REVIEW OF HIGHLANDS AND ISLANDS REGIONAL TRANSPORT STRATEGY

Final report

October 2005

Prepared for:

HITRANS

Prepared by:

Steer Davies Gleave
68-70 George Street
Edinburgh
EH2 2LR

+44 (0)131 226 9500
www.steerdaviesgleave.com

Contents   Page

FIGURES

TABLES

≡ steer davies gleave

APPENDICES

EXECUTIVE SUMMARY

Introduction

1.1   Steer Davies Gleave has been commissioned by HITRANS to carry out a review of the 2002 Regional Transport Strategy (RTS), and to commence the scoping of issues to inform the development of a new statutory RTS and accompanying Strategic Environmental Assessment.

1.2   This research has comprised of a number of elements:

- data collection, to assess progress against the RTS objectives and project aspirations since 2002;
- data collection to establish a baseline for the new statutory RTS, including a review of major land use planning developments across the region;
- data review and initial scoping of issues which the new statutory RTS may have to consider, including for the purposes of Strategic Environmental Assessment process;
- extensive policy review to inform both the scoping of issues for the statutory RTS and the required Strategic Environmental Assessment; and
- qualitative assessment of progress on the RTS informed by interviews with HITRANS members, and wider stakeholders through an email survey.

1.3   This note presents a summary of progress on the review.

Review of the RTS

Progress of RTS to date

1.4   HITRANS has collated data on expenditure on projects using Scottish Executive grants channelled through HITRANS over the period of 2002 to 2005. These grants (primarily from Public Transport Fund monies) accumulate to just under £9m.

1.5   The PTF funding has contributed to the following themes in particular, as stated in the 2002 RTS:

- Theme 2: Infrastructure strategy, with a particular focus on bus infrastructure and some rail
- Theme 4: Integration and interchange, with improvements to strategic and local public transport interchanges
- Theme 5: Information, with improvements to bus, rail and ferry information systems

1.6   When this expenditure is analysed by population in each Local Enterprise Company area, the following table demonstrates the distribution of funding across the region.

HITRANS EXPENDITURE PER POPULATION HEAD BY LOCAL AUTHORITY AREA

Local authority area	Expenditure by head of population
Argyll and Bute	£22
CNES	£42
Highland	£14
Moray	£12
Orkney Islands	£46
Shetland	£20
North Ayrshire (Isle of Arran only)	£42
Average expenditure per head for Highlands and Islands area	£35

1.7   According to a review by HITRANS at the start of 2005, the following priority strategic projects (2003 – 2006) are expected to be substantially completed during the current Highlands and Islands Special Transitional Programme (HISTP):

- Argyll Island Air Services
- Western Isles Spinal Route
- A9 North of Dornoch
- A832 Achnasheen – Kinlochlewe
- A851 Broadford – Armadale
- A830 Arisaig
- Eigg Ferry Infrastructure
- Dalcross Airport Access Road
- Barra Ferry Infrastructure
- Leverborough Ferry Infrastructure
- Dunoon Pier
- Port Askaig Pier
- Sumburgh Runway
- Arran Road Improvements
- Bressay Bridge
- Forres to Kinloss Cycleway
- Public Transport bus shelters and information
- Invernet Rail link
- Public Transport Interchanges (Kirkwall, Stromness, Lochmaddy and Fort William)
- New Ferry Yell and Skerries

1.8   The following priority strategic projects will not start under the current HIST Programme:

- LPG replacement fuel
- A848 Mull

≡ steer davies gleave

- A890 Strathcarron
- Oban Distributor Road
- A96 Fochabers By-pass
- New Ferries (Orkney, North Isles and Argyll small islands)
- Inverness City Centre traffic reduction
- Public Transport interchanges (Forres and Buckie)

1.9 Several research projects have been carried out since the 2002 strategy, including research on the economic value of the air network, which has contributed to the lobbying of the Scottish Executive on an enhanced PSO network. Other research projects are ongoing, including work on several strategic road networks in the region, multi-modal improvements between Aberdeen and Inverness, and development of priorities for the rail network across the region.

1.10 The existing RTS has no formal monitoring framework in place, in terms of targets and indicators.

Consultation on a review of the RTS

1.11 The research undertook consultation with a range of stakeholders to gauge awareness of the RTS, views of it and its progress, and input on issues it will need to tackle in the future. Two key sources for this consultation were:

- in-depth interviews with HITRANS members; and
- an email survey of around 100 organisations across the region – 29 responses were received in total.

Awareness and use of the RTS

HITRANS members

1.12 Unsurprisingly, all HITRANS members were aware of the RTS, at least amongst transport officers who were involved in the original development of the strategy in 2002. Awareness amongst other non-transport officers was more variable, although some were aware of it and had used it, particularly those involved in economic development within the local authority.

1.13 As to how the RTS had been used, this varied considerably – some HITRANS members reported extensive use of the document in the support of funding bids (e.g. Sumburgh airport extension), in the direction of policy and scheme prioritisation, and even in Public Inquiries. However, some members reported limited active use of the RTS, and cited their LTS as the key transport strategy document for their area.

Email survey

1.14 Out of 29 respondents to the survey, 25 were aware of the RTS prior to receiving a copy of it with the email questionnaire. Most had found out about it themselves, although word of mouth from a colleague was another frequent way of finding out about the RTS.

1.15   From the 29 respondents, the majority had had some level of active interaction with the RTS – twelve said they had referred to it and used it in their work, twelve had looked at it briefly but not used it in their work, and only one said they had never heard of it and never looked at it. A significant number of respondents who said they had used the RTS in their work were from Enterprise Companies.

1.16   Few respondents had actually used the RTS in the development of policy for their organisation or role, although seven organisations had used the RTS in a way other than in developing policy – checking policy position when preparing papers on projects, and on an individual transport projects.

Strengths of the RTS

1.17   The strengths of the RTS and its benefits to date, as perceived by HITRANS member bodies and other bodies across the region, are summarised here.

1.18   **HITRANS members – strengths and benefits of the RTS**:

- leverage of funding from PTF, leading to significant investment in public transport infrastructure;
- assistance in lobbying for regional interests, notably PSO work, and bringing attention to issues that single authorities would have struggled to do on their own;
- facilitation of partnership working at a regional level, helping to understand cross-boundary issues outside of the individual local authority area;
- RTS on the website is seen as effective presentation, especially if it is kept updated;
- RTS has helped to achieve on delivery in some areas (such as PTF expenditure);
- prioritisation of projects at a regional level, which has supported individual project funding bids; and
- facilitation of research on cross-boundary issues.

1.19   **Email survey – strengths of the RTS**:

- a concise and accessible document;
- regional approach is positive, covering the region comprehensively;
- provides a strategic overview and framework, coordination of policy between public agencies, long-term view; and
- partnership approach, providing opportunities for different organisations to work together and deliver integrated transport initiatives.

Weaknesses of the RTS

1.20   The weaknesses of the RTS as perceived by HITRANS member bodies and other bodies across the region are summarised here.

