



THE SCOTTISH OFFICE

# Keeping Scotland Moving

*A Scottish Transport Green Paper*

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

February 1997

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# Foreword

The time is ripe to take stock of transport policy in Scotland and to consider the way forward.

The important developments of the past 10 or 20 years are coming to fruition. All of the main forms of public transport - bus, rail and air - are, or will shortly be, operated by the private sector. Public transport operators can now respond to consumer demand, and secure investment to meet that demand, more freely than ever before. The modern strategic road network which Scotland needs, with a core of motorway and near-motorway roads, is near completion. Journey times between Scotland's cities, and from various parts of Scotland to England, are roughly half what they were 20 years ago.

As we look forward from these achievements we need to ask what people and businesses in Scotland want for the future. We see more clearly than ever some central tensions in this. Desire for car ownership grows as more and more people share in the increased prosperity delivered by the Government's economic policies. At the same time people are becoming more worried about the effects of increased road traffic in terms of quality of life, particularly in our cities. There is a widely expressed desire for more and better public transport; but the number of people using buses has gone down at the same time as the availability of buses has gone up.

Transport does not exist for its own sake. It is a means to an end, a way of being able to do the things which make up our lives. We hear some clear messages from people that they would like to see the amount of unavoidable travel involved in day to day life reduced. This fits with the Government's well established commitment to the environment and sustainable development. Through the planning system, we have begun to steer the physical development of our towns and cities in the direction of having the facilities which people use most in places where they are easy to get to. We can do more to reshape Scotland in that way.

There are some transport needs which people want to see increase. Growth in transport associated with Scotland's economy is a sign of our growing wealth. Transport serving Scotland's growing export trade, although a very small proportion of total goods traffic, is especially welcome. We must make sure that Scottish business has the transport facilities it needs. Business interests in Scotland agree that this is generally the case at present. We must make sure that it remains the case in future, within our fundamental commitment to sustainable development.

Most travel is not direct business travel. In relation to personal travel, a greater role for public transport is widely agreed to be the right way forward. People want public transport services good enough that they offer a satisfactory alternative to use of their cars for some trips. We share that aspiration to switch the emphasis to public transport and have already opened the way to fulfilling it. Private sector ownership of public transport is delivering the two things which are the key: investment in modern high quality means of transport and efficiency; and responsiveness in the way the service is delivered. The transformation happened first with airlines and airports; it is well under way with buses; and we are beginning to see it emerge with railways. We are only at the beginning of what can be achieved.

The more people choose to use public transport instead of their car, the bigger part it can play in forward plans for transport. Patterns of transport are determined as much by the millions of individual daily choices about how to make particular journeys as they are by what government or the private sector provides. Each of us has an individual responsibility for the patterns of demand which ultimately shape the patterns of supply.

The key role of government is to set the framework. There is a widespread desire for our planning of future transport provision to be based on an overview of particular corridors or networks of travel, within which improvements to roads provision and public transport provision can be integrated. We are already adopting that approach in relation to travel across the Forth and in the Edinburgh-Glasgow corridor.

Our approach recognises that different parts of Scotland have different transport needs and require different transport solutions. The place of the car and of public transport is very different in rural and urban areas, for example. Local authorities have a vital part to play in ensuring that we get the right approach in each part of Scotland. They are fully involved in our new approach to planning future transport provision for particular corridors or networks. They also have a key role through the land use planning system and at the more local level. We have introduced new arrangements to help them to play that role.

We have a secure foundation to Scotland's future transport. The challenge now is to find the right approaches in different parts of Scotland to fit with changes in the way we live and move around over the next 20 years. There is no single answer. This Green Paper sets out our proposals for the range of measures which we believe will help achieve the right result. We invite responses which continue the discussion which we have initiated in Scotland over the past two years.



The Rt. Hon. Michael Forsyth MP  
Secretary of State for Scotland  
February 1997

# Introduction

Transport underpins our daily lives and our economic performance. We travel to school, to work, to shop, to care for others and to socialise. For business, the employment of staff and the opportunity to obtain and sell their products depend on the ability to travel. Enormous changes in our lifestyles, economic and business activity and in the way we travel have contributed to our increasingly comfortable standard of living. They have also brought concerns: about the wider effects of the choices we make; and how we can continue to draw the benefits of enhanced mobility with less of the costs.

It is the Government's task to set a policy framework which facilitates the provision of transport infrastructure and services in the most efficient way. Government must aim to promote solutions that can reconcile different objectives within an overall strategy for sustainable development in which a strong economy and a healthy environment complement each other. Effective transport systems are essential to the maintenance of a competitive economy. Whilst an improved road network and increased levels of car ownership and usage have afforded many people wider opportunities to travel, they have brought unwelcome effects, in some places, in terms of congestion and pollution. Transport policy needs to address these. It also needs to take account of the needs of households who do not have access to a car, those who live in Scotland's islands and remote areas, Scotland's business and industrial sectors, and leisure travellers.

The Government may set the policy framework but provision of transport services depends critically on the actions of other key decision makers - including local authorities, transport providers, businesses and, not least, upon the millions of decisions made daily by individuals about where and how to travel. The Government believe that we need to raise awareness of the critical transport issues facing Scotland and to work in partnership with public authorities, service providers and other parties interested in transport development. By this process we aim to develop a greater consensus and so to enhance the prospect of delivering transport outcomes necessary to enable Scotland to meet the challenges which lie ahead.

This Green Paper offers an indication of the directions in which the Government expect to move in transport policy in the next few years. Many of these new approaches are already underway. We expect to be judged on what we do on specific issues, but there is a need to outline the overall vision for transport. We are publishing this document as our contribution to a continuing dialogue on transport in Scotland, in the context of the recent Transport Debate and the range of opinion expressed on these matters. If you wish to contribute to the further development of these ideas then we would like to hear from you.

## How to make your views known

We should very much welcome your views on what is in this Green Paper to assist us in taking forward our transport strategy. Please send all comments by 18 April to:

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We shall acknowledge receipt of each response. A file of responses for public viewing will be kept in The Scottish Office Library at Victoria Quay. Unless responses are clearly indicated to the contrary, they will be assumed to be available to the public in this way and to be available for quotation, where necessary, in further correspondence or publications.

# A SCOTTISH transport GREEN PAPER

There has been a widespread increased awareness of transport issues in recent years. The Government are already committed to transport policies which extend individual choice. We are working increasingly towards policies which support our strategy for sustainable development. The development of our ideas on transport policy will be firmly in this context.

How transport policy should respond to the challenges it faces has been the subject of wide debate. However, the application of that general debate to Scotland has received less attention. During 1996 The Scottish Office initiated a series of discussions on key themes in transport policy, directed specifically at the Scottish context. These discussions involved focus groups drawn from a wide spectrum of organisational interests within Scotland. This provided an opportunity for The Scottish Office to listen to the range of views held and to encourage debate. The discussions were strongly welcomed by the organisations which took part, and produced a strong consensus that there was a need for distinctive transport policies and mechanisms in Scotland.

Scotland's transport services have undergone a transformation over the last two decades. The freedom of movement that comes from the improved, efficient, affordable and widely-available means of transport has brought many benefits. There is now, however, a greater understanding of the side-effects on the quality of life that our use of transport can have. We now recognise that we need to have a transport system that is sustainable and which takes full account of its effects on the wider environment.

There is some concern that growth in road traffic is increasing at such a rate that levels could become unsustainable. Some people believe that the Government should take action now to address this.

There is a critical and two-way relationship between transport and the way in which land is developed and managed. The Scottish Office recently consulted on its draft National Planning Policy Guideline on Transport. The final version will be published shortly.

The Department of Transport published its Green Paper, "Transport-The Way Forward" in April 1996. It outlined the future for domestic, surface transport in England. The Green Paper identified five key themes:

- better planning of transport infrastructure;
- making more efficient use of existing infrastructure;
- empowering local decision making; reducing dependence on the car, especially in towns;
- switching emphasis in spending from roads to public transport;
- reducing the impact of road freight.

The European Commission has also recently published documents on transport - "Towards Fair and Efficient Pricing in Transport", and "The Citizens Network - Fulfilling the Potential of Public Passenger Transport in Europe". It is not surprising that their themes were similar. The overall challenges facing transport policy are very much the same, particularly in urban areas throughout the industrialised world and certainly within the UK. The priorities in Scotland are broadly similar too. There are, nevertheless, differences of emphasis in Scotland, particularly in relation to distance from markets and to our rural and peripheral areas, where remoteness and access to services pose particular problems.

Photo (72kb)

# SCOTLAND and its TRANSPORT

This chapter provides an assessment of Scotland's transport needs against the background of our geography, settlement pattern and what we do as a society. It reviews the key trends in the market for transport, and assesses the wider impacts of our travel behaviour. Finally, it looks at our prospects to give a 2020 Vision of what Scotland could be like in around 20 to 25 years' time.

## Scotland's Transport Needs

Our travel patterns are strongly influenced by our geography and settlement distribution. Scotland has a population of 5.1 million people living in 2 million households. While the great majority reside in the large towns and cities of the Central Belt and North East, almost half a million people live in remote rural areas in the Highlands and Islands more than an hour's drive from a major centre. This diversity of population distribution and density requires a range of transport provision. While our cities and conurbations share many of the characteristics of the other urban areas of the UK, with a heavily used transport infrastructure, elsewhere in Scotland sheer distance and access to services are the key transport issues to be tackled.

Our external position, in Europe and the World, is also reflected in our transport needs. Scotland's infrastructure and economic activities have developed and adapted to the facts of geography; our position on the north-western edge of Europe does not mean that we are economically peripheral. We need to continue to address the consequences of our location within Europe; but we cannot forever say that we are disadvantaged. Scotland's export trade is proportionately greater than that of the UK as a whole, which belies the common perception that transport costs pose disproportionate difficulties for business.

Photo (79kb)

Scotland's industrial structure has undergone major changes over the past few decades with a shift away from heavy industry and steel and coal production to electronics and service industries, particularly tourism. Whisky and electronics are two of our key manufacturing industries and major export earners. Along with tourism, they both rely heavily on links with transport abroad. The value of exports per capita from Scotland is roughly 8% higher than the UK average and well above the corresponding figures for Japan, Germany and the USA. The majority (around 51%) of Scottish exports go to the European Union. This has had, and will continue to have, a major impact on the mode of transport and the point of entry/exit to the British Isles of Scottish imports and exports.

