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Dear Consultee,

CONSULTATION DOCUMENT: A WALKING STRATEGY FOR SCOTLAND

The attached Consultation Document seeks your views on a draft walking strategy for Scotland prepared by the Scottish Walking Forum. Ministers will consider the draft strategy, and comments on it, in developing a walking strategy on behalf of the Scottish Executive.

You are free to comment on any aspect of this document. We have, however, identified the following questions which we thought might be helpful to you in considering a response.

- Should we have national or local targets or indicators for walking?
- If so, what should they be?
- What criteria should we use to measure targets or indicators?
- Are there any other policy areas which could benefit from the implementation of walking strategies?
- What other measures would encourage more people to walk more often?
- What role can voluntary organisations play in promoting walking?
- What role can the business sector play in promoting walking?
- Are there any significant needs which walkers have that are not covered by this document?
- Are there other forms of funding which could be used to finance walking projects?
- Are there any examples of good practice / existing initiatives and strategies that can be used as case studies?

It would be helpful to us if, when making a specific point relating to this document, you could identify the paragraph number(s) to which you are addressing your comments.

Please send comments by 16 May 2003 to: Scottish Executive, Transport Division 3:2, Area 2-E, Victoria Quay, EDINBURGH, EH6 6QQ. (or Fax to 0131 244 0871)

Or

E-mail to walkingstrategy@scotland.gsi.gov.uk



Please note that comments received as a result of this consultation will be considered in finalising the document for subsequent publication by the Executive. Unless you indicate to the contrary, it will be assumed that you have no objection to the Executive making your comments public.

Yours sincerely

Alan Brown

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A WALKING STRATEGY FOR SCOTLAND

CONSULTATION DOCUMENT

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A WALKING STRATEGY FOR SCOTLAND: CONSULTATION DOCUMENT

1. INTRODUCTION

Changing the Priorities

1.1 The Scottish Executive is committed to developing a safe, sustainable and integrated transport system for Scotland. That commitment is set out in the Transport White Paper 'Travel Choices for Scotland' published in 1998. It is reiterated in the specific commitments made in both 'Making it Work Together: A Programme for Government' published in July 1999 and in 'Working Together for Scotland' which was published in 2000.

1.2 In March 2002 the Scottish Executive published 'Scotland's Transport: Delivering Improvements'. That report sets out the Executive's transport vision for Scotland. It also details the transport achievements that have been made and sets out those that will be delivered in the short term with committed funds. The focus of the report is on congestion in and around the major metropolitan areas, on delivering greater transport integration and on the completion of major missing links in the transport network. Walking has a part to play in the achievement of the first two of these objectives by providing a real choice of mode for shorter journeys.

1.3 This Strategy represents the views of the Scottish Walking Forum. The Forum was established by Ministers in June 2000 to both consider the report published in March 2000 by the then Department of Environment, Transport and the Regions 'Encouraging Walking: Advice to Local Authorities', and to set that document into a Scottish context, making changes or revisions as appropriate to reflect the Scottish situation. Membership of the Scottish Walking Forum is given at Annex A.

1.4 This document is the first part of a two stage process. It aims to establish the policy principles which underpin the Scottish Executive's stance on walking and the part it can play in contributing to national policy objectives. A second document will follow which will provide more detailed technical advice and draw upon the many existing sources of reference and material relevant to the subject.

1.5 This Strategy acknowledges the many links between walking and other policy areas. While this part of the walking debate in Scotland is being led from the transport agenda, the links with recreational walking are recognised, as is the potential of the Land Reform (Scotland) Bill to increase opportunities for leisure and functional trips using off-road infrastructure. There are strong links with health and the Physical Activity Task Force, and also with education and the Safer Routes to Schools¹ initiative. Walking can contribute to the rural policy agenda, to planning, the environment, tourism, and recreation. Walking also has a role to play in the delivery of social inclusion objectives.

1.6 This policy document is intended to inform and influence policy makers and those who implement policy in all of the fields referred to above. Its target audience includes local authorities, health bodies, the police, public bodies such as Scottish Natural Heritage and the Forestry Commission, employers, schools and all who have an interest in promoting walking

¹ The Scottish Executive Development Department. Guidance on How to Run a Safer Routes to School Scheme. December 1999

as a sustainable, healthy and efficient means of transport and as a leisure pursuit. Its aim is to set out ways in which walking can be made easier, safer and more pleasant.

A Role for Walking

1.7 Walking has a major role in transport, leisure, health, social inclusion, the environment and the local economy. In 2001 13% of adults walked to work and 52% of pupils walked to school (tables 12.14 and 12.15 in Scottish Transport Statistics No.21). Walking also has an important role in contributing to multi-modal trips. But walking as a mode of transport has declined over the years with reductions in both the number and length of trips made on foot (tables 12.1 and 12.2 in Scottish Transport Statistics No. 21). This may be partly because people have increasingly been able to choose car journeys which they perceive as quicker and more comfortable, and partly because walking is less attractive in traffic-dominated streets. However as congestion increases, the “speed” of car travel in city areas is becoming increasingly open to question.

1.8 To reverse this decline we need to foster a climate where a greater number of people choose, more often than they do at present:

- to walk for some short journeys even though they have a car available.
- to use public transport in preference to a car for some journeys, with a walk at either end.
- to build walking into a longer journey where a car may be necessary by using park and ride schemes or by parking or dropping off a short distance from the destination and walking the rest of the way.
- to walk to and at work, school or college.
- to walk for pleasure or exercise.

1.9 All this can have a positive impact on total vehicle mileage, air pollution and climate change, and:

- there will be an easing of congestion in some circumstances, particularly if more people walk for local journeys, and if walking becomes a favoured option in city centres.
- there will be an impact on pollution levels in localised urban areas particularly where there is a reduction in “ stop-start” driving².
- there will be a worthwhile improvement in conditions for those who walk.

1.10 Local authorities are encouraged to produce a walking strategy as part of their local transport strategies. The walking strategy should not be seen as a document to be prepared in isolation. It will have greater practical impact when considered as part of an overall package designed to encourage healthier more sustainable lifestyles across a whole spectrum of activities. Local transport strategies should consider both on and off road routes to be used by walkers and cyclists and their integration into local networks. Considered this way they will be part of the plan that enables a local authority:

- to fulfil its Local Agenda 21/Sustainable Development strategy.

² Taylor D, Fergusson M. Road User Exposure to Air Pollution. Literature Review by the Institute for European Environmental Policy published on behalf of the DETR by Environmental Transport Association, 1997

- to meet its obligations under the National Air Quality Strategy.
- to meet any targets it sets under the Road Traffic Reduction Act
- to integrate transport with land use in accord with NPPG 17.

1.11 Many local authorities already have or are planning physical activity policies. The development of local walking strategies will contribute to these policies and will also enable local authorities to participate in a meaningful way in the preparation of local health plans to further encourage a change to a healthier lifestyle for all.

1.12 Local authorities should consider how best to integrate their walking strategies across the whole range of council policy including land use planning, environment, recreation and community planning. They should also review budgets across departments to ensure that they reflect the priorities established in their walking strategies. In all cases local authorities should work closely with other policy makers and agencies to ensure a co-ordinated approach to policy making and implementation.

1.13 Walking should be as pleasant, safe and convenient as possible. Improving conditions for walking can bring a range of benefits to everyday lives; to health, safety, access to services and even the sense of community. Conditions can be created in which people will choose to walk rather than walking only if there is no alternative.

1.14 The Scottish Household Survey records that 36% of households in Scotland in 2000 did not have access to a car. In some areas and for some groups in society this figure will be higher. Even where a household does have access to a car not all members of that household will have regular use of that car. Making it easier, safer and more convenient for people to walk is fundamental to improving access to jobs, schools, healthcare and other services with the economic and personal benefits this brings to the whole community. Improved opportunities for walking in the local community have particular social inclusion benefits for the elderly and for those with mobility difficulties.

2. THE BENEFITS OF WALKING

2.1 Walking can contribute not only to the health and well-being of individuals but also to many aspects of community life

2.2 **The Revitalisation of Communities.** The path network fulfils a number of different roles in addition to transport and recreation. With a better environment for walking, residential areas will be safer, better places for everybody. There will be more room for children to play safely and the pavement can become a place to meet as well as a place to walk. Likewise, town centres and shopping areas can become more attractive places which will often assist the local economy by encouraging more visitors and tourism. Re-focusing our efforts on meeting the needs of people as well as the requirements of traffic is a necessary step towards renewing and revitalising urban areas. Increasing numbers of people regularly walking in an area can help to deter crime and vandalism and encourage public confidence. Improving the walking environment can help to foster a sense of community and concern for other people that is important in building a better society.

