local ferry and air services, where relevant;
- community transport;
- integration of public transport services and;
- integration of the authority's transport priorities with its priorities in other policy and service areas.

4.2.4. It will not be obligatory for local authorities to submit a *Local Transport Strategy*. However, we shall place significant importance on the *Local Transport Strategies* in determining the priority areas for transport improvements and in practice we would expect most authorities to produce a *Local Transport Strategy*. When authorities choose to submit such Strategies, these could subsume the reports authorities require to make under the Road Traffic Reduction Act 1997, and they are likely to be linked to Air Quality Management areas and any action required to improve air quality polluted by vehicle emissions. We envisage that a Strategy would probably have a formal lifespan of three years, although we are keen that they evolve constantly to reflect changing circumstance and do not become out-of-date too readily. We shall produce guidance for local authorities on these, and other aspects, that will be involved in drawing up *Local Transport Strategies*. We shall consult COSLA on this guidance.

4.2.5. We shall create a *Scottish Public Transport Fund* to assist local authorities to provide key value for money developments to their public transport network. *Local Transport Strategies* will also be used by authorities to bid for resources for public transport projects from this fund. In addition, the Strategies would make the case for the adoption of any new powers on road user charging and a levy on workplace parking (see 4.3).

4.2.6. In addition to working in partnership with Government, it is essential that local authorities work in partnership with each other to ensure their transport plans are developed in an integrated and co-ordinated manner. We need to avoid the situation of

authorities working in isolation and developing transport plans which would bring benefits to them but would have an adverse impact on their neighbours. This is consistent with our vision for local authority co-operation that we outlined in section 3.5.5. Local authorities' plans would also need to take account of their partnerships with transport operators. To some extent the mechanism for joint working is already in place through the Secretary of State's Direction on Structure Plan joint working; and many of the relationships inherent in the development of a transport strategy are shared by strategic land use planning. However, transport strategies may involve partnership among authorities beyond that set up for structure planning, and will certainly require liaison and consultation between neighbouring transport strategy partnerships. *Local Transport Strategies* would also need to be compatible in every respect with Structure and Local Plans, on issues such as population forecasts and distribution, future land-use patterns, priorities for local tourism, and priorities for development or regeneration.

4.3. Improving the Use of Road Space

4.3.1. Demand for road space exceeds supply at certain times and in certain places in Scotland, as elsewhere. The result is traffic congestion, noise and increased air pollution. There are particular problems in our major cities, and at key points on the trunk road network. Particular parts of a few rural areas also suffer traffic congestion at peak holiday periods. We have already explained that we do not see it as right, feasible or affordable to seek to address all of these difficulties through building additional road space.

4.3.2. We believe that urban congestion can often be well addressed through the provision of attractive alternatives. There is scope for better public transport services in many cases, and much work is already being done though the provision of more road space for buses and the plans to create the City of Edinburgh Rapid Transit (CERT) dedicated busway project in Edinburgh. There may, in addition, in the longer term, be a place for tram or rapid transit systems in some Scottish cities, although experience shows that the set up costs for these are very high. In addition we wish to encourage a much greater provision of Park and Ride schemes than is currently available in Scotland. Such schemes, if well-run, can remove significant volumes of traffic from city centres. Taxis may also have a role, particularly in improving accessibility for those who do not have access to a car, and in reducing the need of some to own a car and thus reducing car usage.

4.3.3. We believe that, in certain circumstances, an effective solution is to charge road users for driving through congested road space. Such charges will confront road users with the wider costs of their actions and will encourage them to seek out alternatives. Those who can most easily forego journeys on congested parts of the road network are given a financial incentive to do so. Those who choose to pay the charge should

enjoy faster more reliable journey times. This is not an anti-car strategy; it is a positive approach to assist in delivering transport systems that benefit our environment and our community as a whole. Indeed the continuation of the policies that have persisted in recent years, with reduced efficiency for those travelling by car and limited alternatives in many cases, would be the real anti-car approach.

4.3.4. Research suggests that congestion charging schemes have the potential to deliver substantial improvements to traffic flows, with the net benefits more than off-setting the substantial costs associated with setting up and operating the schemes. The transport and environmental benefits that road user charging schemes might generate could be further enhanced if some of the revenue raised from the charges were to be used to promote public transport alternatives to driving through the congested road space. This may also make the introduction of charges more acceptable to road users.

4.3.5. Charging road users does not have direct relevance to many roads in Scotland where traffic flows relatively freely. Imposing such charges on these roads would do more economic harm than good. There is, however, a case for the motorist to contribute directly to the costs of travelling on trunk roads.

4.3.6. Large numbers of respondents to our recent consultation document supported the principle of road user charging, in appropriate circumstances, in addressing demand for road space; particularly if additional resources can as a direct result be deployed on transport improvement. We see road user charging as probably the only realistic means of addressing some of our current transport difficulties. Very sensitive management will be required if charging, where appropriate, is to be successfully taken forward within local communities.

Road User Charging on Local Roads

4.3.7. In many places, especially in cities, congestion and pollution is only a problem on certain roads and at certain times of the day, making it difficult to design a charging scheme that concentrates exclusively on the problem. Technology may eventually offer solutions, but for now we will need to be content with much simpler schemes, provided that there is sufficient evidence to suggest that such schemes can deliver net benefits.

4.3.8. We look forward to early discussions with all of Scotland's cities and surrounding authorities about their plans for their areas. We hope such discussions will range widely over possible measures to improve the use of road space, to relieve congestion and a consideration of workplace parking measures. Some schemes are likely to take the form of charging road users for entry to congested city centres. Both Aberdeen City Council and the City of Edinburgh Council have already done preparatory work and suggested that their cities might be suited to such an approach. We shall continue to work with these local authorities and others, including Glasgow,

who wish to explore this or similar possibilities. Where a local authority is considering any such scheme, it should be examined fully in its *Local Transport Strategy*.

4.3.9. Following consultation, we shall introduce enabling legislation to permit Scottish local authorities to operate urban road charging schemes, subject to the approval (in each case) of the Scottish Executive. Such a scheme would be required to be part of the development of a *Local Transport Strategy*, that would be built around plans to improve local public transport. Further work will be needed to develop an appropriate appraisal framework that can be used to determine whether the introduction of any particular scheme will be in the overall public interest. We shall consult on the details before introducing legislation (see 4.3.19).

4.3.10. Fundamental to the success of any local road user charging scheme will be the use to which any net revenues are put. We recognise that this will be a key element in winning public and business acceptance for the new policies. It is important, therefore, that revenues raised from charges are used to support projects that will deliver real value for money. However, we will seek to strike the necessary balance on the use of revenues raised, to ensure that we do not compromise our general policy on local authority finance, i.e. that similar local authorities should be able to provide similar standards of services for similar tax rates.

4.3.11. We would also expect local authorities, where charging is applied, to arrive at equitable sharing of revenues with adjacent local authorities to reflect the journeys made by their inhabitants into the charged area. The Scottish Executive will wish to take into account arrangements of this type in deciding whether to approve local authority proposals for road user charging.

Road User Charging on Trunk Roads including Motorways

4.3.12. The problems of environmental damage and congestion caused by excessive traffic volumes apply on certain parts of the inter-urban road network too, at certain times of day. We believe it is now appropriate to consider applying some form of road user charging in these circumstances. We are,however, committed to ensuring that the cost of access to trunk roads does not become so high as to allow it to become the preserve of a privileged few.

4.3.13. Revenues raised from any such charging could be used to help meet the costs of upgrading the older and more densely travelled sections, and of any necessary extension of the strategic network or improvements to alternative modes. We shall ensure that our proposed legislation is sufficiently broad to allow this type of charging for trunk road use and we shall consider how best revenues raised might be used for those and other related improvements that might otherwise be unaffordable. We would ensure that an appropriate proportion of the proceeds were recycled into

transport improvements, including key trunk road improvements (as assessed in the Trunk Roads Review). If that review were to identify them as priorities, the M74 Northern Extension through Glasgow and the M8 upgrading could be some of the possible routes that could benefit from such an approach.

4.3.14. We recognise that many issues, including the technical basis for any scheme, require further consideration before any charging arrangements could be put in place, and we shall consult before any legislation is brought forward. We shall, nevertheless, move ahead as speedily as possible to introduce the legislation necessary to allow charging and to implement early schemes. To achieve this, we shall establish a new *Trunk Roads Development Budget* to fund technical studies and other related preparatory work, including possible piloting of electronic charging in Scotland, potentially on the M8.

Workplace Parking

4.3.15. The demand for road use depends not only upon the availability and cost of road access, but also on the availability and cost of car parking at the intended end point of the journey. This applies particularly to employees who drive to work and enjoy free parking at their workplace. These journeys also make up a large proportion of peak time congestion. Local authorities currently have little control over existing parking spaces at private business premises. One means of influencing traffic levels would be to introduce a levy on such parking spaces. In some larger urban locations, this could encourage reductions in road traffic by influencing the supply of parking spaces that employers and others choose to maintain.

4.3.16. We shall introduce legislation under which local authorities will be able to adopt a scheme to levy a parking charge on workplace parking, subject to the approval by the Scottish Executive of any scheme brought forward. Such levies would not apply to residential parking i.e. at or outside one's home. Under a scheme, owners or occupiers of premises would apply for a licence to allow a certain number of vehicles to be parked on site. In the first instance, we anticipate the enabling legislation will lead to piloting in one or two local authorities in Scotland. This will allow a full evaluation to be carried out to establish just how effective and cost efficient a workplace parking levy would be in addressing traffic flows. It would also allow the wider impacts of the measure to be assessed, such as the likely burden that it would impose on business. Also, given concerns about possible adverse impacts of new road user charges and workplace parking levies, we do not normally expect a local authority to operate both schemes in the same part of its area at the same time, in a way which would impose double charges on certain road users. We shall consult on all the issues relevant to the policy before introducing legislation.

Image

4.3.17. We are keen that any workplace parking levy should have a direct positive effect on the problem of congestion and pollution. We are also keen that any schemes that are adopted should support the vitality of town and city centres. Schemes should also have the aim of reducing the amount of workplace parking available in order to reduce the number of car journeys and increase the use of public transport, walking and cycling. As with road user charging, a scheme would need to support improvements in local transport choices in order to maximise effectiveness. We shall not, however, permit a scheme as a device to raise general revenue. Any scheme would need to involve local people, businesses, road users and others in order to be properly understood locally and so operate to its full effectiveness.

4.3.18. Free parking at the workplace can contribute significantly to local congestion. Planning policy has a strong role to play in addressing the issue for future developments; but we have considered whether a levy might also be helpfully applied to other private non-residential parking at existing developments such as retail and leisure facilities. We have decided to address only workplace parking at present, as we have explained, and then to assess the outcome from any pilot schemes put in place. In the meantime, we shall seek closer partnership between local authorities and the owners and operators of major retail and leisure facilities to reduce car usage through improving public transport, walking and cycling access and home delivery services.

Consultation

4.3.19. The three strands of local road user charging, trunk road user charging and the workplace parking levy are closely inter-related. A large number of detailed issues will need to be addressed before any scheme can be implemented. We shall consult on the details of our proposals prior to introducing legislation, including:

- how appropriate pricing levels might best be determined (given that we believe that such measures should be used to manage demand for road space and should be related to the wider costs incurred by road users);
- how income from road user charging will relate to local authority financial arrangements more widely;
- the extent to which income over and above the cost of implementing road charging should be re-cycled for public transport developments, and for what period;
- which public transport improvements in the local authority would be linked to road user charging revenue;
- the extent to which public transport developments, in neighbouring areas to the authority where the charges are imposed, should be eligible for re-cycled funding;
- how charging can best be implemented technically, including consideration of

paper and electronic systems to allow e.g. varying charges at different times of day and days of the week;
- what viable transport modes could be introduced as alternatives to the trunk roads for which charges would be levied;
- what would be the level and effects of any traffic that might be diverted from trunk roads;
- what technical and financial mechanisms would be required to collect charges;
- what exemptions from the coverage of the workplace parking levy might be required for certain groups of people;
- other practical issues to do with enforcement and the cost of operation.

