

RURAL ECONOMY AND CONNECTIVITY COMMITTEE

SUBMISSION FROM SUSTRANS SCOTLAND'S

DRAFT CLIMATE CHANGE PLAN (RPP3)

Introduction

1. Sustrans is the charity that's enabling people to travel by foot or by bike for more of the journeys we make every day.
2. Sustrans Scotland is a third-sector partner on the Cycling Action Plan for Scotland (CAPS), working with Transport Scotland, local authorities and other partners to deliver infrastructure and behaviour change programmes toward the shared vision that 10% of everyday journeys will be made by bike by 2020.
3. **Our response to the call to evidence is focussed on the transport sector and for the attention of the Rural Economy and Connectivity Committee.**

Summary

4. Transport accounts for nearly a third of Scotland's annual emissions, therefore a stronger focus on this sector is needed in the Plan. The Plan builds in expectations of significant increases in transport demand, without examining ways to tackle demand such as through availability of public transport or infrastructure for active travel.
5. While significant steps have been made on mode shift to cycling at localised levels, Sustrans agrees with the Committee on Climate Change (CCC) that a concerted focus on implementation is required for policies to increase walking and cycling rates. For transport, emissions from cars are the largest source (44%). Hence, there is potential to greatly reduce emissions by focussing short trips by this mode. Sustrans modelled a scenario for reaching 10% cycle mode share in 2020, this showed a 55,000 tCO₂e reduction, equivalent to a quarter of the proposed reduction in carbon emissions for transport between 2019 and 2020 (see Table 1).¹ Achieving this will require action to manage demand on the road network and increase funding for the Cycling Action Plan 3 (CAPS 2017) and the National Walking Strategy.
6. We were surprised that the plan does not recognise the many co-benefits of encouraging more active travel such as positive impacts on air quality, public health, tackling transport poverty, creating better public spaces and delivering economic growth in rural areas.
7. These benefits are well evidenced and run through many Scottish Government policies, not least the Physical Activity Improvement Plan, Long Term Vision for Active Travel and Designing Streets.
8. We would also like to see further information on the growth projections in car ownership that forms the basis of the plan for transport, including how the projected growth in eVehicles will be serviced on the roads network, in urban streets, through availability of charging points and not least, whether energy generation industry can accommodate growth in demand. Finally, there is the

issue of a growth in the ownership of private vehicles on an already congested network.

Progress to date in cutting Transport emissions

9. Transport should be a priority sector of focus: the sector is responsible for nearly a third of Scotland's annual emissions (28% or 13 MtCO₂e) and the sector has shown least improvement overall. Excluding Aviation and Shipping, 2014 emissions are "largely unchanged" from 1990 levels.²
10. Emissions from cars are the largest source representing 44% (5.72 MtCO₂e).³ Hence, there is potential to greatly reduce emissions by focussing short trips by this mode. Our research indicates that delivery of the CAPS3 vision for '10% of everyday journeys by bicycle' could equate to a 10% reduction in car emissions.⁴
11. In the 26 years since 1990, car emissions have only fallen by 2%. This is despite good fuel efficiency improvements. An increase in the amount of driving (vehicle-kilometres) has largely offset efficiency savings.⁵

Estimated emissions reductions from Active Travel (walking and cycling)

12. 68,584 tCO₂e were saved by walking and cycling on Scotland's 2,000 mile National Cycle Network in 2015 alone (0.07 MtCO₂e). This accounts for the journeys that would otherwise have been driven that year. This does not account for overall walking and cycling levels in Scotland, just those journeys that use the National Cycle Network.⁶

Progress to date in implementing proposals and policies of RPP2

Progress to date on cycling (Cycling Action Plan 2013)