2.3 **Enhancing Rural Life.** There is greater reliance on the private car in rural areas. Access on foot becomes even more important where public transport services are likely to be less frequent. Settlement sizes are smaller and improving the walking environment and creating local links can assist in providing alternatives to the car for local journeys.

2.4 Scotland provides an attractive rural setting for recreational pursuits such as walking and cycling. The attractiveness of rural settlements to visitors can benefit the local economy and help maintain the viability of rural communities.

2.5 **Improving Health.** Walking has been described as ‘the nearest activity to perfect exercise.’³ It requires no special skills, equipment or facilities and shows little variation by age or gender. Walking can help improve health: it can decrease the risk of heart disease, help prevent high blood pressure, assist in weight control, reduce stress and bring real improvements to physical and mental well-being.^{4, 5} The Health Education Board for Scotland (HEBS) recommends that everyone should aim to accumulate 30 minutes of moderate physical activity on most days of the week and includes walking as one of the recommended activities.⁶

2.6 However, general levels of physical activity in the Scottish population are falling. Around two thirds of the Scottish population do not participate in enough physical activity to meet current recommendations and over half of Scottish men and women are now overweight.⁷ Levels of physical activity in children are also falling with children and young

³ Morris J, Hardman AE. Walking to Health. *Sports Medicine*. 1997;**23**:306-332.

⁴ Pate R, Pratt M, Blair S, et al. Physical activity and public health: a recommendation from the Centers for Disease Control and Prevention and the American College of Sports Medicine. *Journal of American Medical Association*. 1995; **273**: 402-7.

⁵ Mutrie N, Blamey A, Whitelaw A. Walk In to Work Out. *A randomised controlled trial of a cognitive behavioural intervention aimed at increasing active commuting in a workplace setting*. *Journal of Epidemiology and Community Health*. In Press. CSO final report, 1999. Project reference K/OPR/2/2/D335.

⁶ HEBS. *Hassle Free Exercise*. Edinburgh: Apex Design, 1994.

⁷ Scottish Executive Department of Health. *Scottish Health Survey 1998*. London: HMSO, 2000.

people also becoming increasingly overweight.^{8,9,10} There is great concern regarding these trends because of the clear links between obesity and serious illnesses including heart disease and diabetes.¹¹ Walking more would build up general stamina, energy and alertness and reduce susceptibility to disease. It would also increase independence, self-reliance and awareness of personal safety amongst the young.

2.7 Regular walking can help elderly people keep flexible and co-ordinated. It can reduce the risk of falls by maintaining balance and strength in the postural muscles. By increasing mobility, it also helps people to stay independent which is important in maintaining quality of life.

2.8 **Walking Reduces Congestion** which plagues our cities in peak periods and causes problems around schools and other community facilities.

2.9 **Walking is Non-polluting.** Road transport is one of the major sources of air pollution in our towns and cities. More people walking could therefore have a positive effect on levels of localised urban air pollution. Studies have also shown that levels of pollutants can actually be higher inside the car than walking in the street. Road users travel in a 'tunnel' of pollution with those at the centre of the tunnel tending to be exposed to higher levels of pollutants than those on the road side. For this reason exposure levels tend to be highest for those travelling in cars and lower for pedestrians and cyclists. Choosing to walk instead of taking the car reduces emissions of the harmful greenhouse gases believed to be contributing to climate change. Road transport is also a source of noise pollution – a greater number of people walking should therefore reduce noise levels in urban areas.

2.10 **Community Benefits.** An increase in the attractiveness of walking as an option for local journeys can benefit all in society. In particular the elderly, those with mobility difficulties and those who do not have access to a car may be able to play a greater role in community life. An improved walking environment can assist in providing access to jobs, to local facilities and to public transport for longer trips. Improved standard of surfacing on paths and pavements, the provision of seating at suitable stages and at bus stops, the provision of new or shorter links within the urban area or between towns and villages may enable new journeys to be made. Enhanced safety and security may encourage people to make journeys on foot that they previously had not considered possible. The ability to make independent visits to the shops or to visit friends can contribute to a sense of belonging to the community and to personal esteem. It can reduce feelings of social exclusion and reliance on others thus creating a more inclusive community.

2.11 **Recreational Walking.** Walking is the most popular leisure pursuit and has shown a steady increase in the last decade with 627 million walks being taken by Scottish residents in 2000. This has been helped by the efforts of many organisations, local authorities and land managers to provide routes, signage and information and to increase access to the off-road

⁸ Chinn S, Rona RJ. Prevalence and trends in overweight and obesity in three cross sectional studies of British children, 1974-94. *BMJ* 2001;**322**:24-26.

⁹ Bundred P, Kitchiner D, Bucan I. Prevalence of overweight and obese children between 1989 and 1998: population based series of cross sectional studies. *BMJ* 2001;**322**: 326-328.

¹⁰ British Heart Foundation. *Couch Kids: The Growing Epidemic*. London: British Heart Foundation, 2000.

¹¹ Morris JN, Clayton DG, Everitt MG, Semmence AM, Burgess EH. Exercise in leisure time: coronary attack and death rates. *British Heart Journal* 1990; **63**(6): 325-34.

network of paths and tracks. It is often thought of as a purely rural activity, but people walk for pleasure in urban areas too, for instance around local parks, alongside waterways, or in attractive town centres and other local settings.

2.12 The vast majority of leisure walks start from people's homes and are less than 5 miles. About half are taken at a weekend. The main reason to choose a particular walk is its safety and being away from traffic. The main reason given for not walking for leisure is poor health or disability¹².

2.13 Recreational walking benefits individuals, and helps build up a culture in which people walk from choice. Renewal programmes and efforts to reduce the impact of traffic on people (particularly in rural areas) should take this into account. We can also learn from the groups involved in promoting recreational walking and apply their experience to wider promotional campaigns.

2.14 **Walking by Choice.** Fewer vehicles on potential walking routes or the partial segregation of pedestrians from vehicles on walking routes will encourage more people to undertake journeys on foot. Research in Glasgow, aimed at encouraging people to use healthier modes of travelling to work, achieved a significant increase in numbers walking to work through the use of an interactive "self help pack". The intervention was not successful in increasing cycling and the researchers concluded that the environment for cycling needs to be improved substantially for cycling to increase.

2.15 **Walking is for Everyone.** When walking routes are planned it is essential to provide access for all wherever possible. Improvements in walking networks, be they urban pavements or rural paths, for recreational or utility purposes, or for accessing public transport, need to bear in mind the full range of people who will use them. This includes:

- small children.
- people of all levels of fitness and ability.
- those using wheelchairs and walking aids.
- pedestrians with sight or hearing impairments.
- people with prams and pushchairs.

Making walking routes accessible to all will make them easier to use by all, whether the constraints upon mobility are temporary or longer term.

¹² Survey of Walking 2000 – report of research carried out by System 3 for Scottish Natural Heritage

3. NATIONAL OBJECTIVES AND TARGETS

The National Picture

3.1 **The aim is to see more people making walking their first choice for short journeys and making more trips over longer distances by a combination of walking and public transport.**

3.2 The Scottish Walking Forum considers that there is benefit in setting national aspirational targets. These will provide guidance and direction to local authorities as they implement their walking strategies.

- The short term target is to halt the decline in the number of journeys per person made on foot.
- The longer term target is to achieve an increase of 10% in the number of journeys per person made on foot by 2012.

3.3 The focus of these targets is functional walking, that is walking trips which are made with the purpose of going somewhere such as work, school, shopping or visiting friends. However, in practice it is often difficult to isolate functional and recreational walking. A walk to the local shops may be a functional trip, but the motivation behind the mode of travel may be that a pleasant walk in the sunshine is enjoyable in itself.

3.4 The baseline figures for both the short and long term target are found in Scottish Transport Statistics No.21. They show that:

- The average number of trips made on foot per person per year for the period 1998 to 2000 was 302 (table 12.1)
- 13% of adults walked to work in 2001 (table 12.14).
- 52% of children walked to school in 2001 (table 12.15).

Annex B taken from Scottish Transport Statistics No. 21 gives further information on travel mode statistics

The Policy Framework

3.5 The White Paper *Travel Choices for Scotland* sets out the framework for change and emphasises a commitment to the development of more sustainable, better integrated transport systems. It underlines the fact that walking should be regarded as a normal means of transport in both rural and urban areas and emphasises that walking must be considered at the earliest stages in transport and other developmental planning.

Links with other policies

3.6 The promotion and development of walking as a more widely accepted means of transport for shorter journeys is supported by national commitments from a range of other policy agendas such as those outlined below.

Land Use Planning

3.7 Planning authorities when preparing Structure and Local Plans should pay full regard to the advice contained in all National Planning Policy Guidelines (NPPGs) and Planning Advice Notes (PANs).