4.4. Improving our Environment

4.4.1. We recognise that there are key environmental issues upon which transport impacts. An integrated transport policy must meet our wider environmental objectives. In simple terms, transport creates environmental problems through the conflict between developments, particularly during construction phases, and scenic or environmentally sensitive areas; through the creation of noise; and through the adverse effects of vehicle emissions on air quality, on the natural and built environment, and on climate change.

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

4.4.2. Transport emissions are the single biggest source of air pollution. Table 2 shows the contributions for individual pollutants. Various of these pollutants have a damaging impact on the health of vulnerable people. A recent report for the Department of Health[4] concluded that transport related pollution could bring forward deaths of significant numbers of vulnerable people, between 12,000 and 24,000 across the UK, and cause a similar number of hospital admissions each year. Air pollution can also damage the natural and built environment: forests, lochs, crops and wildlife. Buildings and other materials can all suffer significant damage from high levels of airborne pollutants.

4.4.3. The National Air Quality Strategy sets out Government policy for improving air quality. It sets air quality objectives derived from health based standards for six of the pollutants listed in Table 2 (VOCS and black smoke are excluded and NO_2 rather than NO_x). The strategy was implemented in December 1997 when a new system of local air quality management was introduced. Councils now have a duty to review and assess air quality in their areas and, where a council considers that air quality objectives are unlikely to be achieved, it must declare an Air Quality Management Area, with Action Plan (which might involve traffic management) designed to achieve the objectives. We believe that the integrated and sustainable transport policies which we describe in this White Paper will improve air quality and are

consistent with our National Air Quality Strategy and related initiatives. The decrease in vehicle emissions which we anticipate over the next 10 years or so, partly as a result of improvements in vehicle technologies, will go most of the way to meeting our air quality objectives for 2005. The measures outlined in this White Paper will tackle pollution levels which would otherwise be expected to increase after 2010.

4.5. Improving Education and Awareness

4.5.1. We need to alter attitudes to transport through a better understanding, by everyone, of the wider social and environmental impacts of transport choices. Schools have an important role to play here. Some schools, and teachers, give welcome prominence to transport issues, for example in delivering the 5-14 environmental studies curriculum. We shall encourage others to act similarly by, for example, assisting the production of high quality and user-friendly teaching materials on sustainable and integrated transport themes, for use particularly in primary schools.

4.5.2. Education and awareness do not stop at school; there is a need to increase the awareness of the adult population about benefits to health and the environment of a reduced dependency on the car. We are proposing UK-level Transport Awareness Campaigns in the UK White Paper. These will emphasise the benefits of taking regular moderate physical activity through everyday walking and cycling. The campaigns will explain the differing environmental impacts of different transport choices. They will note the wider benefits of reduced congestion and, consequently the more reliable travelling times for public transport. We shall ensure appropriate Scottish involvement in these campaigns and we shall involve the Health Education Board for Scotland, the Scottish Sports Council, the Scottish Environment Protection Agency and others in such activities.

4.6. Improving Walking and Cycling Provision

4.6.1. Walking and cycling are environmentally friendly modes of travel, cause less congestion and no pollution, are healthy, sustainable and readily affordable. Walking is already well recognised as a leisure pursuit in its own right, especially across much of Scotland's rural and upland areas, but there is a real need for it to be regarded as a normal means of transport in urban areas too. Cycling is increasingly recognised as a vital mode in reducing car usage and creating a more sustainable transport network, particularly in urban areas. Recent years have seen significant improvements in provision for cyclists in towns and cities and now on longer routes through the National Cycle Network.

4.6.2. If people cycled and walked more and used their cars less for short local journeys, local congestion would be reduced. Perhaps more importantly, air quality would be improved significantly as particularly high levels of pollution result from emissions from cold-running engines on short journeys. We need to recognise that

pedestrians and cyclists are often vulnerable road users, however, and to develop facilities for them, in urban and rural settings, that maximise their safety, through an even greater emphasis on their needs when developing new traffic arrangements.

Walking

4.6.3. Walking is a form of transport that nearly everyone uses very frequently. Even though the level has declined since 1985/86, walking is still the main mode of travel for one third of all journeys per person per year in Scotland, as illustrated in Table 3.

Table 3. Source: National Travel Survey, Scotland

4.6.4. To ensure a co-ordinated approach to the development of walking in Scotland, we have established The Scottish Walking Strategy Forum. The Forum is made up of representatives from a wide range of organisations and has met regularly since its inception in May 1997 to discuss how walking could be made more popular as a form of travel in Scotland. The Scottish Forum considered that the main changes required to bring about a reverse in the decline of walking were:

- to ensure that walking is considered at the earliest stages in transport and other developmental planning,
- to ensure that land use and transport planners are well versed in the requirements and desires of all transport users (including pedestrians) so that opportunities for integrated infrastructure and multi-modal journeys are maximised; and
- to ensure that all road users become more aware of those travelling on foot or by non-motorised means of transport and to convince people of the benefits of walking as an option for many shorter journeys, such as those to schools, local shops and other services.

4.6.5. We shall support the development and introduction, in Scotland, of policies focusing on issues such as developing a land use planning approach which gives greater priority to walking, improving the design and provision of space for pedestrians, raising awareness of walking issues and exploring how to address issues of security and personal safety.

4.6.6. We shall ensure that our policies in Scotland, including those on trunk roads, reflect the new strategy. We shall encourage local authorities to consider walking strategies and to set appropriate targets to encourage non-motorised forms of travel as part of an integrated transport policy. We shall support this with research and where necessary with guidance on design standards and best practice.

Cycling

4.6.7. The Scottish Office sponsors two groups - the Scottish Cycling Forum and the

Cycling Liaison Group - to pursue strategic, developmental and technical matters associated with cycling as a form of transport and a leisure pursuit in Scotland. These groups draw their membership from local authorities, enterprise and tourism bodies, cycling interest groups and transport operators.

4.6.8. Cycling rates in Scotland are not high and we have some work to do to redress this. We shall continue to support the development and implementation of the National Cycling Strategy which was promulgated in 1996 as a consensus document, widely supported by local authorities and transport interest groups. This established a national target of doubling the amount of cycling between 1996 and 2002, and doubling it again by 2012. We have carried out research into levels of cycling and deterrents to cycling and have encouraged local authorities to establish their own local cycling strategies and targets. We are spending some £5m to develop the Sustrans National Cycle Network where it crosses or interfaces with the trunk road network in Scotland. We are currently developing guidance on cycle audits on trunk roads to ensure that opportunities for cyclists, and any potential hazards contained in developments, are identified for action.

4.6.9. We are, via the Scottish Cycle Challenge initiative, contributing £650,000 to a total of 37 projects across Scotland (with a total value of over £1.5m) which are intended to encourage an increase in cycling. These include projects to encourage cycling to work, the development of safer routes to school, the production and dissemination of information about cycling opportunities and schemes to improve the connections between cycling and other modes of transport. These projects will be completed in the year 1998-99 and we shall evaluate their effectiveness with a view to disseminating good practice lessons.

4.6.10. A key factor in people not using bicycles for local journeys on public roads is a concern about road safety. This is especially acute in the minds of parents of younger children. Local authorities need to do more in the local traffic environment to create safer cycling opportunities. This need not always mean major or expensive new infrastructure. Research has shown that low cost measures such as traffic calming, traffic management and publicity campaigns can be very effective in this area, especially when introduced in conjunction with cycle networks. The Scottish Office sponsors the Scottish Road Safety Campaign which continues to develop cycle training material for children of different age groups. It is also producing a range of publicity and educational material to raise the awareness of vehicle drivers about the safety needs of cyclists and pedestrians.

Motorcycling

4.6.11. Mopeds and motorcycles can provide an affordable alternative to the car where public transport is not readily available and walking or cycling is impractical, for example in some rural areas. In these circumstances motorcycling can help reduce

social exclusion through providing access to wider employment and training opportunities. Switching from car to motorcycle also has the potential to help reduce vehicle emissions and congestion in urban areas. These potential benefits must be weighed, however, against considerations of road safety. Although the figures have been improving in recent years, motorcycle users continue to have higher accident rates than users of any other form of motor vehicle.

4.6.12. Any environmental benefits from increased motorcycling are dependent on a number of factors including type and length of journey and engine size. Significant improvements to emission levels and congestion may be gained if there is a switch from single occupant car use to low fuel consumption moped or small motorcycle. However, a switch to large engined machines, or from public transport, walking or cycling, may cause such benefits to be lost and may even result in increased pollution.

4.6.13. 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. To inform possible later developments, we would welcome *Local Transport Strategy* proposals for conducting properly-monitored pilot studies of the use of bus lanes by motorcycles. We do not believe, however, that motorcycles should be allowed to use dedicated pedal cycle facilities such as cycle lanes and advanced stop lines because of the safety risks to cyclists.

4.7. Improving Buses

4.7.1. Buses are well-placed to provide an affordable and flexible approach to the development of new public transport services. When well organised, they can swiftly respond to the need for new services because of their versatility. Bus usage in Scotland remains generally high compared to the rest of Britain and there have been steady increases in the number of service kilometres available to passengers. The quality of operations across Scotland is now generally high.

4.7.2. Our objective is to build upon this sound base and, through partnership, to bring about the further improvements that are still necessary to deliver high-quality integrated transport, in both urban and rural areas. We have already increased the Fuel Duty Rebate for bus operators in the Chancellor's last Budget and operators have then been able to pass this on through freezing fares to the benefit of passengers. The changes to the bus industry following deregulation in 1986 caused a good deal of uncertainty and often did not produce short-term benefits for passengers. The provision of services has now, however, generally settled down and quality and relative stability are beginning to show through, with a few exceptions. Our approach will be to work with operators in the direction that most of them are already going. We do not wish to create further uncertainty through significant change.

4.7.3. Legislative competence over bus services, essentially a local transport issue, will rest with the Scottish Parliament (with the exception of competition aspects including mergers, operator licensing and safety which will be matters reserved to the UK Parliament). We believe that the following framework will provide an effective base for the Parliament to take forward.

4.7.4. *Quality Partnerships* are already operating in a number of parts of Scotland. We believe that such partnerships offer the best model for the delivery of improved services. In these co-operative arrangements, the local authority provides traffic management schemes to assist bus services, such as bus lanes, junction improvements and park and ride. The operator offers better quality (comfort, environmentally-friendly and accessible buses and better customer care by staff) and improved marketing which may lead to more frequent services. We believe that local authorities must have a key role in determining local bus service provision, based upon the positive experiences of good *Quality Partnerships*. *Quality Partnerships* can apply in rural, as well as urban areas, although a rural partnership might be rather different from an urban one, and the local authority will be best placed to determine the basis of the way forward.

4.7.5. To encourage a greater take-up of such Partnerships, we shall bring forward legislation for Scotland to allow *Quality Partnerships* to have a statutory basis. This legislation will allow local authorities to require operators to meet certain service standards in order to be able to use the local authority-provided facilities. This will ensure that the advantages of existing *Quality Partnerships* are properly cemented, and that local authorities can have a greater influence over the provision of bus services.

Examples of Quality Partnerships:

Aberdeen City Council, Aberdeenshire Council, Bluebird Buses and First Aberdeen have reached agreement in principle on the improvement and development of local bus services. They are committed to ensuring that:

- Bus operators will provide driver customer care, buses with easy access and new low emission/fuel efficient vehicles. Most importantly they will set fares which provide value for money and encourage regular bus usage.
- Local authorities will introduce more bus priorities and traffic management to improve journey times and reliability. Research has shown these to be the most important aspects of the journey. They will also endeavour to provide pleasant and safe waiting environments.
- Both local authorities and bus companies will help improve passenger information.

By making people more aware of the problems they create in using less sustainable

forms of transport, the partners will work together to put over consistent, clear arguments in favour of buses and public transport in general.