13. Progress in modal shift to cycling has been limited overall. However, this masks some significant increases at a local level and their contributions to carbon reduction.
14. As the owners of the majority of Scottish roads, paths and public spaces, local authorities are critical partners to progress modal shift to cycling. Where local authorities are capitalising on the opportunities national walking and cycling policies present, we have seen good progress.
15. For example, the City of Edinburgh Council has committed an escalating proportion of their transport budget to active travel. This enables the Council to take a long-term strategic approach to planning and resourcing its policy. With this, they leverage further Scottish Government match-funding. As a result, 11.8% of working people in Edinburgh reported cycling as their usual method of travel to work in 2014.⁷ This figure represents a 7.8 percentage point increase since 2001.⁸ Over the same period, the proportion of car or van driver trips reduced 7 percentage points. A strategic approach by Edinburgh, CAPS and the National Walking Strategy have provided the policy framework and match-funding managed by Sustrans for Transport Scotland has supported this significant shift to active travel.
16. We have also seen major increases in cycling and walking levels at a local scheme level. For example:

- Cycling levels on Glasgow’s Tradeston Bridge doubled as a result of the completion of the South City Way segregated cycle route, from 97,400 cyclists per day in 2014 to 195,800 in 2016.⁹
- In Falkirk, improvements to the Dorrator Bridge and surrounding path network over a two-year timeframe led a seven-fold increase in walking and cycling levels.¹⁰
- As a result of a new path connecting communities along the A90 in Peterhead, cycling and walking journeys on this path tripled to 35,000 in 2014.¹¹
- Primary Schools involved in Sustrans’ I Bike programme have shown a steady increase in pupils cycling to school, from 3.4% in 2008 to 5.1% in 2015.¹²

Estimated emissions reductions from cycling

17. Cycling growth is delivering emissions reductions. Sustrans’ analysis suggests that the current rate of shift to cycling would produce a saving of 1,235 tCO₂e (0.001 MtCO₂e) in 2020.¹³ This would represent 0.6% of the 0.2 MtCO₂e reduction from the transport sector required between 2019 and 2020 (see table 1 overleaf).
18. These results have been delivered with Active Travel programmes accounting for a very small proportion of the overall transport budget. ‘Support for active travel’ accounts for 2% of the proposed 17-18 Transport budget (£41.3m of £2,149m).¹⁴ This is equivalent to £7.86 per head. A common northern European benchmark for long-term cycle spending is £20 per head or above. In countries that achieve this, cycling is well above 10% modal share, supporting low carbon lifestyles.
19. Table 1: Emissions reductions in 2020 from “current rate of shift to cycling” and “10% Cycling” scenarios in Scotland. Sources: Scottish Government, (2016b, Table 2-1) and Sustrans (Forthcoming b)

20.	21. 2020
22. Pathway envelope for transport (tCO ₂ e)	23. 12,300,000
24. Reduction in transport envelope on 2019 (tCO ₂ e)	25. 200,000
26. Saving from current rate of modal shift to cycling in 2020 (tCO ₂ e)	27. -1,235
28. Percentage of overall target reduction for 2020 (current rate of shift)	29. 0.6%
30. Saving from ‘10% modal share’ for cycling (tCO ₂ e) in 2020	31. -55,000
32. Percentage of overall target reduction for 2020	33. 28%

The scale of proposed reductions from transport in the Climate Change Plan (RPP3)

34. As presented in the next section, we believe there is significant scope for reducing emissions further. The plan (RPP3) focusses heavily on vehicle and fuel technologies without maximising the opportunities presented by a shift in infrastructure and behaviour to active travel. Additionally, the pace in the growth of roads as currently planned will increase traffic through 'generated' and 'induced' demand,¹⁵ further limiting transport's potential contribution to carbon reduction.

The appropriateness and effectiveness of draft Climate Change Plan (RPP3) for meeting annual emissions targets and contributing towards the 2020 and 2050 targets.

35. Sustrans welcomes the focus on vehicle emissions. Given the significant emissions from cars and the scope for mode shift, these are important areas of focus. However, Sustrans believes there are a number of gaps within the plan (RPP3) that weaken its effectiveness.
36. Overall, the transport section appears to be somewhat passive in its focus on technological change. Many of the policies and proposals appear to rely on other organisations for their delivery, particularly on vehicle and fuel technologies. This risks missing out on the major opportunities presented by taking a more active role in both shifting trips to active modes; and developing the domestic and international market for low-carbon vehicles, including, for example, the electric buses being manufactured in Scotland¹⁶ and the major health and transport benefits from increased active travel. At the same time, simply switching one fuel for another to allow the same or a higher level of car use for short trips will do nothing for congestion, public health and creating quiet, attractive public places.

