



**TRANSPORT  
SCOTLAND**  
CÒMHDHAIL ALBA

[transport.gov.scot](https://transport.gov.scot)

# **Review of Active Travel Policy Implementation**

## **2016 Final Report**

## Contents

<b>Research Summary</b>	<b>4</b>
<b>1 Introduction</b>	<b>8</b>
1.1 Research purpose	9
1.2 Defining active travel	9
<b>2 Background Issues</b>	<b>10</b>
2.1 Policy linkages	10
2.2 Required outputs to increase active travel	11
2.3 Active travel uptake	13
<b>3 Literature Review</b>	<b>18</b>
3.1 Evidence for effective delivery of active travel policies	18
3.2 Summary	29
<b>4 Stakeholders' Views</b>	<b>30</b>
4.1 External stakeholders	30
4.2 Scottish Government policy delivery	33
4.3 Summary	36
<b>5 Case Study Research</b>	<b>38</b>
5.1 Approach	38
5.2 Case Study 1: GO Neilston!	39
5.3 Case Study 2: Largs 20mph proposal	43
5.4 Case Study 3: Airdrie to Bathgate Rail line reopening	47
5.5 Case Study 4: Queen Elizabeth University Hospital	52
5.6 Case Study 5: Union Square, Aberdeen	57
5.7 Summary	61
<b>6 Conclusions</b>	<b>62</b>
6.1 Active travel delivery	62
6.2 The role of Scottish Government	64
<b>Appendix A</b>	<b>67</b>
Stakeholder Workshop Notes	67
<b>Appendix B</b>	<b>79</b>
Policy Context	79

<b>Appendix C</b>	<b>87</b>
Case Study Consultees	87

## Research Summary

In 2015, the Scottish Government undertook a review of how its policies relating to active travel are implemented. This concluded that the Scottish Government's ambition for increased levels of walking and cycling is recognised by and shared across various policy areas but that there are potential weaknesses in policy delivery. It recommended that "it would be useful to explore whether [effective] collaboration and consistency is shown at the delivery stage"; this research results from that recommendation.

### Main findings

- There is a strong rationale for promoting active travel (predominantly walking and cycling) in Scotland and many players from public, private and third sectors are working to do so, though delivery is patchy across Scotland;
- The Scottish Government has some influence over active travel schemes through the work of many of its directorates, but this influence is modest in comparison with some other types of organisation (Local Authorities, advocacy groups, etc.), and its direct control over active travel outcomes very limited;
- The policy framework across all relevant directorates does appear to be supportive of active travel, but directorates are not monitoring how well its policies are implemented. In addition there may be a time lag before outcomes are achieved;
- To improve active travel outcomes, we recommend that the Scottish Government:
  - Improves the evidence base of the benefits of active travel on what types of investment are most effective to increase rates of walking and cycling;
  - Undertakes more rigorous monitoring of active travel uptake, by location and socio-demographic group, in order to identify locations and groups for which investment may be particularly worthwhile, and to identify successes where they arise;
  - Takes a lead, through advocacy and/or specific funding, in promoting active travel in particular target locations and/or for particular target groups;
  - Expands funding for active travel measures if possible, but particularly seeks to provide longer-term consistency of funding, especially revenue funding;
  - Provides stronger advocacy for effective active travel elements (infrastructure, promotion, etc.) alongside significant developments or transport schemes, and monitors whether outputs delivered by these developments or schemes accord with Scottish Government policy.

## **Aim of the research**

The primary purpose of this research is to investigate “How can implementation of Scottish Government policies deliver higher levels of active travel?”

## **Research approach**

The research has been informed by three key sources: a literature review, a review of the current active travel delivery landscape in Scotland with key stakeholders, and five case studies.

## **Background issues**

Active travel (predominantly walking and cycling) has been described as being almost the perfect mechanism to overcome sedentary lifestyles, and provides large individual and societal benefits.

About one quarter of all journeys in Scotland are made on foot, and one percent by bike. Rates have generally been increasing in recent years, but vary greatly by location and socio-demographic group.

The delivery landscape for schemes to promote active travel is complex. Achieving increased rates of active travel relies on investment in the right balance of schemes that improve infrastructure, provide information, enable people to be more active (e.g. through training) and that encourage them to do so. Many organisations from public, private and third sectors are involved in encouraging people to walk and cycle more, either directly or indirectly. The Scottish Government has influence over active travel rates in Scotland through its policies, advocacy and funding, but its direct control over funding or the delivery of specific projects is small.

## **Literature review**

Published literature provides evidence that there is a strong policy rationale for promoting active travel across a range of public policy objectives, but that this breadth does create challenges about defining what active travel is for (utility journeys, leisure, etc.) and increases the number of organisations involved. Institutional and political structures can then hamper delivery, as cooperation within and between organisations is challenging to create and maintain.

This is compounded by a weak evidence base for some of the benefits of active travel, and more generally by the challenges of incorporating new evidence into policy making and practice. A long-term focus is required to increase rates of active travel, and it can be difficult to achieve this sustained approach within political cycles.

## **Stakeholders' views**

Views on the research topic were collated from staff of relevant Scottish Government directorates and many of the main delivery agencies. They highlighted how active

travel outcomes are influenced by many players; the Scottish Government has influence over these outcomes but little direct control.

The profile of active travel has increased in recent years, but it does not yet enjoy a consistently high awareness amongst key decision makers. In part this is due to the evidence of the benefits being weak, whilst the fragmentation of the public sector into topic themes (for health, learning, environment, etc.) places a challenge for justification in investment in projects that can contribute to all of them. Whilst there are many examples of good partnership working, this same fragmentation (within government and with other delivery agencies) also creates barriers to coordinated scheme planning and delivery.

Capacity and expertise in delivering active travel projects in Scotland is a barrier to expanded delivery. Within Government, resources, both of staff time and of funding for scheme delivery, remain a constraint.

Active travel issues form often only a small part of considerations about where new developments will be sited and about how access to them will be achieved. There is relatively little monitoring of active travel choices, leading to a lack of understanding of relevant issues. Furthermore, there is no legislative requirement to achieve active travel outcomes (unlike, for example, carbon reduction targets).

### **Case study research**

Issues pertaining to the delivery of active travel policies were investigated through five case studies: GO Neilston! in East Renfrewshire, a proposed 20 mph zone in Largs, the Airdrie – Bathgate rail line reopening, the development of the Queen Elizabeth University Hospital and the Union Square development in Aberdeen.

The research highlighted that there is substantial time lag in the development of major schemes between key decision points and scheme completion, hence outcomes commonly accord with previous policies rather than current ones. Furthermore, practice in scheme implementation does not always accord with policy.

The Scottish Government does not rigorously check whether schemes accord with its own or local policies, and does not commonly advocate good outcomes for active travel in local decision making. There can be a lack of focus on achieving active travel outcomes in proposals for which other objectives are of higher priority; decisions are required in order to consider the relative importance of active travel outcomes against other factors (e.g. land costs).

Every active travel success story has depended on effective partnership working between organisations. Local interest and capacity is essential to generate effective community-led schemes; this is not consistently available, but can be encouraged and developed by intelligent public sector support and investment. Effective community engagement is important to designing effective schemes and to minimising implementation risks.

## Recommendations

This research has identified that the policy framework across all relevant directorates does appear to be supportive of active travel, and in general has become more so in recent years. This research has not specifically identified instances where closer collaboration between directorates alone would achieve higher rates of active travel. But there is evidence that Scottish Government directorates are not monitoring how well its policies related to active travel are implemented where those policies are intended to influence local delivery. Such monitoring could be effective in encouraging local decision makers to give a higher profile to active travel outcomes, especially if accompanied by Scottish Government advocacy of solutions that are particularly supportive of its policies.

We see that this role is likely to be particularly relevant in the areas of planning and placemaking, public health and in Transport Scotland, either as it leads schemes itself or influences local or regional transport strategies. Achieving such monitoring and advocacy would rely predominantly on stronger collaboration between Scottish Government directorates and the external partners that they influence. However, closer collaboration between directorates may enable resources and expertise to be better shared internally to enable this to happen.

To support this role and to improve efficiency of, and capacity for, delivery of active travel measures in Scotland we recommend that the Scottish Government:

- Provides an improved evidence base of the benefits of active travel to various public policy outcomes (health, environment, community cohesion, etc.) and of what types of investment are most effective in increasing active travel rates in typical settings;
- Undertakes more rigorous monitoring of active travel uptake, by location and socio-demographic group, in order to identify locations and groups for which investment may be particularly worthwhile and then takes a lead, through advocacy and/or specific funding, in promoting active travel to achieve these outcomes;
- Expands funding for active travel measures if possible, but particularly seeks to provide consistency of funding to enable longer-term capacity expansion by partner organisations, and to make revenue funding available alongside capital investment;
- Invests through training and leadership to expand capacity within communities and in partner organisations to advocate and/or deliver schemes that encourage active travel;
- Provides stronger advocacy for effective active travel elements (infrastructure, promotion, etc.) alongside significant developments or transport schemes, and monitors whether outputs delivered by these developments or schemes accord with Scottish Government policy.

## 1 Introduction

The increasing use of sedentary transport modes (in particular the private car) is providing many adverse environmental and societal effects, and in health is a key contributor to the problems of obesity faced by much of the world's population<sup>1</sup>. Meanwhile, in the public health realm, physical activity has been referred to as 'the best buy', the 'magic bullet', the 'wonder drug' and 'miracle cure'<sup>2</sup>.

Recognising these factors, and a range of others, Scottish Government policy in recent years has placed increased emphasis on the promotion of active travel. Its aspirations are summarised most clearly in three key documents, the 2013 Cycling Action Plan for Scotland, the 2014 National Walking Strategy and the Long-Term Vision for Active Travel in Scotland 2030 (published in 2014).

But achieving these outcomes fully relies on action across a broad range of public policy areas. In 2015, the Scottish Government undertook a review of "how [its] policies with a tangible effect on active travel levels in Scotland are implemented"<sup>3</sup>.

The review concluded that "there is a large degree of consistency in the way active travel is viewed across the various Scottish Government directorates. More specifically, there is much agreement on the benefits that increased levels of walking and cycling can bring to Scotland (including social, economic and environmental outcomes) and the way in which higher levels of active travel can be encouraged and facilitated". Moreover, it identified that "the Scottish Government's ambition for increased levels of walking and cycling is recognised by and shared across various policy areas".

However, whilst identifying a strong and consistent policy basis for investment in active travel, the review highlighted potential weaknesses in delivery of those policies and recommended that "it would be useful to explore whether [effective] collaboration and consistency is shown at the delivery stage". This research results from that recommendation.

---

1 Unfit for Purpose: How Car Use Fuels Climate Change and Obesity. 2007 Institute for European Environmental Policy, London: IEEP.

2 Healthy Lives, Healthy People. Department for Health, 2011 and A call to action on obesity in England. Department for Health, 2008

3 Review of Transport Scotland/Scottish Government Active Travel Policies. Scottish Government, 2015 (unpublished)



## 1.1 Research purpose

The primary purpose of the research is to investigate:

### **How can implementation of Scottish Government policies deliver higher levels of active travel?**

Achieving this outcome should include consideration of:

- Whether closer collaboration between Scottish Government directorates can create places or attitudes that are more supportive of active travel choices;
- Whether the Scottish Government can improve the efficiency of delivery of active travel projects;
- Whether capacity for delivery of active travel outcomes can be increased, such that better outcomes can be achieved for Scottish Government investment.

This research is informed by three key sources:

- A literature review;
- A review of the current active travel delivery landscape in Scotland with key stakeholders; and
- Five case studies, investigating how Scottish Government policies have influenced delivery of active travel outcomes.

## 1.2 Defining active travel

In this research, we use the term active travel to refer primarily to walking and cycling, but also to related modes such as scooting and wheelchair or pushchair use.

## 2 Background Issues

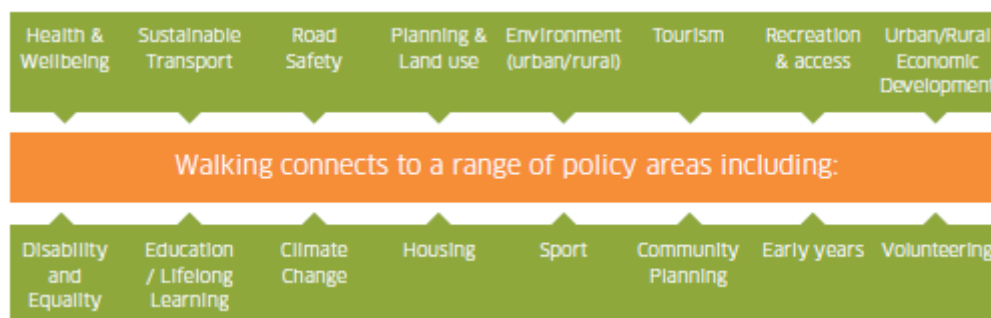
### 2.1 Policy linkages

Increased use of motorised transport modes has been one of the major contributing determinants of Scottish people’s increased sedentary lifestyles over the last few decades. The costs of this to individual’s physical health and mental wellbeing are now well documented and can be enormous, as are the financial costs to the Scottish Government<sup>4</sup>.

Active travel has been described as being almost the perfect mechanism to overcome sedentary lifestyles<sup>5, 6</sup>. Cheap, inclusive and able to be incorporated into everyday lives active travel can benefit nearly everyone.

And as well as achieving health outcomes, increasing active travel will also contribute in some way to all of the Scottish Government’s five National Performance Framework Objectives, helping in a variety of ways to enable Scotland to be Wealthier & Fairer, Safer & Stronger, Greener and Smarter as well as Healthier.

The range of benefits of active travel is encapsulated within this graphic from the 2014 Scottish National Walking Strategy:



That strategy and the Cycling Action Plan for Scotland set the main national frameworks for the delivery of active travel. However, they do not stand alone, as they build on a range of national, regional and local strategies and policies that have sought over the last decade or so to create the right environments for achieving active and sustainable travel choices. In addition to national transport policies, a range of other national documents are relevant (including those from planning, health and environment) as are both Regional and Local Transport Strategies. Recent work by the Scottish Government, Sustrans and others has spurred many

4 NHS Health Scotland estimated in 2013 that the NHS in Scotland faced costs of over £90M per annum because of low levels of physical activity in the population.

5 Hardman, A.E., Morris, J.N. 1997 Walking to Health. British Journal of Sports Medicine, 32.2

6 Mueller, N. et al 2015 Health impact assessment of active transportation: A systematic Review, Preventive Medicine, 76: 103-114.

local authorities to develop specific Active Travel Strategies, whilst Regional Transport Strategies place a strong emphasis on delivering increased rates of walking and cycling. A more complete overview of the policy environment is provided in Appendix B.

However, whilst the graphic copied above shows the wide range of benefits that active travel can provide, it (perhaps inadvertently) shows the delivery complexity within which active travel promotion sits. As well as by transport teams, active travel is currently being promoted by interests including education, tourism, planning, environment and social equality; and by organisations from public, private and third sectors. Meanwhile, other sectors (such as planning) can have a major influence on active travel outcomes, even if doing so is not their primary objective. Coordinating this activity towards one common goal is an inevitable challenge, but one worth trying to deliver if best value is to be achieved.

## 2.2 Required outputs to increase active travel

In JMP's experience of engaging with tens of thousands of people in Scotland, in many different settings, to encourage them to travel actively more, the following list encapsulates the key requirements if more people are to walk and/or cycle more often:

- Reduced severance and perceived safety/security risks (an especially important consideration for members of more vulnerable groups in society, and particularly for parents' willingness to let their children walk or cycle);
- Improved sense of place (attractive locations with a cohesive community);
- Awareness of opportunities to be active (including of networks);
- Ability to get started (the right equipment, training, support, etc.);
- Good quality (direct, well maintained, etc.) routes;
- Somewhere to go/a reason to be active;
- A sense that active travel is enjoyable, relevant and socially acceptable.

Responding to these needs, the projects that policies are seeking to deliver in order to increase active travel rates typically rely on investment to be made in four types of initiatives, to be able to provide for the target individual or location:

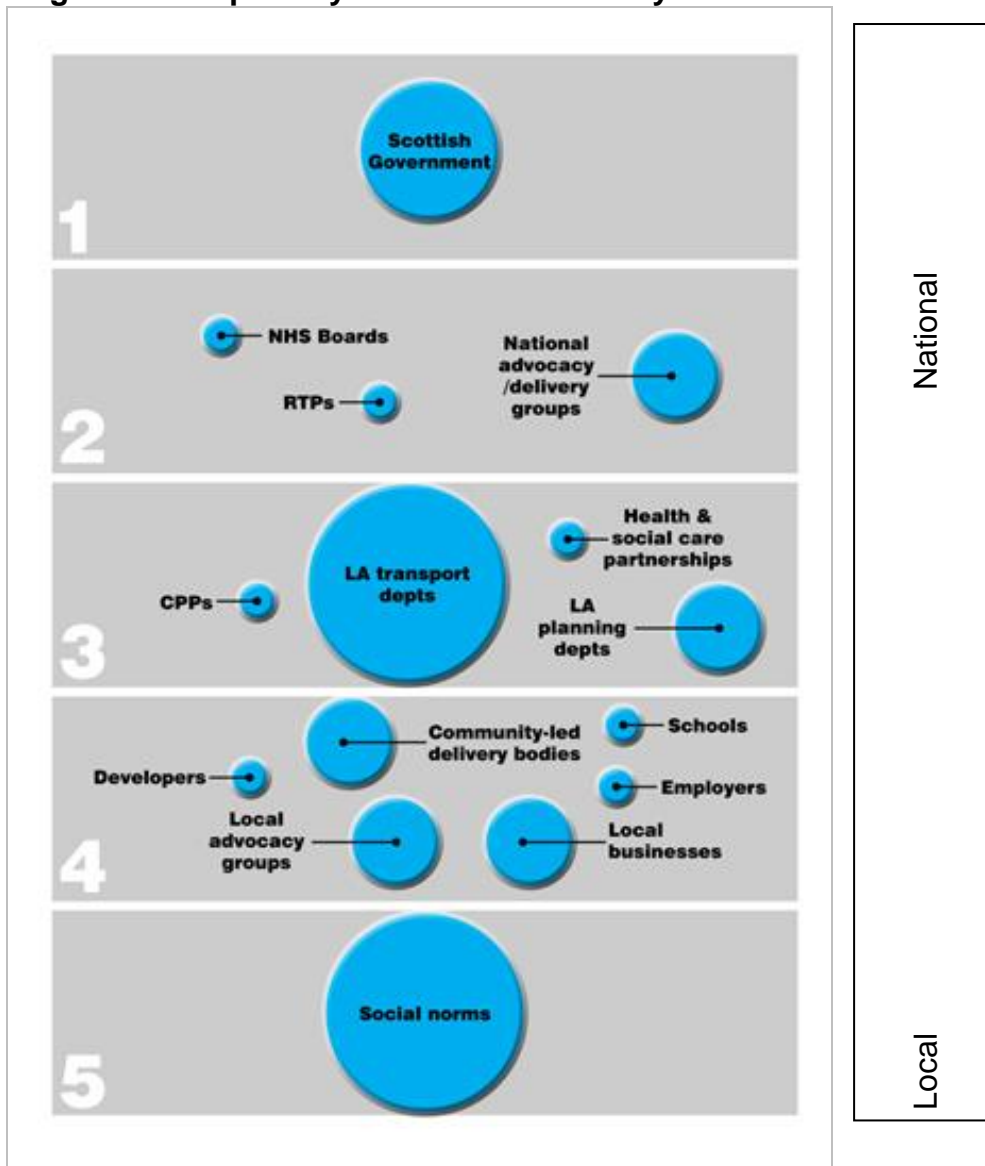
- The right infrastructure (footways and cycle routes that are of good quality and connect the right places, along with associated infrastructure, such as cycle parking);
- The right information, so that people know what routes and opportunities to travel actively are available to them;

- The right enablers of change so that people who feel unable to travel actively can try it (access to bikes, cycle training, led walks, etc.); and
- The right attitudes, so that more people perceive active travel options as attractive and relevant to their journey choices or leisure time activities.