The City of Edinburgh Council and Lothian Region Transport, Lowland Omnibuses, SMT and Midland Bluebird have reached an agreement in principle on future necessary improvements and development of bus services in Edinburgh. This agreement aims to provide improved bus services which are customer and environmentally friendly and reliable. The partners agree that new measures and policies need to be introduced to achieve the above goals. These include: improved public transport infrastructure with easily accessed, pleasant and secure waiting areas, better passenger information and the introduction of more bus priority measures, high quality, accessible vehicles and improved customer care. The partners want to encourage greater use of public transport for all types of journey and to reduce and then reverse the unsustainable growth in private car use.

A Quality Partnership agreement between Strathclyde PTA, Glasgow City Council, and the bus operators (Greater Glasgow, Kelvin Buses and Midland Bluebird) formalised the commitment of all signatories to the idea of improving public transport. It is likely to be the first in a series of such agreements covering other parts of the SPTA area. This Partnership was behind a real time information system that was brought into operation in Maryhill Road under the name of Strathclyde Bus Time in 1996. This was a demonstration project to improve the quality of information available to the travelling public about all of the bus services on that road. SPTA has also recently confirmed its intention to participate fully in a Quality Partnership initiated by Glasgow Airport, aimed at raising and regulating the standard of surface transport operating to and from the airport.

The Maryhill Road project was the pilot Urban Route Action Plan. Extensive bus lanes, reduced on-street parking and improved junction layouts have all been designed to assist the flow of buses, while enhanced enforcement, better stop locations and more shelter provision should make the use of public transport more attractive. Similar plans have now been implemented or are being finalised for a further 20 arterial or circumferential routes throughout Glasgow and surroundings.

4.7.6. We believe that this should, and will, be the normal model for the improvement of local bus services in Scotland. There may be some circumstances, however, where this model is not able to bring about the necessary benefits to passengers. We shall therefore also introduce 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. This would involve operators bidding for exclusive rights to run a route or service, on the basis of a local authority service specification and performance targets. These powers would only be available after a *Quality Partnership* had failed; and any application for a scheme would be subject to

approval of the Scottish Executive. We would not expect that the Executive would have to use these powers in the short-term, given the quality of most Scottish bus operations and the generally good working relationships between operators and local authorities. The circumstances in which any *Quality Contract* could be implemented would be defined in Scotland-wide guidance that would be developed in consultation with interested parties.

4.8. Improving Railways

4.8.1. Scotland has maintained an extensive network of passenger rail provision. This brings accessibility to many different types of communities across the country, from inner-city Glasgow to rural Caithness. However, the quality of service provision has been variable and we aim to ensure that improvements are made.

4.8.2. The UK White Paper outlines our proposals for the establishment of a *Strategic Rail Authority*. This will fulfil our manifesto commitment to free the potential in the restructured rail industry for passengers' benefit. In this way we shall deliver improvements in terms of fares, and quality and reliability of services, across Scotland and across Britain. We aim to deliver an integrated transport strategy which ensures that railways will be run in a way which meets Scotland's needs.

4.8.3. We have also recognised the widespread view that rail provision in Scotland should be overseen by the Scottish Parliament and Executive. We are creating a sensible framework that will allow the Scottish Executive to have a major influence over rail services in Scotland while maintaining the UK Parliament's control of overall regulation of railways throughout Great Britain.

4. Scotland's Transport Action Plan - continued

4.8.4. We are proposing that the Scottish Executive should be able to issue instructions and guidance in relation to passenger rail services which both start and end in Scotland; this will enable Scottish Ministers to instruct the Government's proposed new *Strategic Rail Authority* on levels of service and fares and on how the ScotRail franchise should be managed. In addition, the Scottish Executive will have responsibility for the funding of rail services in Scotland. In 1997-98 the ScotRail franchise involved payment of some £246m from the Exchequer. Some £101m of this is already the public expenditure responsibility of The Scottish Office in respect of the passenger rail services in the Strathclyde Passenger Transport Authority area. The balance is currently the public expenditure responsibility of DETR and the Office of Passenger Rail Franchising (OPRAF) and will be transferred to the Scottish Executive.

4.8.5. We shall also ensure that the Scottish Executive will be able to issue instructions and guidance in respect of ScotRail sleeper services, subject to this not impacting adversely on the *Strategic Rail Authority's* costs outside Scotland or the operation of rail services generally. The Scottish Executive will also be able to issue non-binding guidance in respect of other cross border services.

4.8.6. To enable proper consideration of these issues at the Scotland level, the Scottish Parliament will have legislative competence to determine the extent of the rail and bus responsibilities of Strathclyde PTA/E and of any new such bodies. It will also have legislative competence over the powers for the promotion and construction of new railways in Scotland.

4.8.7. We shall bring forward new legislation to transfer appropriate responsibilities to the Scottish Executive, as we establish the *Strategic Rail Authority*.

Integrated timetable for the Highlands and Islands

The Highland Council, in conjunction with Comhairle nan Eilean Siar, Orkney Isles Council, Highlands and Islands Enterprise network and the local public transport operators, produce a public transport map and four comprehensive timetable guides covering the areas North Highland & Orkney, Skye & Western Isles, South Highland, and Inverness & Inner Moray Firth. The guides give timetable details for bus, air, rail and ferry services and have through-connection information on some of the more common routes. The project aims to increase consumer awareness of public transport choices throughout the area and in so doing to boost patronage both amongst local

residents and tourists through partnership with the tourist board. The partners intend to extend the service on to the internet in the near future.

4.8.8. In addition, under the terms of the Scotland Bill, the Scottish Parliament will have legislative competence over grants for passenger rail services and the Scottish Executive will administer Freight Facilities Grants and Track Access Grants in Scotland. The Scottish Executive will also have responsibility for appointing the Chairman of the Rail Users' Consultative Committee for Scotland. This Committee's reports, and those of the Central Rail User's Consultative Committee, will be laid before the Scottish Parliament.

4.8.9. This package of measures will provide real benefits to rail users in Scotland. It will ensure that within Scotland there is proper Scottish democratic control over expenditure, and over the prioritisation of services, on Scottish railways. In addition, it will allow the continuity of longer distance services connecting Scotland with the rest of Britain.

4.8.10. We recognise that Scotland has a network of rail services in many rural parts of the country that continues to receive significant public funding to maintain it. It provides vital services for the communities that use it and is useful in supporting local economic development through providing a service to tourists. Scotland's longer distance rail links to the rest of Britain are also vital in supporting tourism. We believe that there is potential for these long distance and rural rail services to support tourism further. We shall work with the Train Operating Companies, Railtrack, the local tourist bodies and the Scottish Tourist Board to achieve this.

4.9. Improving Integrated Public Transport

4.9.1. We shall work with transport operators, local authorities and user groups to develop a practical and effective *Scottish National Public Transport Timetable*. We would wish this to cover all internal Scottish bus, coach, rail air and ferry services, and to include connections on to other internal UK services wherever appropriate. It would need to be readily accessible to a wide audience when planning journeys. It would need to be reliable and regularly updated. Electronic and internet accessible versions could provide this flexibility and will be considered. This is a major challenge but we shall pursue it vigorously to allow users, potential new users and tourists to take maximum benefit from the extensive and diverse public transport system across Scotland.

4.9.2. We shall also work with transport operators and user groups to develop better through-ticketing to ensure the most attractive system and maximum flexibility for public transport users. Many initiatives are already in place and we shall consider how best to disseminate best practice in this field.

Integrated timetable for the Highlands and Islands

The Highland Council, in conjunction with Comhairle nan Eilean Siar, Orkney Isles Council, Highlands and Islands Enterprise network and the local public transport operators, produce a public transport map and four comprehensive timetable guides covering the areas North Highland & Orkney, Skye & Western Isles, South Highland, and Inverness & Inner Moray Firth. The guides give timetable details for bus, air, rail and ferry services and have through-connection information on some of the more common routes. The project aims to increase consumer awareness of public transport choices throughout the area and in so doing to boost patronage both amongst local residents and tourists through partnership with the tourist board. The partners intend to extend the service on to the internet in the near future.

4.9.3. We shall also look thoroughly at the quality of public transport interchange facilities across Scotland. There are already some good examples of quality facilities in Scotland and by working with operators, local authorities, users and others, we intend to assist in the spread of more. The National Transport Forum for Scotland can have a very useful role in improving the practical delivery of better integrated public transport, given the range of operators and users who are members.

4.10. Improving Community Transport

4.10.1. We need to develop the role of community-based initiatives to foster local solutions appropriate to local circumstances. These initiatives might include ideas such as appropriately-controlled car share clubs, and taxi-buses using small vehicles suitable for rural Scottish circumstances. Appropriately marketed, these initiatives can also help bring in additional visitors and tourist revenue to remote communities. We have recently funded an additional post at the Community Transport Association and, through the Chancellor's Budget announcement about support for rural transport, made £0.6 million a year available for these types of initiatives funded by that body. At the end of March we consulted interested bodies on how to develop community action and we shall announce soon how we propose to spend that money for maximum effectiveness.

4.11. Improving Domestic Air and Ferry Services

4.11.1. The UK White Paper set out a number of important principles concerning sustainability, regional developments and surface access to airports which are intended to place aviation within the context of a broader integrated transport framework. The UK document also recognises, however, the need to capture these ideas within a comprehensive and forward-looking UK National Airports Policy.

4.11.2. For many communities in Scotland air and ferry services are an everyday travel necessity. They are real lifeline services. Such services also have a role to play in the development of tourism. Air services connecting Scotland to the rest of the UK, and London in particular, are of vital importance to the Scottish economy. We shall seek therefore the continuation and improvement of such links, and ensure that the development of the UK National Airports Policy reflects those links' importance.

Image

4.11.3. We shall also shortly be commissioning a Scottish Airports and Air Service

Study, in association with DETR, as part of a wider UK initiative and as a contribution to development of this National Airports Policy. This study, to report in 1999, will consider how best Scottish airports, large and small, can be developed to meet local demand and to realise their potentially significant economic benefits without imposing unacceptable environmental costs (e.g. excessive polluting emissions) on those potentially affected.

4.11.4. The UK National Airports Policy will recognise the key distinctive roles of major international hub airports and the varying sizes of regional airports, as in Scotland. Overall, development of the National Policy will require consideration of airport capacity for scheduled, charter and business aviation and the related environmental, social and economic factors, and ways of improving existing capacity through economic or regulatory measures. Air space capacity issues and surface access provision, particularly better public transport access, will need to be addressed. Of particular interest to Scotland will be the National Airports Policy's relationship to possible future developments at EU level on issues such as runway slot allocation and airports charging. We also propose to encourage international access to regional airports through further pursuing liberalisation policies.

4.11.5. The implications of the UK National Airports Policy for Scotland will in due course be reflected in planning guidance.

4.11.6. We shall consider how airports integrate with the local community and encourage local authorities to take account of airports fully when developing *Local Transport Strategies*. We shall encourage the further development of Area Transport Forums to improve links between airports and interested parties locally.

4.11.7. We recognise the importance of public transport connections to airports and ferry terminals. Our proposals for developing the rail and bus industries will facilitate improvements and we expect airport and ferry operators to work with surface transport operators to improve links. Our proposals for a *Scottish National Public Transport Timetable* will also help inform travellers where these options already exist and highlight where gaps need to be closed. We shall continue to press for improvements in rail and bus connections to airports and ferry terminals and the development of new direct links, exploring the possibilities for seamless interchange between modes.

Image

4.11.8. We shall continue support for the operation and development of airports managed by the Government-owned company, Highlands and Islands Airports Limited (HIAL). A major Public/Private Partnership investment is underway at Inverness to build a new terminal building. We shall examine opportunities for further investment in facilities across HIAL's airports.

4.11.9. Ferry services provide an essential and in some cases the only, link with Scotland's main centres of population and economic activity. There are a range of ferry service providers including nationalised industries, local authority supported services, private operators in receipt of subsidy and non-subsidised private operators. We are committed to safeguarding lifeline ferry services for the economic and social benefit of Scotland's island communities. This commitment involves the provision of modern, efficient and safe vessels fully compliant with current safety requirements, and appropriate shore infrastructure.