Transport Policy outcome 8: shift to active travel

37. The plan states that outcome 8, "will account for a small proportion of overall emissions reduction, as most journeys under a mile are already undertaken by walking." This runs counter to Scottish Government policy, particularly CAPS and the National Walking Strategy and is dismissive of the considerable potential for shift to active travel. The majority of trips in Scotland are of walking or cycling distance. 62% of journeys are less than five kilometres, yet only 23% are walked or cycled (Transport Scotland, 2016, p.9). In other words, Scotland is achieving only one third of its potential shift to active travel.
38. Consequently, the potential for emissions reductions from shifting trips to active travel is also significant, particularly from cycling. Sustrans modelled a conservative scenario for reaching the 10% cycle mode share, this showed a 55,000 tCO₂e saving in 2020. This is equivalent to a quarter of the carbon envelope for transport between 2019 and 2020 (see table 1) and a reduction in 10% of current car emissions.¹⁷
39. **Include a commitment to deliver the Long-Term Vision for Active Travel in Scotland 2030¹⁸ and set out the vision for 2050:** There are numerous

examples across northern Europe of success in shifting travel to walking and cycling as the result of sustained investment and political leadership. Critical to their success on cycling is a joined-up network of routes. Over a quarter (27%) of all trips in the Netherlands are by bike, while Denmark, Sweden, Finland and Germany are beyond 10% modal share for all trips.¹⁹ The plan (RPP3) offers a platform to adopt the longer-term vision for Active Travel in Scotland. The past and current iterations of CAPS and the Walking Strategy are building the foundations for joined-up and safe networks, but longer term commitment is needed to achieve substantive mode shift. We believe this vision has already been set out in the *Long-Term Vision for Active Travel in Scotland 2030* and that its delivery should be prioritised within the plan (RPP3).

40. The plan (RPP3) should set out its ambitions for active travel beyond 2020, in line with its long-term outlook, both to 2032 and 2050. We note that the advent and uptake of electrical assist pedal cycles (e-bikes) can increase cycling potential further, by making cycling easier for all abilities and particularly so for longer trips, those in hilly areas. This is an emerging trend in travel modelled for in England by the 'Propensity to Cycle tool'.²⁰
41. **Increase funding to the Cycling Action Plan 3 (CAPS 2017) and the National Walking Strategy:** Evidence of existing successes show that mode shift is possible with concomitant emissions reductions (Section 2). Success is currently spread in localised areas across Scotland, generally matching both the distribution and overall scope of funding.

Transport Policy Outcome 1: car fuel efficiency

42. **Include proposals to reduce overall motorised traffic levels, particularly from cars:** There should be policies or proposals aimed at reducing traffic levels, especially from cars (measured in vehicle kilometres). While the fuel efficiency of new cars and vans has improved, the increase in traffic over the same time period has largely negated the overall reductions (-2% on 1990 levels).²¹ With major investment in motorways and trunk roads, the trend is likely to continue without action to manage traffic demand, particularly in urban areas. Managing demand will support modal shift to active travel, with major health benefits. This is a significant gap in the plan (RPP3) that needs to be addressed.

The appropriateness of the timescales over which the proposals and policies within the draft RPP3 are expected to take effect

43. Existing policies present a vision for active travel to 2030, but not beyond. The plan (RPP3) presents targets to 2032 and 2050, however there is no indication of the share of trips by walking and cycling aimed for beyond 2020 in this document and beyond 2030 in other policies.²²

The extent to which the proposals and policies reflect considerations about behaviour change and opportunities to secure wider benefits.

44. **Behaviour Change:** proposals to increase active travel and decrease car-use require significant shift in behaviour. Infrastructure that enables active travel is fundamental, delivered hand in hand with Behaviour change programmes to achieve shift to active travel.