The Scottish Government has some influence in determining which of these types of project are progressed, but relatively little direct control over what is delivered where; it is only one of a large number of actors.

Figure 1 lists the main types of stakeholders that are involved, and gives an indicative assessment of what active travel outcomes are achieved at a national level (larger circles indicate more influence over active travel outcomes).

**Figure 1 The primary active travel delivery influencers**



Note that many active travel projects are delivered in partnership between various players identified in the figure.

Thus the Scottish Government is only one of a large number of influencers on active travel outcomes. Not all of the influencers lie within the public sector, and in particular the role of social norms in influencing active travel uptake must be recognised.

Consultation with representatives of a variety of Scottish Government directorates has been undertaken as part of this review. This identified that the Scottish Government uses all of the following mechanisms to influence active travel outcomes:

- Funding, both in amount and in the conditions attached to its allocation;
- Policy/legislation;
- Standards;
- Advocacy;
- Leadership (including political will);
- Staff resource and expertise (internally, or building within partner organisations); and
- Monitoring outcomes.

Different directorates use these in different proportions, and through mechanisms that influence those outcomes as either primary or secondary objectives.

### 2.3 Active travel uptake

In 2014, 25% of all journeys made in Scotland were on foot, and 1% by bike<sup>7</sup>.

Active travel rates have generally been increasing in Scotland in recent years. In 2014, 67% of adults made a journey of more than a quarter of a mile by foot to go somewhere in the last seven days and 58% said that they had walked for pleasure or to keep fit at least once in the last seven days. Both of these are the highest proportions shown in the survey in recent years<sup>8</sup>.

The Scottish Household Survey has detailed information on rates of walking amongst the adult population (though not for cycling, given the smaller sample size).

---

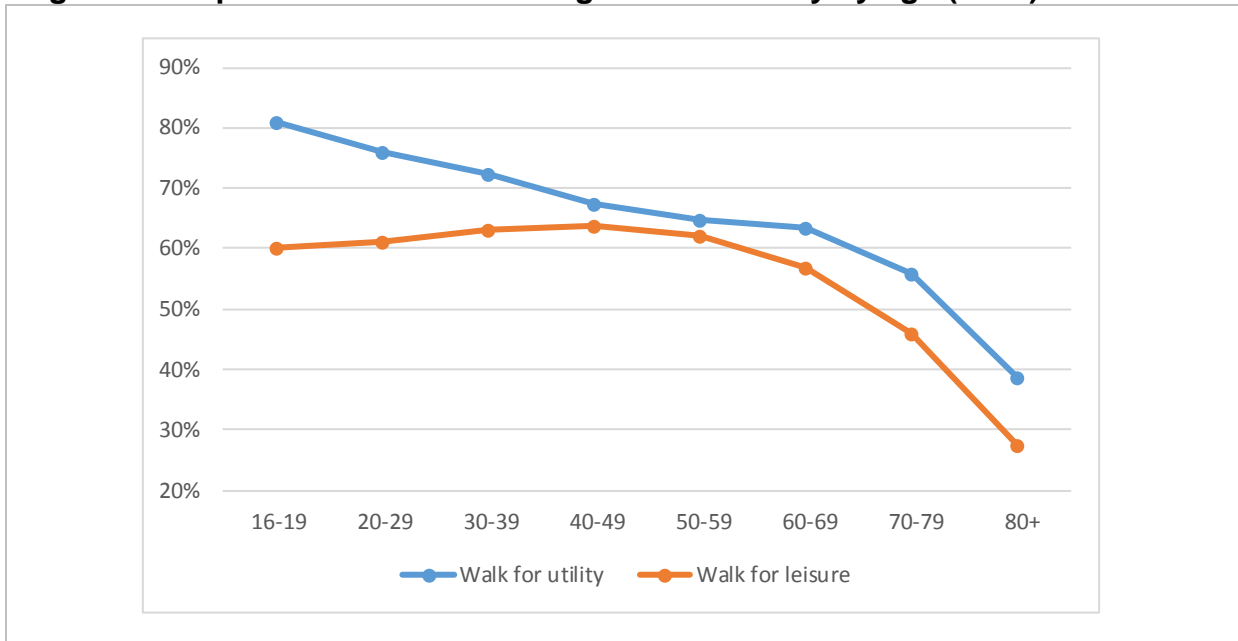
7 Scottish Household Survey Travel Diary <http://www.transport.gov.scot/report/j415388-14.htm>

8 Scottish Household Survey Travel Diary

It shows that a slightly higher proportion of men walk on a regular basis than women.

Walking for utility purposes declines consistently across increasing age groups, but walking for leisure does not (the highest proportion of people walking regularly for leisure being in the 30 – 60 age groups).

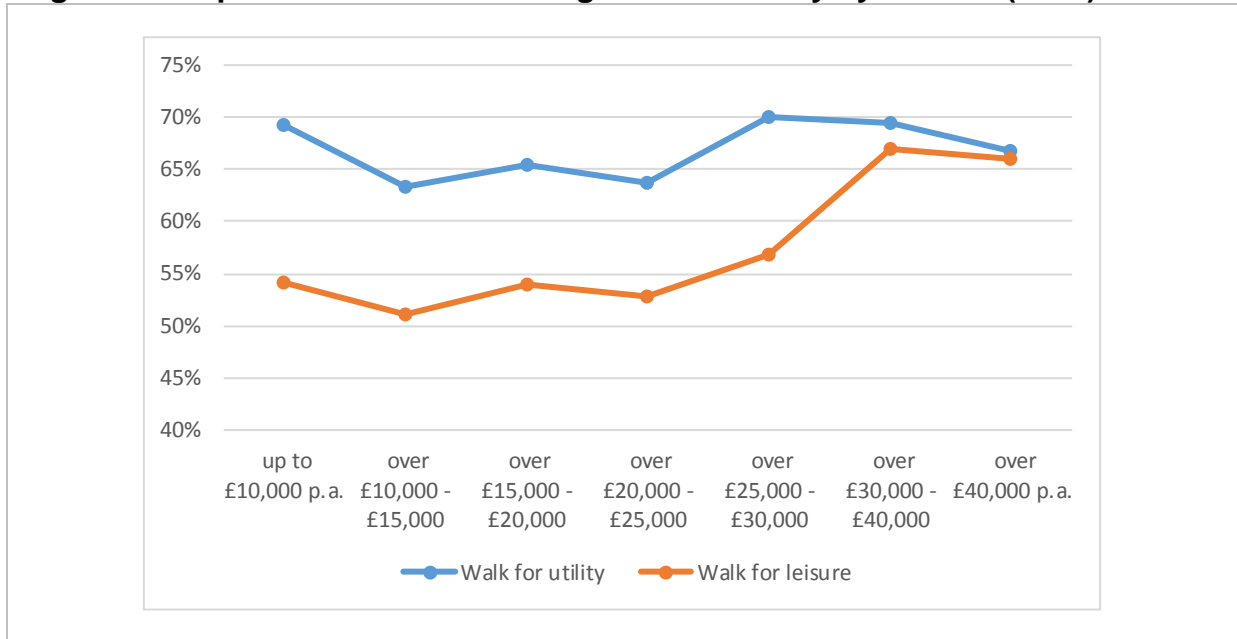
**Figure 2 Proportion of adults walking at least weekly by age (2014)**



*Scottish Household Survey 2014*

Income has relatively little effect on the propensity of adults to walk for utility purposes, but a more marked impact on leisure walking, with more affluent people more likely to walk.

**Figure 3 Proportion of adults walking at least weekly by income (2014)**



*Scottish Household Survey 2014*

Rurality of home location appears to have a significant effect, with adults living in more rural areas less likely to walk for utility purposes but more so for leisure.

**Figure 4 Proportion of adults walking at least weekly by rurality of home location (2014)**

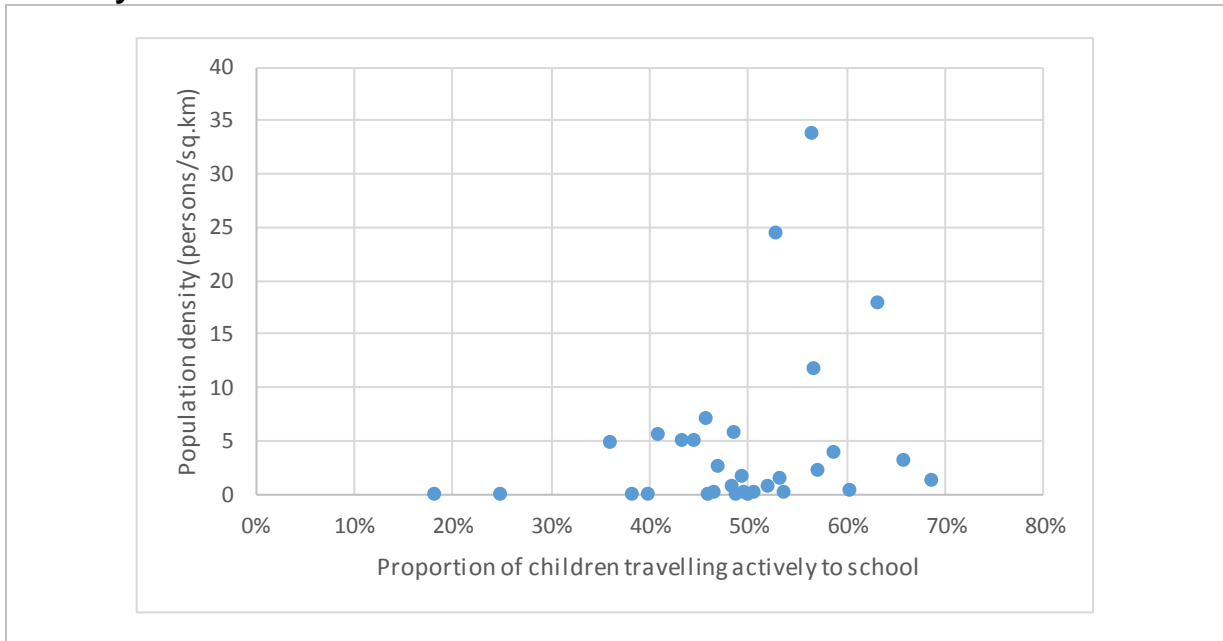


*Scottish Household Survey 2014*

Census data shows that in urban areas people are twice as likely to cycle to work as those in rural areas (4% cf. 2%), and a little more likely to walk to work (17% and 14% respectively).

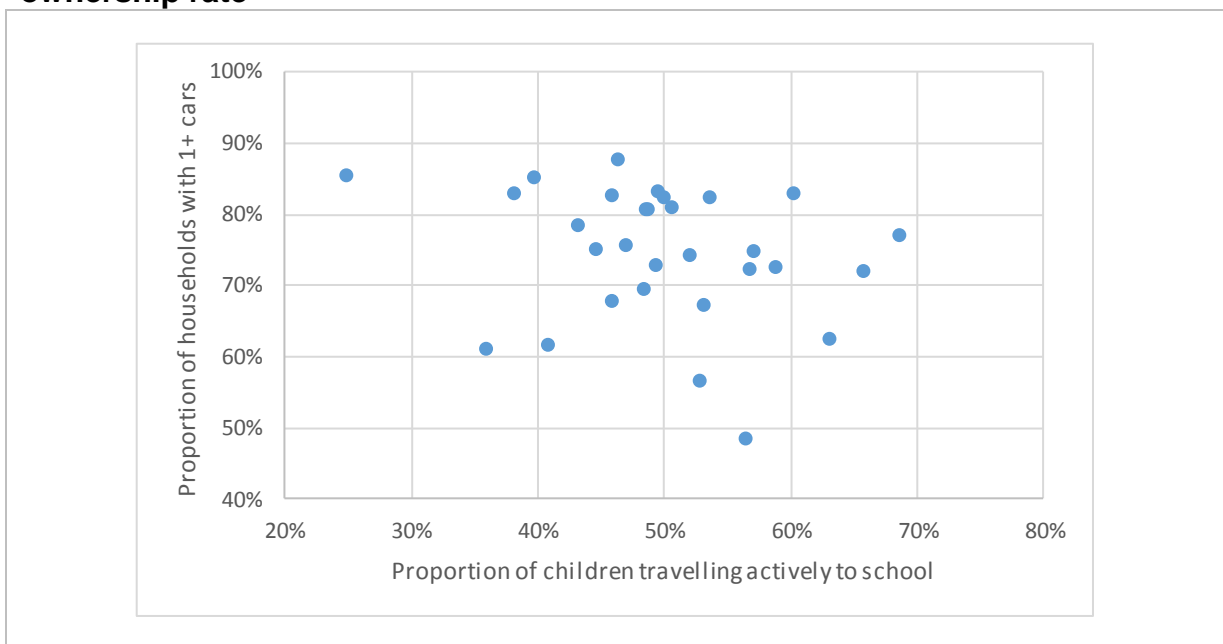
Scottish Household Survey travel diary data does not include children aged under 16. However, a good sample size of mode of journey to school is available from Sustrans' Scotland Hands Up Survey. This shows little correlation between rates of active travel (walking, cycling and scooting combined) with local authority average rates of population density or car ownership.

**Figure 5 Proportion of children travelling actively to school by LA population density**



*Sustrans Scotland Hands Up Survey 2014*

**Figure 6 Proportion of children travelling actively to school by LA car ownership rate**



*Sustrans Scotland Hands Up Survey 2014*



In combination, these data identify anticipated trends in likelihood of active travel by age group and home location. But at a more detailed level, they show that trends are inconsistent across larger areas, suggesting that it is local factors which are more influential. These findings accord with the evidence on perceptions of individuals' barriers to active travel reported above.

### 3 Literature Review

#### 3.1 Evidence for effective delivery of active travel policies

There is an extensive and growing body of evidence about the benefits of active travel (and the risks of transport systems that promote sedentary and polluting choices)<sup>9</sup>. Such studies are largely focused on physical measures, behaviour change and cultural and organisational barriers and challenges at the local level. There is substantially less evidence on addressing sustainable transport from a policy implementation perspective.

From the literature search<sup>10</sup>, it is noted that some policies or interventions that promote active travel do not necessarily target walking and cycling per se, but instead have an indirect effect by discouraging car travel and thereby promoting alternatives. Examples include road and parking pricing, or improving public transport which necessarily has an “active” component. London for example has seen a doubling of levels of cycling following the introduction of a congestion charge (and also significant investment in cycling infrastructure). Bike share of trips more than doubled in cities such as Berlin, Paris, Barcelona and Bogotá following comprehensive promotion programmes including constructing bicycle facilities and bike sharing systems.

It is unclear which of the components contribute most among improvement in safety, access to bicycles, efforts to reduce traffic, and recognition of benefits of active travel (from promotional strategies). Importantly, cultural shift may occur when cycling and walking increase to a certain “critical mass”, signalling to others that these are safe and enjoyable and perhaps even fashionable activities.<sup>11</sup> This demonstrates the policy and implementation process has to focus not only on active travel policy implementation per se but more broadly across transport activity.

By way of introduction to the research evidence, when discussing different barriers to implementation of sustainable transport policy measures, Banister recognises the institutional/political structure as one such barrier. He attributes it to “differences in cultures between departments” and “distribution of legal powers”. Sometimes decision-makers themselves may not be committed enough to introduce policy measures in a comprehensive way. He also links resource barriers to institutional ones. He argues that lack of funds for implementation is partly an institutional issue,

---

9 A good introduction to this evidence is available in the National Walking Strategy

10 The searches were conducted within the following frame of reference:

Search terms – active travel; policy; implement\*; barrier\*; cycl\*; walk\*; sustainable transport; interpret\*, transl\*, \* (\*= derivations from e.g. cycling, cycle, cyclist)

Inclusion years – 2000 onwards

Search engines: Web of Science; TRID; Science Direct; Taylor and Francis; Social Science Citation Index; PsychInfo; Emerald; OVID, Science Direct; Planex

11 Research cited by De Nazelle, A. et al 2011 Improving health through policies that promote active travel: A review of evidence to support integrated health impact assessment, *Environment International*, 37(4): 766–777.

as government agencies would only provide resources for schemes that are in line with their own policies.<sup>12</sup> Again, using a broad frame of reference to active travel policy implementation, Hull notes that the paradigm of sustainability needs to be shared (implemented and enforced) by all public sector actors if a step-change in the delivery of sustainable transport outcomes is to be achieved. Once this paradigm is clearly defined and accepted, institutional rules can be devised that make the alternatives to the car more attractive.<sup>13</sup>

The DISTILLATE programme<sup>14 15</sup> specifically investigated how evidence translated to delivery of sustainable urban transport and land-use planning. It set itself a vision of helping to achieve a step change in the way in which sustainable urban transport and land-use strategies are developed and delivered. It reported on a range of barriers to lack of integration. This included a weak evidence base, limited expertise in setting targets, reluctance to share good practice, limitations of staffing and skills, and inappropriate financial and political structures. These match closely the barriers previously identified by the ECMT.<sup>16</sup>

A review of Local Transport Plan policy in England (Atkins, 2007)<sup>17</sup> reinforced the positive impacts of the Local Transport Plans process, but identified weaknesses, in the first round, in achieving national targets, in balancing capital and revenue funding, in the delivery of major schemes, in the fragmented decision-making structure in some local authorities, and in the lack of powers over public transport operators.

Revenue funding was seen to be particularly limited, hindering the implementation of more innovative revenue-dependent schemes, and making it harder to maintain new projects funded through capital. For both capital and revenue funding, local authorities experienced problems in satisfying the differing objectives of different funding agencies, needing to form partnerships to bid for certain funds, lengthy application processes and high levels of delay and uncertainty in obtaining decisions. All of these were aggravated by their own lack of staff time, skills and resources.

Both this and the DISTILLATE work identified the most serious problems relating to areas including active travel was working with other departments in the authority; and providing data to, and getting data from, other professional groups. They found

---

12 Banister, D. 2002. Overcoming barriers to implementation. Draft paper for presentation at the STELLA Focus Group 5 on Institutions, Regulations and Markets in Transportation Meeting, Brussels, Belgium, 26–27 April.

13 Hull, A. 2008 Policy integration: What will it take to achieve more sustainable transport solutions in cities? *Transport Policy*, 15: 94-103.

14 The programme, Design and Implementation Support Tools for Integrated Local Land use, Transport and the Environment (DISTILLATE) <http://www.its.leeds.ac.uk/projects/distillate/outputs/products.php>.

15 May, A., Page, M., Hull, A. 2008 Developing a set of decision-support tools for sustainable urban transport in the UK, *Transport Policy*, 15 328–340.

16 European Conference of Ministers of Transport, 2006 Sustainable Urban Travel: Implementing Sustainable Urban Travel Policies: Applying the 2001 Key Messages. Paris: ECMT.

17 Atkins, 2007 Long Term Process and Impact Evaluation of the Local Transport Plan Policy: Final Report. Department for Transport, London.

specific barriers to the use of decision and information support tools by elected members, and considered that there were opportunities to use modelling or documented evidence more effectively to demonstrate the worth of alternative policy options.

Further surveys by Atkins in 2005 confirmed the evidence that individual departments found it difficult to collaborate to meet common goals. Transport planning departments were often seen as working in a silo and being less willing to contribute to the impacts of transport on health or economic development. Equally transport planners often argued that many of their problems arose through planning decisions or decisions on the location of health and education facilities.