3.8 The key NPPG is NPPG17 Transport and Planning and accompanying PAN57 Transport and Planning both published in 1999. NPPG17 focuses on sustainability and the need for careful planning of settlement locations and public transport linkages. NPPG 17 recommends that for individual travel the general hierarchy of priorities should be walking first followed by cycling then public transport and lastly private cars. Local authorities through their responsibilities for the land use planning system should place greater emphasis on enabling and enhancing access by walking, as well as cycling and public transport.

3.9 Other NPPGs are:

- NPPG3 Land for Housing which deals with access in terms of improving local environmental quality.
- NPPG11 Sport and Physical Recreation which provides guidance in relation to safeguarding parks and open spaces for public recreation. The NPPG also refers to the provision of access to such facilities.
- NPPG14 Natural Heritage is also relevant in a broad sense in that it deals with promoting the enjoyment and understanding of the natural heritage of Scotland.

Health

3.10 The Scottish Executive is committed to improving the health of the people of Scotland. Physical activity contributes to achieving that aim. Some people think about getting active as getting fit and assume that it means vigorous physical activity. That is not the case. Moderate activity, such as brisk walking at 3-4 mph, is an ideal way to increase levels of physical activity. The Scottish Health Survey shows that most people in Scotland are not active enough. For example:

- 72% of women and 59% of men are not active enough for health (i.e. doing 30 minutes of moderate activity on most days of the week).
- even among children, 27% of boys and 40% of girls are not active enough to meet the guidelines for children (1 hour a day of physical activities on most days of the week).

3.11 Inactive people (those who do not meet levels) face serious health risks. They have:

- twice the risk of coronary heart disease than active people.
- higher blood pressure – which in itself is a major risk factor for coronary heart disease.
- a higher risk of colon cancer – 3.6 times more at risk than active people.
- a higher risk of developing Type II diabetes – regular activity can reduce risks of Type II diabetes by 50%.
- lower bone density leading to a higher risk of osteoporosis leading to fractures – up to 50% of hip fractures could be avoided with regular physical activity.
- a greater risk of being overweight or obese – which also increases risks of other types of cancer as well as osteoarthritis and back problems.

- more injuries and accidents.

3.12 More positively, active people have:

- a longer life.
- Less risk of developing many diseases.
- Greater well-being.
- Fewer symptoms of depression.
- Lower rates of smoking and substance abuse.
- More ability to function better at work and home.

3.13 The Physical Activity Task Force Strategy 'Let's Make Scotland More Active' has recommended targets for 2020 that 80% of children and 50% of adults will meet the minimum levels required for health. The Scottish Walking Strategy has an important role to play in contributing to the achievement of this target.

School Travel

3.14 There are strong reasons to encourage children to walk or cycle short distances to school for their health, education and social development. The Scottish Executive is encouraging all those involved in school travel to work together on the "Safer Routes to School" initiative. In December 1999 the Executive published *Guidance on How to Run Safer Routes to School*. This is a toolkit of measures for use by all involved in school travel to enable them to turn their ideas into reality.

3.15 In January 2000 a UK School Travel Advisory Group (UK STAG) was set up to look at all aspects of school travel with a view to increasing the numbers of children who walk, cycle or use public transport to school. Officials from the then Scottish Office were members of STAG which reported in January 2000. Following devolution a Scottish School Travel Advisory Group was set up in July 2000. The Scottish STAG has worked to identify practical ways of reducing car use on the school run and to ensure that policy and initiatives affecting school travel are integrated across the fields of transport, health and education. Membership of the Group reflects these interests and priorities, plus business and local authorities (both transport and education officers) as well as parents, teachers and members of school boards. The recommendations of this Group when published will be a useful source of information and advice.

Road Safety

3.16 Improving safety is one of the Scottish Executive's priorities in transport. Fatal and serious casualties in Scotland in 2000 were 56% below the average for 1981-85, much better than the target of a one-third reduction. Pedestrian fatal and serious casualties fell by 62% for adults and 63% for children. However, the downward trend should not make us complacent.

3.17 In 2000, the Scottish Executive announced ambitious new targets for accident reduction. By 2010 we want to see a 40% overall reduction in the number of people killed or seriously injured and a 50% reduction in the number of children killed or seriously injured, compared with the average for 1994-98. Local authorities will wish to consider how they can use their local walking strategies to contribute to the casualty reduction targets.

Leisure

3.18 Walking is the most popular recreational activity in the UK, and a number of agencies and authorities have provision for public recreation and enjoyment of the outdoors as part of their remit. The quality of the Scottish countryside is a key motivator for residents and visitors alike, and the provision of a welcoming and accessible countryside with amenities and systems in place to sustain this valuable resource is essential. Local authorities play a key role as managers of areas of public open space in and around settlements, as custodians of public rights of way, and as negotiators with other land owners with regard to public access. Much work has been carried out to improve public access and many examples of partnership working can be found, for example with Scottish Natural Heritage. The Paths for All Initiative brings together public bodies, recreational groups and land managers' representatives in pursuit of the goal to facilitate the creation of local path networks for people of all ages and abilities to walk, cycle and horse ride for recreation, health and sustainable transport. Proposals for new access legislation to provide for recreation and passage will enable further development of access provision which integrates recreational and functional purposes.

3.19 Part 1 of the Land Reform (Scotland) Bill provides for rights of responsible access to land and inland water for recreation and passage. The Bill seeks to balance the desire of recreational users to enjoy the countryside with the needs of those who live and work in the countryside. Subject to its passage through Parliament the Bill places new powers and duties on local authorities to:

- plan for and establish a system of core paths in their area to serve needs, including those of walkers, for recreation and passage.
- ensure that the system of core paths is accessible, promoted and managed.
- establish at least one local access forum in each of their areas, with a balanced membership of both recreational and land management interests, to advise them in their use of powers relating to access rights.

3.20 The Bill was introduced to Parliament on 27 November 2001. It is anticipated that the Bill will receive Royal Assent in early 2003 and that the right of responsible access will become operational late 2003.

3.21 Local authorities will wish to consider the relationship between the local access forum and any local walking forum which may be established.

Road Traffic Reduction

3.22 A coherent strategy to encourage walking which includes local targets towards achieving it, will help local authorities to meet any targets they set under the Road Traffic Reduction Act and to carry out action plans following any declarations of a air quality management areas.

- The Road Traffic Reduction Act (1997) asks local authorities to produce road traffic reduction reports which set targets for a reduction in, or a slowing of the rate of growth of traffic on local roads in their area, or to provide reasons why doing so is inappropriate in their area.

- The Air Quality Strategy contains objectives for eight air pollutants of particular concern to human health and sets target dates for achieving them. Local authorities are required to review and assess air quality in their areas and, if any of the objectives are unlikely to be met by the prescribed dates, must declare an air quality management area (AQMA). The authority must also draw up an action plan outlining how it intends to move towards meeting the objectives. Ideally, the action plan should be developed in conjunction with the local transport plan. To date, three local authorities in Scotland have declared AQMAs - Aberdeen, Edinburgh and Glasgow - all based on traffic-related NO₂ emissions.

Social Inclusion

3.23 The Scottish Executive is committed to maximising individuals' ability to participate in all aspects of society. The four strands of action, as set out in Scotland's Social Inclusion Strategy are:

- To promote opportunities.
- To tackle barriers to inclusion.
- To promote inclusion among children.
- To build stronger communities.

Walking, as part of an integrated transport policy, has the potential to contribute to these objectives by making education, employment and other services including leisure more accessible to all.

Climate Change

3.24 Climate change is widely acknowledged as a serious environmental threat to our planet. Recent research suggests that in Scotland, as a result of climate change, there will be more severe weather events, storms, floods, gales, and rainfall may increase by up to 50% in the west by the end of the century. The Scottish Executive is committed to working in partnership with the UK Government to achieve the UK Kyoto target of a 12.5% reduction in greenhouse gas emissions by 2008-2012 and to move beyond this to the UK domestic goal of a 20% reduction in carbon dioxide emissions by 2010. Promotion of sustainable forms of transport, such as walking, is an important element of the Executive's climate change strategy.

Land Management Policies

3.25 In June 2001 the Scottish Executive published *A Forward Strategy for Scottish Agriculture*. The Strategy recognises that farmers and the land they work can be a huge asset to the rural economy in many different ways, not just to the production of food. The level of income generated from walking is considerable and much of this is derived from land managed and owned by farmers. It is vital to develop better links between these two important sectors so that farmers can earn income from this tourism and, in turn, can help to ensure that we provide the quality infrastructure and services required by visitors to Scotland.

Tourism

3.26 The Scottish Executive published *A New Strategy for Scottish Tourism* in February 2000 containing 21 action points set exclusively for the public sector. A review of this

strategy document led to the publication in March 2002 of the *Tourism Framework for Action 2002:2005* which takes forward the 2000 Strategy. These documents recognised the importance of marketing niche products, such as walking and eco-tourism.