1.21   **HITRANS members – weaknesses of the RTS**:

- low awareness of RTS and very low profile, particularly amongst transport operators;
- some issues it has not covered adequately – concessionary fares, rail, access

≡ steer davies gleave

(outdoor), environmental sustainability;

- lack of focus on how to deliver the RTS;

- not detailed or specific enough;

- political "wishlist" of projects – should be an objective led framework for projects and priorities across the region;

- no monitoring framework in place (including targets and indicators);

- no lever for revenue investment to date, only capital; and

- lack of links with other plans and strategies across non-transport sectors.

1.22 **Email survey – weaknesses of the RTS**:

- omits some key issues which transport relates to, such as health, cycling and walking, outdoor access, insufficient weight given to protecting/enhancing natural heritage;

- lack of detail;

- lack of programme for delivery, with funding issues requiring greater consideration;

- lack of SMART targets/objectives; and

- long "wishlist" of projects, at expense of true priorities for the region.

Summary of the progress of the RTS and key lessons to be learnt

1.23 It is difficult to assess the impact of the HITRANS RTS in terms of transport improvements in the region, as opposed to the impact of the partnership's general efforts. Awareness and use of the RTS is variable, even amongst HITRANS members who were involved in its development, and it is therefore difficult to conclude that it has strongly influenced policy direction in the region.

1.24 However, the RTS has clearly played a role in supporting the case for and delivery of certain projects, which have referred to the RTS in their business case. Furthermore, it has strongly influenced the PTF expenditure in the region, as a set of Public Transport Investment themes were developed from the RTS, and delivery in the field of public and sustainable transport has been achieved on the ground using this set of funding.

1.25 The RTS could also be said to have informed a research programme which has been ongoing, which is furthering the evidence base for various initiatives across the region e.g. PSO network.

1.26 Awareness and use of the RTS amongst stakeholders across the region is variable, and this needs to be addressed in the development of the next RTS.

1.27 We would conclude that key lessons from the development of the existing RTS and its use that need to be considered in the development of the statutory RTS are as follows:

- engagement of a wider range of stakeholders and issues in the development process, including those outside the traditional "comfort" zone of HITRANS such as ferry, air and roads;

- forging of explicit links with a wider set of policies and plans across the region, outside of the transport field but to which transport has strong links;

- fuller consideration of the role of local authorities, operators and other partners in how the RTS is to be delivered, particularly where issues are perceived to be local or the remit of a specific body, but without progress on which the delivery of the RTS as a whole will suffer;

- a greater focus overall on delivery and partnership working with bodies both within and outside of HITRANS;

- a more objective led strategy, with clear links between objectives and desired outcomes and specific projects and schemes – moving away from a political wishlist; and

- better promotion of the RTS once it has been developed, with easy access to the RTS document on the web and elsewhere.

Looking forward to a new statutory RTS

1.28 Drawing on the research for this review of the RTS, we have identified a range of issues that the next statutory RTS will need to consider. This has drawn on the consultation with HITRANS members, email survey, general research including a policy review, and benchmarking with other RTPs in Scotland.

Comparison of approaches of other RTPs across Scotland

1.29 As part of this research, we have carried out a benchmarking exercise with other existing voluntary RTPs in Scotland. Each RTS has been reviewed, and this has been combined with an in-depth interview with a representative(s) from each. The aim of this work has been to act as a benchmark to allow the review of the existing HITRANS RTS to be considered within a wider context.

1.30 A summary of the issues raised in this benchmarking process is presented here.

- **nature of RTSs**: each existing RTS in Scotland has developed its own distinctive style, due to the lack of guidance on how an RTS should develop and the voluntary nature of the RTPs. Both the SESTRAN and NESTRANS strategies are focused largely on a collection of projects, as opposed to general outcomes, such as the Western Peripheral Route for the NESTRANS area and the focus of the SESTRAN RTS primarily on access to Edinburgh. WESTRANS has recently produced a final version of their non-statutory RTS, which sets out a clear strategy with objectives;

- **progress of RTSs**: in general, there has been a lack of monitoring of the outcomes of RTSs, although some monitoring of the achievement of specific projects has been carried out (therefore, outputs rather than outcomes). Gathering of baseline data across each RTP area is at a low level, and will need to be addressed for the development of statutory RTSs. Few targets or indicators have been set in existing RTSs;

- **consultation**: it is hoped the new RTS guidance from the Executive will guide in this area. Varying approaches to consultation on the original RTS were carried out – none were subject to extensive public consultation, although the WESTRANS document was made available to the public for comment through libraries etc.;

- **issues for statutory RTSs and their development**: all RTPs accept that the new statutory RTS will have a stronger focus on monitoring, with the development of targets and indicators. Lack of (consistent) baseline data across each region

however is considered to be a problem, and this may take a number of years to accumulate. An objective-led approach is expected to be a stronger focus in the statutory RTSs, and modelling is being considered by some RTPs to assist with the regional prioritisation of projects and schemes. A model-based approach is not considered by all to be the best means of undertaking this regional prioritisation however; and

- **progress of development of statutory RTS**: progress on the development of statutory RTSs is slow to date. SESTRAN will shortly commission consultancy support for the wholesale development of their RTS and accompanying SEA (tendering due to commence in October 2005); NESTRANS will use a combination of internal staff resources and external support for the development of their RTS, and an initial paper on the approach to the statutory RTS development was being put to the NESTRANS Board in September 2005; WESTRANs have only recently published their final Joint Transport Strategy, and will use this and the development process that has been undertaken to inform the development of their statutory RTS.

Issues for an RTS to consider – email survey

1.31   Overall, it is fair to say that many respondents were positive about the existing RTS, although several highlighted a number of issues that a new statutory RTS needs to address, which in their view the existing RTS does not sufficiently deal with. These elements can be grouped into three main headings as follows:

- **Integration:**
    - greater link with **health issues** (access to health and health improvement), and more links with health authorities (as required by the Transport (Scotland) Act 2005);
    - greater recognition of **environmental issues**, including environmental impacts of transport and the role of environmental heritage in economic development;
    - consideration of **new statutory bodies** set up since last RTS, that is, National Park Authorities, and **new statutory duties** of local authorities (Community Planning, and Core Path Planning); and
    - better linkages with plans and objectives of **other organisations** across the region.
- **Specific modes:**
    - more consideration of sustainable transport, particularly **walking** and **cycling**, and consideration of new access requirements from the Land Reform Act (Scotland); and
    - more consideration of **freight** issues.
- **Delivery and monitoring:**
    - a clearer programme for delivery, with more consideration of who will deliver the strategy including bodies external to HITRANS; and
    - need for a monitoring framework, including SMART targets and indicators.
- **Other issues**
    - avoidance of a "wish list" of projects.

1.32   There was also a desire expressed by several survey respondents to participate in further, more detailed consultation in the development of the next RTS.

1.33   Other messages which came through from the email survey responses was the need to avoid unexplained jargon, and the lack of awareness of the document's availability on the web.

Issues from consultation with HITRANS members and general research

1.34   Drawing on the consultation and general research carried out for this study, we have identified further key issues that the next statutory RTS will need to consider.