Decision-making and implementation in the UK context was noted to have become increasingly complex, with the fragmentation of the public sector and an increased role for the private sector, NGOs and members of the public. The involvement of all these actors in strategy design and implementation has led to what Hill and Hupe label “multi-layer” problems in policy implementation.<sup>18</sup>

In addition to the above, in a study conducted by WS Atkins (2001) on “European best practices in the delivery of integrated transport”, the presence of regional authorities bridging between national policy formulation and implementation of local transport is viewed as a crucial element for success provided these authorities have their own budgets (from national government allocations as well as a portion of local revenues).<sup>19</sup> Within the case studies examined, WS Atkins found that regional authorities have helped to increase the accountability of decision-making and to focus investment on achieving integrated planning across the region rather than merely on local priorities. Regions were also found to improve coordination of transport and land-use planning and to reduce competition between neighbouring authorities, and Scottish Regional Transport Partnerships are now working to help build partnerships for active travel delivery.

The Benchmarking European Sustainable Transport (BEST) network<sup>20, 21</sup> addressed similar problems, and identified that challenges around definitions were hindering delivery. Benchmarking is traditionally understood to be a method for comparing the performances of similar organisations or processes in order to learn from the best performers and thereby improve one’s own performance. During the BEST process it became clear that participants did not share a common interpretation of ‘sustainable transport’, and consequently the BEST network encountered major difficulties in

---

18 Hill, M., Hupe, P. 2003 The multi-layer problem in implementation research. *Public Management Review*, 5 (4): 471–490.

19 WS Atkins Transport Planning, 2001. *European best practice in the delivery of integrated transport. Report on Stage 3: Transferability.* Commissioned by the UK Commission for Integrated Transport. Surrey, UK.

20 The Benchmarking European Sustainable Transport (BEST) network was charged with questions such as the following. Can benchmarking be used for transport policy-making to the same advantage as it has been in private business? How can ‘sustainable transport’ be benchmarked? Should the European Commission instigate a programme to promote ‘sustainable transport benchmarking’, and if so, what should it include?

21 Gudmundsson, H., Wyatt, A., Gordon, L. 2005 *Benchmarking and Sustainable Transport Policy: Learning from the BEST Network*, *Transport Reviews*, 25, No. 6, 669–690.

identifying what integrating this concept into a benchmarking context would imply. Three dominant interpretations of 'sustainable transport' (3 'C's) could be distinguished:

- Considering 'sustainable transport' as more or less synonymous with 'environmentally friendly transport systems'. In this interpretation, benchmarking sustainable transport would refer to the performance of 'green' transport practices or policies (e.g. green logistics, public transport). 'BEST' would be a narrow, green subset of 'BET'.
- Considering 'sustainable transport' as a holistic concept encompassing environmental as well as social and economic dimensions. Benchmarking in this context would involve a full assessment of performance for different transport practices where all three dimensions were considered in an integrated fashion. 'BEST' would here imply a certain approach to 'BET' with a multidimensional portfolio of performance criteria.
- Considering 'sustainable transport' as the pragmatic policy expression as it was coined. In this context, benchmarking sustainable transport would simply mean benchmarking for key objectives in the Common Transport Policy. 'BEST' would, according to this understanding, be largely synonymous with 'BET' (ie not necessarily Sustainable Transport).

In addition, policy outputs often involve compromise and the need to incorporate several different goals and objectives. This means that what is 'best practice' may well be (legitimately) disputed by different stakeholders and members of the society concerned. Policy outcomes are exposed to media interest. While this may help to propagate important benchmarking results to a wider audience, the media tendency to focus on problems and failures only may also distort attention and jeopardise potential for genuine learning.

Based on the analysis of the respective components of the 'BEST equation', it was concluded that benchmarking should not be applied carelessly to promote a delicate aspiration such as a European sustainable transport policy. The method could nevertheless play important parts in its further development and concretion. The authors' recommendation is immediately to pursue the simplest applications, and thereby gradually prepare for more complex, potentially more rewarding ones.

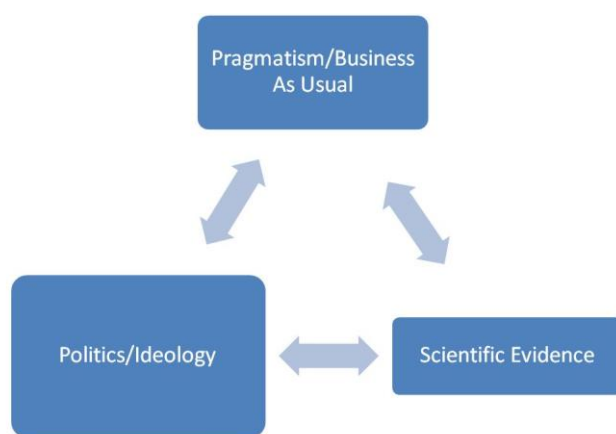
Other researchers have noted challenges across the public policy delivery landscape. This includes that policy-making comes in different styles, from 'consensual' to 'adversary' and from 'reactive' to 'anticipatory'. May (2002) proposes that the role of benchmarking may be stronger in 'plan-based' (rational) decision-making styles than in settings dominated by adversarial relations or proactive political leaders.

Policy processes involve different, often disjunct, stages (objective setting, decision, implementation, evaluation, etc.). Public policy is often compelled to take external effects into account to a higher degree than private organisations. If not, the risk of

creating new externalities or even policy failures may increase. This can further enhance the complexity of the information to be handled, e.g. in term of indicators.

Policy outputs often involve compromise and the need to incorporate several different goals and objectives. This means, for example, that what is ‘best practice’ may well be (legitimately) disputed by different stakeholders and members of the society concerned.

The challenges of incorporating evidence into policy making and delivery has been noted by Davis. The importance of this is emphasised in the “bounded reality triad of local government”, which highlights the challenge of ensuring public sector policy delivery is properly informed by evidence <sup>22</sup>.



And this challenge has been recognised within the health sector - “It has been acknowledged that a large gulf remains between what we know and what we practise. Hence a task, if not the main task, is to improve knowledge transfer.” <sup>23</sup>

Specifically within transport, researchers have argued that the primary barriers to active transport as being institutional.<sup>24</sup> Institutions are defined as the formal and informal rules and rule structures that guide both public and private actions, and describe how society operates and is maintained.<sup>25</sup>

Perceived barriers among walking and cycling professionals include: inadequate data, car-oriented evaluation frameworks, limited research, lack of technical expertise and professional interest/attraction, omission of active transport from

22 Davis, A. 2016 Effective decision-making in road safety: The primacy of an evidence-based approach. Presentation to 1st Conference of Road Safety Analysts, Road Safety GB, Royal College of Surgeons, London March.

23 International Public Health Symposium on Environment and Health Research. WHO 2008 Science for Policy, Policy for Science: Bridging the Gap, Madrid, Spain, 20–22 October 2008 Report, Copenhagen: WHO Regional Office for Europe

24 Stough, R., Rietveld, P. 2005 Institutional dimensions of sustainable transport. In: Rietveld, P., Stough, R. (Eds.), Barriers to Sustainable Transport: Institutions, Regulation and Sustainability. New York: Spon Press.

25 North, D. 1990 Institutions, Institutional Change, and Economic Performance. Cambridge University Press, New York.

transport strategy formation, difficulty in cross-government coordination, lack of resourcing, invisibility in public domain, perceptions of public acceptance, lack of political support, small-scale nature of the issue, and unsupportive funding structures.<sup>26</sup>

In addition, research suggests that while upper tiers in policy development may likely acknowledge the importance of health as a significant benefit this is often not reflected at the local level of implementation planning.<sup>27 28</sup>

It has also been noted that effective dissemination of knowledge may be much harder to achieve than that of information. The term 'knowledge' implies a deeper understanding which means not just facts but also the context, in the case of walking and cycling, social, economic, geographical, topographical, political and legal. All of these dimensions will affect the extent to which successful solutions in one place are likely to be successful when transferred to a different area and applied there.<sup>29</sup>

There also remains the risk of silo working and lack of cross-departmental communications. Moreover, the literature on organisational structure as a way of integrating policy domains suggests a tension between horizontal integration and vertical integration of organisations with vertical integration of policy and delivery setting up rival organisations. Horizontal integration on the other hand requires the development of robust networks, parts of which are excluded in situations of strong vertical integration.<sup>30</sup> Regarding emphasis on horizontal integration, of importance is the need for a particular concentration on the networks of information and flow of ideas through which to broaden the dominant vertical integration route.<sup>31</sup>

The role of policy transfer and policy as translation is integral to these issues. Policy transfer encompasses a range of concepts, including 'lesson-drawing', 'policy learning', 'policy convergence' and 'policy diffusion' to describe how ideas, evidence and knowledge are transferred from one jurisdiction to another. It has been suggested that the majority of policy learning is 'touristic' or 'soft', policy makers simply seeing something they like and attempting to introduce it into something in their local context.<sup>32</sup> Policy transfer tends to view the policy process as rational, linear and instrumental, but pays insufficient attention to how policies are

---

26 Cole, R., Burke, M., Leslie, E., Donald, M., Owen, N. 2010 Perceptions of representatives of public, private, and community sector institutions of the barriers and enablers for physically active transport, *Transport Policy*, 17 (2010) 496–504.

27 Shill, J. et al 2012 Regulation to Create Environments Conducive to Physical Activity: Understanding the Barriers and Facilitators at the Australian State Government Level, *PLOS One*, 7(9)e42831

28 Take action on active travel: public health should be a transport planning priority, 2010 *Logistics and Transport Focus*, 12(3): 44-48.

29 McClintock, H. 2001 Practitioner's take-up of professional guidance and research findings: Planning for cycling and walking in the UK, *Planning Practice and Research*, 16(2): 193-203.

30 Legacy, C., Curtis, C., Sturup, S. 2012 Is there a good governance model for the delivery of contemporary transport policy and practice? An examination of Melbourne and Perth, *Transport Policy*, 19: 8–16.

31 Stead, D., Meijers, E. 2009 Spatial planning and policy integration: concepts, facilitators and inhibitors. *Planning, Theory and Practice*, 10 (3): 317–332.

32 Dolowitz, D., 2009 Learning by observing: Surveying the international arena, *Policy & Politics*, 37(3): 317-334.

transferred.<sup>33</sup> By contrast, policy translation considers policy making to be a 'meaning-making and claim-making process'. A translation perspective sees the policy process as fluid, dynamic and continually re-constituting, rather than a linear or rational transfer process. Translation is, therefore, not the same as transfer. Translation does not need to be entirely faithful to the original and involves a process of replication, imitation and differentiation.<sup>34</sup> Moreover, central to policy translation is the acknowledgement of uncertainty and the recognition of complexity.

These views are supported by broader considerations of public policy implementation. Ingold and Monaghan (2016) developed a policy translation model which incorporates 'stages' of policy translation (below) although it is intended to be recursive, with no specific beginning or end. In the context of the current research a focus first on the bottom right quadrant is perhaps a most useful starting point as it considers the constraints on how evidence, ideas and knowledge are used. This involves interpretation by institutional actors. Interpretation is the most important component of the knowledge utilisation process but the most difficult to observe. It is explicitly political, binding together and forming systems and governance which brings power back in, drawing attention to 'what gets translated and by whom'.<sup>35</sup> Then, the bottom left quadrant considers the 'tiers' of policy translation: the level of policy design and implementation. Implementation is a process of interaction, evolution, mutual adaptation and exploration which is recursive, with continuous re-interpretation of the evidence throughout the policy process. Importantly, in the act of translation, evidence from other contexts goes through an iterative process of de-territorialisation, re-territorialisation, reconstruction and re-siting.<sup>36</sup>

What this means for this research is that while policy is agreed at a national level and funding allocated, at the local level there are influential agents (often senior officers) who examine the policy. They then determine the shape of what and how policy is interpreted and translated in order to meet with approval by those with power at the local level (often the elected Members).

---

33 Ingold, J., Monaghan, M. 2016, Evidence translation: an exploration of policy makers' use of evidence, *Policy & Politics*, 44(2): 171-190.

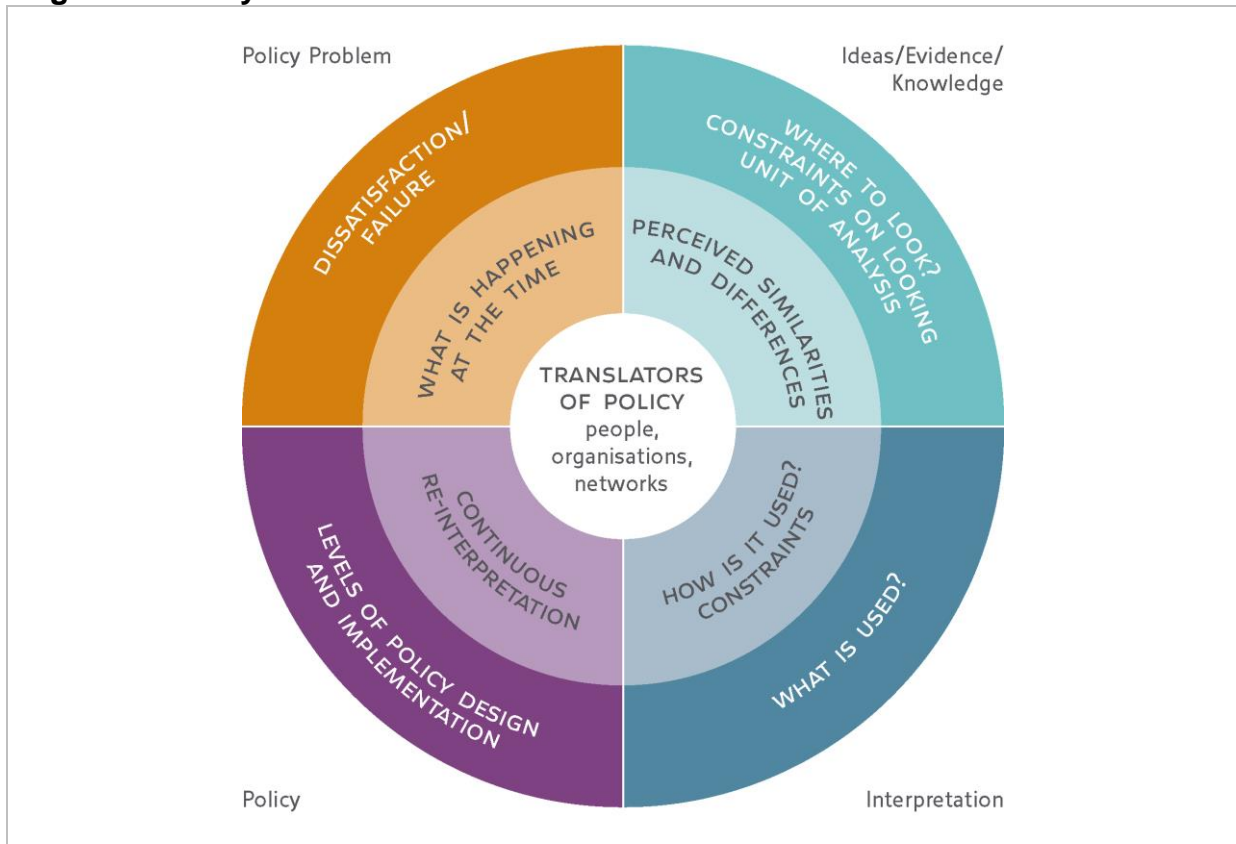
34 Barry, A. 2013 The translation zone: Between actor-network theory and international relations, *Millennium: Journal of International Studies*, 41(3): 413-429.

35 Lendvai, N., Bainton, D. 2012 Translation: Towards a critical comparative social policy agenda, in Kennet, P. (ed *Handbook of comparative social policy* (2nd edition), Cheltenham: Edward Elgar.

36 Ingold, J. 2011 An international comparison of approaches to assisting partnered women into work, DWP Working Paper 101, Sheffield: DWP.



**Figure 7 Policy Translation Model**



Source: *Ingold and Monaghan, 2016*

As has also been reported in a study addressing localism and public health work in England, local perspectives shape implementation: “Crucially, experiential knowledge is built up over time and in specific geographic localities. Many of the senior managers in local authorities had worked their way up through the officer ranks and, because many services are still internally delivered, they work directly with their subordinate officers who are still out on the streets engaging with the local population, businesses and other organisations. Working with local councillors, who are likewise typically connected to their constituents, adds to this geographically bounded and locally embedded expertise”<sup>37</sup>.

Local authority officers emphasise their accountability to a number of stakeholders: their local population, new public management and elected councillors. They must arbitrate between the needs of different publics and integrate their needs with the financial and legislative constraints from higher tiers of government. At different times the same course of action may be more or less palatable depending on the particular constellation of local and national politics, public opinion and funding.<sup>38</sup>

37 Phillips, G., Green, J. 2015 Working for the public health: politics, localism and epistemologies of practice, *Sociology of Health & Illness*, 37(4)A: 491-505.

38 Ibid.

The fragmentation in public policy decision making and implementation has been recognised in Scotland, in large part because of the large number of actors in the sector. The Commission on the Future Delivery of Public Services (the Christie Commission) was tasked by the Scottish Government to investigate these issues and published a review in 2011 outlining mechanisms by which the efficiency of public sector service delivery in Scotland could be improved. It stated that Scotland should embrace “a radical, new, collaborative culture throughout our public services”. It then identified priorities for change, including:

- Recognising that effective services must be designed with and for people and communities – not delivered ‘top down’ for administrative convenience;
- Maximising scarce resources by utilising all available resources from the public, private and third sectors, individuals, groups and communities;
- Working closely with individuals and communities to understand their needs, maximise talents and resources, support self-reliance, and build resilience;
- Concentrating the efforts of all services on delivering integrated services that deliver results;
- Prioritising preventative measures to reduce demand and lessen inequalities;
- Identifying and targeting the underlying causes of inter-generational deprivation and low aspiration;
- Tightening oversight and accountability of public services, introducing consistent data-gathering and performance comparators, to improve services;
- Driving continuing reform across all public services based on outcomes, improved performance and cost reduction;
- Implementing better long-term strategic planning, including greater transparency around major budget decisions like universal entitlements.

Considering the active travel delivery evidence base specifically, the Active Travel, Active Scotland<sup>39</sup> report, prepared by JMP for the Active Travel Consortium in 2012, reviewed national and international evidence for the factors which lead to high rates of active travel. It identified six key aspects which are common to many of the projects or locations at which rates of active travel have been significantly increased:

- Importance of champions to advocate active travel;
- Realign budgets to contribute to best value transport outcomes (i.e. active travel);

---

39 Available at <http://www.cyclingscotland.org/partners/active-travel-active-scotland>

- Invest in people & places, not modes;
- Build better partnership working between delivery agencies;
- Integrate funding approaches (e.g. health & transport);
- Ensure active travel is more comprehensively understood in appraisal processes.

Some of these themes were also identified by the broader ranging 2010 Toronto Charter for Physical Activity<sup>40</sup>. This encourages organisations to adopt the following nine guiding principles in order to create and encourage use of environments that are conducive to active lifestyles:

1. Adopt evidence based strategies that target the whole population as well as specific population sub groups, particularly those facing the greatest barriers;
2. Embrace an equity approach aimed at reducing social and health inequalities and disparities of access to physical activity;
3. Address the environmental, social and individual determinants of physical inactivity;
4. Implement sustainable actions in partnership at national, regional and local levels and across multiple sectors to achieve greatest impact;
5. Build capacity and support training in research, practice, policy, evaluation and surveillance;
6. Use a life-course approach by addressing the needs of children, families, adults and older adults;
7. Advocate to decision makers and the general community for an increase in political commitment to and resources for physical activity;
8. Ensure cultural sensitivity and adapt strategies to accommodate varying 'local realities', contexts and resources;
9. Facilitate healthy personal choices by making the physically active choice the easy choice.