Individual travel patterns reflect where we live and how we live. Rising affluence among large sections of the population has been associated with substantial growth in car ownership; two-thirds of households now have access to at least one car and many have two or three cars. With increased mobility has come greater freedom to choose where to live, to work, to shop, to go to school, and so on and the market has responded by providing services which often meet the needs of large catchment areas. Shopping alone now accounts for almost a quarter of individual journeys in Scotland and most are made by car. Leisure journeys including visiting friends are another area of travel growth, again reflecting changing lifestyles.

Photo (60kb)

The private decisions we make and the business decisions of employers have, against the background of planning, transport, and other public policies, led to the complex travel patterns we find today. Few journeys are exclusively the domain of one form of travel; there is often a range of choices available to us. In our daily lives many of us can choose when to walk, drive, take the bus or train or cycle. We must strive for even greater choice, and to meet the needs of those who do not have it.

## TOURISM

Photo (58kb)

Our transport needs for the future must also be set against the infrastructure and services we already have. What we have already does, in fact, go a long way to meeting Scotland's distinctive needs. Our internal network of roads is of high quality,

has improved significantly in recent years and continues to do so. Taking advantage of these improvements, road freight has facilitated a transformation of business activity through the reduction in business costs. Privatised rail services have a much more secure basis and we can look forward to continuing improvements there. Our road links and rail links with the rest of the UK are excellent. The electrification of the East Coast main line was one of the major achievements of the last 20 years.

Central and local government have always played a major role in the transport market. This is for good reason: transport is distinguished from many markets by the tangled web of side effects and interrelations which travel behaviour exhibits. We can see that one person's decision on how to get from A to B has consequences not only for him or herself, but for other travellers, those who are not travelling, for transport service operators, for the environment and perhaps for the local economy. It is the role of government to establish a framework to address these wider effects and to bring them to bear on the personal and business decisions which shape demand and supply in the transport market.

## **How Scotland travels**

Travel opportunities in Scotland have evolved greatly over recent years. Scotland is now served by a complex mix of different modes each serving a range of markets.

There has been a substantial increase in car ownership and use. The growth in car ownership and, consequently, in car use, in recent years, especially during the 1980s, has been very marked. In response to rising car use, there have been significant improvements in the Scottish road network, particularly in key inter-urban routes. These have brought enhanced accessibility and facilitated business travel. The number of vehicles licensed in Scotland over the decade 1985 to 1995 increased by 29 per cent to 1.9 million, compared with 21 per cent for the whole of Great Britain. The proportion of households with a car has risen from 54% in 1986 to 64% in 1995 in Scotland. Access to a car is widely seen as enhancing our personal freedom. It can transform what we choose to do and where we choose to travel. A car enables us to undertake multi-purpose journeys which are simply not practical by public transport, often in a level of comfort that public transport cannot match. It should be a surprise to no-one that car ownership is rising, and will continue to rise.

Photo (65kb)

Photo (51kb)

There has been a corresponding reduction in the use of bus and rail services, although Scottish people use public transport more, for around 17 per cent of distance travelled, than on average in Great Britain. Bus remains the mode by which the vast majority of public transport trips are made, and Scottish people use buses almost as much as those in any other part of Great Britain. Nevertheless, patronage has followed previous trends and continue to decline slowly, notwithstanding improvements in the availability and frequency of bus services following deregulation. Fares for local bus services in Scotland have increased by 6 per cent in real terms over the decade to 1995/96, much less than the 23 per cent increase for Great Britain as a whole.

Scotland's industry and service sector has also seen enormous change in how it goes about its business. Road is the dominant mode of transport for the movement of goods, accounting for 71% of the volume lifted in Scotland in 1994. If only those goods moved by road and rail are considered, road's market share was 96 per cent. Most goods uplifted in Scotland remain here. Under 10 per cent are destined for the rest of the UK and less than one per cent are destined beyond the UK. This means that most journeys are relatively short. Only a small proportion of total freight is moved over the longer distances that rail and air to be competitive and therefore roads are expected to continue to dominate total freight movements in the future. However, they are both important: rail for the environmental benefits that it can bring; and air for the speed of delivery, which is vital to business sectors such as the electronics industry.

## **Government's Transport Achievements**

The development of transport services in Scotland has been overwhelmingly positive. Our transport services have undergone a transformation over the last two decades, under the influence of the Government's policy of increased diversity and choice in travel. The scale and success of the transformation can sometimes be taken for granted.

Photo

The Government's achievements include:

- major improvements in the Scottish road network, with a strong emphasis on serving Scotland's strategic business needs.



- substantial improvements in road safety, particularly in reducing deaths.
- road congestion, in general, across Scotland, is still significantly below levels in many other industrialised countries.
- air quality in Scotland in general remains good, although there are localised difficulties which the Government's Air Quality Strategy is seeking to address.
- rail services across Britain are now beginning to operate more effectively in the private sector, with reduced subsidies.
- bus services, particularly inter-city and in the conurbations, have improved by being more flexible and responsive to customers' demands, again with reduced subsidies.
- two of Britain's largest and most successful bus companies, which are using their skills to provide further improvements to bus, and now rail services, are based in Scotland.
- the rail network has been maintained, with improvements, and its future is guaranteed by the Passenger Service Requirement in the franchising system.
- the SPTE rail network has been steadily enhanced, with central Government support, and offers a high quality public transport service in and around Glasgow.
- peripheral areas within Scotland benefit from targeted resources to support ferry and air services.
- airports now have the benefit of commercial management and air links are much improved.
- privatisation and deregulation of air services has led to expanding privately-run services, especially on Scotland-London routes.
- local authorities have considerable autonomy in setting local priorities for transport spending.

## **Current Concerns**

Our increasing freedom of movement, giving access to new opportunities to visit places, and widen our personal experience, is one of the key defining features of a vibrant, modern Scotland. There have been some less desirable outcomes, nevertheless. Some trends which have run in parallel to those above are giving increasing cause for concern. There are concerns that the improvement in mobility has been uneven

and not increased the choices available to some sectors of our society. Other concerns relate to the wider impacts of transport, particularly the effects of emissions from road vehicles, the impact of our increasingly car-dependent culture on the quality of urban life and the wider environmental and health impacts of rising traffic levels.

Few of these concerns are wholly new; they have always been with us and successive Governments have sought to manage and ameliorate the side effects of greater mobility. However, there is an increasing realisation of the severity of the problem which these side effects now tend to create. The Governments view is that the credit side of the account still exceeds the debit side, but that further action may now be required. Any action which constrains the freedom of movement we enjoy will likewise have costs and benefits. These need to be looked at carefully.

There is concern that the greater use of motor vehicles has produced congestion, increased pollution and accidents particularly in urban areas. The Government have accepted that motorists should meet the full costs of the trips they make. At present the use of some parts of the road system, at least in and around the major urban areas, is probably beyond the level that would be considered efficient. Actions to correct this situation can involve a better use of price signals to influence the demand and supply of road space.

Moreover, greater reliance on the car may have led to a polarisation of opportunity for transport users in both urban and rural areas. Those with use of a car can benefit, while others - often the elderly, low income groups and those not the main wage earner in a household - cannot. For disabled people in Scotland the choice of transport mode is dependent on the availability of accessible transport services - in terms both of vehicles and of infrastructure - and good design for pedestrians. For those with mobility problems who live and work in Scotland's large rural areas journey problems are more acute. The Government are well aware of the transport needs of the disabled and are committed to achieving fully accessible public transport systems.

More generally, the greenhouse gases emitted by cars contribute to global warming, and noxious emissions reduce local air quality, which has raised concerns about adverse effects upon human health. The development of transport infrastructure can also have negative side effects on the natural environment surrounding such schemes. All this must, of course, be seen in the context of expected reduced emissions from new, more fuel efficient road vehicles.

## **Prospects**

This Green Paper needs to look forward at how these trends might develop in the years ahead. Our 2020 Vision therefore asks what we want Scotland to be like around 2020, and what changes in transport are necessary for that to occur. This is the

key issue for the Green Paper.

Overall, Scotland's economy, like that of the rest of the UK, looks set to continue to grow at least in line with trends over the last couple of decades. The citizens of Scotland will become wealthier and the demands for more mobility will grow. The recent marked decline in population in the centres of major urban areas is likely to continue, as is population growth in many parts of rural Scotland, giving rise to increased movement. Despite a static population, the number of households will increase by over 126,000 in the next decade. Scotland's ageing population will maintain high levels of mobility later in life, thereby further increasing overall travel movements. These seem likely to be the key impacts upon transport trends.

In Scotland, we are in a different position from most of the rest of the UK; that is we are still much lower down the curve of increased road traffic. Albeit with similar economic characteristics, our different geography, patterns of income and lower car ownership point up some key differences. Significant parts of western Europe are densely populated and have significantly higher car ownership and use: the result is often pervasive congestion and urban sprawl. Scotland has lower levels of car ownership than England and a significantly lower frequency of households with multiple car ownership. The generally less severe difficulties in Scotland might lead to the conclusion that traffic growth is of lesser concern, particularly in Scottish rural areas, and that restrictive measures that are being suggested for implementation elsewhere are not required here. However, the trends we have identified in Scotland can be seen as similar to those elsewhere, but perhaps a decade behind in terms of severity. Some might say that Scotland could therefore stand aside from the process of change being pursued elsewhere. However, we consider that Scotland should use the opportunity to take decisions now that might assist in managing the most serious negative effects of traffic growth over the coming decades.

There is no sign of traffic growth easing; and widespread scepticism, especially among the business community, that it could without compromising wealth creation. The likely changes to household structures will generate increased demands for travel, principally by car. We can expect additional demands for the movement of freight as the European market becomes more integrated and the global market more competitive.

Traffic growth at current levels cannot be matched by a corresponding increase in the supply of road infrastructure. Although there is still spare capacity on substantial parts of the road network to absorb growth, elsewhere in the network traffic growth may well result in congestion at peak periods, representing a critical problem to both travellers and the wider public through reduced air quality.

The challenge is to determine traffic growth and then to influence it through different mechanisms. The Government has for some years fully endorsed that this now must be a central plank of transport policy. Traffic growth is not uniform in terms of geography or time of the day or week. Most roads are free of congestion for most of the time. Therefore blanket sanctions are unlikely to be needed; but stress points already exist, or are likely to emerge, where solutions may require to be found. Solutions to congestion will need to be found on a case by case basis, and each should contribute to the relief of congestion. This can be helped through sensitive transport planning.