1.35   *Local Transport Strategy development and relationship with this and National Transport Strategy:* LTS development across the region is slow – this is the case in many other parts of Scotland, although some authorities are advanced in their LTS preparation (e.g. Fife, South Lanarkshire). There are differing views on how an RTS should take LTS and NTS development into consideration, and there is clearly an issue over timescales for development of these various tiers of strategy development. A general view however appears to be emerging – a clear hierarchy of transport policy is positive, although there will need to be an element of bottom-up input of issues from the LTS to the regional level. LTS development is expected to be complete by the end of 2006, and the NTS is expected to be published in the summer of 2006.

1.36   *Changing transport funding regimes, and the National Transport Agency:* A new National Transport Agency is being set up in Scotland – included in its remit are new devolved rail powers. The PTF as a challenge fund has ended, although transport grants are still available to authorities. There is a view that RTPs will become increasingly important in the delivery and funding of transport in Scotland, and may be used as a vehicle for Scottish Executive funding. The new Bus Route Development Fund has seen substantial awards for bus projects across Scotland over the past year.

1.37   *Links with other plans and organisations:* This is an important theme, and one that needs to be taken on board to a greater extent in the development of the statutory RTS than in the development of the original RTS. Of particular importance is the link with:

- **health issues** – there is now a statutory requirement under the Transport (Scotland) Act 2005 for RTPs and their RTSs to develop in consultation with Health Boards. Whilst the Act focuses on access to healthcare, Steer Davies Gleave has recently carried out research for the Scottish Executive on health and transport, and would advocate that a wider consideration of transport's impact on health improvement is considered within all tiers of transport policy. The process of Strategic Environmental Assessment (see below) provides some opportunities to make this link;

- **social inclusion and Community Planning** – the Scottish Executive has a series of targets for social justice under its Closing the Opportunity Gap programme – the link between transport and social inclusion is an established one. Under the Local Government in Scotland Act 2003, Community Planning is a statutory duty of every local authority in Scotland. Community plans are key documents at a local level, and the consultation with HITRANS members suggested that there is a need for the RTS to be consistent with these, although how this works in reality remains to be seen, as these are predominantly local documents;

- **land use planning** – the land use planning system in Scotland is undergoing a period of significant change. Since the development of the RTS, there is now a National Planning Framework in place, and the recent Planning White Paper has

≡ steer davies gleave

proposed a new approach to development planning which will see a single tier of development plans, except in the city-regions (none of which sit within the Highlands and Islands). Major land use planning developments across the region will also have to be taken into account with regards to transport demand;

- **the Land Reform (Scotland) Act 2003** – this Act has led to a new outdoor access planning regime, bringing new access provisions and duties for local authorities. Key outputs of the new requirements under the Land Reform Act are Core Paths Plans and Local Access Forums. Some consultees approached within this RTS review of the RTS have suggested that these new duties need to be taken account of in the new RTS; and

- **plans and priorities of National Park Authorities** – since the existing RTS was produced, two national park authorities (NPAs) have been set up in Scotland, Loch Lomond and the Trossachs NPA (established July 2002) and the Cairngorms NPA (established March 2003), both of which either partially or wholly fall within the Highlands and Islands area. Both of these NPAs are developing transport and planning priorities.

1.38   *Strategic Environmental Assessment (SEA):* Under the Environmental Assessment of Plans and Programmes (Scotland) Regulations 2004, SEA is now a statutory requirement, and there is little doubt that a new statutory RTS will be subject to this process. Steer Davies Gleave has commenced the data gathering and scoping of issues for the application of SEA to a new Highlands and Islands RTS, and this is summarised below. A separate **"SEA of the Highlands and Islands RTS Preliminary Screening and Scoping Report"** accompanies this research report. SEA work is being carried out in compliance with the statutory requirements.

1.39   *Population trends:* The trend of a declining population across the region is set to continue. This reflects a forecast decline in population levels across Scotland over the next two decades – however, the rate of decline in the Highlands and Islands (with the possible exceptions of Shetland, and Argyll and Bute) is forecast to occur at a faster rate than at the national level. This overall trend however masks local areas in the Highlands and Islands that have seen population increases and areas with more pronounced population declines.

1.40   *Economic and sustainable development:* economic development is likely to remain a key driver of the statutory RTS, as suggested by the consultation for this review. However, there is a growing belief that this needs to be done in a sustainable manner (this will be tested through the application of SEA to the new RTS). Moreover, issues such as peak oil and climate change will need closer consideration in the development of the statutory RTS, if taking a truly long-term view.

1.41   *Process of developing the next RTS*:

- **consultation** is a key issue for the next RTS. It is anticipated that wider consultation may need to be carried out than for the voluntary RTS, although there may be a need to consider how this ties into consultation on emerging LTSs. The email survey revealed a desire by transport operators to have a greater involvement in the development of the statutory RTS;

- **monitoring frameworks**: the Scottish Executive has developed some national targets for transport, although these are not extensive and do not cover all modes. Monitoring of transport outcomes is at a low level across local authorities both in

the region and elsewhere in Scotland. However, there is likely to be a need for the statutory RTS to develop a monitoring framework, which focuses on SMART targets, indicators and a regular monitoring regime (monitoring impacts is also a requirement of the SEA process). The Highlands and Islands is at a distinct advantage over other regions, in that HIE has commissioned the collection of baseline data on transport provision, funding and use since 2001 (Steer Davies Gleave has carried this work out for three consecutive years). However, more work needs to be done to facilitate consistent data gathering processes at the local level; and

- **regional prioritisation**: STAG needs to be applied to the statutory RTS development. If the RTS is to go beyond a "lobbying" role, it may need to consider a regional prioritisation methodology, whereby policies and resulting projects are prioritised in a robust framework, which takes account of deliverability and funding mechanisms. Assessing the impacts of alternative packages may need to be considered.

Strategic Environmental Assessment – baseline data gathering and initial scoping of issues

1.42   The SEA process has a wide remit. Steer Davies Gleave's baseline scoping research (as reported in the accompanying SEA Preliminary Screening and Scoping Report) has considered the following topics (and interrelationships between them) when looking at the environmental impacts of the RTS, based on the categories of environmental impact relating to transport identified in STAG:

- noise;
- greenhouse gas emissions – carbon dioxide (CO_2);
- local air quality – particulates (PM_{10}) and oxides of nitrogen (NO_x);
- water, geology and soils;
- biodiversity;
- landscape and visual amenity;
- cultural heritage; and
- health and other social impacts.

1.43   It should be stressed that the SEA is a strategic assessment, and is therefore not required to carry out or replicate Environmental Impact Assessment (EIA) of individual schemes. It need only concentrate on the **significant** environmental impacts of the RTS, not **all** the possible impacts and environmental issues. The SEA directive stresses a **reasonable** approach to assessment, which takes into account issues such as resource and information available within the timescale allowed.

1.44   The following sections summarise the indicators and data used for each of the environmental issues listed above, and further detail is provided in the full report.

1.45   *Noise:* Indicative noise levels have been calculated for ten key points on the trunk road network across the region. This has been calculated using 18-hour traffic flow data obtained from the Scottish Executive. Noise levels in February and August have been calculated to reflect the significant increases in traffic volumes in the Highlands and Islands during the summer months. Although noise levels are generally above levels that cause 'community annoyance', due to the dispersed nature of the

steer davies gleave

population in the Highlands and Islands, the number of people exposed to these noise levels is limited.