In 2010, the Scottish Parliament's Transport, Infrastructure and Climate Change Committee published a report into its Inquiry into Active Travel which recommended "a variety of measures which could increase participation in walking and cycling,

---

40 Global Advocacy Council for Physical Activity, International Society for Physical Activity and Health. 2010 The Toronto Charter for Physical Activity: A Global Call to Action. [www.globalpa.org.uk](http://www.globalpa.org.uk).

including improvements to infrastructure and a new nationally co-ordinated cycle training scheme”<sup>41</sup>.

But the Committee concluded that “the challenge will be to implement these initiatives in practice. The Scottish Government has set a target of 10 per cent modal share for cycling. However the Committee believes that this target will be meaningless if the Scottish Government fails to match its stated ambition with a realistic level of funding. The Committee therefore recommends ambitious increases in resources with robust mechanisms established to ensure that these are carefully targeted and effective. Stronger, more effective and sustained leadership is required from the Scottish Government in order to implement improvements to walking and cycling policies in Scotland.”

Many similar issues were identified in the findings from evaluation of the first main tranche of Scottish Government funding for Smarter Choices, Smarter Places (SCSP) funding from 2008-2011<sup>42</sup>. It stated that “Delivering SCSP has shown how to plan, organise, fund and deliver, practical programmes to integrate established roles in transport infrastructure and service provision with new approaches which promote travel attitude and behaviour change, working in partnership to manage these complex cross sector programmes.”

It identified a number of key learning points in relation to active travel, those of which are most pertinent to this research being:

- “The SCSP programme demonstrates the role and benefits of the Scottish Government support for Local Authorities. Successful features of this support include: a national programme to facilitate locally managed promotional activity; further action to support local delivery of safer walking and cycling routes to shops and services; more detailed guidance on appraisal of smarter choices initiatives; and a specific fund to support innovation.
- Local Authorities could take the lead in partnership working by developing service level agreements with their NHS partners and other public agencies so that complementary roles and responsibilities are clear, and joint working within the community plan is translated into practical funded programmes. Closer working with local bus operators could facilitate joint investment for mutual benefit in bus services. To set an ambitious vision for place making that communities can get behind, detailed plans for path infrastructure and urban realm investment should be defined.
- Funding – SCSP delivery costs are lower than the financial savings made by citizens from programme implementation, and capturing the savings made by all delivery partners and users will help to make future delivery more self-financing.

---

41 <http://archive.scottish.parliament.uk/s3/committees/ticc/reports-10/trr10-04.htm>

42 DHC. 2013. Going Smarter; Monitoring and Evaluation of the Smarter Choices, Smarter Places Programme.

- Active travel promotion – The roles of Local Authority, NHS and other staff in active travel promotion need to be clearly defined in service level agreements to ensure complementary delivery with maximum effectiveness. Competitions and organised walks to try new leisure routes were reported by residents to be practical prompts to walk more.
- Management and organisation – SCSP has provided a practical focus for community planning, enabled volunteering opportunities with training in key skills, and improved the capacity of the Local Authorities to deliver future joint working cross-sector programmes. Embedding and sustaining these benefits will require a much stronger local evidence base than was achieved in the pilot areas so that Local Authorities measure and celebrate progress and achievements within their communities.”

### 3.2 Summary

Evidence from the literature review identifies the following key points:

- That there is a strong policy rationale for promoting active travel, across a range of public policy objectives;
- However this breadth does create challenges about defining what active travel is for (utility journeys, leisure, etc.) and increases the number of organisations involved;
- Institutional and political structures can then hamper delivery, as cooperation within and between organisations is challenging to create and maintain;
- This is compounded by a weak evidence base for some of the benefits of active travel, and more generally by the challenges of incorporating new evidence into policy making and practice;
- A long-term focus is required to increase rates of active travel, and it can be difficult to achieve this sustained approach, including consistency of funding, within political cycles.

## 4 Stakeholders' Views

### 4.1 External stakeholders

During the initial stages of this review, a workshop of key stakeholders involved in the delivery of active travel promoting projects in Scotland was convened in order to discuss the main issues. Representatives of the following groups either attended the workshop or, if they were unable to, provided comments to the research team outwith the discussion.

- Bike Station;
- City of Edinburgh Council;
- Cycling Scotland;
- Living Streets;
- National Walking Strategy Delivery Group;
- Paths for All;
- Regional Transport Partnerships, represented by Nestrans and Tactran;
- Royal Town Planning Institute;
- Scottish Canals;
- Scottish Cycling;
- Scottish Natural Heritage;
- Spokes;
- Sustrans.

Notes of the workshop are provided in Appendix A.

The group discussed the active travel delivery landscape. It noted that many players are involved in promoting active travel (although also that the active travel delivery landscape is not as complex as in some other sectors). The need for the right balance of investment in infrastructure and behavioural change measures was highlighted as was the role of the private sector (including developers).

Attendees also noted that active travel project delivery in Scotland is patchy, with inconsistent approaches in different locations and between different target groups, and also that different people need different infrastructure and support to use it.

A large part of the workshop was used to discuss the barriers to more effective delivery of active travel outcomes. The barriers identified can be grouped into eight categories; these, and the main points raised in relation to implementation of Scottish Government policies, are:

#### *Attitudes and awareness*

- Attitudes amongst key decision makers at all levels need to be changed to reflect policy and so raise the profile of active travel. Scotland has a disproportionately large public sector, which could be leader for change;
- Any change needs to understand full motivations behind active travel decisions, many of which are influenced by external factors;
- There is a need to influence senior council officers (including finance) and elected members of the benefits of active travel;
- Personal motivation and interest of decision makers is key;

#### *Political will*

- There is a lack of broad-based political leadership for active travel at national and local levels;

#### *Prioritisation*

- Investment needs to be scoped to meet local priorities, responding to local conditions and the needs of communities, under a clear policy landscape;
- Local Authorities face multiple conflicts for scarce resources, and this needs to be recognised during advocacy/planning;

#### *Capacity, resources and expertise*

- These are lacking in many stakeholders, especially in Local Authorities with many facing cutbacks;
- Lack of capacity generates suboptimal outputs, and much capacity is wasted through inefficient allocation or processes;

#### *Consistency*

- Longer term programmes mean that applications and delivery get streamlined and enable capacity to be increased;
- Consistency arises from:
  - Political commitment;
  - Consistent funding;
  - Leadership from communities;

### *Funding*

- The Scottish Government can influence outcomes both by the amount of funding it grants to active travel and also the conditions it attaches to any funds;
- Annual spending rounds can lead to delivery at wrong times of year (as active travel promotion is more effective in summer months);
- The competitive element of some programmes does mean that some local priorities can be delivered, but regional/national priorities often are not. Moving to longer-term funding commitments, where priority routes and a project fund are agreed could lead to more efficient use of resources and delivery of more transformational projects;
- Match funding requirements have benefits of leverage and ensuring local commitment, though can create risks of sustained project delivery (if match funding sources cannot be guaranteed over time). Additionally, a competitive bidding system and match funding tends to focus investment in locations with political support, so generates exclusivity and patchy delivery;

### *Planning*

- Non-delivery of schemes to facilitate active travel to major developments still a big problem; planning decisions are weakened by the lack of a single consultee representing active travel issues;
- There is a gap between development control and development management – planners don't deliver developments;
- Planning of active travel needs to be wider than just local schemes, to ensure bigger barriers (e.g. the trunk road and rail network) can be overcome (e.g. cross-boundary schemes where RTP's advice to include active travel is not always observed);

### *Monitoring*

- A lack of data/monitoring and modelling of economic impacts of active travel is a barrier to investment;
- Intelligent target setting and data gathering/monitoring can help. This should include monitoring of inequalities;
- There is no walking target, which may reduce focus on this in comparison with cycling.

In relation to how the Scottish Government uses its influence over active travel, there was a perception that not all directorates are effective advocates of active travel, and particular frustration that active travel issues do not seem to be fully integrated in the planning of major transport schemes or developments.

The group noted the apparent policy tension between aspirations for the Government to set national policies or outcomes with its intention to make local



priorities more influential (most particularly through the Community Planning process). It then highlighted four areas in which the Scottish Government might be able to act to increase active travel outcomes:

- It could assist coordination of scheme delivery and highlight the benefits of active travel, increasing interest and consistency of delivery;
- It could define national standards for quality aspirations, including for maintenance of infrastructure;
- It could influence through procurement decisions; and
- It could do more to lead through example and through funding conditions for funded bodies.

#### 4.2 Scottish Government policy delivery

As outlined earlier in this report, more people travelling actively more often can contribute to all five of the Scottish Government's objectives. As this review is intended to improve the effectiveness of delivery of Scottish Government policies relating to active travel, it is important to identify extant policies which are relevant.

Some are specifically aimed at increasing rates of active travel (notably the Cycling Action Plan for Scotland and its recent Second Progress Report, the National Walking Strategy and the Active Travel Vision). But a range of other policies are also influential. These in particular span health, planning/placemaking and climate change; Appendix B lists the most relevant of them.

To help understand how these policies and delivery practice influence outcomes, the research team held face to face or telephone discussions with representatives of most of the Scottish Government directorates that are directly or indirectly involved in promoting active travel:

- Active Scotland Division;
- Architecture;
- Climate Change;
- Health Improvement & Inequalities;
- Housing;
- Learning;
- Planning;
- Regeneration;

- Trunk Road Safety.

The discussions highlighted the different reasons why the Scottish Government works to promote active travel; each of the following were mentioned:



It is apparent that awareness of active travel (of both the benefits of active travel and of the mechanisms by which active travel outcomes can be influenced) has increased in the Scottish Government in recent years, and that the policy context across the relevant directorates is reasonably strong, consistent and supportive.

Several examples of good or better practice having emerged were provided, for example:

- Recognition of the benefits that Trunk Road safety schemes can have in helping create places that are more conducive to walking and cycling, in addition to simply focussing on casualty reduction at hotspots; this process aided by changing Trunk Road safety scheme appraisal criteria to include assessment of these wider benefits;
- Inclusion of many more references to the need to promote active travel in national planning guidance with the publication in 2014 of National Planning Framework 3;
- The Town Centre Action Plan, which provides a focus for ensuring that town centres are vibrant places, including by being attractive places to walk, cycle and linger;

- The Health Promoting Health Service programme, whereby all NHS Boards are required to work to improve the health of their staff, through a variety of measures amongst which promoting active travel to work is specifically mentioned;
- Active Scotland Division's increasing focus on active travel, following recognition both that obesity is a worsening health concern and that walking and cycling are amongst the easiest ways to encourage relatively inactive people to exercise more;
- Enabling active travel projects to be funded through the Climate Challenge Fund programme.

There was also a general perception amongst the Scottish Government consultees that partnership working between directorates and with external partners is improving, and that this is to the benefit of effective active travel delivery. However, they recognised that there are many instances where further cooperation would be helpful.

Those involved did concur that more could be done to improve implementation of those policies that relate to active travel. When asked why implementation might be lacking, the following barriers were identified:

- Increasing active travel is (quite properly) not a primary objective of any part of Government outwith Transport Scotland. Whilst some directorates do recognise the links between their objectives and active travel, some yet do not; there is potential for increased active travel outcomes through further joint work between directorates;
- However, all directorates have a wide range of priorities, often competing for the same resources, and political realities mean that attention often has to be focussed on other, short-term needs. Increased emphasis on active travel would require new resource, or resource to be diverted from other priorities;
- Whilst the Scottish Government can influence, it lacks control of detailed design and delivery of most schemes that would influence active travel outcomes, and directly controls only a small proportion of total expenditure in most relevant policy areas;
- There is no legislative requirement to achieve active travel outcomes (unlike, for example, carbon reduction targets);
- Safety fears are hindering some partners' willingness to promote active travel (most specifically some schools' unwillingness to encourage pupils to cycle);
- Making the case for investment in active travel is difficult, as the benefits are both wide ranging and long-term;

- It is further hampered by a lack of evidence, both of current active travel rates and of the quantified benefits to active travel outcomes of investing in specific projects;
- Monitoring can be weak (both of levels of active travel but also of how well or otherwise Scottish Government policies actually affect active travel outcomes);
- It is challenging to achieve and maintain integrated working across Government, and between Government and delivery partners.

#### 4.3 Summary

From the information presented above, we conclude that the key issues relating to implementation of Scottish Government policies relating to active travel are:

- Active travel outcomes are influenced by many players; the Scottish Government has influence over these outcomes but little direct control;
- Rates of active travel are strongly influenced by local factors. Delivery of schemes or initiatives to increase these rates is patchy;
- A long-term approach is needed to achieving high rates of active travel in any given community, and this should draw together a range of measures that provide high quality infrastructure and ensure that people are willing and able to use it for active journeys;
- Active travel does not enjoy a consistently high profile amongst key decision makers. In part this is due to the evidence of the benefits being weak, but even when evidence is strong there often remains a perceptions gap such that the benefits are not fully recognised;
- The fragmentation of the public sector into topic themes (for health, learning, environment, etc.) places a challenge for justification in investment in projects that can contribute to all of them, and the case for investment in active travel is weakened as most of the benefits are long-term;
- This same fragmentation (in central and local government, and with other delivery agencies) creates barriers to coordinated scheme planning and delivery;
- Capacity and expertise in delivering active travel projects in Scotland is a constraint on expanded delivery;
- Transport planning practice largely remains mode-focussed, rather than on people and/or place, and active travel issues receive less focus in established appraisal mechanisms and data collection programmes than motorised modes;
- Active travel issues form often only a small part of considerations about where new developments will be sited and about how access to them will be achieved. Local experiential knowledge and interpretation by local officers means that

schemes are often negotiated through a decision pathway which may be hard for Central Government policy makers to reconcile with their perspective as to policy implementation;

- There is relatively little monitoring of active travel choices, leading to a lack of understanding of relevant issues.

## 5 Case Study Research

### 5.1 Approach

To complement the findings of the literature review, research has been undertaken into how active travel considerations have been taken into account in the planning and delivery of major developments, transport schemes and community-led programmes.

This research investigated five case studies. Ideas for the case studies were generated during discussions with stakeholders and then refined by the client team. The chosen case studies and a summary of the rationale for choosing them were:

- GO Neilston!: an interesting example of community-led action (by the Neilston Development Trust) to promote active travel;
- Largs: an example where local stakeholders rejected a proposal (made by Transport Scotland for the introduction of a 20mph zone on the A78 through the town) which could potentially have benefited active travel uptake;
- Airdrie – Bathgate rail line reopening: a recent example of a major transport scheme, for which some stakeholders perceive active travel issues (specifically connectivity between stations and the communities they serve) to have been insufficiently addressed;
- Queen Elizabeth University Hospital, Glasgow: an example of the development of a major new trip attractor in a location which is not particularly conducive to high rates of active travel access;
- Union Square, Aberdeen: an example of the development of a major new trip attractor without (some stakeholders perceive) high quality active travel links to the existing city centre or many other trip attractors.

For each of these case studies we have interviewed key stakeholders and undertaken desktop research seeking to understand issues pertinent to what active travel outcomes have been delivered, what the drivers for them were and how, if appropriate, better outcomes could have been achieved. Each case study is reported below in a similar format, providing:

- An overview of the project;
- Key decision makers and influences;
- The importance of active travel, compared to other considerations;
- What active travel measures have been delivered, compared to what was planned;
- Success and constraints to change; and

- How better outcomes for active travel could have been achieved.

The consultees engaged in the development of each case study are listed, and the engagement methods used are shown in Appendix C.

## 5.2 Case Study 1: GO Neilston!

### **Project overview**

Neilston is a village in East Renfrewshire with a population of approximately 6,000 residents, with a small decline in population in recent years (-2.6% between 2011 and 2014)<sup>43</sup>. Following the rise and decline of the local textile industry its economy was based on, Neilston is now a commuter village, with up to 70% of its residents leaving the village each day to go to work<sup>44</sup>.

Neilston has also experienced an ageing of its population over the past decade, with a decrease of the proportion of the population under 15 and an increase of its population over 65. This is consistent with national trend, but above the average figure for East Renfrewshire. Neilston, and more widely East Renfrewshire has generally low levels of deprivation on the Scottish Index of Multiple Deprivation, however one zone in the village is amongst the 15% most deprived areas in Scotland<sup>45</sup>.

The GO Neilston! project was established in 2011 and seeks to encourage local people to walk and cycle more. It has delivered a range of initiatives, including events, training, led rides and education, largely under the complementary Cycle Neilston! brand.

GO Neilston! is led by The Neilston Development Trust (NDT), which was set up in 2006 "to champion, facilitate, support and drive the regeneration of Neilston"<sup>46</sup>.

In addition to our own research, this case study has been informed by input from the NDT and East Renfrewshire Council.

---

43 Planning for the Future of East Renfrewshire, Renfrewshire Council, 2016.  
<http://www.eastrenfrewshire.gov.uk/planningforthefuture>

44 <http://www.neilstontrust.co.uk/about-us/about-neilston.html>

45 Planning for the Future of East Renfrewshire, Renfrewshire Council, ibid

46 [www.neilstontrust.co.uk](http://www.neilstontrust.co.uk)

**Figure 8 Location of Neilston within the city region**



### **Key decision-makers and influences**

The NDT has been key to the development of GO Neilston!. Their interest in promoting cycling was generated largely by interest from members of the NDT and local volunteers.

However, several other organisations have been instrumental in helping the NDT develop and deliver projects to promote cycling, most notably:

- East Renfrewshire Council, whose Transportation Service provided encouragement, advice and funding;
- Cycling Scotland, for the guidance provided in their programmes; and
- Transport Scotland who through Smarter Choices, Smarter Places funding, and funding for Cycling Scotland, have assisted the development of GO Neilston!, albeit indirectly as the allocation of funding to Neilston has been largely determined by the Council.



In addition, Sustrans has helped mobilise local volunteers, and support was received from local developments taking place at the Dams to Darnley Country Park and Whitelee Windfarm.

### **Importance of active travel**

The NDT has been working on a number of local projects, of which GO Neilston! is only one. However the primary focus of the GO Neilston! project is active travel; i.e. increasing the amount of walking and cycling undertaken by local residents.

The NDT see the promotion of walking and cycling to be a contribution to their commitment to developing and supporting a sustainable environmental and economic future for the village. This is part of the aspirations of the Neilston Town Charter<sup>47</sup> which seeks a broad ranging renaissance of the village, its environs and its community. The Charter recognises the role that active travel has to play in environmental improvement and also in enabling inclusive accessibility. It seeks improvements to active travel infrastructure and people's ability to use it.

However, increasing active travel is only a modest component of the overall aspirations for the village, amongst many others that include improvements to the built environment, health, employment, opportunities for children and other outcomes.

### **Planned vs. delivered active travel measures**

In some respects, it could be said that the Neilston initiatives have far outstripped their original remit.

The Smarter Choices, Smarter Places initiative in nearby Barrhead (funded by the Scottish Government from 2008 to 2011) was seen as critical to the start of the project, with initiatives helping people to examine their journeys and how they could be changed. This helped to gather momentum for the Neilston project.

Thanks to funding and support from a range of partners, GO Neilston! is now able to offer a broad range of cycling-related services, including led rides, cycle training and bike maintenance. Information and advice is collated on a specific website (<http://cycleneilston.co.uk/>).

In 2011 the NDT partnered with Cycling Scotland to become a Cycle Friendly Employer Service Centre, assisting in the support and delivery of the Cycle Friendly Employer Award for a number of regions in Scotland. The NDT is now seeing use of their facilities not just from Neilston residents, but also from those further afield when similar services (e.g. training) are scarce in their local area. They are additionally in

---

<sup>47</sup> <http://www.neilstontrust.co.uk/about-us-2/publications-documents/category/3-ndt-reports.html?download=24:neilston-town-charter>

the process of building long-term relationships with local schools and other Local Authorities.