There are also prospects for reducing the need to travel. Revisions to land use planning guidance, along with further changes in the form of teleworking and teleshopping, may ease traffic pressures. Social and economic change will create pressure for different forms of development, for which we must devise appropriate policies. It would be unreasonable for planning to impose restrictions on all new development, when there is likely to be continuing demand for land for housing, employment, commercial and leisure uses. The role of land use planning is to cater for such developments; but, by applying policy, to do so within as sustainable a transport framework as possible.

The prospects for encouraging more environmentally friendly modes of travel will be critical to achieving a satisfactory vision for 2020. Public transport must continue to improve the service it offers. It is best placed to do that in the private sector. The experience of privatisation points to a better customer focus, better quality services and reduced need for subsidies. Although there has been a long running trend of decline in bus patronage, bus services offer the most flexible and quickly responsive means of meeting public transport demands. In the case of rail we have for the first time a guarantee of the minimum level of passenger services. We are likely to see a better range of services by commercial operators, in response to customer demands; and, in general the overall expected increase in the demand for travel will lead to more public transport services.

Current policies have already achieved reductions in vehicle emissions. The introduction and promotion of unleaded fuel and tighter vehicle standards, in particular the introduction of catalysts, have reversed the trend of an increase in road traffic producing a similar increase in traffic derived air pollutants. As greater numbers of cleaner vehicles are available over the next 10 years or so, these improvements should exceed the effect of continued traffic growth. However in the longer term, these gains could be jeopardised by further traffic growth. Government will need to ensure that the predicted reductions in emissions do take place and that through a balanced, cost effective and proportionate plan of action, local authorities will have

a key role to play and air quality targets for the year 2005 are met in full.

#### Photo

Given the diversity and intensity of views about transport issues, there will always be a need to ensure that objective analysis is at the heart of transport policy decisions. This will be increasingly so as the constraints on public resources are unlikely to lighten. Within available resources it will become ever more important to ensure value for money, and to look hard at priorities to achieve best the objectives set.

The Government's role is to consider how this can be done, and ensure any actions are successful. But Government cannot order change, nor can it successfully deliver change through its actions alone. A successful change in the key trends will take place as the consequence of choices made by us all as individuals.

# OBJECTIVES

## for scottish transport

# POLICY

### Facing the Future

During the last year, we have been reviewing our transport policies to see how well they match the emerging challenges outlined above. We have identified a number of areas where the future balance in our overall objectives, and the mechanisms for delivering them, would benefit from some adjustment. These changes reflect changes in wider society and in society's needs. This chapter sets out what we see as the future objectives for transport policy; and how we see the transport sector in Scotland rising to the challenge of remaining flexible and relevant to contemporary needs.

In developing transport policies, we are guided by the fundamental principles which we set out in our White Paper on the Environment, "This Common Inheritance". At its heart are two primary concerns that:

- we should proceed as far as possible without compulsion or the force of law, under the voluntary principle;
- our ultimate goal is sustainable development, living in a manner which does not constrain the options open to our descendants.

Sustainable development is not a high-flown concept; we are determined to apply it to our actions in all fields. In our policies, such as those on planning, transport, housing and economic development, we are building in steps towards sustainable development. In 1994 we published the UK Strategy for Sustainable Development which sets out our programme of action.

Sustainable development cannot be achieved by Government alone - it calls for action by all. Local authorities have their own programme of action following the Rio Conference, known as Local Agenda 21. But changes in individuals patterns of consumption and behaviour may also be necessary in the longer term.

### Objectives

In meeting the goal of sustainability, the provision of transport and transport infrastructure has also to serve the particular and diverse needs of the Scottish economy, business, communities and individuals. Therefore the sustainable provision and use of transport and its associated infrastructure in Scotland should serve these needs by :

- providing competitive and sustainable modes of transport to enable journeys which offer speed, reliability, safety and convenience;
- taking into account the needs for deprived, rural, remote and island communities;
- enhancing the competitiveness of the economy;
- protecting, and where possible enhancing, the environment, quality of life, safety and public health, taking account of wider costs and benefits by minimising pollution, noise, danger and intrusion and the use of non-renewable resources;
- keeping public expenditure to a level which is affordable.

### The Role of Government

In delivering these objectives, transport services will continue to be provided by a rich mix, drawing upon both the private and public sectors. Successful outcomes depend on clarity about the roles of the public and private sectors, and how market forces can be channelled to achieve wider objectives. The Government have increased the effectiveness of arrangements for influencing transport provision in rail and bus services by clearly differentiating when a service can and should be supplied commercially and with greater customer focus by the private sector, and when subsidy by the public sector is necessary and justified.

The delivery of these objectives should be guided by the following principles:

*Where free markets decide outcomes:*

- the legal and wider policy framework is consistent and transparent;
- markets work freely, without obstacles;
- excellence is achieved in customer focus and service delivery.

*Where Government wishes to influence market outcomes:*

- it does so with a clear rationale for intervention;
- it does so in the demonstrable knowledge that the benefits of intervention would exceed the costs;
- it has effective implementation methods, based on a clear framework for executive responsibility;
- it does not compromise market outcomes except where it wishes to do so;
- it keeps public expenditure at an affordable level and pursues efficiency in resource use.

In addition to the above, where Government delivers transport services:

- it has a clearly articulated set of objectives, and appraisal methods to prioritise projects to achieve them most effectively;
- it has the right organisational structure to enable it to plan, execute and deliver services most effectively. This includes the respective roles of central and local government, with the right trade off between national co-ordination and local decision making;
- it seeks to emulate good practice in customer service in the private sector;
- it keeps public expenditure at an affordable level and pursues efficiency in resource use.

## **Responsibilities of The Scottish Office**

The broad nature of The Scottish Office's responsibilities - including economic development and the environment, the local government system and its financing, and the land use planning system - provide a particularly advantageous basis for integrating transport policy with other key areas of policy. In the context of developing a comprehensive transport policy that is both sustainable in environmental,

## **CENTRAL GOVERNMENT EXPENDITURE ON TRANSPORT IN SCOTLAND; 1995-96**

### **THE SCOTTISH OFFICE NATIONAL ROADS DIRECTORATE**

economic and social terms, and which meets the needs of Scotland to remain economically competitive in world terms, Scottish Office Ministers have a critical role to play. They are involved in issues affecting the:

- relationship with economic development and environmental policies
- provision of rail services, both passenger and freight in Scotland, in particular the development of the operation of the ScotRail franchise with Department of Transport and the Office of Passenger Rail Franchising, and oversight of the franchising arrangements of Strathclyde Passenger Transport Authority
- provision of bus services throughout the country, both urban and rural (with local authorities, Department of Transport, Traffic Commissioner, Office of Fair Trading)
- development of new and innovative approaches to service provision

The Secretary of State for Scotland, as their owner, has oversight of the management of Caledonian MacBrayne Ltd and Highlands & Islands Airports Ltd, which are crucial in providing essential transport links to the more remote parts of Scotland. The Secretary of State for Scotland also owns the trunk roads network in Scotland; and The Scottish Office is directly responsible for the network. The Scottish Office also provides the Government funding for local authorities transport activities; and oversees the provision of a range of grants to transport infrastructure, including for rail facilities and for piers and harbours. Although co-ordinating responsibility for some transport policies rests with the Department of Transport, The Scottish Office generally has a major responsibility for their application to Scotland.

The Scottish Office has improved its internal organisation to support Ministers broad responsibilities, as part of the major reorganisation which was announced in 1995. Responsibility for general transport policy and public transport issues are now closely integrated with responsibility for the trunk roads network, previously separately discharged by the National Roads Directorate, and also with responsibility for the land use planning system. These changes have received widespread approval following the reorganisation. Internal arrangements have been established for close discussion between the Group responsible for transport and planning and those responsible for industry and environmental policy. We shall continue to refine and

develop these. In addition we shall promulgate new arrangements for consultation with local and public authorities, service operators and user groups on the development of transport policies and strategies for Scotland.

## **Partnership**

We believe that transport policy should place great importance on the principle of partnership. We shall continue to use this approach in facilitating transport developments by advising and bringing together key players. Where necessary The Scottish Office will arbitrate to endeavour to eliminate obstacles that might be in the way of the development of projects where it is not in the lead. By providing this type of assistance The Scottish Office can maximise its input.

We recognise that in a country with the geographic and demographic diversity of Scotland, there must be a strong emphasis on local improvements in transport provision. Solutions will not be uniform across the whole country. This implies that local authorities must take appropriate measures to develop demand management programmes for their areas and incorporate principles for reducing the need to travel into their land use plans. In essence, transport developments will need to be pursued in partnership between local communities, local authorities, service providers and Government.

Partnership clearly involves co-operation between the public and private sectors. We recognise the developments that private sector transport operators have made and we wish to maintain and develop good dialogue with them to assist in taking forward transport initiatives. In addition, partnership can be taken forward under the Private Finance Initiative (PFI) to provide for new transport infrastructure projects.

Photo (45kb)

## **FORTH TRIP**

# **CURRENT performance and ACHIEVEMENTS**

The Government are aiming at a balanced approach to transport policy. This chapter sets out the range of important, existing initiatives that contribute to fulfilling this objective. More can, and will, be done as new challenges arise; but the framework for action now being put in place is designed to meet the demands which will be placed upon it in the years ahead.

## **Appraisal of Infrastructure Development**

Most decisions on the provision of transport infrastructure require a formal appraisal of their contribution. In other words the costs and benefits of a particular scheme need to be thoroughly examined and considered against possible alternative measures. These assessments have become increasingly complex and controversial, reflecting difficult choices between transport modes. The Government are committed to using the most appropriate appraisal techniques for a particular project.

Future transport infrastructure management or development initiatives should take on board a sustainable "fit for purpose" approach which should demonstrate that the transport solution envisaged is best placed to serve a healthy economy, and that it will use non-renewable resources optimally and renewable resources sustainably. In addition, it should ensure that damage to the environment is fully accounted for in any appraisal so that appropriate remedies are used.

## **EDINBURGH-GLASGOW CORRIDOR CONSULTATION**

### **Corridor Based Appraisal**

We shall continue to move towards greater openness and transparency in the development of our schemes to improve transport in the main corridors. It is vital that we develop major public transport and road schemes, whether new roads or enhancements of existing ones, through consultation with others. We have already begun this with the Edinburgh-Glasgow Corridor Consultation Forum.