Image

4.11.10. The Government attaches particular importance to regular consultation with island interests and customers of ferry services about existing and planned provision of services. We shall continue support for the operation and development of services operated by CalMac. We have also recently commissioned research to examine the relationship between price and demand for ferry services and the effect that real fares increases can have on the islands' economies. We shall initiate a new tendering exercise to secure the long term provision of lifeline ferry services from the mainland to Orkney and Shetland from the year 2002 onwards.

4.12. Improving Enforcement and Safety

Enforcement of Road Traffic Law and Parking

4.12.1. We believe that improvements in enforcement are vital in improving the overall transport position in Scotland.

4.12.2. 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 seek designation orders to introduce decriminalised parking enforcement. We are enacting the necessary legislation to allow the City of Edinburgh Council to set up as a pilot measure Scotland's first decriminalised parking scheme later this year. This is not a measure to soften our approach to illegal parking. It is a positive measure, that if successful, will allow the revenues from parking fines in special parking areas to flow to the local authority rather than the central Exchequer, for investment in enhanced enforcement and other local traffic management improvements.

Image

4.12.3. We have made clear our commitments to improved safety in vehicle standards and enforcement in the UK White Paper. Responsibility for these issues will continue to be dealt with by the existing agencies within the existing framework after the establishment of the Scottish Parliament. We shall work with those agencies to ensure that the necessary Scottish issues are properly addressed.

Road Safety

4.12.4. In 1987 the Government set a target to reduce road accident casualties by one third by the year 2000 compared to the average for 1981-85. Substantial progress has been made towards achieving this objective in Scotland. Fatal and serious casualties in 1997 were 50% below, and the total number of casualties was 17% below, the average for the early 1980s. We have announced that a new target for reducing casualties will be set for the period up to 2010. We shall publish the new target later this year, together with a strategy for achieving it. In developing a programme of measures, particular attention is being given to the safety of vulnerable road users including children, pedestrians and cyclists. We shall also look further at why children in disadvantaged areas are more likely to be involved in a road accident and ensure that our social inclusion agenda also embraces this aspect.

Image

4.12.5. Speeding remains a factor in many accidents. We shall participate fully in the national review of speed policy set up by the DETR. Research has proved the effectiveness of 20 mph zones with traffic calming measures in reducing both the number of accidents and the severity of casualties. We shall make it easier to introduce 20 mph speed limits. In May we issued to relevant bodies a consultation paper setting out proposals for the removal of the Secretary of State's consent to impose a 20 mph speed limit. We shall also continue work with the Society of Chief Officers of Transportation in Scotland on the implementation of a number of pilot 20 mph projects in residential areas in Scotland. The pilot projects will enable advisory 20 mph speed limits to be established without the need for relatively expensive engineering measures. The effectiveness of the pilot projects will be evaluated with the views of local residents obtained as well as information about vehicle speeds and accidents. The aim is to make it easier for local authorities to introduce 20 mph speed limits more widely.

4.12.6. We are, like our predecessors, totally opposed to drinking and driving, and it is encouraging that the majority of people see drinking and driving as wholly unacceptable. Nevertheless, drink related road accidents are still a significant cause of deaths and injuries. We are, therefore, currently consulting[5] on a package of measures to address the problem of drinking and driving, with the aim of achieving further reductions in the number of casualties.

Safety and Security in other modes

4.12.7. We recognise that safety is not confined only to road transport issues. Safety on and in connection with public transport is a vital issue, particularly at night and for women, older and younger people, and those from ethnic minorities. Public transport will not fully become a practical option for people, especially these groups in society,

unless and until they can feel safe when travelling. 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.

4.13. Improving the Trunk Road Network

4.13.1. The key elements of a future trunk road strategy are being considered within the strategic review of the Trunk Road Programme which has been taken forward in parallel with the preparation of this White Paper. Our commitments to a strong economy, a sustainable environment and an inclusive society will underpin that review, just as they underpin this White Paper. A key factor in the review will be the environmental problems of increasing volumes of road traffic as we have already outlined in 2.2.7.

4.13.2. A major part of the trunk road review involves the development of a revised appraisal framework which will allow all new road schemes to be assessed rigorously against the 5 criteria - economy, safety, environmental impact, accessibility and integration - which we have placed at the heart of our integrated strategy. A consultation document setting out proposals on how this framework will be applied will be issued shortly after this White Paper.

4.13.3. The final report on the Strategic Roads Review will be issued later this year and will take into account responses to this consultation document. The strategy that it will set out is likely to involve commitments to:

- develop and operate traffic management measures across the whole of the network to alleviate congestion and to increase the efficiency of use of the existing network. This includes the further development of the national driver information system to inform the travelling public of traffic and road conditions;
- minimise the impact of roads and traffic on the global and more local environment, e.g. by protecting biodiversity, and employ principles of sustainability in the management of trunk roads;
- deliver a programme of routine, winter and cyclical maintenance on the trunk road network, and to undertake structural maintenance to ensure that the network maintains its value and remains available for the use of traffic;
- monitor the standard and performance of the trunk road network to identify areas which require relief through further investment to improve safety and make more efficient use of existing infrastructure;
- draw up route strategies to co-ordinate local improvements and accident remedial works across the network, having regard to the programme of maintenance works and the development of route action plans on specific

routes where transport concerns merit an intensive study of problems and solutions;
- develop a programme of improvements on the network of core strategic roads and motorways. The objectives of this programme will be to make further improvements to the motorway network in Scotland, where these are shown to be necessary and are affordable; to improve the efficiency, reliability and safety of the network; and to enhance opportunities for economic developments;
- continue the development of procurement options to deliver best value for money, to encourage innovative design and to achieve confidence in the out-turn price;
- work with local authorities to provide indicators of traffic restraint on the trunk road network to assist them in their Road Traffic Reduction Act work;
- examine the potential role of public transport in addressing trunk road capacity problems, including undertaking corridor appraisal studies where appropriate.

4.13.4. The development of the revised appraisal framework reflects our recognition that enhancement of the trunk road network still has a role to play in meeting Scottish transport needs. However, the trunk roads review is taking place against a background of very constrained resources for trunk road expenditure. Around one third of the current year's budget (around £157 million) is committed to works already on site. Nearly all of the balance is needed to maintain and operate the existing network, leaving little or no scope for new works. Affordability has, therefore, to be a key consideration in determining future trunk road investment programmes. The generation of new possible income streams, using the measures identified in this White Paper (see 4.3), will be critical in determining whether capacity enhancements that pass our appraisal criteria can proceed.

4.14. Improving Land Use Planning

4.14.1. Relatively few transport trips are undertaken purely for the joy of travelling. Most trips are generated by the need to move from one place to another because different land uses and activities are located in different places. We live in one locality, and our work, children's schools, medical facilities, shops for food or for clothes or furniture, the places we pursue our leisure activities, are all potentially in different localities. The way we organise our lives around these different functions requires us to travel.

4.14.2. Therefore land use planning, the allocation of land to different land use and activities, has a crucial role to play in determining to what extent people have to travel to fulfil their aspirations. The planning system cannot of itself stop people travelling farther than they need to. It can, however, help to give people the opportunities to meet their needs with minimal travel. Strategic decisions can be made to ensure that, wherever practical, the various facilities described above are

sited close to each other and to the main residential areas.

4.14.3. The other main contribution of the planning system is in more detailed design matters. Having major land uses close to each other is of little use if the only means of getting between them is by private car. However, if new developments are designed, or older developments restructured, to ensure that there are direct, attractive, safe and secure walking and cycling routes between related land uses, or that such uses are located to enable maximum access by public transport services, much can be achieved. For example, consideration should be given to the provision of secure cycle parking facilities in all new developments or redevelopments.

4.14.4. We recognise the close relationship between necessary residential and economic development, and the ability of the transport system in general, and the trunk road network in particular, to cope at an acceptable level of service. Further consultation will take place shortly on measures to clarify procedures for consultation on development likely to have an impact on trunk roads, and to modify the arrangements whereby developers are required to assess the impact which their development is likely to have on the trunk road system.

4.14.5. In addition to that specific consultation, we will publish after this White Paper consultative drafts of a National Planning Policy Guidance and Planning Advice Note on Transport and Planning setting out guidance on how land use planning decisions might be taken in ways which are consistent with transport policy objectives, taking into account the integration of land use planning, the environment and transport. Comments are sought, and, after the responses have been given due consideration, a final version will be published as the definitive policy guidance.

4.14.6. As part of the land use planning issue, central and local government should encourage employers to produce Green Transport Plans, not only with the aim of reducing congestion and improving air quality, but also of encouraging healthy-travel initiatives. The Scottish Office is already developing a Green Transport Plan for its main Edinburgh building, Victoria Quay. We aim to finalise this by October 1998. We shall do likewise for all our headquarters buildings by March 1999.

4.15. Improving Interaction with other Policies

4.15.1. We recognise that it is no use improving transport policies if other policy priorities are not working in harmony with them. This is a fundamental aspect of integrated transport and one on which many respondents to our consultation document commented. We intend not to repeat previous mistakes, but to learn from them and ensure that the development of all new central Government policies is undertaken with their transport consequences being fully understood. We shall develop a process of undertaking a *Transport Policy Compliance Assessment* (TPCA) of all new major policy initiatives or changes.

4.15.2. We have already explored the relationship with the environment and land use planning in the preceding sections; the rest of this section looks at how we might make progress in relation to a number of other major policy areas. This list is not exhaustive, however, and the application of TPCAs across all policy areas will ensure we meet our objectives.

4.15.3. In addition to improving **health** through action to improve air quality, we recognise that transport impacts on our personal health in many other ways. Our Health Green Paper[6] acknowledged this and proposed, for example, initiatives on walking. We shall develop the health promotion aspects of physical activity related to transport choices in terms of walking and cycling for appropriate length journeys. We need transport and health policies which are consistent and which reinforce each other.

4.15.4. We recognise that the development of policy on the location of NHS facilities should ensure accessibility by all. This applies to smaller facilities at community level, as well as to major hospital developments. We shall work with the NHS authorities to ensure that we avoid creating car dependence and excessive car use through such decisions.

4.15.5. We have already explained the critical relationship between **education and transport** in section 4.5. Another key aim, however, will be to reduce traffic problems caused by children being driven to school by car. We can secure improvements in health, and reductions in local congestion and pollution, by encouraging children to walk or cycle to school, or to use public transport through the development of individual school Green Transport Plans. We also recognise the personal and road safety implications of such an approach. We shall therefore seek to develop the safer routes to school policy. The recent Scottish Cycle Challenge Awards included six specific projects in different parts of Scotland for developing such schemes and a number of other projects in which safer routes to school played a part.

Image

4.15.6. We are committed to ensuring that key sites for **economic development** are accessible, as far as possible by all modes of transport; and thus to reducing car dependence. We shall also ensure proper co-ordination between our policies on economic development and transport so that they support each other effectively. It is little use creating jobs if they are in places that the people who need jobs cannot easily reach. We need to give better priority to how existing major employment sites can be better related to public transport, perhaps through joint public/private ventures. We also need to bear this in mind in relation to major inward investment projects for new employment sites as these tend to draw employees from a wide surrounding area.

4.15.7. We remain committed to ensuring that our **rural** communities are viable and

that our transport policies continue to support them. We acknowledge that there is significant concern in rural areas about the cost of petrol and the closure of rural petrol stations. To respond to this, we are already moving to distribute the additional £4.5 million for Scottish rural transport announced in the Budget. We have recently completed research on car dependence in rural Scotland and on the viability of rural petrol stations. We shall study these reports carefully and consider whether we might need to introduce additional rural transport measures.

Image

4.15.8. We shall ensure that our transport policies fit with our priorities in combating **social exclusion**. A number of public transport operators already offer discounted travel for participants in the New Deal programme. We shall learn from this and explore the scope, with the operators, to apply these principles more widely to other low income and unemployed people.