The village was subsequently one of four pilot projects for the Cycle Friendly Community Award, and worked closely with Cycling Scotland to develop the award scheme. They have so far had no funding for cycle infrastructure but this is on their list of aspirations for the future.

The NDT has recently received significant funding from the Climate Challenge Fund to expand their work, including setting up a bike hub at Rouken Glen Park, so extending their range far beyond Neilston.

### **Successes and constraints**

The NDT feel they have a reputation for keeping their aspirations realistic, and only attempting what they believe is achievable, backed up by plans to realise their aims. Not being afraid to just try things out and see what works also seems to be an approach that has delivered success.

The NDT report that they have a very organised and skilled team of committed and flexible staff, including a significant number of volunteers. Having people with the right skillset, and looking after the volunteers involved, are cited as being a key success factor for the project. In addition, the NDT has the advantage of a presence in the community, allowing them to more directly influence and gauge the success of any initiatives.

Their aspirations are kept realistic and they ensure that they have plans to realise their aims. In summary, the key success factors seem to be having a group of dedicated people who are able to tailor what they are offering to local needs and thereby change the travel culture of the local area.

East Renfrewshire Council are very supportive of the project, and offer assistance wherever possible. The availability of the original SCSP funding enabled initial work to be undertaken in Neilston, and has led to both the confidence and capacity to generate income and support for the project from other sources.

The key challenges mentioned by consultees were:

- It seems to be easier to get funding for capital investment than for revenue costs, which makes it challenging to develop and maintain local capacity for delivery;
- Ensuring good contacts between local authority and other organisations involved takes ongoing effort when people change roles;
- Obtaining storage for goods (e.g. donated bikes) is difficult/costly;
- Ensuring that the project satisfies the needs and desires of as many people as possible in the community (the Neilston Charter was mentioned as an aid for this).

## How better active travel outcomes could have been achieved

The NDT and its partners have already achieved much more to promote cycling than most other similar communities in Scotland, but two factors are identified as potentially enabling them to do more:

- Additional funding, particularly for revenue items;
- Strong and consistent partnerships with other organisations.

### 5.3 Case Study 2: Largs 20mph proposal

#### Project overview

Typically, 20 mph zones have been used within residential areas only, however, due to increasing calls to reduce speeds on some trunk roads where these pass through towns and villages, Transport Scotland decided to test 20 mph zones in five pilot sites, one of which was the A78 through Largs.

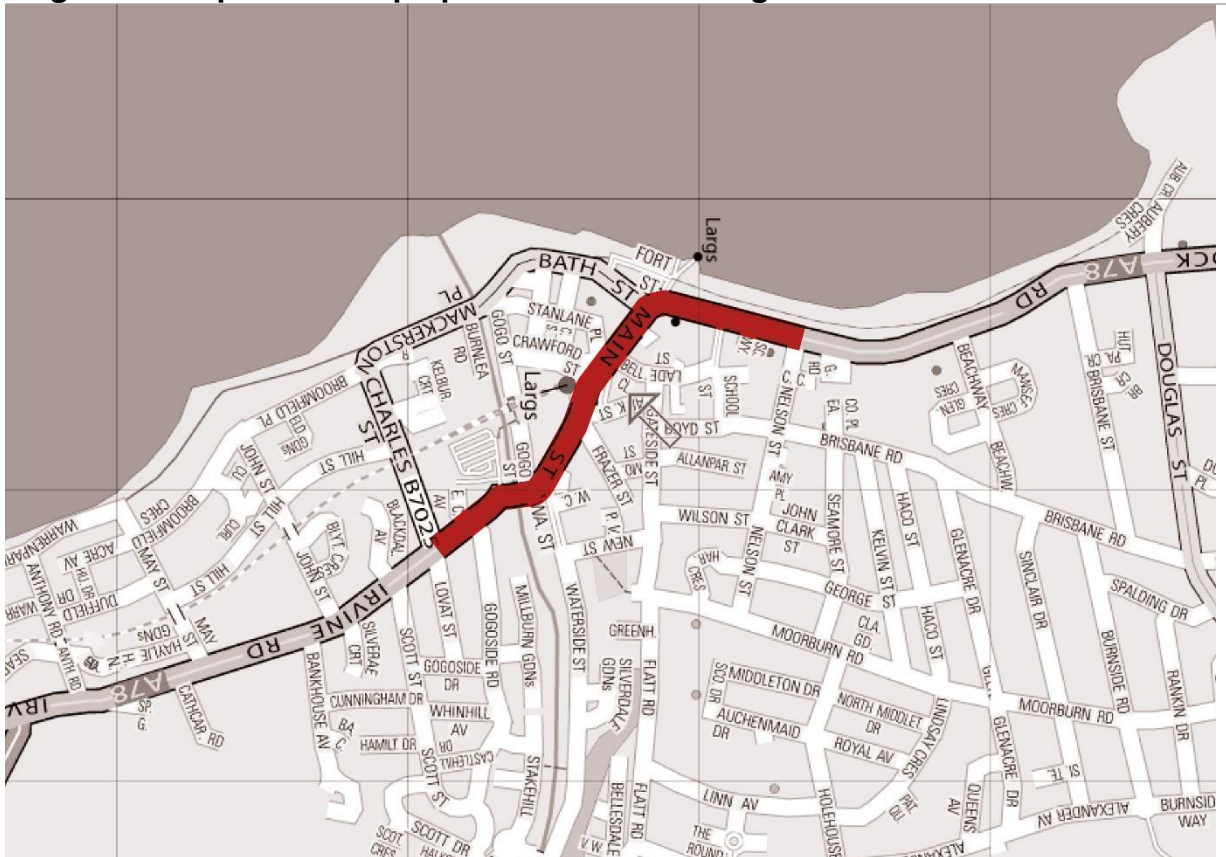
Transport Scotland recognise that where main roads “pass through towns and villages, there are frequently competing pressures between their strategic purpose, and community interests relating to safety and amenity”. The overall objective of the pilot 20 mph zones was to increase road safety and reduce casualties, thus creating a safer environment for all town centre users. By so doing, it was hoped that complementary objectives of making the towns more pleasant places to walk and cycle would be achieved.

Transport Scotland developed assessment and selection criteria to identify pilot sites. These included the consideration of:

- Accident statistics, and in particular those involving vulnerable road users;
- Vehicle speed data;
- The character of the towns/villages, e.g. the volume and locations of shops, cafes, banks, post office, etc. along the main road; and
- Traffic flow composition.

These criteria were applied to a review of the network and five towns/villages were identified as suitable. Of these five, Largs had the highest number of accidents involving vulnerable road users within the town centre.

Figure 9 Proposed 20 mph pilot zone within Largs town centre



However, the Largs proposals faced objections from Largs Community Council who considered that:

- The proposed zone excluded recent accident spots (including of three fatal accidents);
- The proposed zone would not provide any significant improvements in road safety and would not result in any reduction in traffic speeds (as the average speed was already 17-20 mph); and
- The proposal would increase road risk elsewhere in the town as locals diverted onto small side/residential roads to avoid the speed limit.

As a result of these objections, Transport Scotland has chosen not to implement the project.

In addition to our own research, this case study has been informed by input from both the Community Council and Transport Scotland.

## **Key decision-makers and influences**

The key decision makers in the development of this project were Transport Scotland and the Transport Minister, who were responsible for designing the pilot projects and identifying suitable sites, and Largs Community Council, who raised objections to the proposals for their area. All stakeholders appear to have been driven and influenced by road safety concerns, however, they had opposing views (or perhaps remits) on how to best tackle these in Largs.

Transport Scotland highlighted that no policy framework yet exists for the use of 20 mph zones on Trunk Roads, but considered that their extensive desk-based work in developing the selection criteria provided an evidence-led approach. They considered that all benefits and disbenefits had been considered in the site selection. The Transport Minister had the ultimate decision regarding the pilot, agreed the criteria, and approved the selection of all pilot sites.

The Community Council took advice from locally resident road engineers regarding the plans, the likely impact and alternatives which, in their opinion, would be more effective. They also used accident statistics to inform their view.

## **Importance of active travel**

Pedestrians and cyclists were paramount in the decisions made and considered from the outset by all stakeholders. However, concerns on both sides of the debate were with the safety of these vulnerable road users rather than any direct attempts to increase use of active travel modes; indeed, the Community Council is advocating the delivery of other initiatives that will specifically increase walking and cycling in the town.

## **Planned vs. delivered active travel measures**

Transport Scotland noted that when they were setting out the drivers and expected benefits from the pilot, both included increasing the safety of these vulnerable road users.

However, opposing views were held by the Community Council regarding the impact that 20 mph zone would have on these groups. The only change that was proposed was to place signs along the carriageway, no additional traffic calming measures or pedestrian crossings were proposed. The Community Council had concerns that, as the average speed is low at busy times pedestrians run between vehicles crossing the road with a false sense of security. A number of suggestions were made by the Community Council which they felt would have assisted in allaying these fears, including barriers to encourage pedestrians to cross at traffic lights and to resite a bus shelter, but neither was taken forward.

They were also concerned that the restrictions may push local motorists off the Trunk Road and onto adjacent side streets where higher speeds are possible/prevalent and increase the risk of accidents in these locations.

Whilst the proposals for the 20 mph zone did incorporate an assessment of all available crossing points within the identified area, it made no additional provision for dedicated active travel measures. However, Transport Scotland considered that, by ensuring consistently low speeds and increased road safety in the town centre, this would have a knock-on effect on the safety of active travel modes making these more appealing and prevalent over time.

As the proposals were not implemented however, no active travel measures or impacts have been delivered.

### **Successes and constraints**

As the proposals were not implemented, no successes and constraints of the development were identified.

However, the largest constraint for the Largs proposal appears to be that both stakeholders approached the proposal from different angles and held differing longer term aims. Whilst all supported the objective of the project, Largs Community Council were keen to get the most appropriate solutions for their road safety issues in and around the town, but felt that this was the wrong solution. However, Transport Scotland aimed to conduct a specific pilot and were not in a position to offer the development of a bespoke solution.

### **How better active travel outcomes could have been achieved**

Transport Scotland considered that wider engagement may have helped, for example, to consult directly with community groups, schools and nursery groups, any local cycle groups, those representing equality groups, etc. to get a balanced set of views regarding the proposals.

The Community Council noted that earlier consultation with the community by Transport Scotland would have been beneficial and helped to gauge local feeling, identify the most suitable locations and measures for the town, and a more flexible approach to the measures being proposed. It was felt that there was a top-down approach to selecting sites rather than a bottom-up approach which they thought would be more appropriate. They also felt that the proposal was already finalised before the consultation process began. The Community Council made suggestions for amendments and changes to the proposals to which they felt would be more suited to improving road safety, however, these did not fit within the scope of the pilot and so were not incorporated.

Greater involvement, buy-in, and potentially practical support from North Ayrshire Council may have assisted in greater success; the side roads are the responsibility of the Council and so greater joint working and solutions may have assisted in allaying fears of problems spilling into these roads.

#### 5.4 Case Study 3: Airdrie to Bathgate Rail line reopening

##### **Project overview**

The Airdrie to Bathgate rail line reopening was led by Transport Scotland and managed by Network Rail. It was completed in 2010 at a total cost of approximately £300 million. The project involved the following<sup>48</sup>:

- Building 15 miles of new, electrified double track between Bathgate and Drumgelloch;
- Double-tracking and electrifying the existing line between Bathgate and Edinburgh, and Airdrie and Drumgelloch;
- Constructing new purpose-built stations at Armadale, Blackridge and Caldercruix;
- Rebuilding and relocating the stations at Bathgate and Drumgelloch;
- Upgrading the stations at Livingston North and Uphall;
- Creating 1,100 new parking spaces at stations on the route, to increase opportunities for park and ride; and
- Relocation of the NCN 75 to a route largely adjacent to the railway (the closed route had been leased to Sustrans for use as a cycle path).

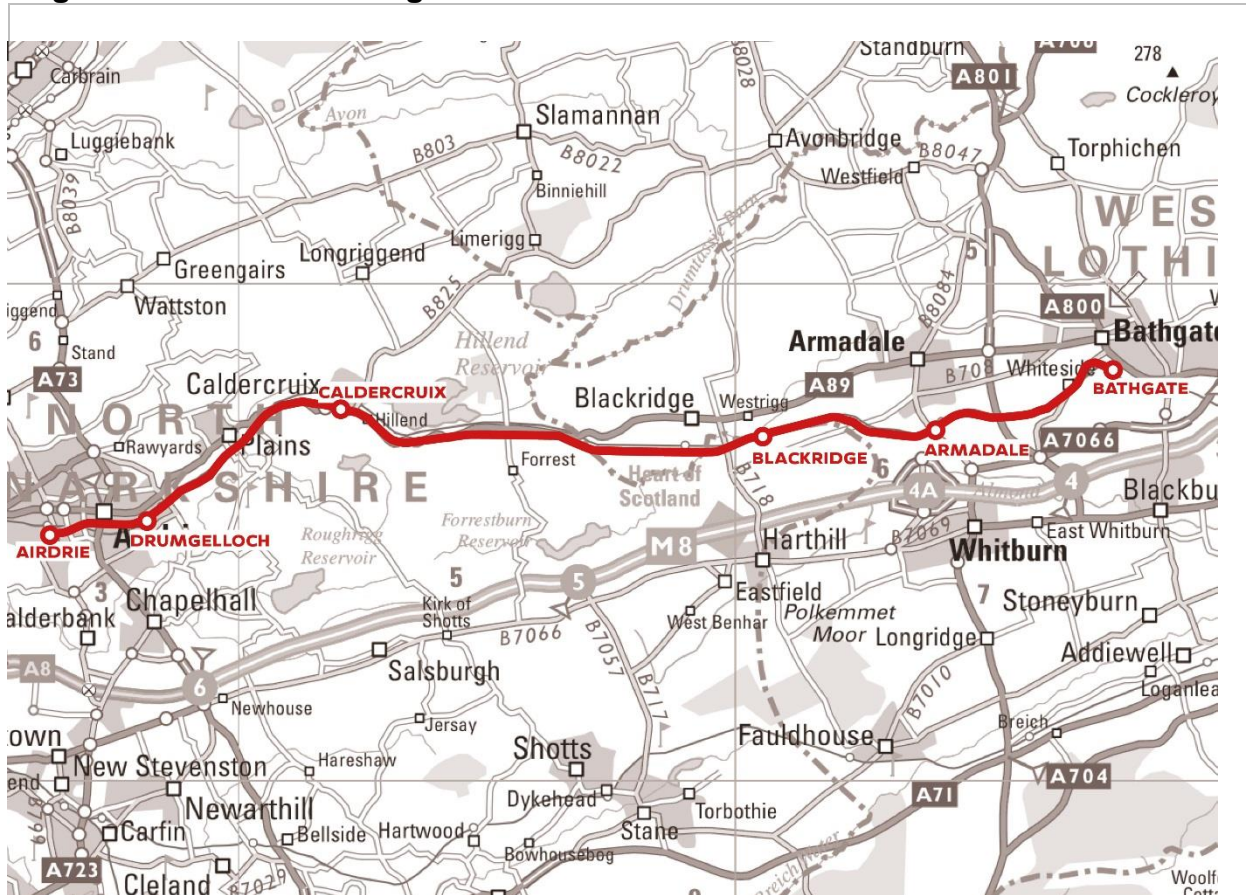
Transport Scotland stated the objectives of the project to be to:

- “Improve direct access to labour markets in Glasgow and Edinburgh for people living in North Lanarkshire and West Lothian;
- Encourage inward investment to and therefore stimulate economic growth in North Lanarkshire and West Lothian;
- Assist in promoting social inclusion to communities in North Lanarkshire and West Lothian;
- Increase the number of people using public transport in Central Scotland;
- Offer a sustainable public transport alternative to the M8 and therefore reduce road congestion; and
- Allow existing services to be connected and create an alternative to the Edinburgh - Glasgow main line, reducing congestion at peak times.”<sup>49</sup>

---

48 <https://www.networkrail.co.uk/aspx/10735.aspx>

**Figure 10 Airdrie to Bathgate route and stations**



In addition to our own research, this case study has been informed by input from Abellio ScotRail and both West Lothian and North Lanarkshire Councils.

During consultation with stakeholders early in this research, it was recognised that the rail line and stations have been delivered according to plans and that the train services are operating as planned. However, some felt that the stations were not well connected by active travel routes to the communities that they are intended to serve; it is this element of the project which formed the focus of our research.

### **Key decision-makers and influences**

The development of the rail line proposals was led by Transport Scotland, Network Rail and ScotRail, their work guided by Government through the 2006 Airdrie-Bathgate Railway and Linked Improvements Bill<sup>50</sup>. Objectives were guided by the Scottish Executive’s “Scotland’s Transport: Delivering Improvements” policy (March

49 Airdrie-Bathgate Rail Link Improvement Stage 1 Outcome Evaluation Report, 2015

50 Airdrie-Bathgate Railway and Linked Improvements Bill



2002), which gave focus to projects which reduce road vehicle usage, and by “Scotland’s Transport Future” (June 2004), which set five policy objectives including safety of journeys, integration between different forms of transport and protecting the environment; and specifically identified the Airdrie to Bathgate Rail Link.

North Lanarkshire and West Lothian Councils were key stakeholders for integrating the proposals with local transport links and in managing development applications. Their Local Transport Strategies and development plans were the primary policy frameworks.

There was also extensive consultation with local communities during the planning of the project, which led to the plans for extra car parks at Airdrie and Caldercruix being shelved.

### **Importance of active travel**

Various planning policies were taken into account during the scheme development stages, however the original bill did not specifically cite any active travel policies.

The main aim of the project was not to promote active transport, but to improve public transport links. Significant investment was made in active travel infrastructure for the NCN 75, but this was largely to maintain that link, rather than create a new facility. The old railway between Airdrie and Bathgate closed to passenger trains in 1957 and to freight trains in 1982. The route then became a popular cycle path. When building the new railway, the cycle path was relocated “in recognition of its importance to cyclists and the communities it passes through” (Network Rail).

### **Planned vs. delivered active travel measures**

It is highly commendable that the NCN 75 was relocated as part of the project, as this is a key route for both leisure cyclists and commuters. There remains, however, a continuing issue of clarifying legal responsibilities for this section of the NCN, which West Lothian Council reports makes it difficult for them to respond to requests for maintenance of the route.

Additionally, cycle parking has been provided at all the stations, and pedestrian access has, in the main, been ensured from both sides of the track.

Developments were planned in the vicinity of the new stations, but subsequent issues meant that not all the projects were fully realised. As such, planned walking and cycling routes to the stations have not all been constructed.

Drumgelloch station had been the terminus of the route from Glasgow, and as part of the reopening of the line, the station was moved 500m east, in order to serve directly the planned housing development to the south of the new station. Planning consent was granted by North Lanarkshire Council in 2011 for the construction of 40 dwellings, but work never started and the planning consent lapsed in 2013. The site is still vacant as of 2016 and the south of the station leads is wasteland.

Blackridge station was sited to serve, and was partly funded by, a planned housing development which also fell through. The station is therefore approximately 300m from the nearest houses (at Westrigg) and approximately 1,500m from the centre of Blackridge village. A good quality shared-use foot- and cycle-path was provided alongside the station access road from the A89, but there is no connection to the National Cycle Network, despite its close proximity to the station.

At Armadale, three developments were proposed in the vicinity of the new station, but only one has been built out. Access to the station from the town is therefore along a road through a largely unpopulated area, waiting to be redeveloped, with street lighting which is on the opposite side of the road from the footpath. Also in Armadale, there is extensive and on-going criticism that no footways or alternative footbridge has been provided for Cappers Bridge, which carries Station Road over the rail line; this was meant to have been rebuilt with pedestrian facilities as part of the rail line reopening.