3.27 VisitScotland are undertaking a national walking promotion called WalkingWild, which is being led by Highlands of Scotland Tourist on behalf of VisitScotland and the other Area Tourist Boards. With 41% of all adults regularly taking a stroll for pleasure, leisure walking is the most popular recreational activity in the UK today. VisitScotland estimates that the walking market generates over 1 million trips annually, with visitors staying for a total of over 9 million 'bednights' and spending over £400 million. It is also estimated that around 16 million leisure day trips are taken in Scotland involving some form of recreational walking. The majority of these (93%) involve a long walk or ramble, while the remaining 7% are accounted for by hill walking.

Mobility Needs

3.28 In recognition of the needs of those in society with mobility difficulties Scottish Ministers have established a Mobility and Accessibility Committee for Scotland (MACS). All local authorities should ensure that they are fully aware of the role of MACS. The work of the Committee will inform local authorities as they prepare their relevant strategies.

4. LOCAL OBJECTIVES AND TARGETS

The Local Picture

4.1 Local authorities are central to the successful development of sustainable transport systems. Working in partnership with a broad range of public, business, and voluntary sector partners, they can provide the necessary strategic leadership to turn policy into action in a way that reflects the needs and aspirations of their local communities.

4.2 Local transport strategies are the key to turning policy into action on the ground. Every local authority is encouraged to develop a local transport strategy for their area.

4.3 Scottish Executive guidance on production of these strategies asks local authorities to include within them a walking strategy, setting where appropriate local targets to encourage more people to walk. The guidance lists a number of items which local authorities are advised to consider when devising a walking strategy including, for example, safety and security implications and the role of road design, traffic management schemes and pedestrianisation.

4.4 Integration is the key to the development of a successful walking strategy. Walking strategies must:

- be part of an integrated transport strategy which successfully interrelates various modes.
- ensure support and participation of all organisations with an interest in walking.
- have cross departmental support within the local authority administration.
- bring together the achievement of targets across the spectrum of local authority responsibility.
- consider walking for both functional and leisure purposes.
- plan on-road and off-road routes to link where possible into one network.

4.5 Each local authority through its local walking strategy should seek to translate the national targets outlined in Chapter 3 into meaningful local targets. It is recognised that local circumstances vary greatly across Scotland. Some local authorities have already begun to translate their local walking strategies into action, others are still at the early stages. The range of local factors at work across Scotland points to the need for local targets to meet local circumstances.

4.6 It is essential however, that local targets take full account of the relationship of walking to other modes within the local area. Walking targets must be realistic and take account of the targets set for other “green modes”. For example if a demanding cycling target is to be achieved this may be at the expense of significant increases in walking activity. It is a matter of balance and using different modes to best advantage to meet the targets set.

4.7 Local authorities will wish to consider the full range of policy areas in which walking is relevant and to look in detail at a number of specific areas. The list below sets out areas which are relevant to local walking strategies:

- Land Use Planning
- Health

- Environmental Health
- School Travel
- Road Traffic Reduction
- Social Inclusion
- Community Planning
- Leisure and Recreation
- Information Provision/Promotion
- Walking Environment:
 - Routes and Networks
 - Public Transport Links
 - Maintenance
- Barriers to Walking
- Safety and Security
- Pedestrianisation and Vehicle Restricted Areas
- Local Agenda 21/Sustainable Development
- Travel to Work and Green Travel Plans

Setting Targets

4.8 Local walking strategies should include targets. To set targets local authorities must first determine their baseline figures for walking activity. A distinction is drawn between input and output targets, and local authorities should set both types of target as part of their walking strategy. Input targets relate to facilities or resources under the control of the local authority. Output targets will usually include walking activity and pedestrian safety targets. They are more aspirational in nature and involve greater uncertainties. Providing improvements through the setting and realisation of input targets should help to achieve output targets, and local authorities are encouraged to make explicit links between input and output targets where possible. The realisation of an output target may well depend on a package of inputs, and ultimately achieving activity targets will depend on changing individual attitudes to walking.

Input Targets

4.9 Input targets in this context relate to facilities or resources under the control of the local authority. Within a local authority setting they are likely to be linked to service standards, improvement programmes or other changes in the management, or maintenance of the physical environment.

4.10 In order to increase the number of journeys made on foot there has to be systematic improvement and maintenance of the physical environment in which people walk. Input targets need to be specific and time limited. They should relate to specific aspects of the physical environment and can be utilised by local authorities to consider resource priorities within the overall context of their local transport strategy.

4.11 An example of an input target is:

- All deficient sections of footway to be upgraded to meet minimum width standards, where this is physically possible, by a set target year.

An input target such as this ensures a systematic review of footways in order to identify the magnitude of the problem, the quantification of the resource required to rectify the problem, and the prioritisation of expenditure through local authority budgets in order to meet the set target date.

A further example of an input target might be:

- Traffic calming schemes will cover X percent of residential streets by a set target date.

This example illustrates an input target that can be directly linked through to a road safety output target for the reduction of child pedestrian and other casualties.

4.12 It is likely that local authorities will wish to set a limited number of input targets. Two or three well defined targets are likely to be more effective and achievable than a large number of targets which will fragment resources. Suitable subjects for input targets might include:

- Pedestrianisation;
- Traffic calming;
- Pedestrian crossing facilities;
- Facilities to assist those with mobility difficulties;
- Removal of pavement clutter;
- Development of new routes
- Signing of routes

The above list is not exhaustive and the targets chosen will depend upon the local situation. In addition to identifying their own resources for this work local authorities may find that detailing input targets in this way is useful when putting together packages of improvements to bid for funding from other sources.

Output Targets

4.13 Output targets are by their nature less easy to quantify and to monitor. They will tend to be more aspirational in nature. However, output targets have an important role to play in measuring and monitoring progress. It is unlikely that the distance walked for the average journey will increase significantly. Therefore targets should aim to increase the overall number of trips made on foot. The process of setting output targets may in itself help to clarify priorities.

4.14 Local authorities should consider setting output targets as part of their local walking strategy and within the context of the local transport strategy. At this stage local authorities may wish to consider setting only two types of output target; walking activity and pedestrian safety.

4.15 **Walking activity targets** can be measured as either the number of trips made or the length of trip made. Local authorities should consider defining their target in terms of the number or proportion of trips made, since the average length of walking trips is unlikely to increase significantly. Most walking trips are short in length and local in nature. Local authorities should consider the local circumstances and set realistic targets to increase the number of trips made. These may well vary between urban and rural areas and across

settlements within a local authority. Activity targets will also need to be considered in conjunction with any targets set for increases in other non-car modes.

4.16 Local authorities may wish to consider setting specific output targets by journey type for example:

- work
- school
- leisure

However, much more extensive monitoring will be required to determine the extent to which these targets have been achieved. A number of local authorities have already incorporated such targets into their local transport strategies or countryside access strategies. We would encourage more to do so, and in doing so to make links with input targets and resource allocation priorities.

4.17 **Pedestrian safety targets** will support walking activity targets. One of the key questions asked when considering whether or not to make a journey on foot is ‘will I be safe?’ The majority of concerns relate to danger from traffic and personal safety. The setting of pedestrian safety targets will contribute both to casualty reduction targets and to local walking activity targets. It is important that local authorities also seek to improve people’s perceptions of safety in the local walking environment. Local authorities should consider setting not simply an overall casualty reduction target for pedestrians but disaggregated targets for more vulnerable groups of pedestrians such as children and the elderly. Such targets would be informed by and be incorporated into local authorities’ road safety plans.

4.18 Suitable subjects for pedestrian safety targets might include:

- Reducing the number of child (or elderly) pedestrian casualties.
- Reducing the number of pedestrian injuries due to broken, uneven or cracked pavements.

A linked input target might be to meet specified pavement maintenance standards by a specified target year.

Review and Monitoring

4.19 For local walking targets to be meaningful they must be backed up by direct input into local authority decisions on resource allocations. Clear links need to be established between the targets set in strategies and local authority work programmes.

4.20 In order to set meaningful input targets local authorities should first conduct a review of walking routes and facilities within their area. The review should consider the current network and identify where there are missing links or where linkages or standards could be improved. This should involve a review of all existing routes and catchment areas. The physical condition of all routes such as surfacing, signing, street furniture, lighting and cleanliness should be considered. Local authorities may also wish to consider benchmarking prior to setting targets for their area.

4.21 Local authorities must also commit to a programme of routine monitoring of progress against stated targets. Data is available at national level from Scottish Transport Statistics.

This data has been used to draw up the national targets referred to in 3.2 above. Data on walking activity at local authority levels can be derived from the Scottish Household Survey. However other local data on levels of walking activity may be required to supplement national sources and inform the detailed local monitoring which local authorities should be carrying out.