45. **Wider benefits:** there are many benefits in shifting trips to active travel that warrant increased attention and action. This includes health benefits by increasing the amount of physical activity individuals undertake and improving urban air quality; tackling inequalities, by reducing the cost of travel, improving journey reliability and reducing the impact of congestion. Economic appraisal suggests the health benefits of active travel on the National Cycle Network amounted to £305 million in 2015.²³

46. Additionally, reducing goods vehicle use in urban areas, will support reductions in road danger.

Sustrans Scotland

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¹ **Sustrans (Forthcoming b)** Assessing the environmental impact of everyday cycling in Scotland

² **Committee on Climate Change (2016)** Reducing emissions in Scotland Progress Report, September 2016 <https://www.theccc.org.uk/wp-content/uploads/2016/09/Reducing-emissions-in-Scotland-2016-Progress-Report-Committee-on-Climate-Change.pdf>

³ **Committee on Climate Change (2016)** Reducing emissions in Scotland Progress Report, September 2016 <https://www.theccc.org.uk/wp-content/uploads/2016/09/Reducing-emissions-in-Scotland-2016-Progress-Report-Committee-on-Climate-Change.pdf>

⁴ **Sustrans (Forthcoming b)** Assessing the environmental impact of everyday cycling in Scotland

⁵ **Committee on Climate Change (2016)** Reducing emissions in Scotland Progress Report, September 2016 <https://www.theccc.org.uk/wp-content/uploads/2016/09/Reducing-emissions-in-Scotland-2016-Progress-Report-Committee-on-Climate-Change.pdf>

⁶ **Sustrans (Forthcoming a)** Sustrans' Scottish Government Grant 2015-16: Annual Report

⁷ **Transport Scotland (2015)** Scottish Household Survey: Local Area Analysis 2014

⁸ **Scottish Executive (2004)** Statistical Bulletin – Transport Series Trn/2004/2

<http://www.gov.scot/Resource/Doc/47210/0029225.pdf>

⁹ **Sustrans (Forthcoming a)** Sustrans' Scottish Government Grant 2015-16: Annual Report

¹⁰ **Sustrans (2016)** Community Links 2011 – 2016: cycling and walking projects for Scotland <https://indd.adobe.com/view/a0d185c5-0a0f-470f-8352-16ce830cb367>

¹¹ **Sustrans (2016)** Community Links 2011 – 2016: cycling and walking projects for Scotland <https://indd.adobe.com/view/a0d185c5-0a0f-470f-8352-16ce830cb367>

¹² **Sustrans (Forthcoming a)** Sustrans' Scottish Government Grant 2015-16: Annual Report

¹³ **Sustrans (Forthcoming b)** Assessing the environmental impact of everyday cycling in Scotland

¹⁴ **Scottish Government (2016a)** Scotland's Budget: Draft Budget 2017-18

¹⁵ **Littman, T. (2017)** Generated Traffic and Induced Travel: implications for Transport Planning, Victoria Transport Policy Institute <http://www.vtpi.org/gentraf.pdf>

¹⁶ **BBC News (2015)** Falkirk-based Alexander Dennis signs bus deal with China's BYD <http://www.bbc.co.uk/news/uk-scotland-scotland-business-34587365> 21 October 2015

¹⁷ **Sustrans (Forthcoming b)** Assessing the environmental impact of everyday cycling in Scotland

¹⁸ **Transport Scotland (2014)** A Long Term Vision for Active Travel in Scotland 2030

http://www.transport.gov.scot/sites/default/files/554346_334708_Active_Travel_210mm_p9_HR_2014_1126103050.pdf

¹⁹ **Pucher, J. and Buehler, R. (2008)** Making Cycling irresistible: Lessons from The Netherlands, Denmark and Germany, Transport Reviews, 28:4 <http://www.vtpi.org/irresistible.pdf>

²⁰ <http://pct.bike/>

²¹ **Committee on Climate Change (2016)** Reducing emissions in Scotland Progress Report, September 2016 <https://www.theccc.org.uk/wp-content/uploads/2016/09/Reducing-emissions-in-Scotland-2016-Progress-Report-Committee-on-Climate-Change.pdf>

²² **Transport Scotland (2014)** A Long Term Vision for Active Travel in Scotland 2030

http://www.transport.gov.scot/sites/default/files/554346_334708_Active_Travel_210mm_p9_HR_2014_1126103050.pdf