Additionally, when considering walking and cycling access to the stations the following points have been noted by stakeholders:

- Even though access has been provided to the stations from both sides of the tracks, cycle parking is usually only on one side of the station, meaning that those approaching from the other side will need to take their bicycle across the footbridge, or take a longer road route around to the correct side of the track;
- No provision for active travel signage to the stations was made;
- At Airdrie, pedestrian access from the north side of the station is along the A89, which is busy with traffic as it serves as the town centre ring road at this point;
- At the upgraded Uphall and Livingston North stations, no direct pedestrian access between platforms is available for passengers, necessitating lengthy walks, in part using narrow footpaths at Livingston North;
- Proposals for improved pedestrian access to Bathgate station have reportedly been rejected by Network Rail;
- Many of the stations are effective in capturing park and ride demand, but increased road traffic levels and parking in the vicinity of them may be discouraging use of active modes for local journeys.

West Lothian and North Lanarkshire Councils have been working to improve access to the stations for pedestrians and cyclists since they opened. Progress is hampered by lack of funding and competing priorities, and there is frustration that these facilities were not provided as part of the rail scheme development.

## Successes and constraints

The railway line has been successful in attracting passengers. There are a number of people who access the station on foot, but a substantial number of passengers also use their cars to park and ride.

Some nearby planned developments have not gone ahead, perhaps in part due to the downturn in the economy, leaving in some cases an environment which is not particularly conducive to encouraging walking. In such circumstances it cannot be expected that the facilities will contribute towards the target of increasing the mode share represented by active travel.

Whilst there are frustrations regarding active travel outcomes, the rail line reopening has provided benefits to people without access to a car. According to Transport Scotland's evaluation report<sup>51</sup>, "From the analysis of the available O-D survey data, it would appear that the new service is being used by passengers with an origin station between Airdrie and Bathgate that may not otherwise have made the trip and do not have access to a vehicle. Based on this evidence alone, the Airdrie to Bathgate rail link improvement is considered to provide an improved means of travel for more disadvantaged members of society and, as such, may improve accessibility and, more generally, assist in promoting social inclusion."

## How could better active travel outcomes have been achieved

It appears that the promotion of active travel for journeys to stations on the Airdrie to Bathgate line and the communities they serve was not an integral part of the planning and design process.

Some new walking and cycling routes and facilities were intended to be delivered alongside new developments that were planned in the vicinity of the stations, but in some instances these have not been provided as the developments have not progressed, and there has been no fall-back position for other funding sources to deliver the active travel improvements.

Local Authorities have been seeking to improve conditions for pedestrians and cyclists, but are constrained by lack of resource and, in some cases, support from partners.

The cost of providing and promoting good foot and cycle routes and facilities to/at each of the stations is significant, but represents a small proportion of total Government spend on the rail line reopening. Government insistence on the provision of these facilities, either within the contracts they controlled or through liaison with partners, during the design and planning stages, along with funding for their provision, could have helped achieve these outcomes.

---

51 2015 Ibid

## 5.5 Case Study 4: Queen Elizabeth University Hospital

### Project overview

The New South Glasgow Hospitals Campus, or the Queen Elizabeth University Hospital (QEUH) as it is now known, was formally opened on 3 July 2015. It is located in the south of Glasgow, near Govan, and is on the former Southern General Hospital site.

**Figure 11 Location of QEUH**



The campus comprises the largest single NHS hospital build project in Scotland, and includes a new 1,109 bed adult hospital, a new 256 bed children's hospital, new laboratories, a new teaching centre, office accommodation and the refurbishment of existing Campus buildings.

In addition to our own research, this case study has been informed by input from Strathclyde Partnership for Transport (SPT), Glasgow City Council, NHS Greater Glasgow and Clyde (NHS GGC) and JMP staff that developed the original campus Transport Strategy, Travel Plan and subsequent updates.

Stakeholders recognise that the site of the new campus was not considered as ideal for transport arrangements. The hospital is bordered by busy roads and the River

Clyde, and it is a considerable distance from the city centre, and also from train and subway stations, making it difficult to access by walking or cycling. Further, the road network was not capable of accommodating significant additional volumes of traffic generated by the new campus (and resources did not allow for any significant alterations), and so the only viable options were to manage the use of car and encourage bus use to the site.

### **Key decision-makers and influences**

The key decision makers and their roles included:

- NHS GGC were the main decision makers, and as such the policy background for the development was health. The driving force for the campus development was a review of services conducted by NHS GGC between 2002 and 2004, with the outcomes including a recommendation to rationalise sites. It was decided necessary to reduce the number of older establishments within the NHS GGC estate, focus bed numbers, and centralise specialisms. Decisions regarding the location for the site were most heavily influenced by the availability of suitable land. NHS GGC already owned the land now occupied by the campus, which was considered to be of suitable size/proportions, whilst other available sites were not expansive enough. The cost of purchasing a similar plot elsewhere would have been prohibitive. Further, it was possible for the Southern General Hospital to remain operational throughout the build process. Other focuses for NHS GGC were considered to be the need to provide high quality health care, with no interruption to services during the development, working time directives, and the logistics of relocating staff and patients. Ultimately, the development decisions were based on healthcare provision and patient care needs, and not transport based criteria;
- Glasgow City Council were the planning authority, responsible for granting planning permission for the development of the campus. Their policy influencers included both national and local planning policy, but they were ultimately influenced by what NHS GGC could provide and the need to suppress car based traffic to/from the site due to the limitations of the surrounding road network;
- SPT led the liaison with transport operators to ensure public transport arrangements were implemented to/from the campus.

An officer-led Working Group was convened to manage the development process. This met fortnightly and included NHS GGC and their project management group, Glasgow City Council, and SPT. Stakeholders generally considered that they had worked well together, had all appreciated each other's input and positions, and had generally adopted a 'can-do' attitude. It was also noted that as all stakeholders were public sector organisations there was greater understanding regarding limitations and priorities for the development.

## Importance of active travel

Active travel does not appear to have been considered during the initial site selection stages. Indeed, the location of the campus is not considered conducive for active travel as it is bounded by the River Clyde on one side and busy main roads (i.e. the M8 and the A739 which leads to the Clyde Tunnel) on the others.

However, transport (including active modes) was considered from the outset of the outline planning application, with it being a key consideration within the formal designs and plans for the site. A site specific Transport Assessment was conducted and targets set for peak hours travel to/from the campus. A Section 75 agreement was established for the campus and formed the most influential policy for transport development. Stakeholders noted, however, that whilst active travel was a key consideration from the beginning of the planning phase, opportunities for development were constrained and, as such, the curtailment of car use and provision of a suitable bus network took priority during consideration of transport matters.

It should be borne in mind of course, that the hospital is largely used by elderly, infirm and sick people who are less likely to use active modes when travelling. The hospital also services a wide catchment area, again lessening the relevance of active travel for those users.

## Planned vs. delivered active travel measures

The Campus Travel Plan seeks to influence travel choices to the site and identifies a large number of planned measures within the development/campus to encourage active travel use. It was originally developed in 2007 to support the outline planning application for the site, but was updated by NHS GGC in 2014 just in advance of the site becoming operational. A Travel Plan Implementation Group has been developed, consisting of NHS GGC, Glasgow City Council, SPT and Sustrans.

Plans include the provision of cycle parking and shower facilities, the creation of a Cycle Users Group, the production and circulation of cycle route maps, promotion of the cycle purchase scheme, introducing a bike rental scheme, conducting a cycle to work programme, facilitation of a cycling roadshow at the campus, and upgrading existing pedestrian access points as well as the creation of new ones. In addition, a number of developments/upgrades to active travel facilities were also recognised by stakeholders to be required in the surrounding area/routes, such as improvements to the walking/cycling path through the Clyde Tunnel and the creation of new cycle routes. It was also considered important that all cycle routes into/out of the campus linked with the National Cycle Network.

Some of these measures have been implemented, particularly those that were to be incorporated in the build phase, such as showers, cycle parking, pedestrian/cycle crossings, etc. as well as others implemented by NHS GGC such as the Cycle Users Group, cycling roadshows, regular cycling roadshows and general public transport roadshows and cycle training courses. Others remain 'in progress', such as the improvements to the wider cycle network and access points to the campus.

However, no measure has been shelved and all stakeholders remain committed to further improvements (as resources allow).

The current status of planned measures to promote active travel from the Travel Plan is provided in Table 1.

**Table 1 QEUH active travel measures**

Active Travel Measure	Planned	Delivered
<b>On-Campus Developments</b>		
Shared paths	✓	✓
Pedestrian/cycle crossings	✓	✓
Advanced stop lines	✓	
Increased footway widths	✓	✓
Improved signing and lining	✓	✓
Cycle parking	✓	✓
Showers	✓	✓
Develop a Cycle Users Group	✓	✓
Upgrade and creation of pedestrian access points and improvements to streetscape	✓	✓
Production and circulation of cycle route maps, including information on the intranet and at information stands	✓	✓
Ensure transport helpline is equipped to deal with cycle queries	✓	✓
Promotion of cycle purchase scheme	✓	✓
Investigate an increase to the cycle mileage allowance	✓	✓
Introduce a bike rental system	✓	✓
Conduct a cycling to work programme	✓	✓
Facilitate a cycling roadshow at the Campus	✓	✓
<b>Off-Campus Developments</b>		
Off campus improvements to walking and cycling routes adjacent to the QEUH	✓	On-going
Improvement to walking and cycling paths through the Clyde Tunnel	✓	Cycling ✓ Walking on-going
Link walking and cycle routes to/from the campus to the National Cycle Network	✓	On-going
Underpass to campus improved	✓	✓

In addition to the physical measures outlined above, NHS GGC also put significant efforts into changing travel patterns/instilling active travel patterns in staff around the time of the move to the new campus. They conducted postcode analysis for staff, conducted staff engagement surveys regarding the proposed improvements, established 'On the Move Groups' at all old sites, conducted orientation walks and cycles from old sites out to the new campus so staff knew the active travel routes

available, and held travel plan clinics (which involve SPT and operators) as well as developing personalised travel plans for staff who have requested these. They also manage a car/lift share website for staff, and provide staff shuttle buses from the campus to other NHS GGC sites across Glasgow.

**Successes and constraints**

As transport/active travel was considered at the outline planning stage, various measures could be built-in from the outset, e.g. the cycle parking, showers and changing facilities. Similarly, there is a transport hub (Arrivals Square) located at the centre of the site, so that there is no confusion about where buses and taxis can be found (which is important given the size of the site).

A Travel Plan Activity Report is produced regularly, which shows that the staff are increasingly opting for sustainable modes for travel to/from the campus. Table 3.2 shows that the use of all sustainable modes has increased whilst the use of private cars have declined. This is partly due to a change in car parking policy in this period, which resulted in the allocation of a higher proportion of available spaces to patients and visitors, rather than staff.

**Table 2 QEUH Staff Mode Choices (2013 and 2015)<sup>52</sup>**

Mode	2013 Staff Survey	2015 Staff Survey
Walk	12%	14%
Cycle	6%	12%
Bus/Train	24%	30%
Car Share	12%	20%
Other Public Transport/Taxi	5%	6%
Private Car/Taxi	66%	59%

The constraints to active travel to/from the site were considered to be largely due to its chosen location. The site is far out from the city centre, and also the busy roads surrounding the campus form a barrier for pedestrian and cycle access. Further, the availability of nearby off-site parking reduces the likelihood of active travel or public transport use.

Meanwhile, although there has been a significant increase in the number of buses serving the campus, this is not always considered attractive as many people are required to interchange at some point in their journey. Further, the slow construction and expansion of the Fastlink bus service was also considered to constrain staff and visitor travel choices (this was supposed to extend to Renfrewshire, but as yet does not).

---

<sup>52</sup> Source: NHS Greater Glasgow and Clyde (2016) *Queen Elizabeth University Hospitals Campus: Travel Plan Activity Report*. April 2016.



The combining (and relocating) of a number of previous hospitals has also created constraints around staff's ability to access their work sustainably. Many staff had lived close to their previous hospital site, however they now require to travel greater distances to get to work, so are felt to be more inclined to travel by car. It was also suggested that perhaps not enough travel planning had been done with staff prior to relocation, whilst others considered that the staggered and slower than expected development of the supporting infrastructure and local parking restrictions has created the main constraints.

### **How better active travel outcomes could have been achieved**

The location chosen for the site was crucial, so a different site selection, had any been available, may have improved the options for active travel. Also, more money/resources to make improvements in the surrounding areas, a dedicated (and sufficiently resourced) funding line for active travel development, and greater promotion of active travel options to/from the campus.

Similarly, it was considered by all stakeholders that there had been little/no input from Scottish Government departments or Ministers during the site development process. As such, it may be that better active travel outcomes may have been achieved had the Government/Ministers taken a more pro-active involvement and exerted influence on this aspect during the planning stages.

## **5.6 Case Study 5: Union Square, Aberdeen**

### **Project overview**

The Union Square shopping centre in Aberdeen opened in 2009 and provides 565,000 sqft of floorspace for 75 retail and leisure clients.

The centre is adjacent to the city's rail and bus stations and is in close proximity to the city centre, with the north entrance to the centre being only around 350 metres from the closest point on Union Street. And yet, there is a perception of severance between the centre and the city centre, caused by a notable height difference, no direct sightline, and a plethora of potential walking routes, some of which are along narrow lanes and others on congested and polluted streets.

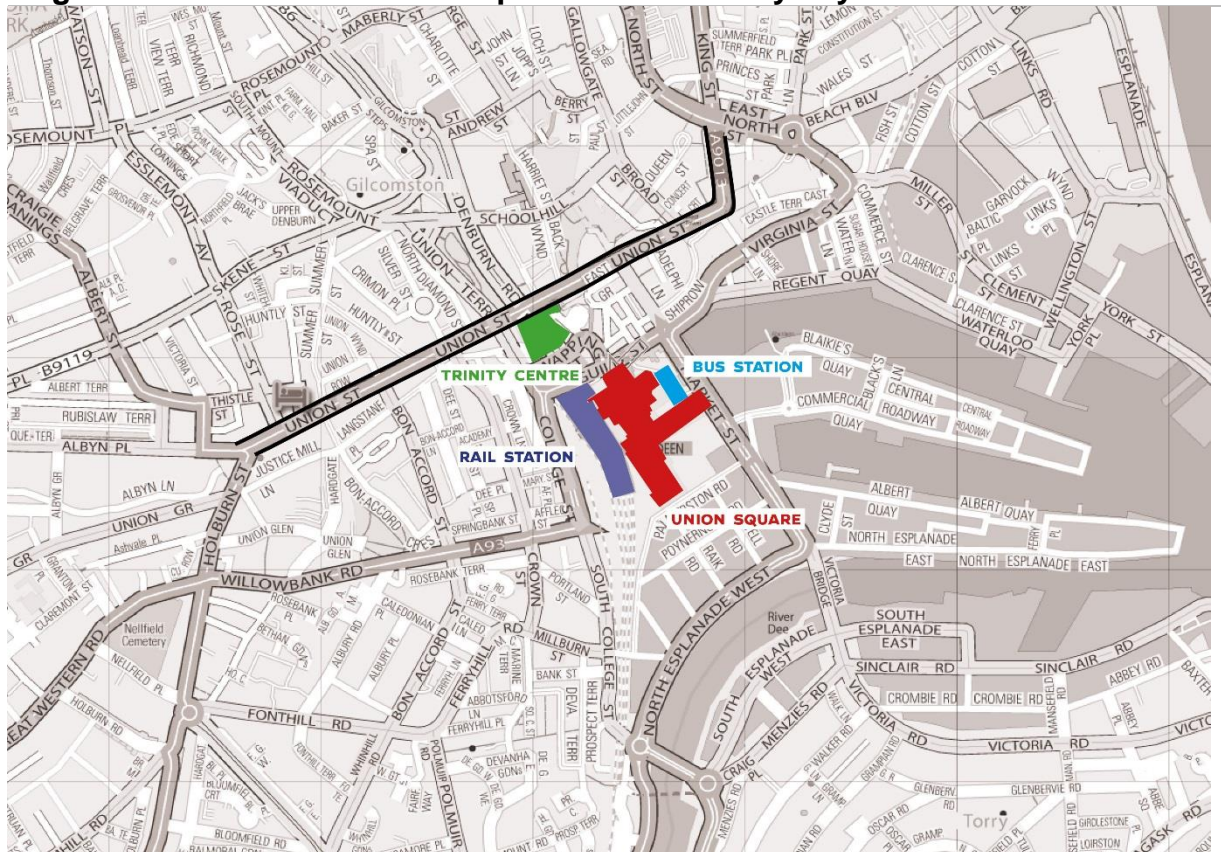
Severance is exacerbated for pedestrians and cyclists by the transport infrastructure that surrounds the centre, with the rail line to the west, and dual carriageway Guild Street and Market Street to the north and east respectively. As well as creating unattractive urban environments on the main walking and cycling routes, these also create delay at crossing points.

This severance is also applicable for many bus passengers wishing to access Union Square, as whilst the centre is adjacent to the bus station, only longer-distance bus services make use of it; although some city bus services do operate from Guild Street and Market Street, most pass no closer to Union Square than Union Street.

Nearly 1,700 car parking spaces are provided on site, though charges apply to all users including staff. Parking demand regularly exceeds supply at peak times, causing queuing and delays on the surrounding road network.

The centre is commercially successful and its owner, Hammerson, is seeking consent to expand it, in order to provide additional floorspace and an indicative 1,000 additional car parking spaces.

**Figure 12 Location of Union Square and other key city centre destinations**



In addition to our own research, this case study has been informed by input from Hammerson, Nestrans and Aberdeen City Council (ACC).

**Key decision-makers and influences**

Hammerson first invested in Union Square in 2001, a year after planning consent was granted, and they subsequently have taken over full control of the site. Their primary focus is on the commercial success of the centre, but are involved with wider considerations through the Aberdeen Inspired Business Improvement District (BID).

The other key decision maker with relation to active travel and the site is ACC, both as the planning authority and as roads authority with responsibility for the streets outwith the centre. ACC decisions are based upon its policies, key amongst them

now its Local Transport Strategy and the City Centre Masterplan. Both of these support active travel and a vibrant and inclusive city centre, and are influenced by relevant national and regional policies for transport and planning, including Nestrans' Regional Transport Strategy and Active Travel Action Plan<sup>53</sup>.

However, whilst these policies may now facilitate developments that are more conducive to active travel choices, ACC officers highlight that planning consent for Union Square was granted in 2000, a full nine years before it opened; a different policy framework was in place at the time of decision making. ACC have also recognised that there can at times be a distinction between policy and practice in its consideration of the transport impacts of potential new developments; that whilst policy supports access by sustainable modes, decision makers are often keen to ensure easy access by car, or at least no detriment to car users.

### **Importance of active travel**

Access to the centre on foot and by bike is undoubtedly important to Hammerson. According to its data, 60% of customers visiting the centre and 88% of staff travel by public transport or active modes, and with the car parks full at peak times they recognise that promotion of these modes is the main option to increase footfall.

They feel that the pedestrian routes between the centre and the town centre are a constraint to footfall, being indirect and unattractive, and have provided funding to the BID to help improve wayfinding. They support the Masterplan as an opportunity to improve the attractiveness of the city centre.

ACC identify that active travel was not a specific consideration during the planning processes that consented Union Square. Rather, there was a strong desire to create a new retail opportunity in or close to the city centre (as opposed to on the outskirts) and the Union Square site was the only one that provided the available land. So, whilst ACC recognises that active travel connections in the vicinity of the centre are poor, they could have been much worse if an out-of-town site had been chosen.