Management and development of the trunk road network has to be undertaken in an environmentally acceptable manner. All developments of the trunk road network are subjected to scheme assessment which includes environmental assessment. Some of the environmental issues that are addressed relate to effects on :

- people - such as air quality, noise and the intrusion of road traffic on communities;
- the natural environment - such as wildlife, landscape and water quality;

both of which can be considered as key sustainability indicators.

To provide better information about the scope of the environmental work we undertake, we intend to publish a review on the environmental issues relating this work to our management of the network, our husbandry of the existing infrastructure and our approach to the promotion of new facilities.

The principle of selective improvement and maximum use of existing resources before the building of expensive new roads is contemplated applies not only to the motorway and trunk roads for which the Secretary of State is directly responsible, but also to the much larger network of regional and urban roads which are the responsibility of local authorities.

### **Road Safety**

Substantial progress has been made in reducing the number of casualties on Scotland's roads. The total number of injury accidents on Scottish roads in 1995 was the lowest on record, and at 16,525 was 1.4 per cent less than the previous year. The reduction since the early 1980s has been achieved throughout all police areas and across all road types. The Government intend to maintain the momentum and are currently considering further road safety targets for the period beyond the year 2000 when the present target of reducing casualties by one-third runs out. In developing strategies particular consideration will be given to problems where Scotland's record is less good, for example child pedestrians.

The Government actively encourage initiatives to slow down traffic in residential areas. The Traffic Calming Act 1992 gives roads authorities the flexibility to introduce a variety of engineering measures, other than road humps, which are designed to reduce traffic speeds. The (Traffic Calming) (Scotland ) Regulations 1994 prescribe the traffic calming measures which a roads authority may use. The measures include chicanes, traffic islands, built-outs, overrun areas, pinch-points and rumble devices. Traffic calming is designed to reduce vehicle speeds and thus improve the environment for local residents and contribute to the Government's strategy to reduce road casualties. Traffic calming can also improve driver behaviour by encouraging driving in a way that is appropriate to the local environment. Sensitive locations, such as near schools and in residential areas where the number of vulnerable road users, i.e. pedestrians (young and elderly) and cyclists, is greater, are most likely to benefit from traffic calming.

## **ROAD SAFETY INITIATIVES**

Photo (74kb)

### **Road Network**

The improvements in the Scottish roads network over the last 10 to 20 years have accompanied the increasing strength of the Scottish economy. Figure 1 shows how journey times across Scotland have improved. Given that success story, it is clear that there may well be reduced prospects for continued similar levels of road investment. However, we acknowledge that the network will remain a critical aspect of the transport infrastructure. It needs to be maintained and developed in response to clearly identified needs. Better management of the network has a crucial role to play; and driver information systems are an increasingly important way of achieving that.

Photo

Photo

We remain committed to the further enhancement of the Central Scotland Motorway Network. Major projects on the M74, M6, M8 and M80 are planned for the next 3 years. We also have a substantial programme of potential road improvements at various stages of preparation. Figure 2 shows the road schemes completed since 1992, when we last published plans for the network in "The Trunk and Key Principal Road Network Review;" and the schemes currently in progress. Figure 3 shows these schemes programmed up to March 2000 and those which are in preparation. It does not show the M74 Northern Extension because that proposal was developed by Strathclyde Regional Council and the responsibility currently rests with the successor local authorities. The Scottish Office is in discussion with those authorities, and with Glasgow Development Agency, Lanarkshire Development Agency and Renfrewshire Enterprise, to explore the scope for improving the affordability of this very expensive project and to clarify its potential contribution to economic development in the West of Scotland.

With growing traffic volumes resulting in increased congestion and delays, we have been meeting the challenge to provide drivers with up-to-the-minute information about road conditions to assist them in decisions about their journey. We aim to provide a safer and more efficient road network in this way. NADICS, the National Driver Information and Control System, has been established by The Scottish Office with the aim of providing drivers with information about conditions on the road network on a Scotland-wide basis. The system provides immediate information through roadside variable message signs at key locations on the network. At present the system covers the Central Scotland network and we intend to build on this framework and extend it across the country over time, with possible extension to applications such as public transport information and park and ride facilities.

Photo

The Scottish Office is also a leading partner in the TABASCO project, involving major demonstration work on driver information technologies in Bavaria and Scotland as well as elsewhere in the UK and Germany and in France, Netherlands, Ireland and Italy. The project builds on earlier initiatives and aims to achieve further progress in establishing public/private sector partnerships to promote wider distribution of travel information. There will also be links with other EU projects promoting private sector implementation of portable travel information terminals and in-vehicle information systems.

Further traffic growth requires to be addressed through careful and sensitive planning amongst other things. Greater use of other modes of transport could be more effective in some circumstances in meeting increased demand for mobility. We are working towards the identification of these opportunities and, where appropriate, assisting with measures which will help take advantage of them.



## **Public transport**

We recognise the important role that public transport has to play in the development of more flexible and sustainable transport systems and that we cannot always expect to depend on the private car. Overall, we advocate a car neutral policy, that is rightly neither pro-car, in the sense of being to the detriment of other modes, nor anti-car in the sense of preventing any section of the community from owning a car.

## **Rail Services**

There is an increasingly positive public reaction to the changes that rail restructuring has brought about and to the improvements in service that the private rail companies have introduced. The ScotRail franchise will bring further visible improvements throughout Scotland. These demonstrate the strength of the Government's commitment to securing improvements in rail and other modes of public transport. Figure 4 shows the extent of passenger rail services in Scotland.

Photo

The introduction of private sector investment and initiative, through privatisation and franchising, have revitalised rail services in, and to and from, Scotland, both for passengers and freight. It is clear that, where privatisation has been completed better, services have now begun to emerge. We should not forget that the benefits, in Scotland and throughout the UK, of restructuring in the airline industries, undertaken in the early and mid 1980s, are now widely recognised, despite scepticism from some quarters at the time. We expect that privatised rail services will produce similar benefits: it is in the commercial interests of train operators to produce a range of tickets and services which attract more passengers on to the railway.

## **Bus Services**

We have a profitable and vibrant bus network. Private operators are performing successfully in targeting services to consumers needs, as bus deregulation and privatisation have opened the bus market to competition and innovation. The former publicly-owned bus companies have performed well since privatisation. Bus users in Scotland are now benefiting from recent considerable investment in modern high quality vehicles. Overall, there are now more operators running more bus miles at lower cost and with less public subsidy than previously. But bus patronage has continued to decline, primarily because of growth in car ownership and use. This means that the challenge for operators and public authorities is to improve the attractiveness of the bus by seeking quality of service enhancements, through speed, frequency or reliability of journey, better provision of information to users, attention to vehicle quality and by pursuing, where appropriate, new markets through park and ride developments.

Photo (60kb)

Photo (48kb)

## **BUS INFORMATION**

### **Cycling and Walking**

Cycling accounts for a very low percentage of journeys in Scotland, but buoyant bicycle sales suggest there is great potential to convert the level of interest into increased cycle use. The Government recognise that many improvements can be brought about through encouraging more people to travel by bicycle: this can reduce vehicle congestion, reduce pollutant emissions from powered vehicles, and also produce direct health benefits in those who cycle regularly. The Government have set a target of doubling the level of cycling by the year 2002 and doubling it again by 2012.

Photo (79kb)

The focus needs to be on changing attitudes and action should be targeted at facility providers, existing road users and potential cyclists. Cycling must be an integral part of sustainable transport strategy. In line with the National Cycling Strategy, The Scottish Office has made good progress. A policy advice booklet was published in 1996. Improvements have been made by extending provision on or alongside the national road network. Many Scottish local authorities and Sustrans have been successful in creating more dedicated cycle-ways and networks of new cycle tracks and lanes. All these efforts help to make cycling easier, safer and a more attractive mode of travel. Successful implementation of the national strategy will require continued co-operation between organisations in the public, commercial and voluntary sectors. In addition, The Scottish Office Trunk Road Cycling Initiative launched in November 1995 and valued at £5m looks to assist tourist and leisure cycling

in Scotland by providing the trunk road sections and crossings for Sustrans National Cycle Network as well as a new Cycleway along the M6 Corridor and other improvements designed to encourage long distance cycling.

## **TRANSPORT CHALLENGE FUND**

Photo (98kb)

Walking accounts for nearly one third of our journeys and most trips by vehicle involve walking at both ends. Walking brings health benefits to individuals and to society, by reducing the noise and air pollution of motorised travel. It encourages social interaction and neighbourliness; and, with reductions in car dependence becoming the focus of attention, walking assumes importance as a non-polluting option, open to very many people. It is a sustainable way of travelling, which offers a viable alternative for many short car journeys. However, the number of journeys walked is in decline and the Government wish to reverse that decline. A Steering Group with representatives of a range of organisations has been set up to develop strategy and good practice guidelines to encourage walking. A discussion paper inviting suggestions has recently been published.

### **Local Authorities**

The Government consider it an important principle for transport policy that decisions should be made at the lowest practical level. The role of Scottish local authorities in maintaining and developing effective transport systems is an absolute critical one. They have the key tools at their disposal and the Government have moved to give greater freedoms to authorities. Local authorities' activities are many and varied, including:

- The provision, maintenance and improvement of local roads in their area (including facilities for cyclists and pedestrians);
- Traffic management measures, including parking provision and regulation, traffic signing, traffic calming and transport awareness campaigns;
- Capital expenditure on public transport projects such as ferries, bus priority measures, railway stations and innovative forms of public transport - for example, the City of Edinburgh's proposal for a guided busway. The Strathclyde Passenger Transport Authority also has a particularly important role in catering for the special transport needs of the Greater Glasgow area (including the Glasgow Underground and the Strathclyde rail network);
- Subsidising socially necessary bus services;
- The operation of concessionary travel schemes and the administration of the Orange Badge scheme. In general, helping those with mobility problems which can include aiding community transport groups, Dial-A-Bus services etc;
- Local authorities will have a new duty to review and assess air quality. Where objectives are at risk they will be responsible for setting up Air Quality Management Areas and drawing up Action Plans.

### **ABERDEEN SUSTAINABLE TRANSPORT STUDY**

Local authorities will continue to have the power to carry out these important functions. Councils also have complete discretion to prioritise projects within their block capital allocations, which cover transport and a range of other services. This enables authorities to take full account of local needs and circumstances. They also have the ability to work together in joint projects and to transfer capital consent to each other if that suits their transport objectives. However, even with block capital allocations and the facility to pool and swap capital consent, authorities may not always be able to manage their capital programmes, particularly where major one-off proportionally large projects involve lumpy expenditure profiles. To help authorities further the Government have introduced a Transport Challenge Fund.