1.46   *Greenhouse gas emissions:* Detailed information on the level of CO_2 emissions at a local authority level are not available for the Highlands and Islands region, however the Scottish Executive annual publication "*Key Environmental Statistics for Scotland*" shows the contribution of transport to total CO_2 levels in Scotland.

1.47   *Local air quality:* Each local authority in the Highlands and Islands region has produced a Local Air Quality Update Assessment and Screening report, which provides information on the presence of Nitrogen Dioxide and Particulate Matter in that local area. Data on air quality in the region has been taken from these sources and shows that air quality in each local authority is generally very good.

1.48   *Water, geology and soils:* Data on the quality of water and soils has been obtained from the North of Scotland Water Quality Report which provides qualitative information on the quality of rivers, estuaries and coastal waters in the north of Scotland. Data has also been requested from SEPA to identify the proportion of rivers, estuaries and coastal waters classed as 'excellent', 'good', 'fair', 'poor' or 'seriously polluted'. A qualitative assessment of the variety and quality of soils across the region has been carried out using information from the Scottish Natural Heritage publication "*Scotland's Living Landscapes*".

1.49   *Biodiversity:* There are a large number of areas across the Highlands and Islands that are protected for their natural heritage and landscape value. Information on the location of these areas has been obtained from Scottish Natural Heritage and has been mapped to show their distribution across the region.

1.50   *Landscape and visual amenity:* A qualitative assessment on the landscape and visual amenity of the region has been undertaken using information from the *"Scottish Natural Heritage: Natural Heritage Futures"* publications.

1.51   *Cultural Heritage:* This section in the full report provides a summary of the number of listed buildings and scheduled monuments in each local authority area. This information has been obtained from Historic Scotland.

1.52   *Health and social impacts:* This section uses information on general health from the 2001 Census to identify general personal perceptions of health across the region. Data on health deprivation and access to key services has have also been mapped using the health and geographic access indicators of the Scottish Index of Multiple Deprivation.

Problems Identified from the baseline data

1.53   The environmental, health and quality of life problems relevant to the Highlands and Islands RTS have been identified through analysis of the baseline data and the policy review carried out in this scoping research. These are summarised in the table below.

PROBLEMS IN THE HIGHLANDS AND ISLANDS WITH RELEVANCE TO THE RTS

Issue	Nature of Problem	Indicator	Baseline
Noise	Noise is not a significant issue, due to the rural nature of the region as a whole, however road traffic is a significant contributor to background noise.	Predictions of road traffic noise at key locations on the trunk road network.	Trunk road network *February:* 50 – 58 dB(A) *August:* 54 – 60 dB(A)
Air Quality	Air quality in the region is generally very good and no Air Quality Management Areas have been declared. There are however some areas, where air quality could deteriorate and exceed targets in the future due to increases in road traffic.	Levels of NO_2.	Current monitoring levels of annual means: *Argyll and Bute*: 22ug/m^2 *Highland:* 41ug/m^2 *Moray:* 23 ug/m^2 *Eilean Siar*: 23 ug/m^2 *Orkney*: 20 ug/m^2 *Shetland*: 14 ug/m^2
Greenhouse gas emissions	Changing weather patterns may be caused by increased CO_2 emissions. Transport significantly contributes to the increased concentrations of this greenhouse gas.	Predicted levels of CO_2 emissions.	The Scottish Executive estimates that transport accounted for 12% of Scottish CO_2 emissions in 2000.
Biodiversity	A high proportion of the region is covered by international, national and local conservation designations.	Number of designated sites affected by RTS proposals.	Number of hectares of protected sites: 63,641,181 ha[1].
Cultural Heritage	Potential risk of damage to or loss of heritage resources and sites of archaeological importance.	Number of protected sites affected by RTS proposals.	Number of statutory listed buildings: 14,372 Number of scheduled monuments: 2,949
Landscape and visual amenity	Landscape and townscape at risk from change of character by new developments.	Conservation areas.	Area covered by protected sites: 63,641,181 ha[2]
Social impacts	Although health of the region is generally good, there are low levels of physical activity among the population.	General health (National Census).	% of the population feeling *'in good health'*: 71% % of the population with a Long-term limiting illness: 18%
	Social exclusion resulting from poor access to healthcare and other essential services.	Geographic access.	% of the population who live in a ward that is ranked in the top 5%, 10% and 20% most deprived wards in Scotland (*as shown in mapping in full report*).

1.54   Based on an extensive policy review, Steer Davies Gleave has commenced the setting of SEA objectives, reported further in the SEA Preliminary Screening and Scoping Report.

---

[1]   This values is the area of protected sites contained entirely within the Highlands and Islands Region, there are additional protected sites that cross local authority boundaries.

[2]   This values is the area of protected sites contained entirely within the Highlands and Islands Region, there are additional protected sites that cross local authority boundaries.

$\equiv$ steer davies gleave

Next steps

1.55   Formal RTS guidance is anticipated imminently from the Scottish Executive, following the announcement of final boundaries for RTPs in Scotland on 6th October 2005. The next priority areas in the RTS development are as follows:

- production of work programme for the RTS development; and
- development of consultation programme.

1.56   Following this, work can begin on the development of the RTS, which will include:

- development of objectives, and issues report, to be informed by further consultation and this baseline research;
- development of SEA objectives, and submission of formal SEA scoping report to Consultation Authorities in Scotland (Historic Scotland, Scottish Environmental Protection Agency, Scottish Natural Heritage);
- development of alternative packages within RTS according to STAG and SEA processes, and testing of impacts;
- reporting of SEA in Environmental Report; and
- publication of RTS subject to further consultation, and approval by Ministers.

1.57   Steer Davies Gleave hopes that this review of the RTS and baseline research carried out to date will ensure that the development of the statutory RTS for the Highlands and Islands can start from an informed level.

2. INTRODUCTION

2.1 Steer Davies Gleave is delighted to have been commissioned by HITRANS to review their Regional Transport Strategy (RTS), in preparation for the development of the new statutory RTS in 2006.

2.2 This review is based on the RTS published by HITRANS in 2002, attached in Appendix A.

Approach to the research

2.3 This review has process has comprised of a number of elements:

- data collection, to assess progress against the RTS objectives and project aspirations since 2002;
- data collection to establish a baseline for the new statutory RTS, including a review of major land use planning developments across the region;
- data review and initial scoping of issues which the new statutory RTS may have to consider, including for the purposes of Strategic Environmental Assessment process;
- extensive policy review to inform both the scoping of issues for the statutory RTS and the required Strategic Environmental Assessment; and
- qualitative assessment of progress on the RTS informed by interviews with HITRANS members, and wider stakeholders through an email survey.

Interviews with HITRANS members

2.4 As part of this review, interviews were held with each member of HITRANS, as currently existing in its voluntary form.

2.5 Each interviewee was asked a set of questions according to an interview schedule prepared by the Steer Davies Gleave study team, to ensure consistency in the consultation – the interview schedule is attached in Appendix B.