4.15.9. We shall work with COSLA and the transport operators to develop a *Scottish National Concessionary Fares Scheme for Blind People*. Our aim is to enable blind people to use public transport and to access facilities and services such as health care, education and training, shops and leisure and entertainment thereby reducing social exclusion. Older people in Scotland also benefit from valuable concessionary fares on public transport. Concessions vary between local authorities and, once it is established, the Scottish Parliament will have the power to legislate for a Scotland-wide concessionary fares schemes if it wishes.

4.15.10. We are also committed to ensuring more accessible public transport for people with disabilities, older people and those travelling with young children to reduce as far as possible social exclusion from transport services. In this respect we are working hard to deliver the requirements of the Disability Discrimination Act 1995 for all public transport.

Image

4.15.11. Simply addressing the issues of vehicle access is not sufficient, however. We need to work with local authorities, operators and users in ensuring that those vehicle improvements are used as effectively as possible. We need to look at what difficulties there are for people with disabilities, and wheelchair users in particular, in accessing stations, bus stops and other facilities. The approach of local authorities' and transport operators' staff to helping people with disabilities is also vital. We shall expect local authorities and operators to continue to improve access for people with disabilities, as many of them already are; transport operators are increasingly recognising that they have a social obligation in this regard as well as central and local government. We shall ensure that where authorities develop *Local Transport Strategies* they take proper positive account of the needs of people with mobility difficulties.

4.15.12. We would also expect that our commitments to developing the bus industry through *Quality Partnerships* would accelerate the introduction of accessible vehicles. Equally the *Strategic Rail Authority* will have a specific duty to promote the provision of accessible transport for people with disabilities. We do acknowledge that some people with disabilities will always be dependent upon a car, where they have access to one. We shall ensure that such needs are properly taken into account in implementing our policies for addressing congestion on roads, including the need to access pedestrianised areas of town centres.

4.15.13. The transport needs of people with disabilities, apart from accessibility standards, will be a devolved matter for the Scottish Parliament. For matters like concessionary fares, the Orange Badge scheme and accessibility in remote areas, measures can be tailored to fit Scottish circumstances. The devolution arrangements have also been framed to enable the Parliament to set up a statutory committee dealing with the transport requirements of people with disabilities if it so wishes.

4.15.14. The transport needs of women often differ to those of men. Although they make about the same number of journeys as men, their journeys are shorter on average and, in general, women walk and use public transport, especially buses, more than men. Men are more likely than women to have first call on the car in a one car household. Because women often act as carers, many of their journeys are with children. Many women also have concerns about their personal security when travelling, particularly when on their own and at night. We shall work to ensure that the particular transport needs of women are properly considered in developing transport initiatives, by using a checklist of women's priorities.

4.15.15. Our vision for transport in Scotland will mean for women:

- a greater emphasis on integrated public transport, including more accessible buses, better information and safer interchanges;
- safer public transport;
- improvements in the quality of the pedestrian environment, e.g. making it easier for women with children in prams to get about;
- land use policies to encourage local services, reducing the need to travel by car;
- women's transport needs being assessed in *Local Transport Strategies* and through auditing transport initiatives;
- the development of safer routes to school initiatives;
- the National Transport Forum for Scotland taking account of women's transport needs in its reports and advice to Ministers.

4.16. Improving Freight Transport

4.16.1. High quality, reliable freight transport is vital to Scotland's economy. Overall, we are committed to facilitating a pattern of freight movements that minimises

environmental damage through encouraging alternatives to road freight, where possible, and through increasing the efficiency of current road haulage and reducing the number of lorry journeys.

Image

4.16.2. There has been considerable interest in the issue of lorry weights. Our economic performance is dependent upon efficient freight movements. The UK White Paper announced decisions that will benefit Scotland's economy and Scotland's environment. We intend to:

- allow 41 tonne 6-axle lorries, with 10.5 tonne maximum drive axle weights and road friendly suspension, on UK roads for general use from 1 January 1999;
- ask the *Commission for Integrated Transport* to consider, in the light of the results of the review of the basis of lorry Vehicle Excise Duty rates and of evidence from interested parties, including the rail freight operators and industry generally, the case for allowing 44 tonne lorries on 6 axles to be employed for general use, beyond the existing permission for combined road/rail transport that has existed since 1994.

4.16.3. This combined approach will continue to allow the development of rail freight, to allow improved efficiency in road haulage and to protect further our environment. We shall shortly be publishing a UK document, "A Strategy for Sustainable Distribution", dealing with the freight and logistics sector. This will explain a wide range of initiatives to improve both the effectiveness and acceptability of freight distribution while lessening its harmful effects.

4.16.4. We are committed to improving the opportunities for rail freight. The Scottish Executive will be able to have a vital role in developing rail freight through administering applications for Track Access Grants (currently administered by DETR) as well as Freight Facilities Grants (currently administered by The Scottish Office). This will provide greater coherence in decisions on applications and make the process easier for applicants.

4.16.5. The *Strategic Rail Authority* will also be able to bring about improvements for rail freight in Scotland, through discussion with the Scottish Executive. It will be able to support integrated transport initiatives and provide a clear focus for the promotion of rail freight. It will be able to ensure that freight interests are given due weight both in long-term planning and day-to-day decisions.

4.16.6. Coastal shipping also has a potentially important role to play in reducing the volume of freight currently moved by road. It may be especially useful in Scotland by moving freight from some unsuitable rural roads. We shall work to improve opportunities for moving more freight in this way. In particular, we shall bring forward legislation to extend the current Freight Facilities Grant scheme to include

coastal and short sea shipping, in addition to rail and inland waterways. We shall consult on the details, including the costs which would be eligible for grant and the criteria to be used in assessing applications.

4.16.7. Ports in Scotland are an important part of Scotland's transport system and provide key trading links. This is recognised in the plans to devolve responsibility for Scottish ports policy, currently administered by DETR and dealt with legislatively at Westminster, to the Scottish Parliament and Executive (see Annex A.1). The Scottish Executive will have an opportunity to promote the policy aims for Ports set out in the UK White Paper, in the light of Scottish transport and environmental circumstances. We shall continue to liaise closely with DETR in preparing to devolve policy responsibility to the Scottish Executive.

4.16.8. Ports such as those in the Forth and Clyde estuaries, Aberdeen, and Sullom Voe are important parts of the national trading supply chain, while others such as Cromarty Firth, Lerwick and Montrose, and many others throughout Scotland's coastline, make valuable contributions to local trading and transport. We shall ensure that policies are promoted which allow opportunities for the industry to develop and improve integration of transport links, while respecting the important marine and local environment in Scotland.

4.16.9. Many of Scotland's most valuable imports and exports are dependent upon air freight movements, especially in the electronics sector. Our approach to air freight will be to ensure that Scotland has access to reliable air freight services to meet the needs of Scottish companies, particularly those requiring "just-in-time" services.

4.16.10. We recognise, however, that most Scottish goods movements will continue to be by road, and that if the mobility of freight traffic is jeopardised, there are serious knock-on effects for businesses and consumers. Our objective, therefore, is to ensure the mobility of goods traffic on urban roads, on key inter-urban corridors, and through key interchanges in the trunk road and motorway network. We see scope for improvement in those areas through a more innovative approach to ensuring that scarce road space is better protected for key vehicles. We shall also continue to emphasise the importance of lorries travelling on appropriate roads through following the established routing network.

[4] "Qualification of the Effects of Air Pollution on Health in the UK", Committee on the Medical Effects of Air Pollutants, Department of Health, 1998.

[5] "Combating Drink Driving: Next Steps. A Consultation Paper"; DETR, February 1998.

[6] "Working Together for a Healthier Scotland: A Consultation Paper"; The Scottish Office, February 1998.

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.

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

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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 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.