5. POLICY INTO PRACTICE

Implementation

5.1 The challenge is to translate policy into action on the ground. It requires changes in thinking across traditional policy boundaries and thus across departmental boundaries within local authorities to achieve solutions to the existing barriers to walking.

5.2 Local authorities may wish to consider the appointment of a walking officer to take forward the walking agenda within their locality. Such an officer would be responsible for working with all interested bodies and ensuring that the right connections are made so that all areas of the authority can work together effectively. The establishment of a local authority walking forum could also assist in the implementation of the local walking strategy. It is recognised that the needs of urban and rural walkers may vary and some authorities may find it beneficial to address these differing needs through two separate fora. In such situations there will be a need for continued dialogue between the two and the requirement to approach common issues jointly.

5.3 Many local authorities already employ access officers whose work relates primarily to recreational access to and through the countryside by foot, bicycle and horse-back. These posts are partly funded by Scottish Natural Heritage and in some areas have initiated the establishment of a local access forum. Some local authorities may have a local physical activity forum which could take on responsibility for walking. Local authorities will wish to consider existing relationships, roles and responsibilities and determine whether there is a need or not for a dedicated walking officer and/or walking forum.

5.4 The potential for practical action following policy changes falls into two timeframes; medium to long term investment programmes and short-term management and lower cost investment actions. The different policy and subject areas listed below may be more suited to one or other timescale and local authorities should be clear as to whether their proposed courses of action are for the short, medium or long term. This is essential when defining availability of resources and if bidding for funding from external sources of funding.

Land Use Planning

5.5 Carefully planned new developments within existing urban areas can help reduce the need to travel by car by increasing the number of people who can easily walk to jobs, shops, leisure and other facilities, including public transport interchanges.

5.6 When planning new developments, the aim should be to provide a mixture of uses that have easy access to each other. It is important to make the most of sites in and on the edge of town centres and local neighbourhood centres. National Planning Policy Guideline NPPG 17 sets out Scottish Executive policies in this area.

Reallocating Roadspace

5.7 Over the last 50 years, most planning decisions relating to the wider local transport network have been based on improving conditions for car travel. The needs of people on foot have usually taken second place. NPPG 17 clearly states that this hierarchy has to change (as referred to in paragraph 3.8). Good progress has been made by some local authorities

towards redressing the balance, particularly in town centres and under the banner of urban renewal. In the new climate of improving the environment, we need to do more in the full range of urban and rural situations.

5.8 There is concern that measures of this kind may cause increased congestion away from pedestrianised or traffic calmed areas. However, research in urban and residential areas suggests that reducing the space available to road traffic in one location does not automatically lead to unacceptable congestion elsewhere.

Public Transport Interchange

5.9 A key to improving walking in urban areas will be the development of a more attractive and flexible public transport system. Improved walking routes to public transport facilities will encourage people to leave the car and use public transport.

5.10 Many people start or finish their journey on foot with a walk to or from the bus stop or train station. Organisations responsible for the design and maintenance of public transport facilities should provide safe, convenient and well signposted access and waiting facilities for all users, including those with mobility difficulties.

- Good quality shelters and seating at all bus stops is an example of the type of provision that might be adopted by local authorities.

5.11 Local authority reviews of walking routes should include an assessment of the network of walking links around key public transport nodes such as bus and railway stations, principal interchange points and main bus stops. Consideration must be given to the needs of those with limited mobility in terms of the spacing of bus stops and the provision of seating.

5.12 Alternatives to the car must be made more attractive than at present. Seamless multi-modal journeys can be encouraged by giving more priority to the needs of pedestrians, cyclists and public transport as part of a package of measures. It will improve the quality of life in our villages, towns and cities.

Travel to Work

5.13 The journey to work is a key contributor to road congestion in many areas. Many people choose to use their car for the journey to work when there are viable alternatives and often where the journey length is very short.

5.14 Research in Glasgow¹³ has shown that 1 in 5 of those who lived less than a mile from the workplace commonly drove to work and 1 in 3 of those between 1 and 2 miles away. Clearly, the aim of encouraging walking on short journeys to work is a realistic one, whether as the main mode or in combination with public transport.

5.15 More employers are adopting travel plans as a way of encouraging their employees to leave their cars at home. Unfortunately, some plans ignore walking. It should be considered and promoted within plans as a matter of course. Encouraging travel by public transport by

¹³ Crawford F, Mutrie N, Hanlon P: Employee Attitudes Towards Active Commuting. University of Glasgow. International Journal of Health Promotion & Education Vol.13 No. 1, 2001

employers can be more effective if coupled with improved pedestrian access to the worksite. Some walkers, as well as cyclists, will appreciate lockers and changing facilities.

5.16 Some local authorities use planning agreements attached to consents for major new developments as a means to ensure that employers initiate green travel plans. Local authorities will wish to consider whether circumstances justify the use of such agreements in relation to the operation of travel plans. In general terms the use of planning agreements rather than conditions attached to a planning consent is preferred to give greater flexibility and accountability. Local authorities as employers will also wish to do more to encourage their workers to travel to work by modes other than the private car.

Health

5.17 The health benefits of walking are well documented. Local authorities should link their walking strategies to local health improvement programmes. Closer working at policy level between the local authority and the local NHS board would be very beneficial in targeting those neighbourhoods that could benefit most in both access terms and in health terms from improved facilities.

Mobility Needs

5.18 Not all in society have the same degree of mobility. Those with mobility difficulties may find independent travel very daunting and difficult. This may be due to physical difficulties or lack of information in an appropriate format such as Braille or large print. Difficulties with mobility may affect a large cross section of the population including those with sight or hearing impairments, wheelchair users, the elderly and parents with young children. In some cases the mobility constraints may be hidden such as a heart condition which prevents the person from walking any distance. The needs of all these groups must be taken into account when planning walking facilities.

Social Inclusion

5.19 Walking provides a cheap form of transport which, if combined with public transport, can enable all, but especially those without access to a car – the young, the low-waged, a high percentage of ethnic communities – to travel for work, for social purposes and for leisure. Other benefits arising from the provision of more opportunities to walk and the promotion of the activity are: improved health of those who may feel excluded in other areas by poor physical health, more social cohesion generated by communities seeing and meeting each other whilst walking and more independence for the young and people with disabilities resulting from confident use of routes designed for walking and cycling.

School Travel

5.20 There are significant benefits to children from walking to school in terms of their health, social development and education. Walking to school regularly can:

- Contribute to daily physical activity levels.
- Develop an understanding of road danger and road safety issues.
- Enable children to develop an awareness of the environment.
- Provide social interaction with peers.

5.21 As well as giving immediate benefits, it will be an advantage in the future if children are taught from an early age not to expect always to travel by car. Some schools are now beginning to take their safer routes work into the class room and make the link between the physical measures the children have seen outside their school with the types of travel choice decisions they can make about their own journeys. Local authorities are encouraged to develop programmes for safer routes to school leading eventually to comprehensive coverage of all schools.

Routes and Networks

5.22 Making it easier for people to walk for short local journeys is a simple way to begin to encourage walking. Good walking routes need to be clear, connected and well signposted. The provision of information, maps and signage is particularly important to encourage increased use of off road routes. In particular it is important that signs show the distance and the time taken to walk between destinations. Local authorities should integrate on-road and off-road routes in any given area into one continuous walking network wherever possible. These should connect key destinations in the neighbourhood. Local authorities should also bear in mind that high levels of latent demand for walking routes can exist without showing up in current travel patterns.

5.23 Areas that receive large numbers of visitors, such as historic towns, leisure developments and areas of scenic beauty, need strategies to encourage people not to travel by car. An attractive pedestrian environment with safe, adequately signed and convenient walking routes to and from public transport will help. It is also useful to include maps of walking routes in tourist and general transport guides. These measures will not only improve conditions for pedestrians, but also encourage more people to use public transport.

Pedestrianisation and Vehicle Restricted Areas

5.24 In recent years, town centre pedestrianisation schemes have become popular and economically successful. Well designed and managed schemes have returned vitality to town centres, making them interesting and attractive places in which to be. Local authorities should actively consider potential opportunities for pedestrianisation and targeted vehicle restrictions in their locality.

5.25 One of the key elements in the success of pedestrianisation is careful consultation, and ensuring that appropriate provision is made for public transport, cyclists and deliveries, and for those who rely on cars such as those with limited personal mobility.

5.26 All car journeys involve some walking, often to and from car parks at transport interchanges, at the work place and particularly in town centres. Surveys show people are seldom prepared to walk more than about 400 metres between their car and their intended destination. More in-depth research suggests the quality of routes between parking sites and destinations is of prime importance. Safer core routes with good pedestrian access from surrounding areas, peripheral car parks and public transport is essential in order to make pedestrianisation schemes successful and to prevent an increase in pedestrian/vehicle conflicts on surrounding roads.