2.6 In addition, Dr Annie Ingram of the North of Scotland Planning Group, part of NHS Scotland, was interviewed in Dundee, 13th October 2005. This interview was held to ascertain the views of a key stakeholder to input into the development of the future RTS. Under the Transport Act (Scotland) 2005, the new statutory RTPs must consult with health authorities in the development of the RTS, and health authority policies should be consistent with the RTS.

2.7 A summary of the HITRANS members interviewed is contained in the following table.

≡ steer davies gleave

TABLE 2.1   HITRANS MEMBERS INTERVIEWEES

Organisation	Individuals	Notes
Argyll and Bute Council	Dave Duthie (Head of Transportation), Blair Fletcher (Transportation Manager), Cllr Duncan McIntyre, Sybil Johnson (Senior Planning and Strategies Officer)	Meeting held on 27 July 2005 in Lochgilphead
Comhairle nan Eilean Siar	Murdo Gray (Technical Services)	Telephone interview on 28th October 2005
Highland Council	Sam McNaughton (Head of Roads and Infrastructure), Cameron Kemp (Integrated Transport Manager), Cllr Charles King	Meeting held on 11 August 2005 in Inverness
Highlands and Islands Enterprise	Donald MacNeill (Senior Transport Policy Manager)	Meeting held on 8 August 2005 in Inverness
Highland Rail Partnership	Frank Roach	Meeting held on 8 August 2005 in Inverness
Moray Council	Cllr Roma Hossack (HITRANS member); George Borthwick (Transport Manager); Gordon Holland (Senior Traffic Engineer); Peter Findleay (Public transport manager); Bob Locker (Public transport coordinator); Martin Wanleiss (Development planning	Meeting held on 15 August 2005 in Elgin
Orkney Islands Council	Jeremy Baster (Director of Development Services), Amanda Pellow (Transport Officer, Development Services); Brian Thomson (Director of Technical Services); Roddy MacKay (Head of Planning and Transport, Development Services)	Group meeting held on 20 July 2005 in Kirkwall
Scottish Council for Development and Industry (SCDI)	Iain Duff (Chief Economist)	Meeting held on 18 July 2005 in Edinburgh
Shetland Islands Council	Graham Spall (Director Infrastructure Services) Stephen Cooper (Acting Head of Transport); Michael Craigie (Capital Projects Unit Manager); Ken Duerden (Ferry Services Manager); Neil Robertson (Network Engineer); Alistair Hamilton (Head of Planning Services); Graham Johnston (Head of Finance); Alistair Cooper (Head of Development and Resources); Ian Halcrow (Head of Roads)	Group meetings, held on 14 July 2005 in Lerwick

Email stakeholder survey

2.8   As part of the work undertaken for the review of the Highlands and Islands Regional Transport Strategy, a short questionnaire was distributed by email to a range of stakeholders across the region. Full details of who was sent this questionnaire are detailed in Appendix C.

2.9   In total, 30 responses were received, from over 100 which were issued – this response rate of almost 30% is relatively good, given the time of year (summer holidays) and the fact that many may not have replied simply due to a lack of awareness of the RTS. Recipients were given at least four weeks in which to return the questionnaire, with

flexibility built into a final return date. A reminder was issued to recipients approximately one week prior to the final return date.

2.10 The low level of responses from local authorities was disappointing, although it could be argued that transport officers did not feel the need to complete the survey given that in-depth interview sessions were also being carried out as part of the review process.

2.11 Responses were received from a range of bodies, as shown in the following table.

TABLE 2.2   EMAIL SURVEY RESPONDENTS

Sector/policy area	Organisation	Post
Health	Argyll and Bute Council	Health Development Officer
Health	NHS Highland	Director of Public Health
Health	NHS Shetland	Alcohol and Drug Development Officer (Health Promotion)
Health	North of Scotland Planning Group	Director of Regional Planning and Workforce Development
Economic development	Highlands and Islands Enterprise	Senior Transport Policy Manager
Economic development	Argyll & the Islands Enterprise	Head of Global Connections
Economic development	Ross & Cromarty Enterprise	Senior Development Manager
Economic development	Lochaber Enterprise	Head of Strategic Projects
Economic development	Shetland Enterprise	Development Manager
Economic development	Western Isles Enterprise	Head of Community Development
Economic development	Inverness, Nairn, Badenoch and Strathspey Enterprise	Business Development Manager
Economic development	SCDI	Chief Economist
Operators	Highland Airways	Commercial Director
Operators	NorthLink Ferries	Chief Executive
Operators	Caledonian MacBrayne	Director
Operators	Freight Transport Association	Head of Policy
Operators	Road Haulage Association	Regional Director
Operators	Network Rail	Principal Route Planner
Operators	Highland Timber Transport Group	Projects Consultant
National Park	Cairngorms National Park Authority	Head of Economic & Social Development
National Park	Loch Lomond and The Trossachs national park	Transport Initiatives Coordinator
Land owner	The Crown Estate	Coastal Manager

$\equiv$ steer davies gleave

Sector/policy area	Organisation	Post
Local authority – health and community safety	The Highland Council	Health Improvement & Community Safety Officer
Local authority – transport	Argyll and Bute Council	Head of Transportation
Local authority – planning	Orkney Islands Council	Principal, policy & research
Local authority – access	Highland Council	Senior Access Officer
Environment / Heritage	Historic Scotland	Principal Inspector
Environment / Heritage	Scottish Natural Heritage	National Strategy Officer
Voluntary	The Paths for All Partnership	Outdoor Access Development Officer
Voluntary	Sustrans Scotland	Manager

Outputs from the research

2.12   The outputs from this research are two-fold:

- this main report, focusing on a review of the RTS and issues it needs to consider in the future; and
- a separate (but linked) report, focusing on Strategic Environmental Assessment (SEA) data gathering and scoping of issues.

This report

2.13   This report sets out the following:

- an Executive Summary (see preceding section of this report);
- introduction to the research in Section 2;
- a summary of the RTS in Section 3;
- a review of progress of the RTS in Section 4;
- baseline data for a new RTS in Section 5;
- benchmarking against other RTSs in Scotland in Section 6; and
- scoping of issues for a new RTS in Section 7.

3. SUMMARY OF HIGHLANDS AND ISLANDS REGIONAL TRANSPORT STRATEGY

Introduction

3.1   Steer Davies Gleave was appointed by HITRANS in 2001 to work with the voluntary transport partnership to prepare a regional transport strategy report, which would then inform the development of a RTS by the partnership itself.

3.2   The final strategy document, published by HITRANS in 2002, succinctly set out the key components of the RTS for the region. This document is appended in Appendix A, and is summarised in the following sections.

Vision

3.3   The HITRANS RTS has a vision for a regional transport system which:

- "provides cost effective access to all regional transport services in pursuit of social inclusion;
- enables the optimum growth of the regional economy through a network which secures the efficient import and export of products: facilitates internal and external business travel; and encourages growth in tourism;
- is safe to use and operate; and
- is sustainable and has the minimum practical impact on the environment."