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

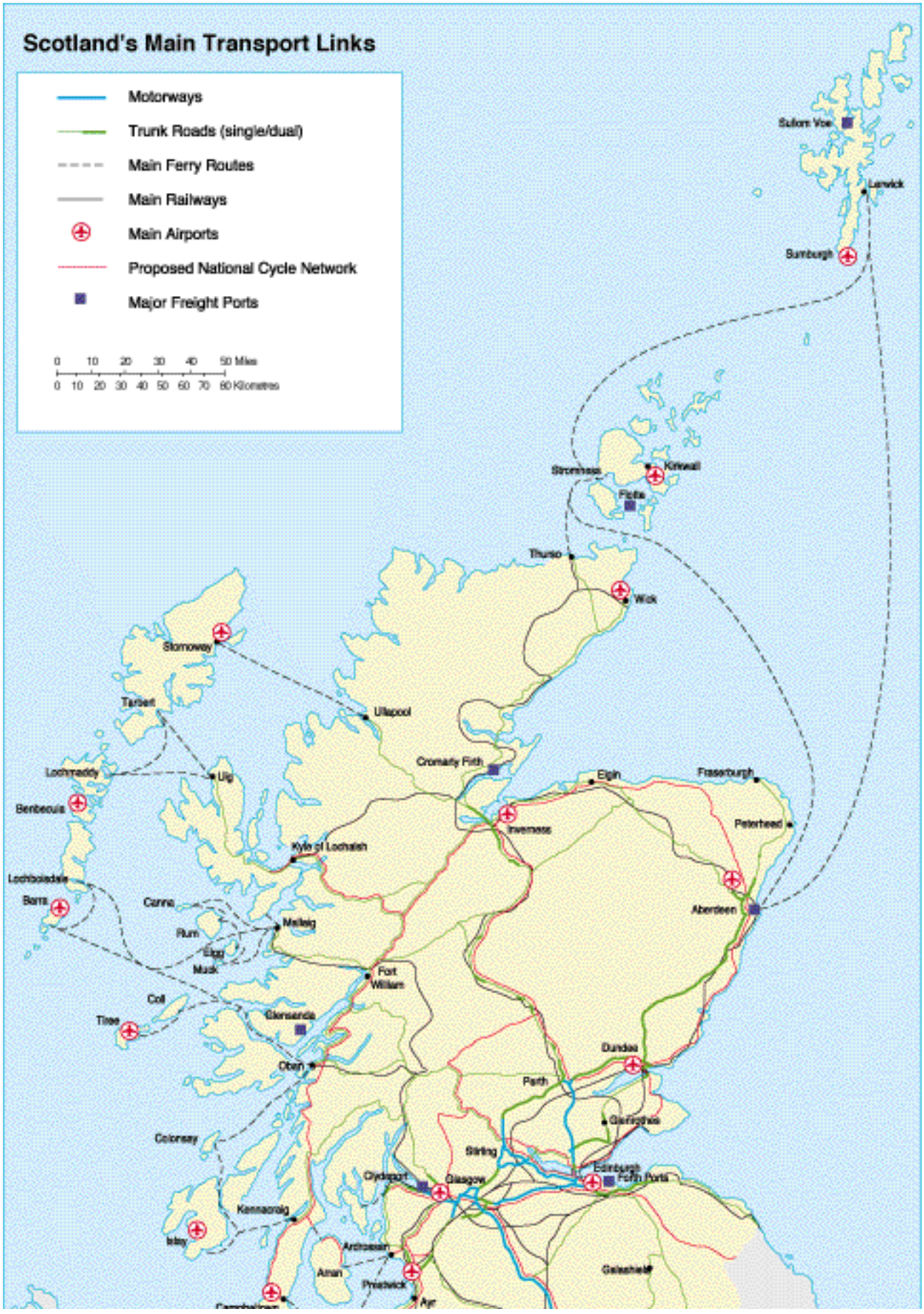
Barrs

Travel Choices for Scotland

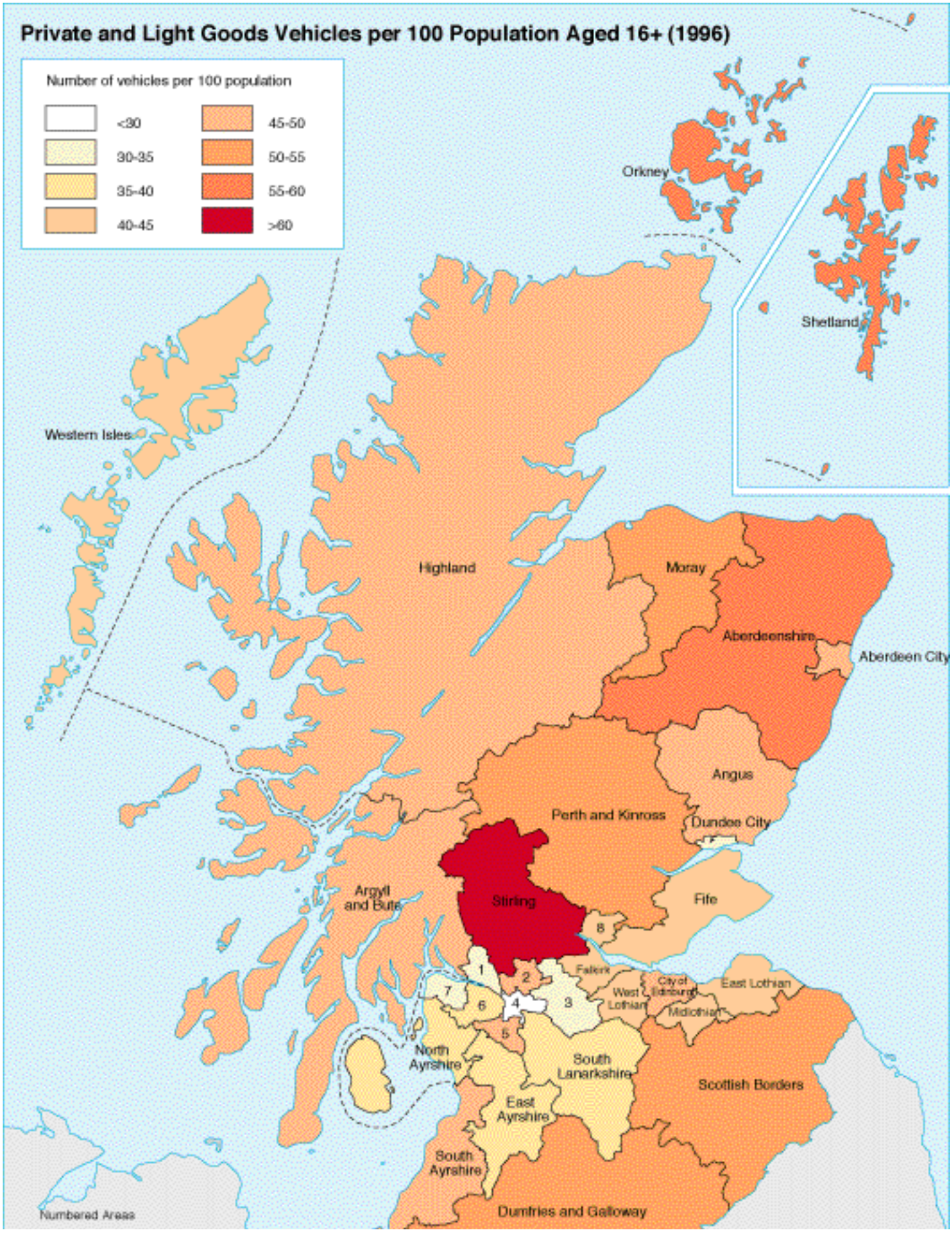

Dumfries
Stranraer

Travel Choices for Scotland

Travel Choices for Scotland

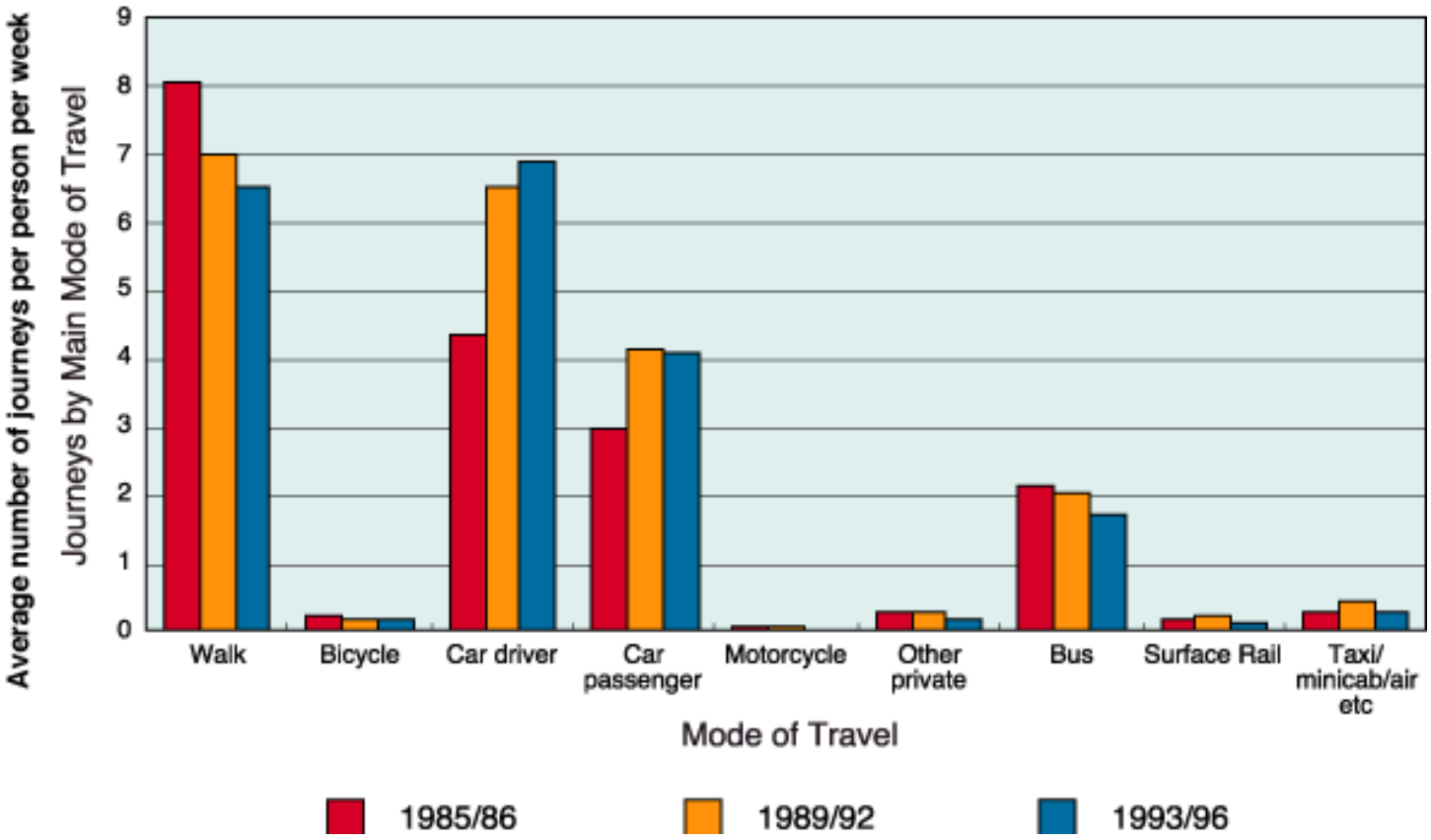



Ballycastle
Larne
Belfast
Dumfries
Cairnryan
Stranraer
The Stationery Office Cartographic Centre 3203 6/98


Private and Light Goods Vehicles per 100 Population Aged 16+ (1996)
Number of vehicles per 100 population
<30
30-35
35-40
40-45
45-50
50-55
55-60
>60
Orkney
Shetland
Western Isles
Highland
Moray
Aberdeenshire
Aberdeen City
Angus
Perth and Kinross
Dundee City
Argyll and Bute
Stirling
Fife
Falkirk
City of Edinburgh
West Lothian
East Lothian
Midlothian
North Ayrshire
South Lanarkshire
Scottish Borders
East Ayrshire
South Ayrshire
Dumfries and Galloway
Numbered Areas

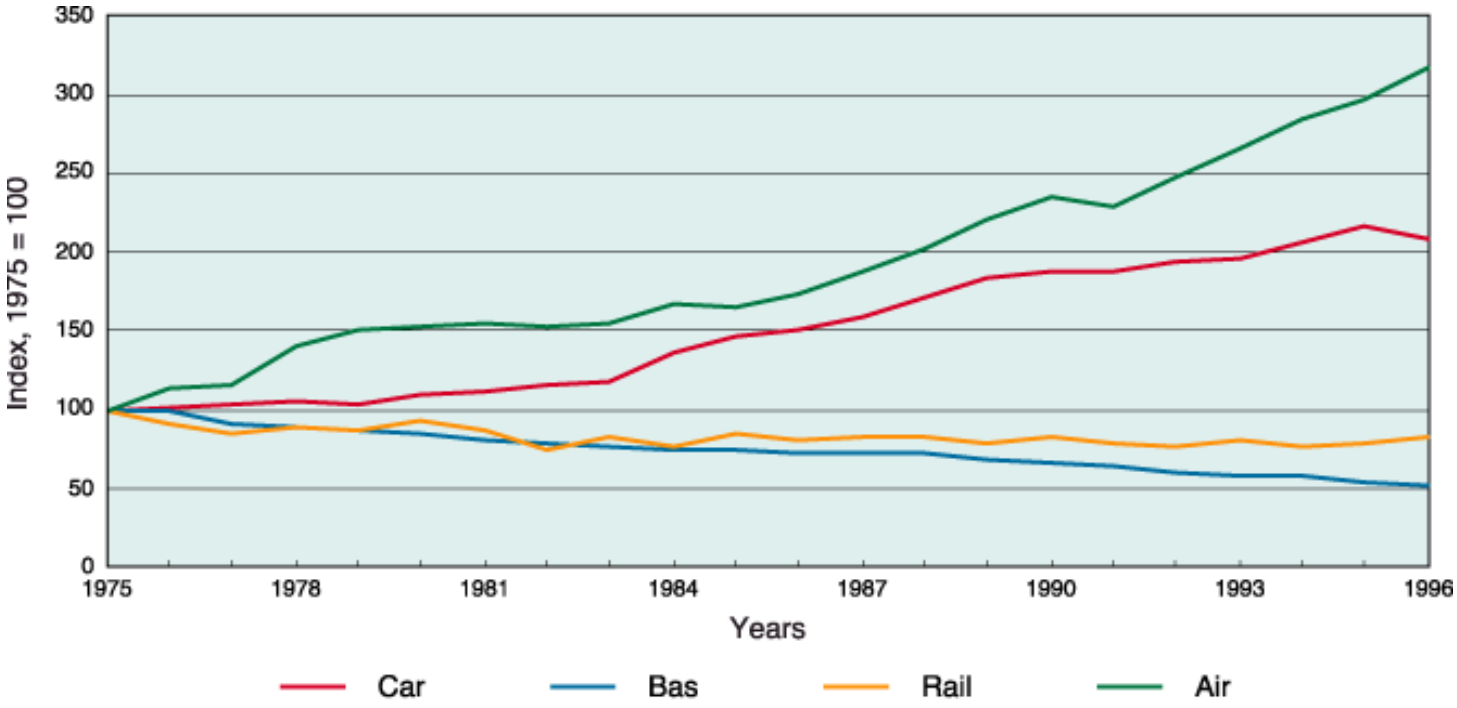

1. West Dunbartonshire
2. East Dunbartonshire
3. North Lanarkshire
4. Glasgow City
5. East Renfrewshire
6. Renfrewshire
7. Inverclyde
8. Clackmannanshire

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

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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 (NOx)	2295	46%
particles - PM10	232	26%
- black smoke	356	50%
volatile organic compounds (VOCs)	2337	29%

(* 1994 estimates used)

Table 3

Source: National Travel Survey, Scotland

	Average no of journeys per person per year (by *main* mode of travel*)*number*		
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
Sample size	*2,560*	*3,181*	*2,845*

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.