5.27 In some circumstances targeted restrictions on vehicles ('vehicle restricted areas') can be a better solution than a simple ban. It is essential that the most appropriate approach is used to fit the local circumstances. It is also important to recognise that areas other than town centres, such as residential areas and rural areas, can benefit from vehicle restrictions.

Home Zones

5.28 The development of Home Zones should be considered as part of any strategy to encourage walking. However, care will need to be exercised in the selection and design of such areas. The support of local residents is vital to Home Zone success.

5.29 Home Zones can produce an environment in which the roads outside homes can be used safely for a variety of purposes and not just for access for people coming and going in cars. Children can play safely, people can socialise and the street becomes in effect an extension of their living space. Measures which achieve this include reduced speed limits, traffic calming, reallocation of road space and changes in design, such as signing and road surface colour, and the use of street furniture and planting. All these emphasise the change in status of the road and signal the new purposes of the environment.

5.30 The Transport (Scotland) Act 2001 enables local authorities to designate Home Zones. The Home Zones (Scotland) (No.2) Regulations 2002 came into force in July 2002. These Regulations make provisions as to the procedures local traffic authorities must follow prior to designating a road in their area as a Home Zone. Guidance to local authorities on the implementation of Home Zones in Scotland was published by the Scottish Executive in August 2002.

Safety and Speed Management

5.31 The proximity or speed of road traffic can be frightening for many people. The fear of speeding traffic, accidents and injury is one of the main reasons people give for not walking, or letting their children walk more.

5.32 The speed of traffic should be managed so that it is appropriate for the local situation. Reducing speed, particularly in residential areas and along busy pedestrian routes, reduces casualties substantially and makes injuries much less severe. It can also be expected to improve perceptions of safety, which is important in encouraging walking activity. The Scottish Executive issues an extensive range of guidance on traffic calming and speed reduction measures.

5.33 Following a review of speed policy by the UK Government, a number of commitments relating to speed issues were set out in a comprehensive new road safety strategy for the period to 2010, published in 2000. The Department for Transport is working to develop a national framework for determining appropriate vehicle speeds on all roads with the aim of ensuring consistency across the country.

5.34 Local authorities have wide powers to introduce 20mph speed limits. The need to gain the Scottish Ministers approval for each scheme was removed in 1999. Local authorities now have power to introduce mandatory 20 mph zones, identified by 20mph zone signs, where engineering measures are a standard feature to force down the speed of vehicles, in addition to the mandatory 20 mph speed limits identified by 20mph speed limit signs, which

may have some traffic calming measures, at appropriate locations. They can also introduce advisory 20 mph speed limits at suitable locations.

5.35 Monitoring of 20mph zones has shown that properly engineered schemes with self-enforcing traffic calming measures typically reduced injury accidents by 60%, child pedestrian casualties by 70% and child cyclist casualties by nearly 50%. Traffic speeds in the zones fell by an average of 9.3mph. Local authorities are encouraged to extend the introduction of 20mph zones and speed limits more widely, particularly in residential areas and near schools in association with safer routes to school programmes. 20mph zones enhance child pedestrian safety in particular and can make a contribution to the achievement of child casualty reduction targets. 20mph zones are also likely to be appropriate on other sections of roads where pedestrian activity is high, as in local shopping centres.

5.36 A recent study of 75 pilot advisory 20mph speed limits in residential areas across Scotland found that average speeds were reduced at 60% of the trial sites and that there was a considerable drop in the number of recorded accidents, despite the fact that there was no traffic calming or police enforcement at the pilot sites. The study showed that drivers' behaviour can change in response to 20mph signs in suitable residential areas.

5.37 In some situations increased pedestrian safety is likely to depend on enhanced enforcement. The ability to deploy speed and red-light cameras on a self-financing basis will assist the police and local authorities in introducing more effective and comprehensive enforcement where it is needed to reduce casualties.

Street Design and Maintenance

5.38 Creating an attractive environment is important both in encouraging people to walk and as part of the drive to improve the general urban environment. Good design can create places which are attractive and people-friendly. When good design is coupled with better management and improved maintenance routines, places can be created that are more dynamic, attractive and economically stronger. Streets are not just places for walking, they are also valuable spaces for social interaction. A busy, lively street can be at the heart of a community. For many people who live alone the street is one of the few places they can meet their neighbours and exchange conversation.

5.39 Attention to detail is important. People are concerned about litter, pavement obstructions, broken or cracked paving slabs, too much street furniture, dog mess, and a lack of legible sign posts and street name signs. Such issues are often the responsibility of several organisations including utility companies. Improved co-ordination between all involved is required to reduce street clutter and ensure that what remains is useful, attractive and in the right place. Local authorities should consider initiating or enhancing improvement programmes, and need to ensure that their own working practices (for example in regard to signage or the location and management of waste bins) are not adding to clutter. This is both an urban environment issue and a mobility issue. Local authorities should be aware of the requirements of the Disability Discrimination Act and the need to provide suitable access for all.

5.40 Active management of the street environment is essential to keep temporary obstacles to pedestrian movement to the minimum, and to improve its appearance. The Environmental Protection Act 1990 provides powers to deal with litter and places a duty on local authorities

to maintain acceptable standards of cleanliness. Under the Dogs (Fouling of Land) Act 1996, local authorities can designate areas in which owners must clear up after their dogs

5.41 Good design is the key to creating streets which are attractive and in which people will want to walk and to live. The I.H.T. Guidelines on providing for Pedestrians (I.H.T.2000) give much useful advice on design and standards. Design guidance for residential areas is set out in the good practice companion to the Department for Transport's Design Bulletin 32 titled Places, Streets and Movement. Local authorities will also have their own design standards and guidelines which they may find useful to review and update in the light of their walking strategies. Good design has to be coupled with good management and improved maintenance regimes in order to build and maintain confidence in the fabric of our town and cities.

Walking and Cycling - how close are the links?

5.42 Walking and cycling are both healthy, efficient and sustainable forms of travel. Local authorities are expected to give more road space and greater priority to both. In the past, there has been a tendency to group walking and cycling together as 'non-motorised modes of transport', but their needs are not identical.

5.43 The decision whether to develop separate or shared use facilities will depend upon local circumstances. Local authorities should consult widely on proposed schemes at an early stage, monitor them once in place and be prepared to modify them if problems arise.

5.44 Cycling By Design¹⁴, published by the Scottish Executive as a consultation document in December 1999, includes advice on both segregated and unsegregated routes for cyclists and pedestrians.

¹⁴ The Scottish Executive Development Department. Cycling By Design. December 1999

6. PROMOTION AND EDUCATION

6.1 Implementation of the actions outlined in this document will greatly improve conditions for walking. But persuading people to walk more will also need effective education and promotion. Attitudes do not change overnight, but they can be influenced by long term campaigns. It is essential to raise public awareness to the benefits of walking. This has to be the first step towards changing attitudes.

6.2 The Scottish Executive, local authorities, education organisations, employers, voluntary groups and health services will all have a role to play in promoting walking. It is important that all work together.

Health

6.3 The health benefits to the individual of increased walking have been outlined above. The Health Education Board for Scotland already plays a major role in promoting the health message as do local health promotion units and health care providers. But while people may be aware of the longer term benefits to their health of increased activity and in particular walking, they are often reluctant to make changes to their lifestyle in the shorter term.

6.4 In 2001 the Scottish Executive established the Physical Activity Task Force (PATF). This is a multi-disciplinary team of acknowledged leaders in their fields. They are charged with considering the means to turn around the current levels of inactivity in our society. The Task Force aims to change lifestyles and attitudes so as to ensure that daily physical activity becomes routine for the majority of the population. Walking more is an easy way for many people to increase their daily activity levels and reap the benefits of improved health. The PATF launched its consultation strategy 'lets make Scotland more active' in June 2002.

6.5 There are also many local initiatives to promote the message that walking can contribute to health improvements for, example Glasgow Physical Activity Forum, Pathways to Health, Travelling Green Project in West Dunbartonshire.

Education

6.6 Ensuring road safety is included in the curriculum of every child in Scotland is vitally important. The Scottish Executive Research Report "Road Safety in the Scottish Curriculum" highlighted the fact that the level of road safety education in Scottish schools varied enormously. The Scottish Road Safety Campaign (SRSC) is developing a strategy to promote a more effective and consistent approach to road safety education within the curriculum.

6.7 Safer Routes to Schools work also has a role to play in the classroom context. Some schools have taken the concept into the classroom and used the safer routes message as part of their teaching. In this way children can learn about the wider issues surrounding the travel choices they make, or will make as adults. They also learn how to distinguish between different modes and different routes in terms of their personal safety in different situations. This work can encourage children to consider walking as a valid means of transport for shorter journeys.