Key issues for the RTS

3.4   The Steer Davies Gleave report contained five key themes that the strategy should address, informed by research and consultation during the work.   These were abbreviated as five key issues in the published strategy, as follows:

- **"economic development** - good transport services and better external links will make the region a more attractive place for investment and in particular as a place to live and work, sustaining our communities and retaining people with skills. Modern transport facilities are vital for sustaining traditional businesses and for developing new ones, particularly by reducing costs and journey times. Poor transport infrastructure has a detrimental impact on economic performance. In remote rural areas improved accessibility is required to sustain business vitality and encourage investment, and for improved access to service centres and markets.
- **accessibility and integration** - improvements to the quality of transport infrastructure and new forms of public transport services are needed for better access to jobs, community services, and activities. Transport links to and from the Region are vital for economic well-being and require improvement. Better integration between modes at interchange places is needed to improve accessibility.
- **lifeline services** - there are many lifeline links to islands and remote rural areas in the Region. These are vital supports for social inclusion and their severance would lead to isolation and decline. Safeguarding and modernising these lifeline links is essential as is reducing their costs to the user.
- **environment** - investment in the network must not cause damage to the Region's

≡ steer davies gleave

natural heritage, and it must help conserve the environment as an asset for community identity and tourism development.

- **delivery** - the procurement of adequate funds for investment is vital. Additional resources must be levered in to replace the current ERDF programmes and from the private sector. The Scottish Executive and the Councils will continue to provide the bulk of funds, and current levels of investment must be maintained and if possible increased."

Objectives

3.5   The Steer Davies Gleave report developed a set of strategic themes for the strategy, related to which a set of operational objectives was produced, prioritised differently across three different area types in the region.

3.6   The published strategy document set out objectives as follows:

- "We want to see a reduction in costs to the users of the transport network and reduced costs in the movement of goods. Cost of transport is one of the most pressing concerns of communities and businesses in the region because of the long distances to be travelled.

- We want to improve journey times by investment in better infrastructure particularly roads, public transport vehicles and vessels, and the rail network. Over the strategy period modernising the road network will be a key priority.

- We want to improve integration in the public transport system to increase choice, reduce delays and waiting periods, and make public transport more attractive. We also want to increase the choice of destinations provided by public transport particularly for movements to centres outside the Region. We want to improve the frequency and flexibility of public transport particularly in rural areas and in the external links to centres outside the region. Developing the region's air service network will be a key priority."

Strategic priorities

3.7   The published strategy document listed a number of strategic priorities for the RTS, in the short term and long term. These were based on analysis carried out in the Steer Davies Gleave report on a set of actions in each area movement type, to achieve outcomes and objectives, in both the short and long term.

3.8   The published strategy document listed these ***short term strategic priorities*** as follows:

- "There are some gaps relating to strategic and lifeline road improvements; to rail infrastructure improvements and freight interchanges; to reducing public transport fares, particularly on vital air routes; and for ferry vessel replacements. Over this short term period, in addition to supporting and monitoring these programmes, HITRANS will focus on the way forward in order to tackle these gaps in terms of additional funding requirements and new policy initiatives, and so that action may begin by the end of this short term period.

- Our strategic research priorities over this period will concentrate on:
  - PSO and the regional air service network;
  - lifeline roads and road maintenance priorities;

- freight interchange and freight transport improvements;
- coastal shipping and sea container traffic;
- route development plans for the key trunk road network;
- innovative funding mechanisms for investment in transport."

3.9   **Longer term strategic priorities** are identified in the published strategy document as follows:

3.10   **"Theme 1 – User costs and Fares** – We want to reduce the costs of transport for people and goods by specifically tackling the issue of high fares and by reducing journey times. Except where the local authority runs or supports services the partners can have no direct influence on fares. However HITRANS will actively lobby for fare reductions and will develop the following initiatives to cut costs for all our network's users.

- Wider use of PSOs to secure services and reduce fares
- Discounted fares and reduced freight tariffs
- Investing in key infrastructure, such as lifeline routes, to reduce the cost and slowness of transport of goods
- Reduction in the fuel cost burden in remote and rural areas
- Better freight interchange for quicker access to markets

3.11   **Theme 2 – Infrastructure Strategy** – We want to see significant improvement in the quality of the strategic road network and the lifeline routes; in the quality of public transport vehicle s, vessels and aircraft where these are aging, uncomfortable or unreliable; in the speed and quality of rail services; and we want to see much better facilities at key terminals and interchanges. We will pursue the following initiatives:

- Upgrade key sections of the strategic network and lifeline roads which are single track
- Upgrade of the key trunk roads which enable travel to and from the Region (A82, A96, A9, A95)
- Upgrade of ageing vessels, buses and trains
- Quality facilities at key airports, ports, stations and interchanges
- Multi-modal freight interchanges at strategic locations
- Upgrade of the rail network for higher speed, higher frequency services, and more carriage of freight
- Fixed links to replace short ferry crossings
- Priority bus routes in towns
- Improved facilities for cyclists and pedestrians

3.12   **Theme 3 – Improving Services** – We want to encourage and enable reductions in public transport journey times, better frequency, a greater range of destination, and easier interchange and integration. We will pursue the following initiatives:

- Providing a strategic network of services with local feeders
- Ferry and Air service route development fund

≡ steer davies gleave

- Increased frequency of service to main centres
- Increased choice of destination to centres outside the region
- Improving quality for people with disabilities

3.13   **Theme 4 – Integration and Interchange** – We want to reduce the costs of movement of goods and improve public transport journey times and convenience. We also want to increase the range of public transport services. We will pursue the following:

- Developing the public transport interchange network
- Developing strategic freight interchange
- Through ticketing
- Park and ride and cycle interchange

3.14   **Theme 5 – Information** - we want to increase levels of patronage of public transport by improving information and public awareness of the quality and availability of services. We will pursue:

- Real time information along main routes
- Wider availability of timetabling information including internet and electronic media, and better information on the availability of free travel
- Linking transport information with tourist information"

Priority Strategic Projects

3.15   In an Annex to the published strategy document, a number of priority strategic projects are set out for 2003 to 2006, under the key themes identified in the document, as follows:

"Theme 1 – User costs

- Argyll Islands Air Services
- LPG replacement fuel

Theme 2 – Infrastructure

- Western Isles Spinal Route (part)
- Western Isles Primary Routes (part)
- Barra Ferry Infrastructure
- Leverburgh Ferry Infrastructure
- Western Isles upgrading bridges, paths, lighting (part)
- A9 north of Dornoch
- A 832 Achnasheen – Kinlochewe
- A 851 Broadford – Armadale
- A 890 Strathcarron
- A 830 Arisaig
- Eigg Ferry Infrastructure
- Dalcross airport access road

- Inverness commuter rail links
- A848 Mull
- Oban distributor road
- Argyll and Bute upgrading bridges (part)
- Argyll and Bute strategic freight roads (part)
- Dunoon pier
- Port Askaig pier
- Sumburgh Runway
- Bressay Bridge
- Burwick pier
- Orkney road improvement (part)
- Arran road improvement
- A96 climbing lanes
- A96 Fochabers By pass
- Forres to Kinloss cycleway

Theme 3 Service Improvement

- New ferries for Argyll small islands, Yell and Skerries, and Rousay in Orkney north isles

Theme 4 – Integration and Interchange

- Western Isles public transport information
- Argyll and Bute public transport information
- Interchange improvements (Kirkwall, Fort William, Lochmaddy, Dunoon, Stromness, Forres, Buckie)
- HITRANS public transport infrastructure project (small rural interchanges)

Theme 5 Information

- National timetable database"

Progress against this strategy

3.16   Section 4 of this report discusses progress against the various elements of this strategy to 2005.

$\equiv$ steer davies gleave

4.   RTS PROGRESS SINCE 2002

Introduction

4.1   This section reviews the progress of the RTS since it was developed and published in 2002. Progress is assessed using the following inputs:

- a review of expenditure on transport channelled through HITRANS;

- consultation with HITRANS members as to their views on the progress of the RTS; and

- consultation with a wide range of stakeholders across the region (via an email survey) as to their views on the RTS.