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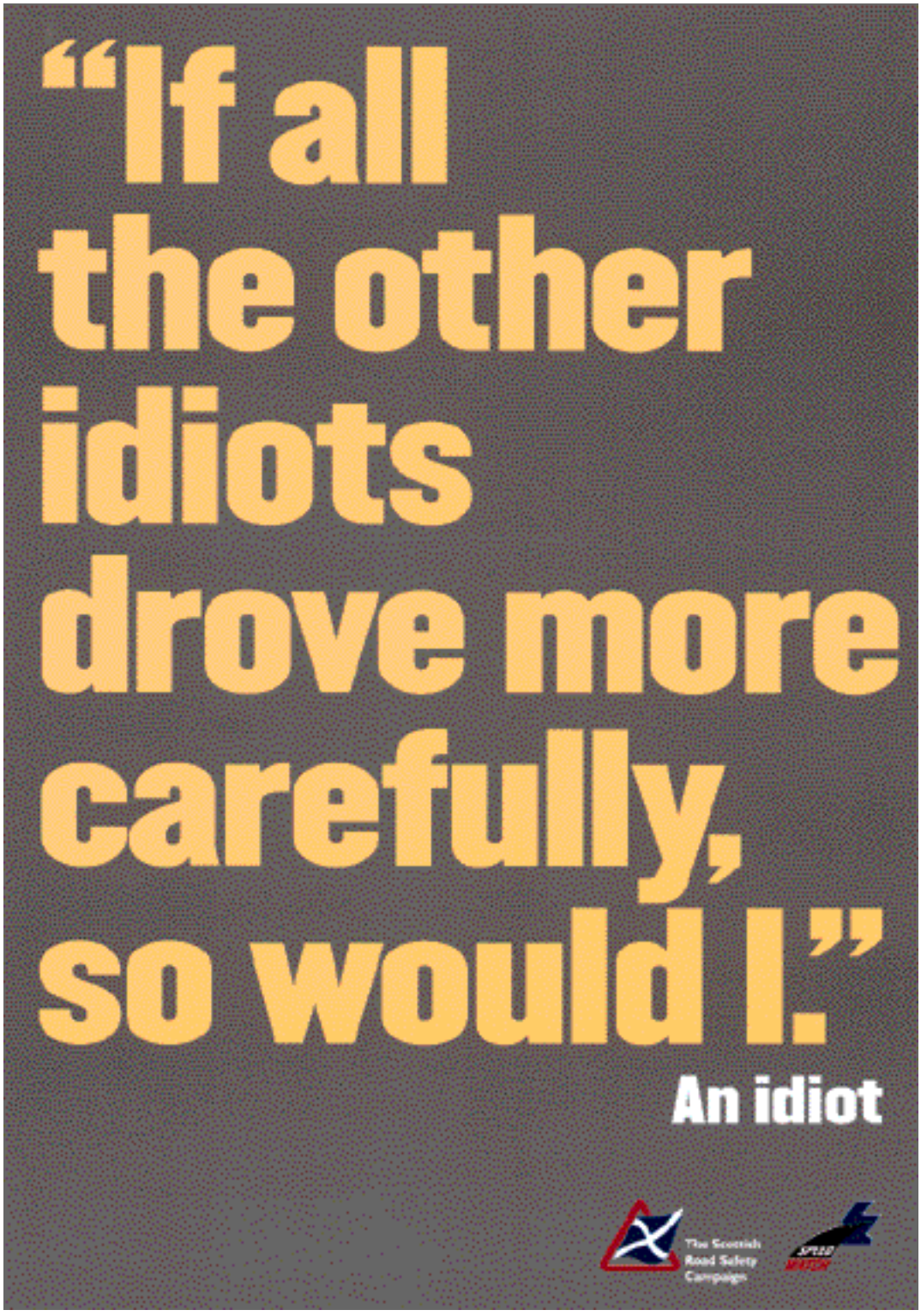
"If all the other idiots drove more carefully, so would I."
An idiot
The Scottish Road Safety Campaign
SPEED

Travel Choices for Scotland

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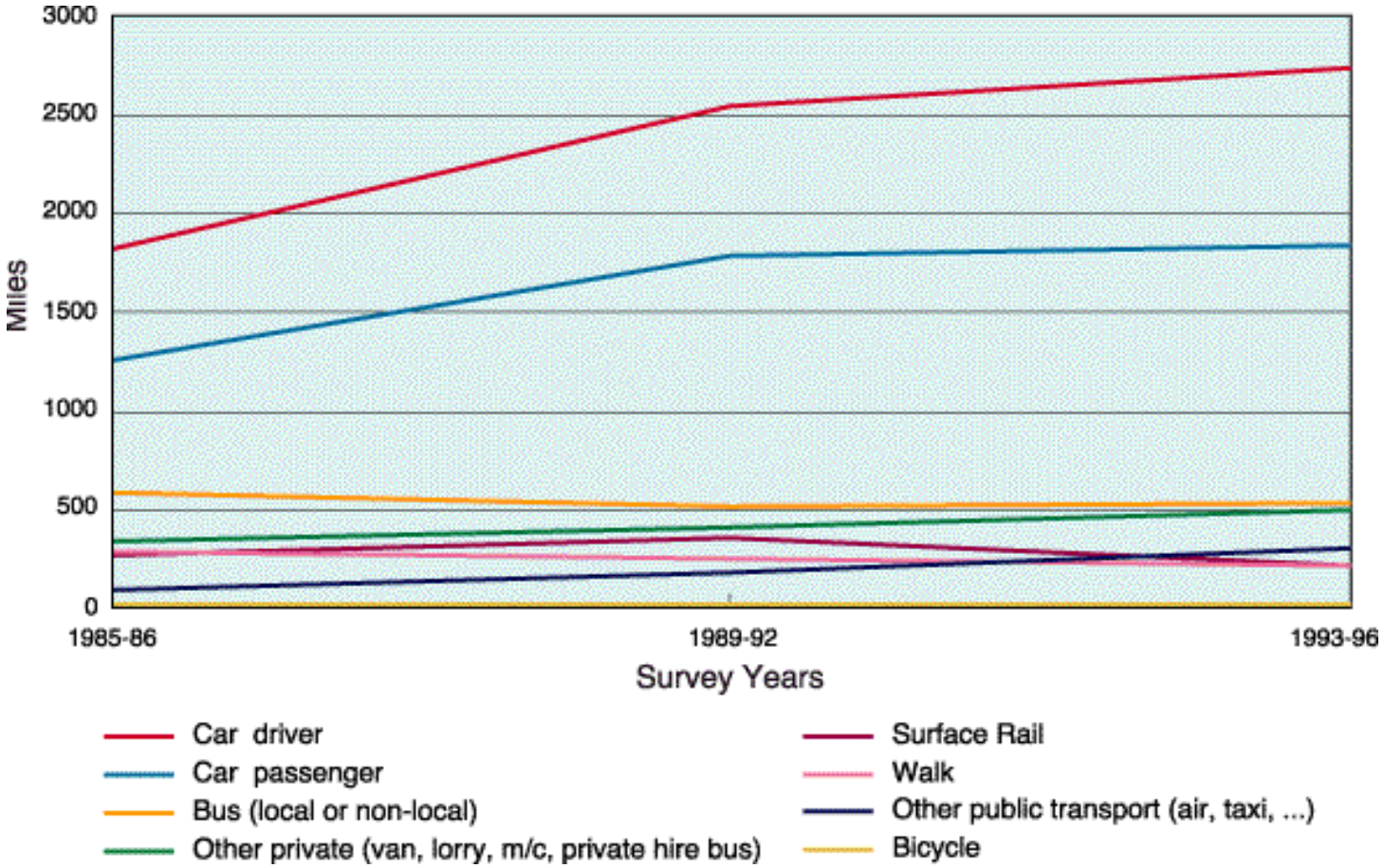
Figure 3. Average distance travelled *(per person per year): Scotland*



Source: National Travel Survey

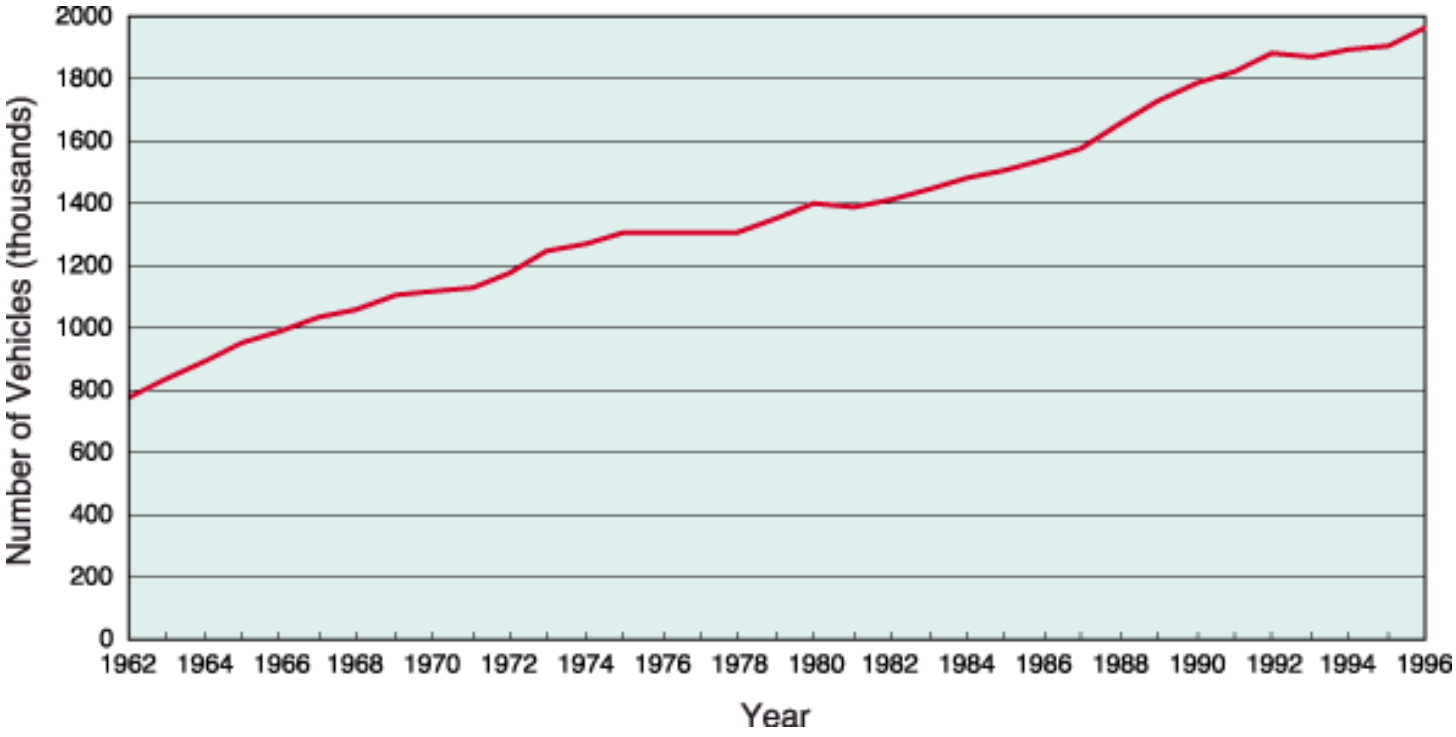
Table 4. Average Distance travelled (per adult per year): Scotland:

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).