### **Planned vs. delivered active travel measures**

Safe routes with signal-controlled crossings on all major road junctions, are provided for pedestrians on routes in the vicinity of Union Square. Cycle parking is available by all the entrances to the centre.

But cycling routes in the vicinity of the centre are off-putting for many potential cyclists, making use of busy main roads which have a high proportion of heavy traffic. Meanwhile, the pedestrian environment is poor, requiring use of footways alongside the busy roads or quiet lanes, many of which have an unattractive setting.

---

53 [http://www.nestrans.org.uk/db\\_docs/docs/AcTrAP\\_FINAL.pdf](http://www.nestrans.org.uk/db_docs/docs/AcTrAP_FINAL.pdf)

An alternative, largely covered, route is available for pedestrians between Union Square and Union Street through the Trinity Centre, but this relies on use of a challengingly long and steep flight of steps; a recent proposal to reduce the gradient of these and install an escalator was rejected by Network Rail on account of the impact it would have had on operations in Aberdeen station. ACC state that this is indicative of constraints that they often face when seeking to promote active travel; of the influence of many different partner organisations, not all of which are always supportive.

As such, whilst the measures required by the planning process to promote active travel to and in the vicinity of Union Square were delivered, there is frustration that the opportunity was not taken at that time to create better links between the Union Square and existing city centre. Measures are now being sought to improve the situation, but are constrained, particularly by availability of funding.

### **Successes and constraints**

The Union Square development is a significant success in terms of its expansion of the retail and leisure offer in Aberdeen. It is ideally placed for access by rail and longer-distance bus services. In terms of access by active travel modes, Union Square is significantly better placed than any alternative site of similar size, which would likely have been at an edge-of-city location.

And yet active travel links in the vicinity of the development are poor, constrained by the location of the site, which is surrounded by important transport links and lack of direct connectivity to the heart of the city centre.

### **How better active travel outcomes could have been achieved**

Better outcomes in terms of connectivity between Union Square and other key locations for pedestrians and cyclists would be likely were the development proposals being brought forward now; the significant time lag between the commencement of the planning process and the opening of the centre has limited scope for ensuring that outcomes accord with current policy.

ACC and Nestrans recognise that a policy framework which is much more supportive of active travel promotion is now in place, particularly through the city masterplan. But they report a variety of other factors that do or could constrain their ability to create better active travel outcomes were similar proposals to come forward now:

- That whilst a more supportive policy framework is now in place, practice does not always accord with this policy, and an aspiration of easy access by car remains an important factor in many decisions;
- This situation is influenced by decision makers' caution about restricting car use, and an aspiration to avoid contentious solutions, given developers' aspirations for easy car access;

- A lack of resource within the Council's planning team limits potential to give detailed consideration and advice regarding planning applications;
- That many players/partners are involved in any proposal which may affect active travel outcomes, not all of which may be supportive;
- That, beyond setting the policy context, they do not perceive the Scottish Government to be a strong advocate of active travel outcomes, unwilling to provide comment to support proposals that are more supportive of their own policies.

### 5.7 Summary

The case studies have identified the following points related to the effectiveness in achieving high quality outcomes for the promotion of active travel:

- There is substantial time lag in the development of major schemes between key decision points and scheme completion, hence outcomes commonly accord with previous policies rather than current ones;
- Practice in decision making and scheme development does not always accord with policy;
- The Scottish Government does not rigorously check whether schemes accord with its own or local policies, and does not commonly advocate good outcomes for active travel in local decision making;
- Outcomes are clearly constrained by available funding, but most notably due to restricted funds for revenue expenditure, and further challenged by short-term or stop-start funding opportunities;
- Local interest and capacity is essential to generate effective community-led schemes; this is not consistently available, but can be encouraged and developed by intelligent public sector support and investment;
- Effective community engagement is important to designing effective schemes and to minimising implementation risks;
- There can be a lack of focus on achieving active travel outcomes in proposals for which other objectives are of higher priority; decisions are required in order to consider the relative importance of active travel outcomes against other factors (e.g. land costs);
- Insistence on designing in good pedestrian and cycle access to major developments would assist, as would monitoring whether planned outputs have been delivered;
- Every active travel success story has depended on effective partnership working between organisations.

## 6 Conclusions

The primary purpose of this research is to investigate:

### **How can implementation of Scottish Government policies deliver higher levels of active travel?**

Achieving this outcome has included consideration of:

- Whether closer collaboration between Scottish Government directorates can create places or attitudes that are more supportive of active travel choices;
- Whether the Scottish Government can improve the efficiency of delivery of active travel projects;
- Whether capacity for delivery of active travel outcomes can be increased, such that better outcomes can be delivered for Scottish Government investment.

This research has been informed by three key sources:

- A literature review;
- A review of the current active travel delivery landscape in Scotland with key stakeholders; and
- Five case studies, investigating how Scottish Government policies have influenced delivery of active travel outcomes.

Summary findings of each of these sources are provided in the preceding chapters of this report. Between them, they highlight the following main points.

### 6.1 Active travel delivery

Much work is underway which, either directly and indirectly, seeks to increase rates of active travel in Scotland. There is a strong rationale for doing so, contributing as it does to a wide range of public policy objectives. But this breadth does create challenges about defining what active travel is for (utility journeys, leisure, etc.) and increases the number of organisations involved.

Many players from public, private and third sectors are working to promote active travel, often doing so for differing reasons. Although there are many good examples of partnership working, institutional and political structures can then hamper delivery as cooperation within and between organisations, which typically improves efficiency of delivery, is challenging to create and maintain.

Rates of active travel are strongly influenced by local factors, including of infrastructure, urban form and community attitudes. Achieving increased rates of active travel relies on variety of different project types, in order to achieve the right balance of investment in:

- Improved infrastructure;
- Better information on active travel choices;
- Enablers of active travel for those people that need them; and
- Improved public attitudes towards active travel choices.

Delivery of schemes or initiatives to increase these rates is patchy across Scotland; significant investment is being made in some locations and/or with some target groups, but little for many others. Decisions on which projects are worthy of investment are mostly made at local level, commonly without an effective evidence base.

Investment opportunities are clearly constrained by available funding, but are most notably due to restricted funds for revenue expenditure, and are further challenged by short-term or stop-start funding opportunities. A long-term focus is required to increase rates of active travel, and it can be difficult to achieve this sustained approach, including consistency of funding, within political and budget-setting cycles.

Capacity and expertise in delivering active travel projects in Scotland is a constraint to expanding delivery. Local interest and capacity is essential to generate effective community-led schemes; this is not consistently available, but can be encouraged and developed by intelligent public sector support and investment. Public sector expertise and capacity, especially within Local Authorities, is a particular challenge and has reduced in recent years in some areas where staffing levels have reduced.

Active travel does not enjoy a consistently high profile amongst key decision makers. In part this is due to the evidence of the benefits of investing in active travel projects has in achieving economic, health, social and other outcomes being weak. But even when evidence is strong there often remains a perceptions gap such that the benefits are not fully recognised. Challenges are exacerbated by the difficulties of incorporating new evidence into policy making and practice and, in some instances, by practice not fully according with policy.

Active travel issues form often only a small part of considerations about where new developments will be sited and about how access to them will be achieved. Local experiential knowledge and interpretation by local officers means that schemes are often negotiated through a decision pathway which may be hard for Central Government policy makers to reconcile with their perspective as to policy implementation.

There can be a lack of focus on achieving active travel outcomes in proposals for which other objectives are the main priority (especially where availability or cost of land for potential developments is a constraint); increased emphasis is required in order to consider the relative importance of active travel outcomes against these other factors. Furthermore, there is substantial time lag in the development of major

developments or schemes between key decision points and scheme completion, hence outcomes commonly accord with previous policies rather than current ones.

The Scottish Government does not rigorously check whether developments or schemes accord with its own or local policies, and, beyond setting the policy context, does not commonly advocate good outcomes for active travel in local decision making. Insistence on designing in good pedestrian and cycle access to major developments would assist, as would monitoring whether planned outputs have been delivered.

However, whilst new developments or schemes can significantly affect active travel rates for the journeys they influence, most journeys in Scotland will continue to be undertaken on existing urban and suburban streets, between existing trip generators/attractors. Continued investment to provide small-scale infrastructure improvements and increase people's willingness to travel actively in these environments is required if modal shift in all of Scotland's communities is to be achieved. Maximising these outcomes will remain challenging whilst transport planning practice, both locally and nationally, largely remains mode-focussed, rather than on people and/or place.

Furthermore, active travel issues receive less focus in established appraisal mechanisms and data collection programmes than motorised modes. As long as there is relatively little monitoring of active travel choices, especially at local levels across Scotland, a lack of understanding of relevant issues and the effectiveness of active travel promotion schemes will remain and hamper the justification for further investment.

## 6.2 The role of Scottish Government

In addition to providing funding the Scottish Government has access to all the following mechanisms to influence active travel outcomes:

- Policy/legislation;
- Standards;
- Advocacy;
- Leadership (including political will);
- Staff resource and expertise (internally, or building within partner organisations); and
- Monitoring outcomes.

Through these, the Scottish Government has some influence over active travel schemes through the work of many of its directorates, but this influence is modest in comparison with some other types of organisation (Local Authorities, advocacy groups, etc.), and its direct control over active travel outcomes very limited.



The policy framework across all relevant directorates does appear to be supportive of active travel, and in general has become more so in recent years. This research has not specifically identified instances where closer collaboration between directorates alone would achieve higher rates of active travel. But there is evidence that Scottish Government directorates are not monitoring how well its policies related to active travel are implemented both by its own agencies and where those policies are intended to influence local delivery. Such monitoring could be effective in encouraging local decision makers to give a higher profile to active travel outcomes, especially if accompanied by Scottish Government advocacy of solutions that are particularly supportive of its policies.

We see that this role is likely to be particularly relevant in the areas of:

- Planning and placemaking;
- Public health; and
- Transport Scotland, either as it leads schemes itself or influences local and regional transport strategies.

Achieving such monitoring and advocacy would rely predominantly on stronger collaboration between Scottish Government directorates and the external partners that they influence. However, closer collaboration between directorates may enable resources and expertise to be better shared internally to enable this to happen.

To support this role and to improve efficiency of, and capacity for, delivery of active travel measures in Scotland we recommend that the Scottish Government:

- Provides an improved evidence base of the benefits of active travel to various public policy outcomes (health, environment, community cohesion, etc.) and of what types of investment are most effective in increasing active travel rates in typical settings. This evidence would both raise the profile of the benefits of investing in active travel to local decision makers, and also help prioritise Scottish Government investment and influence to those areas where the best value investment can be delivered;
- Undertakes more rigorous monitoring of active travel uptake, by location and socio-demographic group, in order to identify locations and groups for which investment may be particularly worthwhile, and to identify successes where they arise;
- Takes a lead, through advocacy and/or specific funding, in promoting active travel in particular target locations and/or for particular target groups, in order to prioritise its investment to those instances where active travel can make strongest contribution to Scottish Government priorities;
- Expands funding for active travel measures if possible, but particularly seeks to provide consistency of funding to enable longer-term capacity expansion by

partner organisations, and to make revenue funding available alongside capital investment;

- Invests through training and leadership to expand capacity within communities and in partner organisations to advocate and/or deliver schemes that encourage active travel;
- Provides stronger advocacy for effective active travel elements (infrastructure, promotion, etc.) alongside significant developments or transport schemes, and monitors whether outputs delivered by these developments or schemes accord with Scottish Government policy.

## **Appendix A**

### **Stakeholder Workshop Notes**

## Context

JMP Consultants Ltd has been commissioned by the Scottish Government (SG) to review how it implements its policies relating to active travel, and to make recommendations on how policy implementation could be improved.

As part of that process, a workshop was convened in Edinburgh on 26 April 2016. Representatives of many of the key organisations that are involved in the delivery of active travel projects across Scotland were invited to attend, with the primary purpose of discussing:

- The active travel delivery landscape in Scotland
- The main barriers to achieving better value outcomes
- The control/influence that the Scottish Government has over active travel outcomes and how well it uses that control/influence
- Potential case studies for more detailed investigation.

The workshop was attended by:

- Bike Station – Ian Maxwell
- City of Edinburgh Council – Chris Brace
- Cycling Scotland – Keith Irving
- Living Streets – Stuart Hay
- National Walking Strategy Delivery Group Chair and RTPI – Craig McLaren
- Paths for All – Ian Findlay
- RTPs – Rab Dickson (Nestrans), Eric Guthrie (Tactran)
- Scottish Cycling – Kathy Gilchrist
- SNH – Fiona Stirling
- Spokes – Dave duFeu
- Sustrans – John Lauder

Apologies were received from:

- Scottish Canals – Richard Millar
- SOLACE – Jim Valentine

CoSLA were also invited to attend the workshop.

In addition, Tracy McKen of Transport Scotland attended to listen to the discussion and contribute on points of factual accuracy where appropriate.

Notes summarising the main points raised during the workshop are provided below.

### **The active travel delivery landscape**

- Although many players are involved in promoting active travel, the active travel delivery landscape is not especially complex; e.g. health delivery is more so
- The right balance of investment in infrastructure and behavioural change measures is needed
- We need better places for people to walk and cycle
- The private sector should be engaged as they are important in promoting active travel, though developers not always doing so
- Active travel project delivery is patchy, with inconsistent approaches in different locations and between different target groups
- We need good quality outcomes, but what constitutes quality for whom? Different people need different infrastructure and support to use it
- Good maintenance and winter treatment of existing infrastructure is needed alongside development of new
- A comprehensive approach to behavioural change is needed. Early years are important
- Access to a bike, the confidence to use it and having access to secure cycle parking are all prerequisites for cycling

### **Barriers to effective delivery**

- Attitudes and awareness
  - Attitudes amongst key decision makers at all levels need to be changed to reflect policy and so raise the profile of active travel. Scotland has a disproportionately large public sector, which could be leader for change
  - Any change needs to understand full motivations behind active travel decisions, many of which are influenced by external factors
  - Need to influence senior council officers (including finance) and elected members of the benefits of active travel

- Personal motivation and interest of decision makers is key
- Political will
  - There is a lack of broad-based political leadership for active travel at national and local levels
  - There is a lack of focus on active travel in party manifestos
  - Reallocation of roadspace is required to get bigger benefits – especially for footway capacity, and high quality, separated active travel routes. This involves taking hard political choices; e.g. London where the Mayor’s office has led the way
  - We’ve had 50 years of major public investment in roads infrastructure, inequality in terms of investment in active travel infrastructure; we now need to look harder at the social return on investment
- Prioritisation
  - Investment needs to be scoped to meet local priorities, responding to local conditions and the needs of communities, under a clear policy landscape; SCSP and Community Links are models for this type of delivery
  - LAs face multiple conflicts for scarce resources, and this needs to be recognised during advocacy/planning
  - Many authorities are simply meeting minimum requirements and/or funding opportunities for active travel delivery, and it’s difficult to get those that are not interested to increase the scale of investment beyond the ‘comfort zone’ of matching Community Links funding with CWSS to deliver more and better outputs, or relying solely on Smarter Choices, Smarter Places for behaviour change programmes
  - Need to ensure that investment in walking doesn’t abstract from cycling and vice versa
- Capacity, resources and expertise
  - These are lacking in many stakeholders, especially in LAs with many facing cutbacks
  - Lack of capacity generates suboptimal outputs, and much capacity is wasted through inefficient allocation or processes
  - Staff resource levels are diminishing, especially in LAs

- Improving communications helps cover capacity and expertise gaps – especially for joint proposals for funding and to build a common vision. RTPs, LAs and Sustrans show good examples
- Top slicing of funding could be used to help build capacity for planning/delivery
- Consistency
  - Longer term programmes mean that applications and delivery get streamlined (both a benefit and a risk, as some LAs struggle to keep up), e.g. a number of the Community Links projects from the 2012-15 period were delivered on a three-year funding package, and these were sometimes complex projects including feasibility, land assembly, community engagement, fund assembly then delivery
  - Longer term funding certainty would enable capacity to be increased
  - Consistency arises from:
    - Political commitment
    - Consistent funding
    - Leadership from communities
- Funding
  - Annual spending rounds can lead to delivery at wrong times of year, and can lead to rushed consultation
  - The competitive element of some programmes does mean that some local priorities can be delivered, but regional/national priorities often are not. Moving to hard wired funds, where priority routes and a project fund are agreed could lead to more efficient use of resources and delivery of more transformational projects
  - Introducing competition can help galvanise interest (e.g. Community Links Plus)
  - A competitive bidding system and match funding tends to focus investment in locations with political support, so generates exclusivity and patchy delivery and can lead to lack of consistency of programme delivery
  - Match funding requirements have benefits of leverage and ensuring local commitment (though CWSS often isn't seen as LAs' 'own' money) but introduce challenges of sustainability for active travel programmes if match funding sources cannot be continued over time

- Introducing flexibility of match funding requirements (e.g. not insisting on 50%) may have the potential to increase local investment
- There is no national political will for centrally funded projects not to be locally matched
- Recent Abellio investment welcomed, but more is needed
- Planning
  - Opportunities of travel planning are often missed, largely through a lack of planning, and genuine prioritisation of the mode hierarchy (walking, cycling, public transport, private vehicle), are lacking, as well as ineffective implementation at development management stages
  - Planning of active travel needs to be wider than just local schemes, to ensure bigger barriers (e.g. the trunk road and rail network) can be overcome (e.g. cross-boundary schemes where RTP's advice to include active travel is not always observed)
  - Non-delivery through major developments still a big problem; planning decisions are weakened by the lack of a single consultee representing active travel issues.
  - There is a gap between development planning and development management – planners don't deliver developments
  - There is a role for Section 75 agreements to facilitate delivery of active travel measures
- Monitoring
  - A lack of data/monitoring and modelling of economic impacts is a barrier to investment. SHS is the best national dataset, sample sizes are modest at a local level
  - Intelligent target setting and data gathering/monitoring can help. This should include monitoring of inequalities
  - There is no walking target, which may reduce focus on this in comparison with cycling

### **Scottish Government influence/control**

- SG situation
  - Not all Directorates are effective advocates of active travel. Some focus too much on sport rather than active travel – though there are good examples (e.g. Health Promoting Health Service)



- Not all of Government understands the role of active travel
- Infrastructure Investment Plan and STPR do not accord with active travel policies
- Major schemes
  - SG could do more to ensure active travel is properly integrated with the delivery of major developments and transport schemes
  - Walk/cycle delivery often conflicts with Trunk Roads and rail station access
  - Major road/rail schemes do get multi-year funding – why can't active travel get this consistency?
- Legislation
  - Legislation and fiscal measures can be unhelpful to active travel outcomes (e.g. expenses reimbursement)
  - Legislative constraints can hamper change – but legislation could also be an opportunity (comparison with smoking ban)
  - Why can concessionary bus fares be granted, but not consistent active travel support?
- Relationship with other bodies
  - CPP process
  - Is immature
  - Economic priorities often take precedent
  - Locality plans are an opportunity for active travel
  - City Deals are GVA driven, often focusing on end-to-end journey times for long journeys rather than importance of local links or longer, high quality separated active travel routes
  - Health & social care partnerships may provide opportunities – though too early to tell
  - RTPI is currently considering whether community and spatial planning processes can be linked
- Advocacy

- Ministerial summits have mixed success (good for reinforcing successes, less so for encouraging laggards to engage and in particular in securing appropriate and consistent leadership attendance)
- Potential roles
  - A national role for SG could be to assist coordination of scheme delivery and highlight the benefits of active travel, increasing interest and consistency of delivery
  - National standards can help define quality aspirations. Maintenance of infrastructure is noted to be important in this. Designing Streets is not always delivered to standard
  - SG has opportunities for influence through procurement decisions
  - SG could do more to lead through example and through funding conditions for funded bodies