Authorities are increasingly turning their attention to the need for pursuit of sustainable development strategies. The Government, along with the two local authorities and transport operators in the area, are supporting a research project on the development of sustainable transport in Aberdeen. The aim is not only to examine these issues for Aberdeen but also to develop a widely applicable good practice guide which will be published in due course. The Government will consult with local authorities in the preparation of this guidance, building on other authorities work and experience in this field.

### **Land Use and Planning**

The Government recognise the fundamental influence of the pattern of land use and development opportunities on the demand for transport. The relative locations of our homes, workplaces, shops, schools, leisure activities and so on determine our need to travel; and the relationship of these places to the transport networks influences the modes we choose. The more dispersed they are, the farther we have to travel and the more likely we are to choose car as the means. Existing development patterns

will have an effect for years to come; but if, in future, we can influence new development to locate adjacent to public transport corridors, in proximity to one another or in local neighbourhoods, and strive to provide good cycle and footpath networks linking facilities to residential areas, then land use planning will be helping to implement the thinking about sustainability underpinning this Green Paper.

The Scottish Office recently consulted on its draft National Planning Policy Guideline Transport and Planning. We expect to publish the final version of this Guideline soon after this Green Paper. The main points that formed part of the draft, and for which there was widespread support among those consulted, were:

- there is merit in promoting a more co-ordinated view of transport and land use planning;
- over time, the disposition of land uses can assist in reducing the need to travel; this disposition and detailed design within them, can assist in creating the right conditions for maximising the proportion of travel on foot, by cycle and by public transport;
- for freight traffic, relating land uses to transport arteries can minimise environmental intrusion;
- the positive interaction of land use and transport planning will thereby contribute to the objectives of sustainable development.

## **NPPG TRANSPORT AND PLANNING - CONSULTATION DRAFT; MAY 1996**

### **Air Quality**

We need to take forward and to develop continuously the UK Air Quality Strategy which encourages local authorities to take an integrated approach to air quality, transport and planning. In particular, vehicle emissions are the single biggest cause of poor air quality in most urban areas and that priority must be given to this issue. The UK no longer suffers from the severe smogs in the 1950s and 1960s; and emissions of air pollutants are expected to fall dramatically over the next decade. However, while healthy individuals are now unlikely to experience acute effects at typical air pollution levels, there is some evidence of associations with advanced mortality, chronic illness and discomfort for sensitive groups. In some local areas - particularly congested urban centres - emissions, particularly from traffic, can still affect the quality of life for all. There are significant economic costs of pollution in terms of the health effects and a consequent additional burden on the health service, as well as the effects on the natural and built heritage

### **UK NATIONAL AIR QUALITY STRATEGY**

Until the 1980s the increases in road traffic volumes were accompanied by similar increases in the main air pollutants. However, the introduction and production of unleaded fuel, and tighter vehicle standards, in particular the introduction of catalysts, are reversing this trend. Nevertheless, road transport is the single biggest cause of poor air quality in urban areas. Transport is the major source of nitrogen oxides, carbon monoxide, lead, benzene, volatile organic compounds and 1,3-butadiene. Transport is also responsible for almost a third of small particles.

Photo (72kb)

On present policies and technologies, the expectation is that emissions will continue to decline to about 2010 but would then begin to rise thereafter, as the growth in road traffic offsets the reduction in emissions from individual vehicles. To prevent this, and continue improvement, the Government have outlined in the National Air Quality Strategy proposals to tackle transport emissions. The strategy will be published as a White Paper shortly once all the consultation responses have been considered. The first review of the strategy will take place in 1999.

# OPTIONS

## for further

# CHANGE

The Government seek constantly to identify new ideas which will deliver our policy objectives more effectively. Varying policy ideas have been suggested in the focus group discussions that The Scottish Office initiated in early 1996, or have been promoted by others. In this chapter, we examine the possible advantages and flaws in some ideas.

### **Freedom of Movement and Car Ownership**

The Government do not believe that it would be right to attempt to inhibit those households who do not currently have a car, and who might strongly aspire so to do, from owning one. The problem is one of car usage, in certain areas and at certain times; and we believe that it is in attempting to influence usage, not ownership, that progress is most likely to be made. Nevertheless, the fact that there are still more than one-third of households in Scotland without cars does imply that we can expect a significant increase in car ownership in the next few years, as current non-car owners acquire them. This will lead to a considerable increase in demand for car travel unless new owners develop different patterns of use from those exhibited by existing owners.

### **Appraisal and choice of infrastructure projects**

The way in which the Government ensure that all the relevant aspects are fully considered and evaluated in reaching conclusions about support for any particular infrastructure project has improved in recent years, to meet the increasing complexity of how we travel and the impacts. There may be scope for further change.

Photo (59kb)

The basis of the Government's standard assessment framework for roads throughout the UK has been subject to the informed scrutiny of the independent Standing Advisory Committee on Trunk Road Assessment (SACTRA). Successive SACTRA reports have contributed to improvement of the assessment framework. The Government recognise, however, that some observers are concerned that the assessment framework does not adequately address the wider benefits of road schemes; others argue that the benefits which it does consider unduly advantage roads schemes in comparison to other forms of transport investment. Concerns have also been raised about the role of environmental costs and benefits in the framework. The Government consider that most of the concerns which have been raised have been addressed by successive reports from SACTRA. However, the Secretary of State for Transport has initiated a review of the impact of transport infrastructure on economic growth to be undertaken by SACTRA, to address one of the outstanding concerns raised. The Scottish Office will provide comments to the Committee and consider carefully its conclusions. The Government will also do more to widen the understanding of assessment procedures.

One option for change is to give greater weight in consideration of transport projects to the achievement of transportation targets, in addition to the assessment of scheme benefits. Movement and modal share targets could be developed, and the contribution of any scheme to achieving them would be a separate measure of its merit. The Government considered the case for transport targets in its consideration of the report by the Royal Commission on Environmental Pollution; and concluded in "Transport: The Way Forward" that it was not thus far convinced that national traffic targets would be practicable. The wide range of Scottish circumstances suggest that this conclusion is especially appropriate in Scotland. Nevertheless, local targets can be useful in helping transport authorities to achieve their goals. The Government consider that it should be for local authorities to review the road traffic situation in their areas and to decide whether it is appropriate to set any local targets for future traffic levels. The Government are now working with the sponsor of a Private Member's Parliamentary Bill to deliver this approach to consideration of the need for road traffic reduction measures and will issue guidance to authorities about the interpretation of any new statute.

### **Incentives & Disincentives**

There has been a range of discussion in recent years about the need for incentives and disincentives (sometimes called carrots

& sticks) to try to adjust the behaviour of transport users.

It has been argued by some of those we consulted that transport suffers from market imperfections which inhibit the development of some modes of travel, or that transport services supplied increasingly by the private sector do not meet all society's needs. There are various levers at the Government's disposal to influence choices, and correct market imperfections, in the transport market: land use policy, provision of trunk roads, support to local authorities to meet local concerns, revenue support for public transport schemes, price signals to alleviate congestion. A key task for Government is to address how the selective use of physical, and public transport, measures might lead to a better outcome in terms of Scottish transport objectives. The fiscal aspects of those instruments could only be taken forward on a UK basis.

The Government's commitments on sustainability, along with the idea of trying to reduce the need to travel, mean that we need to think further ahead than simply the next two or three years. Changes of this type can only be based on cultural perceptions, behavioural change and educating the next generation. This necessitates looking beyond the lifetime of this Parliament, or even the next three or so.

The Government are planning to continue to expand The Scottish Office's programme of research into travel decisions and public attitudes to transport. This will include continuing study of the extent to which transport markets may be failing to provide the correct price signals necessary for travellers to reach the decision, on a voluntary basis, that can contribute to longer term sustainability. The Government are also considering the feasibility of a National Transport model which would be one method to allow alternative policy scenarios to be evaluated, in terms of traffic growth, freight, pollution and benefits to travellers, amongst others.

## **Roads**

There have been suggestions that new road building should cease for environmental reasons and because of the argument that, since improved roads have some traffic generation effect, they are self-defeating. The Government's approach is to find a balanced way forward. We neither assert nor accept that the same solution is appropriate in all circumstances; roads will not always assist competitiveness, but equally they will not always damage health, the environment or compromise safety. Road planning needs to move forward on its merits, as we have explored in the relevant section in Chapter Four.

## **Rural Issues**

Scotland is a country of great variety, of changing landscape and cultures. The role of transport in rural areas, which is also a theme in the White Paper, "Rural Scotland: People, Prosperity and Partnership", raises rather different issues from those in urban areas. Transport has a clear role in achieving the policy objectives of enhancing accessibility, promoting economic development and preventing depopulation. This has, however, required significant public expenditure, particularly for rural rail, ferry and air services and in the provision of roads which produce lower cost/benefit returns than from road investments in urban areas. The flexibility of car travel is particularly suited to rural areas, and this is reflected in much higher levels of car ownership. The Government must continue to take into account the needs of rural households with access to a car, and have recently initiated important dialogue with rural representatives on petrol prices. But the needs of those without access to a car are equally important. In the Government's view it is generally inappropriate and undesirable to seek to manage traffic growth in rural areas, given the suitability of car travel. Many solutions which are relevant to the urban setting are not appropriate elsewhere. Policy for rural transport will continue to focus on the needs of all rural residents; and, in particular, deal with car dependency in rural areas. To implement this the Government encourage the Rural Partnerships to take a pro-active role in the consideration of local transport needs. The Government have commissioned research into car dependency in rural areas. We shall aim to circulate widely the findings to encourage consideration of alternatives to the car where they are required.

## **Congestion**

Road congestion is by no means pervasive in Scotland; but we do suffer from it in some places and at some times of day. At its most severe, congestion can impose costs on business and individuals; and, in extreme cases, defeat the purpose of making a journey. However, it would not be efficient or desirable, to aim to take all congestion delays out of road travel. The costs of doing so would be too high particularly at the points where little congestion already exists. The Government's efforts will, instead, be concentrated on the points of maximum stress where the benefits will be greatest.

Photo (53kb)

Photo (121kb)

## **City Centre**

A balance must be found between economic needs and quality of life, using the wide range of instruments available. We aim to maximise the economic potential of urban areas, while minimising the undesirable environmental and other impacts. The Sustainable Development strategy has identified the objective of providing access to facilities with less need for travel. This implies better land use development which more closely integrates residential, leisure, commercial, industrial and retail sectors. Planning should encourage reductions in growth in car use; with new development in areas necessitating access by car avoided where possible.