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



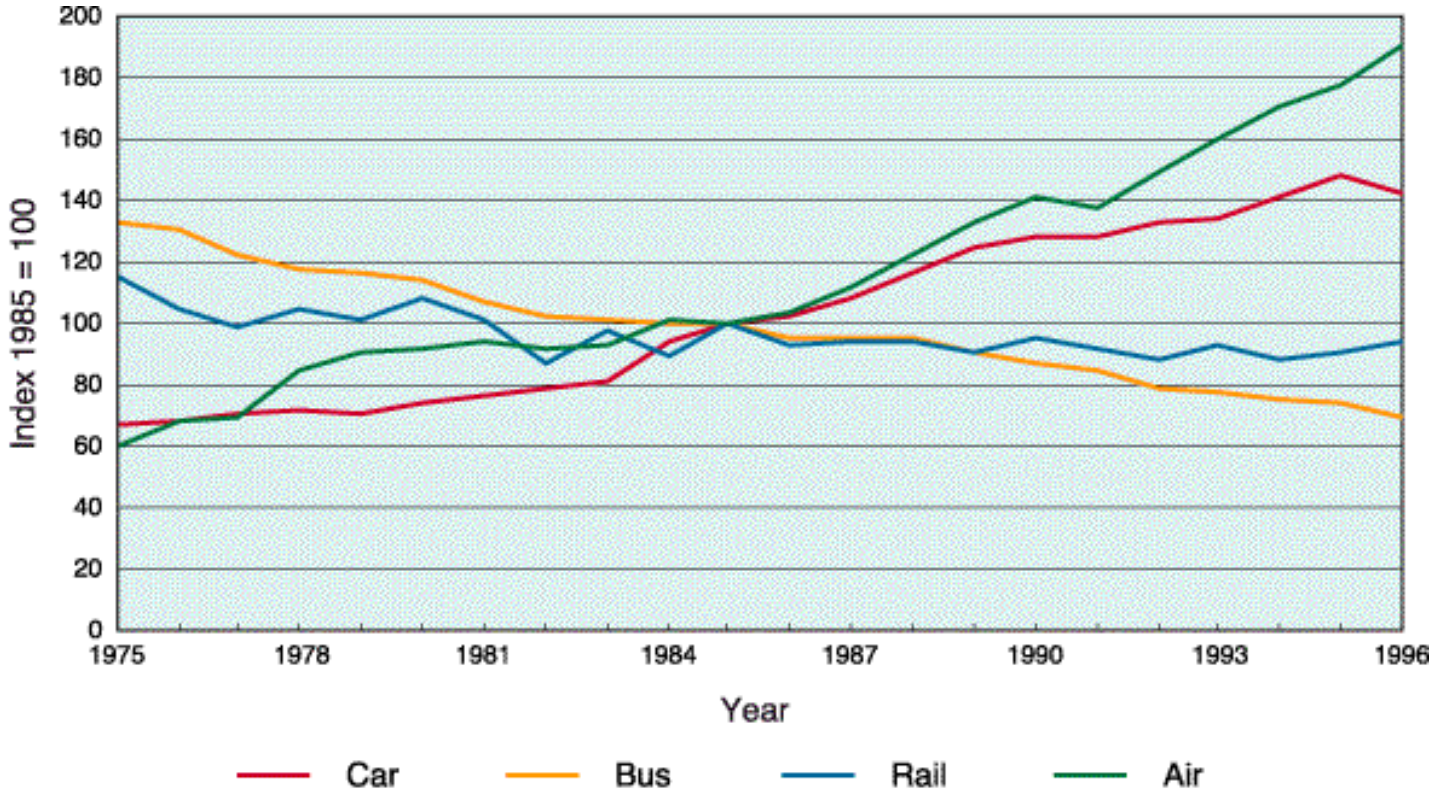
Source: DETR

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

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						
	Under 1 mile	1 to under 2 miles	2 to under 5 miles	5 to under 10 miles	10 miles and over	All lengths	Distance per person per year (Miles)
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 u/gd	0%	1%	33%	31%	34%	100%	290
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 n for journey, and average length of journey by main mode used for journey

	Distance travelled per person per year (by mode of travel) miles			Journeys per person per year (by main mode of travel *) number			(
Mode of travel	1985/86	1989/92	1993/96	1985/86	1989/92	1993/96	
i) All journeys							
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	
ii) Excluding journeys under 1 mile							
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: passenger	1,304	1,857	1,914	141	195	195	

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 sta

In such cases, the "main" mode of travel is the one that was used for the longest stage of

Source: National Travel Survey

Table 8

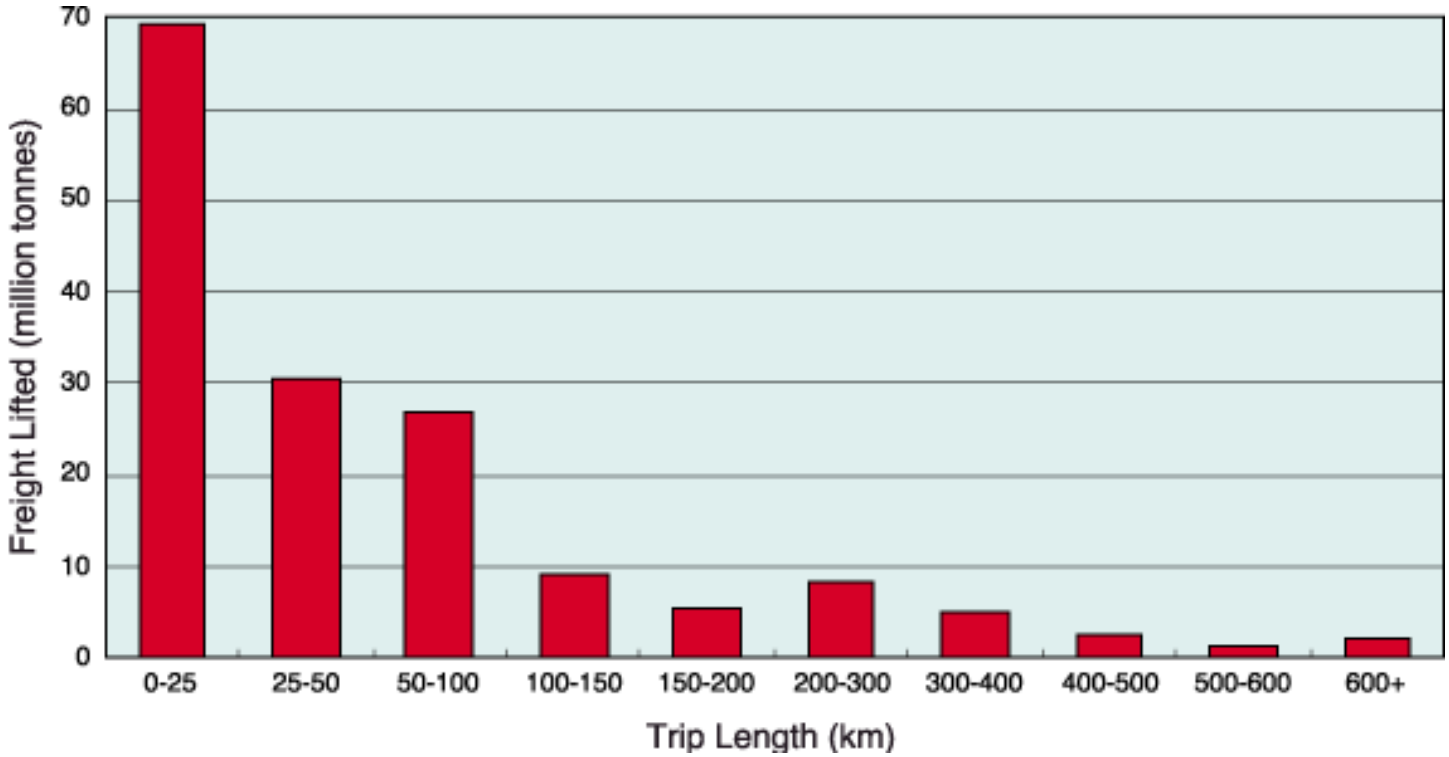
Average distance travelled (per person per year) All journeys and average number of jou
Scotland : 1993/96 by purpose and main mode of travel

	Walk	Bicycle	Driver: Car / van / lorry	Pass'nger: Car / van / lorry	Motor-cycle	Other private transport	Local bus	Non-local bus	Surf
i) Distance travelled (per person per year) : miles									
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
ii) Journeys (per person per year)									
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

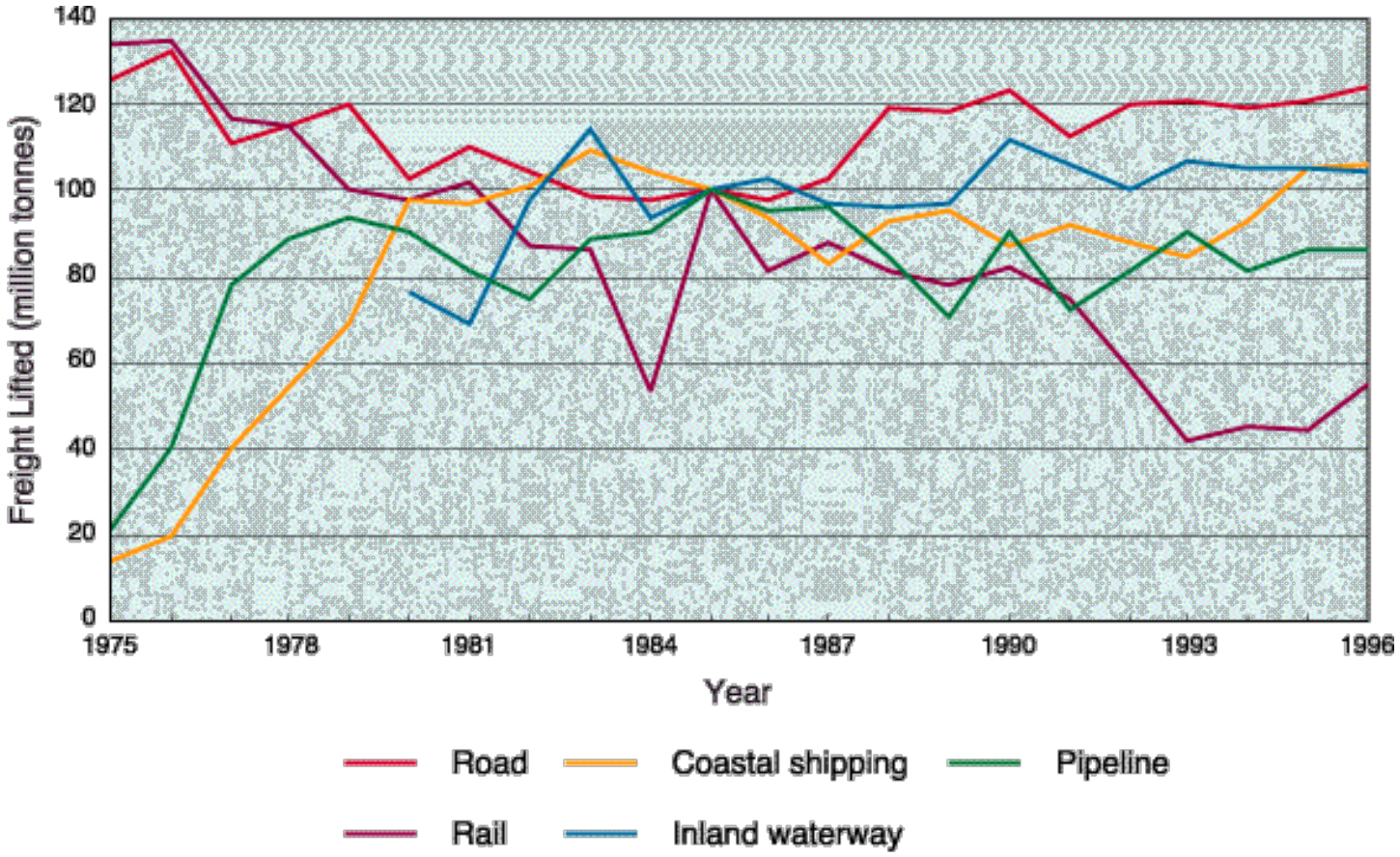
Source: National Travel Survey

Figure 6. UK road freight lifted in Scotland: 1996



Source: DETR

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	Pipeline
			millions of tonnes lifted		
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.