Progress of the RTS – HITRANS review of projects and expenditure 2005

4.2   HITRANS has received £8.882m of funding through the Public Transport Fund from the Scottish Executive over the period of 2002/03 to 2005/06. A set of public transport investment themes have been developed by HITRANS to guide this expenditure, with explicit links made to the RTS. This is shown in Appendix D.

4.3   Appendix E details the specific components of this expenditure, broken down into six local authority areas plus the Isle of Arran which make up the existing voluntary partnership of HITRANS. In addition to the expenditure shown, £209,140 of the PTF funding was spent on general HITRANS costs (mainly related to staffing) from 2002 to 2006.

4.4   Table 4.1 shows this HITRANS PTF expenditure per head of population – this is based on 2001 Census population data for the local authority areas shown and for the Isle of Arran.

TABLE 4.1   HITRANS EXPENDITURE PER POPULATION HEAD BY LOCAL AUTHORITY AREA

Local authority area	Expenditure by head of population
Argyll and Bute	£22
CNES	£42
Highland	£14
Moray	£12
Orkney Islands	£46
Shetland	£20
North Ayrshire (Isle of Arran only)	£42
Average expenditure per head for Highlands and Islands area	£35

4.5   The PTF funding has contributed to the following themes in particular, as stated in the 2002 RTS:

- Theme 2: Infrastructure strategy, with a particular focus on bus infrastructure and some rail.

- Theme 4: Integration and interchange, with improvements to strategic and local public transport interchanges.
- Theme 5: Information, with improvements to bus, rail and ferry information systems.

4.6   The original RTS identified a number of priority strategic projects (2003 – 2006). The HITRANS review of progress suggests that the following are expected to be substantially completed during the current Highlands and Islands Special Transitional Programme (HISTP):

- Argyll Island Air Services
- Western Isles Spinal Route
- A9 North of Dornoch
- A832 Achnasheen – Kinlochlewe
- A851 Broadford – Armadale
- A830 Arisaig
- Eigg Ferry Infrastructure
- Dalcross Airport Access Road
- Barra Ferry Infrastructure
- Leverborough Ferry Infrastructure
- Dunoon Pier
- Port Askaig Pier
- Sumburgh Runway
- Arran Road Improvements
- Bressay Bridge
- Forres to Kinloss Cycleway
- Public Transport bus shelters and information
- Invernet Rail link
- Public Transport Interchanges (Kirkwall, Stromness, Lochmaddy and Fort William)
- New Ferry Yell and Skerries

4.7   The following priority strategic projects will not start under the current HIST Programme:

- LPG replacement fuel
- A848 Mull
- A890 Strathcarron
- Oban Distributor Road
- A96 Fochabers By-pass
- New Ferries (Orkney, North Isles and Argyll small islands)
- Inverness City Centre traffic reduction
- Public Transport interchanges (Forres and Buckie)

4.8   Several research projects have been carried out since the 2002 strategy, including

≡ steer davies gleave

research on the economic value of the air network, which has contributed to the lobbying of the Scottish Executive on an enhanced PSO network. Other research projects are ongoing, including work on several strategic road networks in the region, multi-modal improvements between Aberdeen and Inverness, and development of priorities for the rail network across the region.

4.9   The existing RTS has no formal monitoring framework in place, in terms of targets and indicators.

Progress on RTS elements - consultation views

4.10   As reported in Section 2 of this report, two forms of consultation were carried out to inform the research. Interviews were held with each member of HITRANS, as currently existing in its voluntary form, and an electronic email survey was carried out on a wide range of stakeholders across the region.

4.11   This section summarises the views of the various stakeholders on the progress of the RTS to date. More detailed information from the consultation is appended in Appendix F.

HITRANS members – progress of the RTS

Awareness and use of the RTS

4.12   Unsurprisingly, all HITRANS members were aware of the RTS, at least amongst transport officers who were involved in the original development of the strategy in 2002. Awareness amongst other non-transport officers was more variable, although some were aware of it and had used it, particularly those involved in economic development within the local authority.

4.13   As to how the RTS had been used, this varied considerably – some HITRANS members reported extensive use of the document in the support of funding bids (e.g. Sumburgh airport extension), in the direction of policy and scheme prioritisation, and even in Public Inquiries. However, some members reported limited active use of the RTS, and cited their LTS as the key transport strategy document for their area.

4.14   Further details of how each HITRANS member has used the RTS is reported in Appendix F.

Strengths of the RTS

4.15   Views on the strengths of the RTS and its benefits to date, as perceived by HITRANS member bodies, were elicited during the research. A summary of the strengths and benefits of the RTS were as follows:

- leverage of funding from PTF, leading to significant investment in public transport infrastructure;
- assistance in lobbying for regional interests, notably PSO work, and bringing attention to issues that single authorities would have struggled to do on their own;
- facilitation of partnership working at a regional level, helping to understand cross-boundary issues outside of the individual local authority area;

- RTS on the website is seen as effective presentation, especially if it is kept updated;
- RTS has helped to achieve on delivery in some areas (such as PTF expenditure);
- prioritisation of projects at a regional level, which has supported individual project funding bids; and
- facilitation of research on cross-boundary issues.

4.16   Further details of the views of each HITRANS member on the strengths of the RTS are documented in Appendix F

Weaknesses of the RTS

4.17   The weaknesses of the RTS as perceived by HITRANS member bodies and other bodies across the region can be summarised as follows:

- low awareness of RTS and very low profile, particularly amongst transport operators;
- some issues it has not covered adequately – concessionary fares, rail, access (outdoor), environmental sustainability;
- lack of focus on how to deliver the RTS;
- not detailed or specific enough;
- political "wishlist" of projects – should be an objective led framework for projects and priorities across the region;
- no monitoring framework in place (including targets and indicators);
- no lever for revenue investment to date, only capital; and
- lack of links with other plans and strategies across non-transport sectors.

4.18   Further details of the views of each HITRANS member on the weaknesses of the RTS are appended in Appendix F

Email survey results – feedback on the RTS

4.19   A summary of key responses from the email survey recipients is presented in the following table.

4.20   Responses on specific issues, that is awareness and use of the RTS, and strengths and weaknesses of the strategy are reported in this section. Further discussion of views on issues the RTS should be dealing with in the future is reported in Section 7 of this report.