### **Potential case studies**

The group was asked to provide ideas for potential case studies for more detailed investigation. Examples provided were as follows (with reasons for interest in them stated where appropriate):

- Edinburgh and its active travel vision (sustained focus over time, political commitment and community activism)
- EDC – Kirkintilloch High St or Bears Way (showing political leadership and response to a project opportunity)
- Haymarket redevelopment (lack of integration between major scheme and local active travel networks)
- SESplan city regional planning for active travel highways
- British Cycling's advocacy role
- AWPR and Locking in the Benefits
- Leith Walk (good placemaking (though might be too soon to study))
- Meadows – Innocent link – off road/shared space (good community engagement)
- Community Links programme (community engagement & partnership working)
- Dunbar (retrofitting of active travel solutions into new-build housing developments to grow modal share of active travel to school)

- Designing Streets research examples
- Living Streets' schools engagement
- Gogar Interchange/Edinburgh Gateway (failure to integrate active travel access)
- West of Scotland College Hamilton (relocation out of town)
- Edinburgh South East Wedge development
- Polnoon (Designing Streets implementation)
- Airdrie-Bathgate (lack of connectivity from stations to communities)
- Neilston (community led with many partners)
- Glasgow (variety of cycling projects)
- GetAbout (partnership working)
- Chapelton of Elsie development
- Aker, Dyce travel planning
- Arnhall business park, Westhill
- Peterhead cycling demonstration town
- Peebles – Innerleithen path (and coordinated work to encourage women to cycle)
- Dumfries Queen Street neighbourhood redesign (housing dept led project but with benefits for active travel)
- Dumfries hospital cycle link (lack of integrated delivery)
- National Walking and Cycling Network – National Planning Framework 3 National Development
- John Muir Way – case study recently published
- A96 dualling (active travel integration with a major strategic road improvement)

## Post meeting notes

Attendees of the meeting were invited to comment on a draft of these notes, and those comments relating to the points raised during the meeting have been included above. They also fed back a variety of helpful additional comments which are included below, but these have not been discussed (at all or in detail) during the workshop:

## The delivery landscape

- Some attendees disagreed with the premise that active travel policies are well aligned
- Even where policies are aligned, most participants agreed that whilst policies generally support active travel, that this didn't automatically mean active travel was prioritised in other directorate's policies and there is a whole range of budget choices, planning choices or other decisions which national and local government and other agencies made that would hinder shifts to active travel modes
- We now have some of the best policy support, and plans and strategies in place; the focus needs to move to ensuring we get delivery and that these plans and strategies don't just sit on shelves
- We need to understand full motivations behind active travel decisions, particularly improved public health, reduced air pollution, equality, and quality of life benefits
- Regarding the differing levels of support for active travel delivery in different areas; those LAs and others using their own capital funding in addition to central government funding are moving ahead. Those authorities in the 'comfort zone' are not moving ahead, while a third tier who apply for very small projects funded by Community Links are in danger of slipping off the radar
- On reprioritising road space parking and cycle lanes need to be considered as well as footway widening
- We struggle to see how "priority routes" would be set Scotland-wide and we are concerned that following this suggested approach would cause significant disruption to delivery and could waste the valuable work invested over the past 5 years developing the Community Links programme
- Delivery can work better in departments with joint planning and transport functions, or managed through a strong neighbourhood focus

## Barriers to effective delivery

- Whilst personal opinions of decision makers are important it should not be so, decisions should be professionally delivered to reflect policy
- Competitive funding schemes arguably reduces capacity for project delivery (because of the time taken to apply, pull match funding together and fund/manage consultant-produced feasibility studies)
- Sustrans and CWSS funding may be remaining constant, but staff able to plan long-term and use the money effectively are being lost thanks to the cuts in revenue cash to councils
- Ring-fenced CWSS has been and remains absolutely critical in ensuring that every local authority does do some work on active travel. In order to encourage more councils to additionally invest more of their own capital, match funding from Sustrans could be more generous when it was being matched against non-CWSS funds.
- Capital funding from government to RTPs for regional-based active travel initiatives would be very valuable
- Road/rail schemes get multi-year funding. Walking and cycling schemes should be on at least the same footing. And when the transport hierarchy is taken into account it could be argued that active travel schemes should receive the most favourable funding regimes. These constraints suggest that active travel schemes are considered desirable in policy terms, whereas road/rail schemes as essential
- We disagree with the criticisms being levelled at Community Links regarding its competitive nature and the time it takes to submit bids. Whilst there is an element of competition, the funds appear to be widely distributed throughout Scotland (e.g. not just to the big Councils) and that the application process has an important function in vetting schemes to ensure they meet Transport Scotland's priorities. The use of Sustrans to administer the scheme also brings in an element of challenge to make schemes better for walking / cycling and can provide access to UK-wide experience. If an organisation doesn't have the resources to complete what is a relatively straightforward application process then it is questionable whether they would be able to deliver a project on the ground
- Travel planning opportunities are often missed, largely through ineffective implementation of policies by project managers and developers e.g. failure to connect to cycle lanes despite modest costs

### **Scottish Government influence/control**

- There is a perception that Transport Scotland and LA roads engineers are still focused on the road network – there is much work to be done to change mindsets and align actions with policy
- A key question is to decide whether or not we will deliver a significant increase in active travel by simply scaling up what we are already doing, or do we need to also think about doing some things differently? A combination of the two is the way forward. However, at some point there is a need to prioritise the wide range of potential actions
- Health and Education facilities are still not adhering to Town Centre First Principle / active travel friendly locations, creating new car journeys and need for expensive future retrofitting after travel behaviours have become established
- A mode target for active travel in all major transport and public building developments would help ensure delivery of infrastructure and links

### **Potential case studies**

- Links with major infrastructure development e.g. missed opportunities relating to Borders rail (local connections and safe route over A720), need to ensure projects like the A9 and A96 deliver
- Note that many of the above project examples are likely to have been in development long before 2014, which was a key year in terms of helping to align and strengthen the policy landscape (National Walking Strategy, Scottish Planning Policy, National Planning Framework 3 and, from 2013, the CAPS vision for 10% of every day journeys, all published). Suggest that the case studies could usefully be used to look at how activity (process, and project development and delivery) might have been influenced or not by that changing policy landscape and to help identify what else might be needed going forward

## **Appendix B**

### **Policy Context**

Some national policies and plans are specifically aimed at increasing rates of active travel (notably the Cycling Action Plan for Scotland and its recent Second Progress Report, the National Walking Strategy and the Active Travel Vision).

Regional Transport Partnerships have a statutory duty to prepare Regional Transport Strategies, many of which are strongly supportive of active travel outcomes. Some local authorities do have recent Local Transport Strategies, though many do not. And all have been recently encouraged to develop specific Active Travel Strategies, although not all yet have these in place.

Scottish Transport Appraisal Guidance (STAG) is intended to guide implementation of Scottish Government transport policies. It “supports the Scottish Government’s objectives by providing a clear framework to assess evidence based transport problems and opportunities. It does so by promoting robust, objective-led analysis that can be consistently applied in all transport appraisal contexts”. STAG suggests that the benefits of all options (including active travel interventions) are considered at the appraisal stage of transport projects where Government funding, support or approval is required. It also highlights how a monitoring plan should be created to ensure that evaluation data is collected once the project has been completed.

In addition to those from transport, the extant policies most relevant to the promotion of active travel in Scotland are listed below. This appendix has been informed by the 2015 Review of Transport Scotland/Scottish Government Active Travel Policies, completed by the Scottish Government.

## Health

### A More Active Scotland: Building a Legacy from the Commonwealth Games<sup>54</sup>

“Technology, urbanisation, increasingly sedentary work environments and lifestyles, alongside ever increasing car use, has meant opportunities for physical activity in our daily lives have declined in Scotland.”

“Within five years of the 2014 Commonwealth Games there will be...more active travel”

### Preventing Overweight and Obesity in Scotland: A Route Map Towards Healthy Weight<sup>55</sup>

“Overweight and obesity cannot be tackled by just relying on individuals to change their behaviour as the factors that contribute to gaining weight have been interwoven

---

54 Scottish Government (2014) A More Active Scotland: Building a Legacy from the Commonwealth Game.  
<http://www.gov.scot/Resource/0044/00444577.pdf>

55 Scottish Government (2010) Preventing Overweight and Obesity in Scotland: A Route Map Towards Healthy Weight.  
<http://www.gov.scot/Resource/Doc/302783/0094795.pdf>



into the very fabric of our lifestyles to such an extent that weight gain is almost inevitable in today's society."

"A successful approach will require cross-portfolio and cross-sector collaboration. Delivering policy responses goes far beyond individual initiatives. It will require systemic and far-reaching change in infrastructure, environments, culture and social norms and we will not see these changes or outcomes overnight".

*Equally Well: Report of the Ministerial Task Force on Health Inequalities*<sup>56</sup>

"Transport recommendations will make public services more accessible, as well as benefiting health through increased walking and cycling."

"Delivering the Government's National Transport Strategy should include specific action likely to improve health and reduce health inequalities. For example, rolling out effective local projects that improve active travel within deprived communities".

Chief Medical Officer Letter (2012): Health Promoting Health Service: Action in Hospital Settings<sup>57</sup>

"Encourage staff and visitors to make more active, green travel choices"

"Outcome: Staff and visitors have increased awareness of the connection between travel choices and health, and have better information about the alternative options available to them."

Chief Medical Officer Letter (2015): Health Promoting Health Service: Action in Secondary Care Settings<sup>58</sup>

"[NHS Scotland] has a leading role as a public service, as a healthcare organisation, as a major employer, and as a partner to other organisations that have a mutual interest in population health."

"Prevention lies at the heart of the HPHS policy. It is about promoting healthier behaviours and discouraging detrimental ones by ensuring that healthier choices are the easier ones and that appropriate support systems are in place to encourage and reinforce these choices."

"Required evidence: Evidence of current use and plans for improved access and use of the outdoor estate for physical activity (green exercise and active travel) for staff, patients and the local community."

---

56 Scottish Government (2008) *Equally Well: Report of the Ministerial Task Force on Health Inequalities*.  
<http://www.gov.scot/Resource/Doc/229649/0062206.pdf>

57 Chief Medical Officer (2012) *Health Promoting Health Service: Action in Hospital Settings*.  
[http://www.knowledge.scot.nhs.uk/media/9507846/cel2012\\_01.pdf](http://www.knowledge.scot.nhs.uk/media/9507846/cel2012_01.pdf)

58 Chief Medical Officer (2015) *Health Promoting Health Service: Action in Secondary Care*.  
[http://www.knowledge.scot.nhs.uk/media/10265332/cmo%20letter%202015\\_18.pdf](http://www.knowledge.scot.nhs.uk/media/10265332/cmo%20letter%202015_18.pdf)

## Planning and placemaking

*Good Places, Better Health: A New Approach to Environment and Health in Scotland – Implementation Plan*<sup>59</sup>

“It is vital, therefore that we achieve a better understanding of the subtle and complex contribution of environment to health and wellbeing. Today’s issues are less about toxic or infectious threats but rather the capacity of ugly scarred and threatening environments to foster hopelessness and stress, discourage active healthy lives and healthy behaviours”

*Designing Streets: A Policy Statement for Scotland*<sup>60</sup>

“Attractive and well-connected street networks encourage more people to walk and cycle to local destinations, improving their health while reducing motor traffic, energy use and pollution”

“Sustainable patterns of behaviour can be influenced greatly by the intelligent design of streets”

“The need to cater for motor vehicles is well understood by designers, but the passage of people on foot and cycle has often been neglected. Walking and cycling are important modes of travel, offering a more sustainable alternative to the car, making a positive contribution to the overall characters of a place, public health, social interaction and to tackling climate change through reductions in carbon emissions”

“Streets should be designed, not only to allow for walking, but to actively encourage it to take place. The propensity to walk is influenced not only by distance, but also by the quality of the walking experience. All streets should offer a pleasant walking experience.”

Designing Streets is accompanied by a Toolbox<sup>61</sup> in order to aid the design and development of high quality streets.

*National Planning Framework 3*<sup>62</sup>

“Reducing the impact of the car on city and towns will make a significant contribution to realising their potential as sustainable places to live and invest by addressing congestion, air pollution and noise and improving the public realm. Significant health

---

59 Scottish Government (2008) Good Places, Better Health: A New Approach to Environment and Health in Scotland – Implementation Plan. <http://www.gov.scot/Resource/Doc/254447/0075343.pdf>

60 Scottish Government (2010) Designing Streets: A Policy Statement for Scotland. <http://www.gov.scot/Resource/Doc/307126/0096540.pdf>

61 <http://www.creatingplacesscotland.org/designing-streets>

62 Scottish Government (2014) National Planning Framework 3. <http://www.gov.scot/Resource/0045/00453683.pdf>

benefits could be achieved by substantially increasing active travel within our most densely populated areas.”

“[Need to plan now for the] kind of change to urban environments which is needed to support the vision in the *Cycling Action Plan for Scotland (CAPS)* and the *National Walking Strategy*, for example by rolling out 20mph zones to more residential and shopping streets and further application of the principles set out in *Designing Streets*.”

*Town Centre Action Plan – the Scottish Government response*<sup>63</sup>

“Sustainable transport options are key in terms of ensuring access to our town centres”

“We will work with local authorities and other relevant partners to develop and maintain walking and cycling routes, public realm improvements and cycle parking facilities in town centre areas where high levels of cycling can be achieved.”

*‘A Place Standard for Scotland’, NHS Health Scotland website*<sup>64</sup>

“The purpose of the Place Standard is to support the delivery of high quality places in Scotland and to maximise the potential of the physical and social environment in supporting health, wellbeing and a high quality of life”

*Creating Places: A policy statement on architecture and place for Scotland*<sup>65</sup>

“Neighbourhoods which are compact and well-connected give residents additional options, allowing them to choose to use sustainable modes of transport to reach their destination. In this way, the development of, and enhancement of, walkable neighbourhoods has the potential to reduce the significant greenhouse gas emissions related to everyday journeys.”

*Scottish Planning Policy*<sup>66</sup>

“Delivering high-quality buildings, infrastructure and spaces in the right locations helps provide choice over where to live and style of home, choice as to how to access amenities and services and choice to live more active, engaged, independent and healthy lifestyles”.

“The aim is to promote development which maximises the extent to which its travel demands are met through walking, then cycling, then public transport and finally through use of private cars.”

“Planning permission should not be granted for significant travel-generating uses at locations which would increase reliance on the car and where: ...direct links to local facilities via walking and cycling networks are not available or cannot be made available...”.

---

63 Scottish Government (2013) Town Centre Action Plan – the Scottish Government response. <http://www.gov.scot/Resource/0043/00437686.pdf>

64 NHS Health Scotland (n.d.) ‘A Place Standard for Scotland’, NHS Health Scotland website. Date Accessed: 7th October 2015, Available at: <http://www.healthscotland.com/resources/cpps/local/placestandard.aspx>

65 Scottish Government (2013) Creating Places Policy Statement – the Scottish Government response. <http://www.gov.scot/Resource/0043/00437686.pdf>

66 Scottish Government (2014) Scottish Planning Policy. <http://www.gov.scot/Resource/0045/00453827.pdf>

SPP identifies six qualities of successful places. One is that places should be easy to move around:

“Places with public spaces that are better linked into a route that is well used by people on foot.”

“Places that encourage cycling.”

“Places that pedestrians go to and from which are connected by more direct routes.”

*Homes Fit for the 21st Century: The Scottish Government’s Strategy and Action Plan for Housing in the Next Decade: 2011 – 2020*

“We will promote excellence in the design of new housing which contributes to the creation of sustainable places and neighbourhoods which are low carbon and energy efficient...”.

“The quality of our everyday environment is determined not just by the individual buildings that we occupy, but by the spaces and streets that link them together”.

## Climate Change

*Low Carbon Scotland: Meeting the Emissions Reduction Targets 2013 – 2027: The Second Report on Proposals and Policies*<sup>67</sup>

“We will walk and cycle more”.

“Ten key household behaviours...Walking, cycling, using public transport and or car sharing instead of (solo) driving”

“Our active travel policy beyond 2020 will continue work to substitute cycling and walking for car journeys of up to 5 miles, with ongoing work with stakeholders to deliver further infrastructure improvements and promote active travel for shorter journeys.”

*Low Carbon Scotland: A Behaviours Framework*<sup>68</sup>

“Attempts at influencing low carbon behaviours in recent years have had some success, but the ‘sea change’ that is required hasn’t yet been triggered, and it is clear that something more is needed. Extensive research has been undertaken to consider what elements are missing, and how efforts might be improved in future...research suggests that many interventions to date have sought to influence people primarily at the *individual level*, and have not generally allowed for the

---

67 Scottish Government (2011) Low Carbon Scotland: Meeting the Emissions Reduction Targets 2010 – 2022: The Report on Proposals and Policies. <http://www.gov.scot/Resource/Doc/346760/0115345.pdf>

68 Scottish Government (2013) Low Carbon Scotland: A Behaviours Framework. <http://www.gov.scot/Resource/0041/00415744.pdf>

broader contexts in which people are living and working. While the individual approach can have a valuable role in certain situations, this alone is unlikely to initiate the groundswell of change that is needed.”

“We all have to dramatically change the way we live, work and travel as we move towards low carbon lifestyles.”

## **Appendix C**

### **Case Study Consultees**

The following organisations provided assistance to us with the development of the case study research, engaging with us through the mechanisms shown. We thank all those that did so for their time.

### **Case Study 1: GO Neilston!**

Contributors:

- Neilston Development Trust;
- East Renfrewshire Council.

Sustrans were contacted and invited to participate in the research.

### **Case Study 2: Largs 20mph pilot project**

Contributors:

- Transport Scotland – face-to-face discussion;
- Largs Community Council – telephone discussion.

North Ayrshire Council was contacted and invited to participate in an interview, but declined as they considered it a Transport Scotland project and felt they could not provide any further information.

### **Case Study 3: Airdrie to Bathgate reopening**

Contributors:

- Abellio ScotRail;
- West Lothian Council;
- North Lanarkshire Council.

Sustrans were contacted and invited to participate in the research.

### **Case Study 4: Queen Elizabeth University Hospital**

Contributors:

- Strathclyde Partnership for Transport (SPT) – telephone discussion;
- Glasgow City Council – face-to-face discussion;
- JMP (developers of the original campus Travel Plan and subsequent updates) – telephone discussion;
- NHS GGC – face-to-face discussion.



### **Case Study 5: Union Square, Aberdeen**

Contributors:

- Hammerson – face-to-face discussion;
- Nestrans – face-to-face discussion;
- Aberdeen City Council – face-to-face discussion.



**TRANSPORT  
SCOTLAND**  
CÒMHDHAIL ALBA

### **Transport Policy**

Victoria Quay, The Shore, Edinburgh, EH6 6QQ  
info@transport.gov.scot

© Crown copyright 2016

ISBN 978-1-909948-88-4

The views expressed in this report are those of the researcher and do not necessarily represent those of Transport Scotland or Scottish Ministers.

You may re-use this information (excluding logos and images) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit <http://www.nationalarchives.gov.uk/doc/open-government-licence> or e-mail: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk)

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Further copies of this document are available, on request, in audio and visual formats and in community languages. Any enquiries regarding this document / publication should be sent to us at [info@transport.gov.scot](mailto:info@transport.gov.scot)

This document is also available on the Transport Scotland website: [www.transport.gov.scot](http://www.transport.gov.scot)  
Published by Transport Scotland, October 2016

Follow us:

 [transcotland](https://www.facebook.com/transcotland)  [@transcotland](https://twitter.com/transcotland)

**[transport.gov.scot](http://transport.gov.scot)**



**Scottish Government**  
Riaghaltas na h-Alba