Restraints on urban traffic by local authorities could also play a role. This is for local authorities to consider, but the Government will discuss with them how restraint policies can be implemented in a careful and selective manner.

Improved planning, and perhaps economic instruments, need to be complemented by education, with the aim that individuals should exercise their choices mindful of their environmental and health implications. The result should be that they rely more on walking, cycling and public transport where these modes are a practical alternative to using the car. Developments in telecommunications enabling, for example, shopping from home may provide some new options for reducing some travel. Changes in this direction will result in quieter, healthier, less polluted towns; and when local environments are improved in this way there is less reason to travel to escape from them.

Policy development for local transport will therefore require a view to be taken on:

- to what extent the economic potential of urban areas is influenced by changes to transportation trends (i.e. modal shift);
- the scope for and means to achieve change in transportation trends;
- the likely costs and benefits of changes to transportation trends.

## **Inter Urban Roads**

Enhanced inter-urban roads will continue to play a significant role in future transport policy in Scotland. But improvements will be selective, be based on the improved consultation processes and on full economic and environmental appraisal. Improvements will be targeted to where new roads can most contribute to:

- enhanced business productivity;
- enhanced quality of life;
- enhanced quality of service on the roads.

## **Competitiveness**

If the main trunk road system experiences too much congestion in too many places then the optimum functioning of the economy will be under threat. It is the responsibility of The Scottish Office to monitor the operational effectiveness of the network and to take appropriate action. This will certainly not be simply to build new roads to cope with perceived demand, at a cost to the environment and non-users. The Government will continue to ensure that strategic routes, critical for the delivery of goods, should have the top priority in terms of easing congestion.

## **Rail Freight**

There is an important role for rail as an effective means of freight delivery. The Government wish actively to promote the further development of rail freight within the UK and to the continent. The newly privatised companies have already shown that new services can deliver what their customers require; and further developments can be anticipated. In terms of overall freight traffic, and reflecting the diversity of business needs, we cannot expect rail freight to replace road freight as the predominant mode for moving goods, because of the factors set out in Chapter Two of this Green Paper. However, we are committed to supporting modal shift where it makes economic and environmental sense. Where a case can be made for financial support to infrastructure and to running costs in respect of environmental benefits, the Government will welcome applications for Freight Facilities Grant and Track Access Grant.

Photo (63kb)

## **Charges and taxes**

Some organisations have suggested that improvements can be made to the current system of financing transport infrastructure. At present car users are subject to taxes on the ownership of cars (Vehicle Excise Duty) and on fuel (Motor Fuel Duty). The revenue gained contributes to the overall taxation revenue available to the Government. Finance of road infrastructure (other than toll bridges) comes from general taxation, as do the subsidies for rail services.

One proposal to amend this arrangement is to have a charge element, dedicated to finance road infrastructure, paid as part of the cost of fuel, together with any additional tax element which the Government may find appropriate. For reasons given in Transport - The Way Forward, the Government do not consider that a move to charging motorists directly for the costs of roads provision by means of a surcharge on fuel would be likely to be successful.

## **Bus Services**

We do not believe that there is any need for major change in the regulatory regime affecting bus services. Investigation of the scope for development of quality partnerships involving local authorities and bus operators, offers a more flexible, less expensive and more customer-focused approach to ensuring the best delivery of bus services in a particular area. Local authorities will wish to examine the scope for active encouragement to bus services through installation of bus priority measures, where appropriate, and consideration of park and ride schemes. Bus operators need to do more to raise standards in terms of information, reliability and vehicle quality to attract greater patronage. Local authorities can work usefully in partnership with transport operators on giving the public better access to co-ordinated information and improving interchange facilities. The Government circulated a Good Practice Guide in September 1996 to bus operators and local authorities on information provision.

## **PTEs**

The argument has been put to us that better integrated public transport systems would ensue if a number of Passenger Transport Executives, each accountable to a Passenger Transport Authority, comprising elected members, were established with wide responsibilities for securing public transport services. The PTE concept is one that has always been recognised as being appropriate for certain, large urban areas. Strathclyde PTE continues to deliver a good quality rail and underground rail service in the Greater Glasgow urban area and to secure socially necessary bus services, with significant financial support from central government. Assigning responsibility to a PTE means, as a consequence removing it from directly elected local authorities. The Government are not persuaded that there is any need for additional PTEs in Scotland. The creation of any new PTE areas would, in any event, require primary legislation. We are confident that the current framework of local government powers is appropriate for local authorities to pursue whatever co-ordination models they see fit rather than imposing fixed solutions. They can set up joint arrangements involving other councils, service operators and others, including central Government where appropriate, as with the Forth TRIP project. One suggestion is that the Highlands and Islands would benefit from the establishment of a public transport authority. There may be scope for improved co-ordination arrangements for transport across that huge geographical area but its diversity of needs must be borne in mind; and simply transposing a concept which has its origins in urban areas may not be the best approach.

# ROLLING forward

In this chapter, we set out the action we plan to take to secure the transport services that will continue to support a good quality of life in Scotland and suggest targets for the other key players in the field. Although these are identified by mode in some cases, this should not be seen as moving away from the theme of inter-dependence and inter-relatedness developed earlier in this Green Paper.

## Central Government

- We shall do more to keep in touch with and understand the views of the key operators and policy influencers on the Scottish transport scene. To that end, we shall set up the National Transport Forum for Scotland, chaired at Ministerial level. This Forum will comprise key players from local government, transport operators, environmental interests, and user groups. We should welcome specific suggestions about representation on the Forum.
- We shall further develop, emphasise and explain The Scottish Office's multi-modal policy role.
- We are aware that there has been some criticism of the workings of the procedures that are necessary under the Private Legislation Procedure (Scotland) Act 1936 for the development of rail, light rail, tram and rapid-transit schemes. We invite views on whether a different system, perhaps more aligned to the processes within the planning system, might be more appropriate in a modern context.

## European Union

- We shall further develop The Scottish Office's role in the UK's input to European Union transport policy and to the implementation of the Trans-European Transport Network.
- With other UK Departments, we shall press for the best use of criteria for transport based ERDF projects to ensure value for money and consistency with other policies on the environment.
- We shall continue to develop links and discussions on best practice in transport provision with other Member States and regions.

## Local Authorities

- We believe that local authorities have a key role to play in the development of quality transport solutions; and that they should have the discretion to act accordingly. We shall increase the freedom of local authorities to use their discretion, through the package of deregulation measures for local government announced by the Secretary of State in May 1996.
- We believe that local authorities should discuss best practice solutions with each other and with service operators.
- We shall continue to assist local authority transport schemes through capital funding under the Transport Challenge Fund.
- We shall continue to provide advice and assistance to local authorities to take forward Private Finance Initiative-funded transport schemes.
- We shall encourage innovation by local authorities and work with them, as with Aberdeen's sustainable development project.
- We shall examine possibilities for partnership schemes between The Scottish Office and local authorities on urban roads.

## Roads

We are committed to

- improved road safety based on highway appraisal methods.
- the further enhancement of the Central Scotland Motorway Network, and completion of the upgrading of links to England, to motorway standard on the M6 and by improvements (including some dual carriageway sections) on the A1.
- developing and assessing all future new major scheme proposals in the context of an analysis of the land use,



economic development and environmental considerations in the relevant area and of the full range of alternative and complementary transport schemes. Our approach will build on experience in the Edinburgh-Glasgow Transport Links study, including consultation at as early a stage as possible with interested parties.

- a full consultation on the environmental impacts of all new road schemes, building on the widely acclaimed approach already been undertaken by The Scottish Office.
- encouraging local authorities to adopt similar moves towards greater openness and transparency in the development of their road schemes.
- extension of the Route Action Plan concept to the whole trunk road network.
- implementing the Trunk Road Cycling Initiative to encourage long distance tourist and leisure cycling.
- a greater emphasis on management and maintenance. New contractual arrangements introduced in April 1996 for the management and maintenance of the trunk road network improve accountability for the discharge of these activities.
- providing the user with reliable driver information through making the best use of technology.

## **Rail**

- We shall continue to play an important role in communicating with the new rail bodies and others who can help the development of rail services (for example the Rail Users' Consultative Committee for Scotland (RUCCS) and local authorities)
- We shall encourage commercial possibilities for new and enhanced commuter services in relevant parts of Scotland. We invite concrete suggestions for these, where possible with developed business plans. We shall consider all such suggestions and provide advice and guidance to those promoting the projects as to how to take forward the scheme and what the best route would be for funding. It is, of course, the Government's policy that future investment in the railway, should, as far as possible, be a matter for the private sector.
- We are confident that the improvements to services will continue as the newly-franchised train operating companies settle down and begin to implement fully the range of planned improvements and new investment.
- We shall encourage the further development of freight services in Scotland through the framework for this that the Government has established. We already play a major role through Section 139 (freight facilities) grants and will have a key input into Section 137 (track access) grants for Scotland which are currently administered by the Department of Transport.
- We shall review more generally with the Department of Transport how the framework applying to the new railway might be made more responsive to the particular circumstances in Scotland.

Photo (106kb)

Photo (57kb)

## **Bus**

- We shall continue to monitor the development of bus services under the current arrangements for the industry derived from the Transport Act 1985. We believe that, in general, the market will continue to deliver better and more affordable services.
- We shall take forward recommendations of the Bus Working Group. Specifically:
  - encourage further work on the development of quality partnerships in bus service provision, between local authorities and bus service operators, particularly in urban areas;
  - undertake further exploration of the possible benefits and feasibility of environmentally friendlier vehicles;
  - support pilot projects on stricter bus lane controls and encouragement of bus priority measures.
- We shall ensure the wide dissemination of best practice in Scotland and up-to-date guidance for the provision of better information to bus passengers.
- We shall develop continuing, constructive dialogue with bus service operators across Scotland.

## **Air Services**

- We shall continue to review air fares and the level and quality of service on air routes to and from the Islands.
- We shall continue to provide the necessary financial assistance to vulnerable, lifeline routes where this continues to be necessary.
- We shall continue to support and assist in the development of Highlands and Islands Airports Ltd, under its continued ownership by the Secretary of State.

- We shall continue to develop constructive dialogue with air service operators across Scotland.