6.8 Safety is a key concern for many parents when deciding whether or not to allow their children to make journeys on foot. It is important that parents take a lead role in teaching children from an early age to be careful and to adopt sensible strategies when out walking. Setting the right example is a fundamental part of educating a child in being a safe and competent road user. Schools can build on early parental teaching by incorporating road safety within the curriculum from an early age, as well as working in partnership with parents. The SRSC produces guides for parents on safe pedestrian behaviour - 'Children As Pedestrians', 'Walking With Babies and Very Young Children' and 'Under Fives'.

6.9 The SRSC also administers the Children's Traffic Club in Scotland. This is a free club designed to enable parents and carers to teach their young children key road safety messages in a fun and interesting way. It is funded by the Scottish Executive. Free membership is offered to every three year old in Scotland. The Club aims to improve childrens' safety skills and knowledge with an education pack, stickers and activities.

6.10 The Scottish Executive is funding a pilot programme of Child Pedestrian Training Schemes which was launched in September 2001. Local authorities can bid for funding to set up and run training schemes to teach 5 and 6 year old children practical road safety skills. Funding is provided for three years and priority is being given to schemes in disadvantaged areas, as research has shown that children from those areas are more likely to be killed in road accidents than children from more affluent areas. The first three local authorities to receive funding were announced in January 2002.

Driver Behaviour

6.11 The Scottish Road Safety Campaign has a Driver Behaviour Strategy which aims to reduce speeding, drink/drug driving, increase seatbelt use and generally improve the behaviour of Scotland's drivers with the ultimate objective of reducing death and injury on the roads. A key element of this is the 'Foolsspeed' campaign, a long term campaign aimed at persuading drivers to drive at appropriate speed for the conditions. This is particularly important in order to achieve a safe environment for pedestrians. It is often the case that drivers feel insulated inside their cars and do not realise the impact of their actions. More care and consideration is required so that pedestrians do not feel afraid or intimidated whilst out walking or waiting to cross the road.

Travel Awareness

6.12 National campaigns such as TravelWise, Green Transport Week, Bike to Work Week and Car Free Day can promote a universal message or provide a focus for local activity. In the summer of 2001 the Scottish Executive launched the Travel Awareness Campaign "Learn to Let Go". It encourages car drivers to try more sustainable modes of transport for some of their journeys.

6.13 Local campaigns can put across a more locally focused message. Local authorities can assist in the provision of information, leaflets and maps of local networks to ensure that people are fully aware of the opportunities for walking. Off-road routes in particular may not be well known and publicised and the provision of better information may help to increase usage. This message is supported by the Executive's environmental awareness campaign "Do a little: change a lot" which emphasises the small actions that, taken collectively, can add up to make a big difference for the environment. One of the two main messages in the 2001

campaign, which focused on climate change, was that people should walk rather than drive short journeys.

Recreation

6.14 This strategy is aimed primarily at increasing walking for functional purposes. It is recognised that walking for recreational purposes is well established in Scotland. Many people gain pleasure and enjoyment from walking as a leisure activity. While the targets referred to in section 3 are aimed at functional walking, it is accepted that in many cases the networks developed for recreational use will be used for both types of walking purpose. Many people choose to walk for functional purposes because they enjoy walking as an activity. An improvement in the walking environment will benefit all walkers and may encourage those who walk for recreation to consider walking for other journeys as part of their daily routine.

6.15 For those who choose to spend some of their leisure time exploring open spaces and areas of the countryside, many Ranger services provide self-guided walks information or programmes of Ranger-led walks and taster sessions to encourage people to enjoy the natural environment. In some places local walking groups have been established and have become self-managing – women’s groups, parents with toddlers groups, over 50s groups. The Ramblers Association Scotland has a network of local groups and there are many hill walking clubs which facilitate trips to scenic places. In terms of the forthcoming access legislation and the need for recreational users to minimise their impacts on the countryside and on those who live and work there, Scottish Natural Heritage will be developing and promoting a new Scottish Outdoor Access Code to guide responsible use of the outdoors.

6.16 The work of the Paths for All Partnership relates not only to the planning and provision of infrastructure. Much effort also goes into disseminating information and raising awareness in an area of the opportunities for leisure and functional trips provided by the local path network. Local authorities also develop and promote local or regional routes on their own land or in negotiation with land owners. By promoting the use of such recreational facilities, this will contribute to the development of a walking culture and perhaps will result in walking being considered more as a viable means of travel.

7. PARTNERSHIP AND CONSULTATION

Involving People

7.1 It is important that local organisations, businesses, the police, schools and the many different social groups which make up communities all get involved. Partnerships are needed to help communities put theory into practice. In addition transport provision needs to relate to wider economic, health, education, social and environmental policy and practice. This means making the right internal connections within organisations as well as establishing external channels of communication. Many organisations, national and local, will be able to contribute information, useful advice and/or practical help.

7.2 In both new and existing developments it is often possible to improve conditions for walking to key locations. There is a responsibility upon local employers to consider the travel requirements of their workforce and to adopt green travel plans that encourage less reliance on the private car for journeys to work. Local authorities as major employers should be prepared to take the lead and exhibit good practice. Lessons from successful individual schemes should help planners spread good practice elsewhere.

Consultation

7.3 It is important that local people and local businesses have a real say in the way transport is planned and provided. Local authorities will be expected to consult widely before they draw up their local walking strategies. Interest groups concerned with mobility, other walking issues and the environment, amongst others, can offer good ideas and specialist advice.

7.4 By consulting and involving people, local authorities can create a feeling of 'ownership' and personal involvement in change. Consultation on the detail is as important as consultation on the broad policy directions. Individual communities know at first hand the areas of busy pedestrian movement and where the needs are for pedestrians' links, new crossing places or increased crossing times. Consultation and involvement can make quality places to live where people are the priority.

Professional Training

7.5 Professional institutes and training organisations can play a major role in encouraging walking. They represent and influence the engineers, planners and other professionals responsible for the practical response to our new transport priorities.

7.6 All relevant professionals, whether newcomers or experienced practitioners, must be aware of the need to redress the balance in favour of sustainable modes of transport. Some may benefit from training opportunities to broaden their knowledge and to support the work they have underway. Employers should be prepared to support such training and professional development requirements as they arise so as to ensure that their staff are well equipped to move forward this policy agenda. It is envisaged that such training would fall under normal continuing professional development requirements.

Academic Institutions

7.7 Similarly there is a need for academics in related fields to be fully aware of the role of walking and the impact that increases in walking can have. It is essential that teaching and research reflect current thinking and policy on walking and the development of the role for walking in society. Academics should be encouraged to undertake research into the issues surrounding walking.

Funding

7.8 Nearly £22 million has been allocated by the Scottish Executive to local authorities over the period 2000-2004 specifically for cycling, walking and safer streets projects, including safer routes to school. In addition a number of projects to encourage the use of public transport, which have incorporated cycling and walking elements, have been assisted through the Public Transport Fund. The Scottish Executive will be announcing arrangements for continuing support for local transport projects including walking projects in the autumn of 2002. The exact details of these arrangements are still under discussion but Scottish Ministers remain committed to supporting cycling, walking and safer streets at a level that will enable real enhancements to the facilities currently available to cyclists and walkers.

7.9 While local authority budgets have been the traditional source of funding there are other sources of finance available reflecting the broad policy cross-linkages and those concerned should be innovative in seeking funding for projects. Other potential sources of funding include:

- health authorities
- urban regeneration schemes
- public-private partnerships
- contributions from developers
- Scottish Natural Heritage
- Enterprise companies
- local countryside trusts
- Paths for All Partnership
- Land fill Tax Credit
- European Funding sources

7.10 Innovative ideas are to be encouraged, but significant improvements for pedestrians can also be made by reallocating existing money to reflect new priorities. It is essential that local decisions about improvements to the walking environment are complemented by decisions about resource allocations by local authorities. To achieve their local walking targets local authorities must make the link between targets and resource allocations. They must also undertake the necessary monitoring to ensure that the impact of their investment is fully recorded.