## **Sea Transport**

- We shall continue to support and assist in the development of Caledonian MacBrayne ferry services, under its continued ownership by the Secretary of State, in meeting the social and economic needs of islands and the peripheral communities within Scotland.
- We shall put new block contract arrangements in place this year to secure the provision of lifeline ferry services to Orkney and Shetland.
- We shall develop improved subsidy arrangements for bulk freight, based on the consultation which we shall initiate in the near future.

## **Cycling**

- We have set a target of doubling the level of cycling in Scotland by 2002.
- We shall continue to implement our policies from *Cycling into the Future* and the UK National Cycling Strategy through the Scottish Cycling Forum.
- We shall provide advice and assistance in improving the integration of cycling with other modes (for example, rail and bus).
- We shall provide financial assistance, of up to £0.5 million, during 1998-99, through the Scottish Cycle Challenge, specifically for local, innovative projects designed to increase cycle use.
- We shall implement the Trunk Road Cycling Initiative, valued at £5million, to encourage long distance tourist and leisure cycling in Scotland and assist Sustrans National Cycle Network Millenium Routes.

## **Walking**

- We shall build on the work of the Department of Transport to develop a strategy and good practice guidelines to encourage walking. It may be useful to have a separate Scottish Working Group, and possible subsequent campaign drawing upon practice from Scottish local authorities and others, to demonstrate the importance of walking as a transport mode, important in its own right and through links to other modes.

## **Urban Areas**

- We recognise that local authorities are key players in the improvement of urban transport.
- We believe that progress is most likely through schemes encouraging public transport, such as CERT in Edinburgh, enhancement of rail services in Fife and the Strathclyde PTA area, and bus priority measures in Aberdeen.

## **Rural Areas**

- We recognise the fundamental importance of private modes of road travel in much of rural Scotland; and will continue to address this through building on those commitments in the White Paper *Rural Scotland: People, Prosperity and Partnership*.
- We shall explore further the existing and forthcoming research on rural transport in Scotland.
- We shall, building on existing initiatives, continue discussions with the Hydrocarbon Action Group and oil companies on rural petrol prices.
- We shall continue to explore the role of Community Councils in promoting community transport provision in rural areas.

## **Remoter Parts of Scotland**

- We shall continue to maintain and develop the improvements in reliability and time savings in journeys over the last two decades arising from Government support and investment through Caledonian MacBrayne, Highlands and Islands Airports, and The Scottish Office programmes of capital grants, and trunk road improvements.
- We shall explore possibilities for enhanced integration of public transport in the Highlands and Islands.
- We shall continue to develop the Working Group on transport and tourism in the Highlands and Islands, set up by The Scottish Office in 1996. In particular, we shall continue to encourage integrated timetabling and promotion of public transport services in the area.

## **People Moving to and from Work**

- We encourage service providers to explore the better development of innovative commuting services. Medium and long distance commuters are, in many cases, already well provided for with generally efficient inter-urban roads, and to an extent rail and, increasingly, bus networks.
- We recognise that there is scope, as described in the draft NPPG, to influence through the planning system the location of employment sites to maximise the potential for access by all modes of transport including walking and cycling.

## **People Moving as part of Work**

- We wish to initiate discussions with employers and public transport operators to increase in- work public transport use, where appropriate, although we recognise that in many circumstances car-based travel will remain the norm for many people. There may be efficiency savings from such moves, as time spent on public transport can be productive time for other business purposes whereas time spent driving tends to be unproductive dead time.

Photo (73kb)

## **Freight**

- We are keen to explore innovative ways of assisting projects that will move some goods from roads to other means, although we accept that the movement of many goods, particularly over shorter distances, will remain roads-based, for valid reasons. It is already possible to alter the methods by which freight is moved, in some circumstances, through the Freight Facilities Grant scheme. We shall build on its experience, and understanding of the issues gained from that, to discuss more innovative schemes with freight operators.
- We shall encourage the development of air freight services to and from Scotland, which are of vital importance to the electronics sector. The Government are committed to the greater liberalisation of international air services, and is negotiating on the introduction of "Fifth Freedoms" as part of a wider re-negotiation of aviation agreements with the United States.

## **Leisure and Tourism**

- We recognise that the role of the car is critical to leisure-related travel for both residents in Scotland and visitors; but shall continue our efforts to make public transport more accessible to tourists.
- We shall maintain close contact with the Scottish Tourist Board and transport operators, to ensure appropriate services for the tourist market and the availability of the necessary information. The Scottish Office's Working Group on transport and tourism in the Highlands and Islands will continue as a forum for tourism bodies, local authorities and transport operators.
- The Scottish Cycling Forum, chaired by The Scottish Office, has set up a Tourism Sub-Group to report on ways to maximise the potential of sustainable tourism and leisure cycling in Scotland.

## **Personal Travel**

- We acknowledge that, with increasing levels of car ownership, disposable income and leisure time, many personal business and leisure activities will generate additional car travel unless a realistic alternative for the proposed journey is available. The Scottish Office, through the policy context of the NPPG, will continue to address the provision of facilities locally, or at locations where they can be accessed by a variety of modes of transport.
- We shall, through the necessary consultations and discussions, encourage schools and parents, in both the state and independent sectors, to explore safe and practical ways to reduce the number of car journeys being made by pupils being brought to, and collected from, school, especially in urban areas, where car sharing maybe more generally possible.

## **Overall Conclusions**

There are two key messages that the Government would like to emphasise through this Green Paper:

- There are no easy solutions; but the processes we advocate should ensure that solutions arrived at are realistic, sustainable and accepted by as wide a section of the community as possible.

- Transport policy should not make sudden changes of direction in the next generation or so; but should be able to develop within the principles, and through the initiatives, proposed here.

If all partners, agencies and individuals are able to recognise the realities and to work together to improve our transport provision, then we can have confidence that we can keep Scotland moving well into the next century.

# Acknowledgements

Acknowledgements for Photographs, Maps and Diagrams

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Strathclyde Passenger Transport

Loganair

City of Edinburgh Council

National Roads Directorate

Department of Transport/Scottish Road Safety Campaign

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12. "Cycling Into the Future" (The Scottish Office; April 1996)



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## TOURISM

Tourism makes a major contribution to the Scottish economy, accounting in 1995 for over £2.1 billion expenditure and around 180,000 tourism related jobs - 8% of the total workforce. In many areas of Scotland, tourism is the predominant industry. For example, in the Highlands and Islands, the value of tourism per head of population is 4 times greater than for Scotland as a whole and accounts for 20% of the gross domestic product of the area.

By definition, tourism involves travelling. 11.65 million trips involving an overnight stay were made in 1995. Day trip tourism in Scotland, mostly by persons resident in Scotland, is estimated to involve some 400-500 million trips per annum accounting for spend of some £3,500 million.

If Scotland's tourism industry is to continue to grow and to prosper it needs to be competitive. The Government published in 1994 a national strategy for the industry aimed at increasing competitiveness. This strategy called for a first class domestic transport infrastructure. In addition, one of the key objectives of the strategy - to increase the geographical spread and therefore the economic benefits of tourism - is dependent on effective transport links. The Scottish Office established in 1996 a working group on transport and tourism in the Highlands and Islands, bringing together tourism bodies, transport providers and local authorities.

We recognise that there are parts of Scotland that are attractive largely for their very inaccessibility and remoteness. We need to consider whether the growth of visitors to such places should not be over-encouraged, including through transport provision, so as not to render them damaged and less attractive.

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**CENTRAL GOVERNMENT EXPENDITURE ON  
TRANSPORT IN SCOTLAND; 1995-96**

	£ m
Support to ScotRail (including via SPTE) (b)	250
Motorways and trunk roads	
- new construction and improvement	142
- structural repairs,	32
- routine and winter maintenance	52
Subsidies to transport industries (a)	12
Highlands & Islands Airports Limited	11
Caledonian MacBrayne	11
Net Capital allocations to local authorities	134

Note: a. Includes support for shipping services, piers and harbour works, air services and road safety initiatives. b. ScotRail services are neither exclusive to, nor cover all train services in, Scotland. A small proportion of ScotRail services run to Northern England and also as overnight sleeper services to London. Some other franchises serve parts of Scotland. No estimate of the costs incurred is available

Sources: "Serving Scotland's Needs" 1997

Office of Passenger Rail Franchising

Photo (40kb)

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**THE SCOTTISH OFFICE  
NATIONAL ROADS DIRECTORATE**

The primary duty of the Secretary of State as roads authority for trunk roads is to provide a national network of routes to cater for through traffic. The National Roads Directorate's strategic role is:

"To secure the delivery, on behalf of the Secretary of State, of an efficient, reliable, safe and environmentally acceptable trunk road network to enhance the competitiveness of Scotland's economy."

The National Roads Directorate's current strategy guides its activities and its programme of maintenance, development and improvement. That strategy:

- identifies a programme of major improvements, with the emphasis on the core network;
- proposes a programme of Route Action Plans for targeted lower cost improvements;
- sets out route strategies to co-ordinate minor improvements, maintenance and accident remedial works across the remainder of the network; and
- proposes the development and operation of formal network traffic management measures, including advanced traffic control systems, across the whole of the network.

Photo (50kb)

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## **FORTH TRIP**

In July 1996, the Secretary of State announced the setting up of the Forth Transport Infrastructure Partnership, (Forth TRIP), to explore the ways in which movement of people and goods around and across the Forth estuary may be improved. The Partnership, which has involved The Scottish Office, The City of Edinburgh Council, West Lothian Council, Fife Council and the Forth Road Bridge Joint Board, has considered a number of proposed transport schemes. The proposals have been designed to enhance the attractiveness of public transport between Fife and Edinburgh, reduce congestion and delay on the Forth Road Bridge and elsewhere on the adjacent road network, and improve accessibility to potential development areas in the Forth area.

The proposals have included bus prioritisation lanes on the A90, Park and Ride schemes and improved rail facilities in Fife, steps towards the introduction of one way tolling on the Forth Road Bridge, Variable Message Signs (VMS) in order to improve driver information on road and traffic conditions, and proposals for road improvements, through dualling the A8000 link between the A90 and M9 and bypasses for Rosyth and Barnton. The Government have accepted the entire package in principle, subject to the availability of funding for the larger projects and to consideration of the merits of the A8000 and bypass proposals by a Public Local Inquiry.

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## **EDINBURGH-GLASGOW CORRIDOR CONSULTATION**

There is an urgent need to study, fully and widely, the transport links within the Edinburgh-Glasgow corridor. It is a vital link within Scotland, both by public transport and road; and it faces two major problems on the M8 between Newbridge and Shotts:

- the maintenance condition of the existing road pavement and the requirement for major structural maintenance
- the increasing traffic pressures and traffic growth, and the consequences of trying to maintain a satisfactory level of service for road users.

Before casting the project brief, and then commissioning consultants to undertake the necessary assessments, the Government opened up the issues to a wider audience to seek views on the way forward. A Consultation Forum in August 1996 on the Edinburgh-Glasgow Transport Corridor arranged by The Scottish Office brought together a wide range of interest groups covering statutory, voluntary, business and single interest groups.

The project brief for this study has been drawn up taking account of the comments received. This project calls for a wide ranging Corridor Study, which will need to look at a number of issues beyond those normally considered within roads projects.

The development of scheme objectives will be the first substantive issue for the multi-disciplinary consultants, still to be appointed, to the commission to establish in collaboration with the various consultee groups. The first phase of this corridor study is expected to begin shortly and to conclude towards the end of 1997. A further Consultation Forum will be arranged to consider the findings of the feasibility study.

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## **ROAD SAFETY INITIATIVES**

In a comparison with 26 developed countries, Scotland was one of only 7 with less than ten fatal casualties per 100,000 population. In 1995 the total number of casualties on Scottish roads, at 18% below the average of the early 1980s, was the lowest for nearly 40 years. Fatal and serious casualties were 40% below the 1981-85 average, beating the target we set in 1987 of a one-third reduction by the year 2000.

The Government recently published a new strategy with the specific objective of reducing child pedestrian deaths to no more than one per year per 100,000 children by the year 2000. This would be a one-third reduction compared with a rate in 1995 of 1.5 in Scotland. The Government set up the Scottish Road Safety Campaign to co-ordinate the development and promotion of Scottish road safety educational materials and publicity messages. We shall continue to press home the key messages that speed kills and that drivers should not drink. In co-operation with local authorities and the police, we shall maintain a multi-disciplinary approach to road safety involving engineering measures such as traffic calming, enforcement, education and publicity. We are currently consulting on new measures to simplify the introduction by local authorities of 20mph zones.

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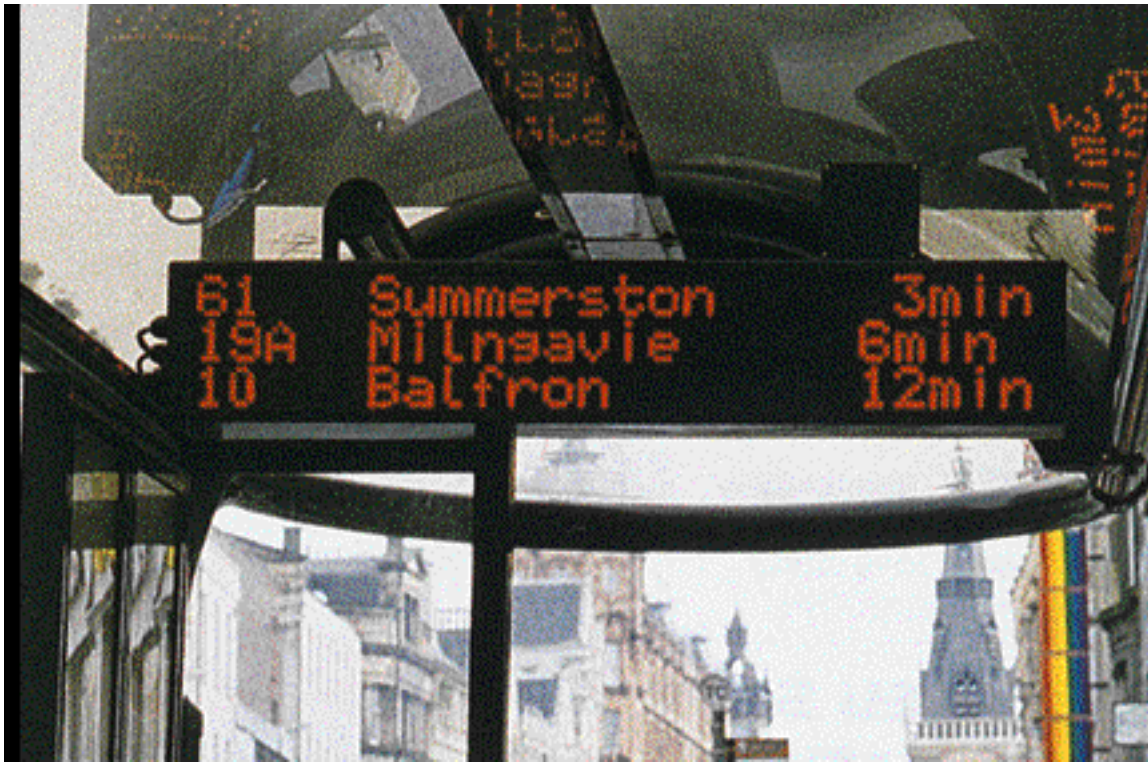
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## **BUS INFORMATION**

Better information for bus users is an area in which local authorities can play a particularly important role. The Government have recently published advice for them and bus operators. Highland Council have carried out a very valuable exercise to co-ordinate information about buses in the Highlands and Islands and to integrate that with information about rail and ferry services and to disseminate widely the relevant timetables. Strathclyde PTE have introduced a system to provide real time information about buses at bus stops in Glasgow; and Aberdeen Council are developing proposals for a similar system.

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## **TRANSPORT CHALLENGE FUND**

The Transport Challenge Fund was launched in April 1996. It was the first of its kind in Scotland and represents an opportunity for local authorities to win additional capital allocations for roads and transport projects

The Challenge Fund concept is aimed at providing an element of mobile funding to help councils in undertaking proportionally large capital projects which an authority typically would otherwise be unable to afford. The competition also encourages an innovative approach by local authorities. An important element of the assessment process involves a detailed appraisal by the Council of a project's value for money as well as an analysis of the project's contribution to their overall strategy.

The first round of competition was also aimed at encouraging joint venture PFI projects and 2 such projects are winners (the CERT guided busway in Edinburgh and the upgrading of the A92 between Dundee and Arbroath). The 3 other winning projects were the Kelso Bridge and Bypass project, the Salen to Tobermory Road, Mull and the A890 Achnasheen-Glen Carron route. In total an additional £28.5m funding spread over 3 years was announced.

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## **ABERDEEN SUSTAINABLE TRANSPORT STUDY**

The study is examining the sustainability of Aberdeens existing and planned transport systems and infrastructure and will provide guidance for the development of a sustainable transport strategy both for the city and for other local authorities in Scotland. The work programme includes an audit of existing and proposed transport features bringing in environmental, economic and community dimensions, and the development of indicators which can be used to measure progress towards the achievement of a range of sustainable transport policies and hence assist in making the concept of sustainability operational. The later stages of the project will involve drawing up guidance to assist in the preparation of a sustainable transport strategy for Aberdeen, indicating potential approaches, analysing the costs and benefits of each approach, and evaluating them over a relevant time span i.e. 10 to 15 years. Another key product from this work will be a draft guidance note to assist other Scottish local authorities in developing their own sustainable transport strategies.

This project was commissioned in October 1996 and is due for completion in October 1997. It is being supported by an advisory group comprising representatives from The Scottish Office, the local authorities and transport providers.

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## **NPPG TRANSPORT AND PLANNING - CONSULTATION DRAFT; MAY 1996**

Councils should co-ordinate their policies for land use and transport provision, with the aim of reducing the need to travel, especially by car, by:

- closely relating the location of individual development proposals to transport infrastructure (and vice versa);
- fostering forms of development which are accessible by means other than the car, such as walking, cycling, and public transport use; and
- taking a holistic view of related land uses and providing for them in a closely integrated manner in relation to existing or planned transport infrastructure, both at the strategic and local level.
- To meet these aims, councils should adopt planning policies to:
- make positive provision for new development within urban areas at locations and in transport corridors accessible by a variety of means other than the private car
- expand urban areas and provide for new developments only where they are well served, or capable of being well served, by public transport
- locate major generators of travel demand, including new employment, in existing centres which are well served by a variety of means other than the private car or key sites on the public transport system
- strengthen existing town and local centres by locating new shopping in or adjacent to them where this can be achieved in an environmentally acceptable way in order to maintain and, where possible, enhance their viability and vitality
- maintain and improve choice so that people can walk, cycle or use public transport rather than drive between homes and facilities which they visit regularly
- limit housing development in those rural areas with limited public transport services and within easy car commuting distance of larger towns and cities
- give full weight to other complementary measures, including traffic management, parking provision and control

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## UK National Air Quality Strategy

The Environment Act 1995 set the framework for a National Air Quality Strategy. At the core of the Strategy, are air quality standards and objectives. The Strategy will set health based standards and objectives for 8 priority pollutants with a target of the year 2005 for meeting the objectives.

The standards and objectives will be subject to review in 1999. For ozone, PM10 (particles), nitrogen dioxide and sulphur dioxide the objectives will be met in most places. However, present estimates point to a gap between the reductions required to meet the objective levels everywhere and those likely to be achieved by measures adopted or announced by the Government or likely to be introduced on a European basis. These objectives are therefore more likely than the other objectives to be changed when the strategy is reviewed in 1999: The key points are:-

- the main contribution to securing the necessary reduction in polluting emissions will come from vehicle technology and cleaner fuels. Significant reductions in NO<sub>x</sub>, PM10, and VOCs should be achieved as a result of the Auto Oil 2000 European standards.
- action will also be taken to encourage the use of less polluting alternative fuels, particularly in urban areas.
- local authorities will be given new duties to review and assess air quality in their area. Where the objectives seem unlikely to be met, authorities will have to declare an Air Quality Management Area and develop an Action Plan to tackle the problem. In city centres, the solution may well lie in traffic management.
- local action on traffic management and improved driving practice as well as tighter enforcement of standards.
- new powers for local authorities to undertake vehicle emission testing.
- more effective controls on the management and operation of the existing vehicle fleet.
- in the longer term, planning and transport policies will help to reduce the need to travel and reliance on the car.

These measures will build on existing strategies to reduce vehicle emissions including:-

- fiscal incentives to use cleaner fuels and technology.
- tougher MOT tests, emission checks at MOT tests have been tightened by 20% for diesel engined vehicles and by nearly 25% for petrol engined vehicles from September 1995. Stringent requirements were introduced for catalyst vehicles during 1996.
- the Vehicle Inspectorates programme of roadside vehicle checks.

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