8. CONCLUSIONS AND ACTION POINTS

- Walking is linked to many policy objectives other than transport e.g. land use, road safety, climate change, social inclusion, health, sustainable development and tourism It should be considered within the context of these policy areas and not on its own.
- The purpose of this Strategy is to guide and influence policy makers in developing local walking strategies.
- The Strategy aims to set out how walking can be made easier, safer and more pleasant.
- Short and long-term targets should be to halt the decline in the number of journeys made on foot per person and to increase the number of journeys made by 10% by 2012.
- Figures in Scottish Transport Statistics and the Scottish Household Survey can be used to measure progress nationally and at local authority level.
- Targets set to suit local circumstances, and linked to baseline figures where appropriate, will contribute to the achievement of national targets.
- Increasing the number of people who choose to walk more often will have a positive effect on the social and physical environment and bring improvements in health.
- Walking must be incorporated into integrated transport strategies.
- Local authorities are key to the successful development of sustainable transport systems.
- Consideration must be given to those with limited mobility.
- The Scottish Executive, local authorities, education organisations, employers, voluntary groups and health services will all have a role to play in promoting walking.
- Local people, businesses, the police, schools and other social/professional groups that make up communities should be encouraged to get involved to create a feeling of personal involvement in change.
- Local authorities should review their own budgets and explore all sources of funding to finance projects.
- Local authorities can use their walking strategies to help meet other targets such as road traffic reduction, air quality, road casualty reduction targets etc.
- Local authorities may wish to consider appointing a walking officer to take forward their walking strategies.

Membership of the Scottish Walking Forum (as at January 2002)

Sally Thomas	Scottish Executive Transport Division 3 (Chair)
Mary Allison	Health Education Board for Scotland
Fiona Crawford	Greater Glasgow Health Board
Bridget Dales	Scottish Natural Heritage
Tom Lister	RNIB-Scotland
Bob Maslin	Midlothian Council
Ian McCall	Ramblers Association
Elizabeth McNeill	Scottish Executive Transport Division 3
Jessica McPherson	Scottish Executive Health Improvement
Ian Melville	Scottish Executive Countryside and Natural Heritage Unit
Fiona Murray	Scottish Road Safety Campaign
Nanette Mutrie	Glasgow University
John Nelson	Dumfries and Galloway Council
Phil Noble	City of Edinburgh Council
Anthony Ramsay	Pedestrians' Association
Paul Richardson	Lothian and Borders Police
Ian Robertson	Scottish Executive Transport Division 3
John Russell	Edinburgh College of Art (Pedestrians' Association)
Alan Smith	Scottish School Boards Association
Anna Wakely	Scottish Executive Sustainable Development Team
Tom Williamson	Scottish Executive Planning Services

Table 12.1 Trips per person per year by main mode

Scottish Residents: average per head of population

	1985/86	1989/91	1992/94	1995/97	1998/2000
Walk	420	383	344	303	302
Bicycle	12	9	8	8	14
Driver of car, van or lorry	228	342	352	371	407
Passenger in car, van or lorry	156	219	204	228	210
Other private transport (e.g. motorcycle, private hire bus)	19	18	14	12	11
Local Bus	112	104	95	81	78
Surface Rail	9	15	5	9	13
Taxi/minicab	13	19	13	11	18
Other public transport (e.g. air, ferry, non-local bus)	4	3	4	6	5
All modes	972	1112	1040	1028	1058
Sample size (number of people)	2560	2480	2092	2032	1926

Table 12.2 Average distance travelled per person per year by main mode (miles)

Scottish Residents: average per head of population

	1985/86	1989/91	1992/94	1995/97	1998/2000
Walk	251	229	182	177	175
Bicycle	17	18	17	24	31
Driver of car, van or lorry	1921	2731	2771	3214	3530
Passenger in car, van or lorry	1306	1949	1772	1981	1947
Other private transport (e.g. motorcycle, private hire bus)	177	188	170	156	185
Local Bus	427	390	438	406	429
Surface Rail	285	468	154	256	479
Taxi/minicab	62	51	34	35	75
Other public transport (e.g. air, ferry, non-local bus)	206	309	285	470	358
All modes	1652	6333	5823	6719	7210

Table 12.3 Average length of journey by main mode (miles)

Scottish Residents:

	1985/86	1989/91	1992/94	1995/97	1998/2000
Walk	0.6	0.6	0.5	0.6	0.6
Bicycle	1.5	2.0	2.1	3.1	2.3
Driver of car, van or lorry	8.4	8.0	7.9	8.7	8.7
Passenger in car, van or lorry	8.4	8.9	8.7	8.7	9.3
Other private transport (e.g. motorcycle, private hire bus)	9.4	10.4	11.8	13.0	16.3
Local Bus	3.8	3.7	4.6	5.0	5.5
Surface Rail	31.6	31.8	30.9	29.8	36.4
Taxi/minicab	4.9	2.7	2.6	3.1	4.2
Other public transport (e.g. air, ferry, non-local bus)	54.9	96.8	71.8	81.1	70.3
All modes	4.8	5.7	5.6	6.5	6.8

Table 12.14 Employed¹ adults (16+) not working from home - usual method of travel to work: 2001

	Walking	Car Van	or Bicycle	Bus	Rail ²	Other ³	Sample size (=100%)	
	Row percentages							n =
All who do not work from home	13	68	2	12	2	2	6,091	
By sex:								
Men	10	72	3	9	3	3	2,799	
Women	16	65	1	15	2	1	3,292	
By Age:								
16-19	19	47	0	29	2	3	137	
20-29	15	63	2	15	3	2	1,081	
30-39	11	71	2	11	3	2	1,795	
40-49	12	71	2	11	2	3	1,634	
50-59	13	69	1	12	2	2	1,164	
60 and over	16	65	1	14	1	3	280	
By current situation:								
Self-employed	10	78	1	5	3	3	265	
Employed full-time	11	71	2	12	2	3	4,461	
Employed part-time	21	59	1	16	2	1	1,365	
By social class:								
Professional	10	70	3	9	5	3	314	
Managerial/technical	8	77	2	9	3	2	1,783	
Skilled non-manual	15	62	0	18	3	1	1,441	
Skilled manual	11	73	2	10	1	3	1,027	
Partly skilled	21	62	3	11	1	2	833	
Unskilled	30	43	2	22	0	2	261	
By annual net household income:								
Up to £5,000	23	54	1	21	0	0	80	
Over £5,000, up to £10,000	27	41	2	26	2	1	548	
Over £10,000, up to £15,000	18	59	2	18	3	1	1,109	
Over £15,000, up to £20,000	18	62	2	14	2	2	1,175	
Over £20,000, up to £25,000	12	72	1	11	2	3	1,156	
Over £25,000, up to £30,000	8	75	2	11	2	3	810	
Over £30,000	5	82	2	5	3	3	1,177	
By urban/rural classification:								
Large urban areas	14	55	3	22	3	2	1,480	
Other urban areas	13	70	1	11	3	2	2,143	
"accessible" small towns	13	76	1	6	2	2	914	
"remote" small towns	30	59	1	6	2	3	261	
"accessible" rural areas	6	83	1	6	1	2	779	
"remote" rural areas	16	71	2	6	0	4	508	

1. The main method of transport is recorded if the journey involves more than one method.
2. Including the Glasgow underground.
3. e.g. motorcycle, lorry, taxi, ferry, etc

Table 12.15 Usual main method of travel to school¹, 2001

ANNEX B

	Walking	Car van	or Bicycle	School bus ²	Service bus	Rail ³	Other ⁴	Sample size ⁵ (100%)
	Row percentages n=							
All in full -time education at school	52	21	1	17	7	0	2	3,361
By sex:								
Boys	53	20	1	16	7	1	2	1,702
Girls	52	21	0	18	8	0	1	1,659
By Age:								
4-5	50	36	0	11	2	0	1	301
6-7	52	30	1	10	5	0	2	582
8-9	62	24	0	11	2	0	1	514
10-11	58	23	1	11	6	0	1	543
Total 4-11	57	27	0	11	4	0	1	1,940
12-13	49	12	1	22	13	0	2	548
14-15	45	12	1	27	13	1	1	581
16-18	42	12	1	29	10	2	3	292
Total 12-18	46	12	1	25	12	1	2	1,421
By annual net household income:								
Up to £5,000	55	16	0	17	11	0	2	60
Over £5,000, up to £10,000	63	13	1	12	9	0	1	370
Over £10,000, up to £15,000	58	14	0	15	10	0	3	549
Over £15,000, up to £20,000	48	21	1	21	8	0	1	611
Over £20,000, up to £25,000	50	22	1	19	7	0	1	610
Over £25,000, up to £30,000	53	24	1	15	7	1	1	436
Over £30,000	47	27	1	16	6	1	2	702
By urban/rural classification:								
Large urban areas	56	24	0	5	13	0	1	711
Other urban areas	60	20	1	12	6	1	1	1,198
"accessible" small towns	56	20	1	16	6	1	1	509
"remote" small towns	69	13	0	12	2	0	3	134
"accessible" rural areas	32	17	0	42	5	0	3	474
"remote" rural areas	26	20	2	47	1	0	3	329

1. For those who are in full-time education at school. The main method of transport is recorded if the journey involves more than one method.

2. Including those who were said to travel by "private bus", and a few who went by "work bus"

3. Including the Glasgow Underground

4. e.g. motorcycle, lorry, taxi, ferry etc.

5. The unweighted number of school children about whom the information was collected