≣ steer davies gleave

TABLE 4.2   SURVEY RESPONDENTS

Sector/policy area	Organisation	Post	Aware of RTS pre – survey	Have used RTS in their work	Used RTS in policy development	Relevance of existing RTS	Should next RTS cover your issues?
Health	Argyll and Bute Council	Health Development Officer	No			Somewhat	
Health	NHS Highland	Director of Public Health	Yes	No		Very	Definitely
Health	NHS Shetland	Alcohol and Drug Development Officer (Health Promotion)	No				
Health	North of Scotland Planning Group	Director of Regional Planning and Workforce Development	Yes	No	No	Somewhat	Definitely
Economic development	Highlands and Islands Enterprise	Senior Transport Policy Manager	Yes	Yes	Yes	Very	Definitely
Economic development	Argyll & the Islands Enterprise	Head of Global Connections	Yes	Yes	No	Very	Definitely
Economic development	Ross & Cromarty Enterprise	Senior Development Manager	Yes	Yes	No	Somewhat	Possibly
Economic development	Lochaber Enterprise	Head of Strategic Projects	Yes	Yes	No	Somewhat	Definitely
Economic development	Shetland Enterprise	Development Manager	Yes	Yes	No	Somewhat	Possibly
Economic development	Western Isles Enterprise	Head of Community Development	Yes	Yes	No	Very	Definitely
Economic development	Inverness, Nairn, Badenoch and Strathspey Enterprise	Business Development Manager	Yes		No	Somewhat	Definitely
Economic development	SCDI	Chief Economist	Yes	Yes	Yes	Very	Definitely
Operators	Highland Airways	Commercial Director	Yes	Yes	Yes	Very	Definitely
Operators	NorthLink Ferries	Chief Executive	Yes		No	Somewhat	Definitely
Operators	Caledonian MacBrayne	Director	No			Somewhat	Definitely
Operators	Freight Transport Association	Head of Policy	Yes	Yes	No	Somewhat	Definitely

Sector/policy area	Organisation	Post	Aware of RTS pre – survey	Have used RTS in their work	Used RTS in policy development	Relevance of existing RTS	Should next RTS cover your issues?
Operators	Road Haulage Association	Regional Director	No			Very	Definitely
Operators	Network Rail	Principal Route Planner	Yes		No	Not at all	Definitely
Operators	Highland Timber Transport Group	Projects Consultant	Yes	Yes	Yes		Definitely
National Park	Cairngorms National Park Authority	Head of Economic & Social Development	Yes	Yes	Yes	Very	Definitely
National Park	Loch Lomond & the Trossachs National Park	Transport Initiatives Coordinator	Yes		Yes	Somewhat	Definitely
Land owner	The Crown Estate	Coastal Manager	Yes		No	Very	Definitely
Local authority – health and community safety	The Highland Council	Health Improvement & Community Safety Officer	Yes	No	No	Somewhat	Possibly
Local authority – transport	Argyll and Bute Council	Head of Transportation	Yes	Yes	Yes	Very	Definitely
Local authority – planning	Orkney Islands Council	Principal, policy & research	Yes	Yes	Yes	Somewhat	Definitely
Local authority – access	Highland Council	Senior Access Officer	Yes		No	Not at all	Possibly
Environment	Historic Scotland	Principal Inspector	Yes		No	Not at all	Definitely
Environment	Scottish Natural Heritage	National Strategy Officer	Yes	No	No	Somewhat	Definitely
Voluntary	The Paths for All Partnership	Outdoor Access Development Officer	Yes		No	Very	Definitely
Voluntary	Sustrans Scotland	Manager	Yes		No	Somewhat	Definitely

≡ steer davies gleave

Awareness and use of the RTS

4.21   Out of 30, 26 were aware of the RTS prior to receiving a copy of it with the email questionnaire. When asked how they became aware of the RTS, most indicated they had found out about it themselves (ten indicated this as a response), although word of mouth from a colleague was another frequent way of finding out about the RTS (seven indicated this response). Seven responses suggested they had heard about the RTS at a conference or seminar related to HITRANS/RTS/transport in the region, whilst five said they had heard about it from an external body or source.

4.22   From the 30 respondents, the majority had had some level of active interaction with the RTS – thirteen said they had referred to it and used it in their work, twelve had looked at it briefly but not used it in their work, and only one said they had never heard of it and never looked at it (four did not respond to this question). This may reflect that those who responded to the questionnaire were more likely to have come across the RTS before, compared to those who did not respond to the survey.

4.23   Interestingly, as Table 4.2 shows, a significant number of respondents who said they had used the RTS in their work were from Enterprise Companies, suggesting the RTS has been of relevance to economic development interests in particular (an example of using the RTS for the promotion of a particular transport /economic development project was cited in Shetland).

4.24   Significantly fewer respondents had actually used the RTS in the development of policy for their organisation or role. Those who had were the two National Park Authorities (RTS was referred to in the development of their national park plans), two local authority officers (one transport, one planning), two strategic economic development related organisations (development of strategy), and two organisations relating to transport operations.

4.25   However, seven organisations had used the RTS in a way other than in developing policy – checking policy position when preparing papers on projects (two organisations related to economic development), and on an individual transport project (as referred to previously above).

Views of the existing RTS

4.26   Respondents were asked how relevant they felt their *existing* RTS was to their area of work. The majority (25 out of 30) said it was relevant to some extent, with 14 saying it was somewhat relevant, and eleven saying it was very relevant. Again, this may reflect the fact that those who responded to the survey may have been motivated by an interest in the RTS, compared to those who did not.

4.27   The strengths and weaknesses of the existing RTS were asked about in the questionnaire, and detailed responses are documented in Appendix E.

4.28   In summary, the fact that it is a concise document and provides a strategic overview and framework are viewed as key strengths. Lack of detail and lack of focus on delivery are seen as key weaknesses.

Summary of the progress of the RTS and key lessons

4.29   It is difficult to assess the impact of the HITRANS RTS in terms of transport improvements in the region, as opposed to the impact of the partnership's general efforts. Awareness and use of the RTS is variable, even amongst HITRANS members who were involved in its development, and it is therefore difficult to conclude that it has strongly influenced policy direction in the region.

4.30   However, the RTS has clearly played a role in supporting the case for and delivery of certain projects, which have referred to the RTS in their business case. Furthermore, it has strongly influenced the PTF expenditure in the region, as a set of Public Transport Investment themes were developed from the RTS, and delivery in the field of public and sustainable transport has been achieved on the ground using this set of funding.

4.31   The RTS could also be said to have informed a research programme which has been ongoing, which is furthering the evidence base for various initiatives across the region e.g. PSO network.

4.32   Awareness and use of the RTS amongst stakeholders across the region is variable, and this needs to be addressed in the development of the next RTS.

4.33   We would conclude that key lessons from the development of the existing RTS and its use that need to be considered in the development of the statutory RTS are as follows:

- engagement of a wider range of stakeholders and issues in the development process, including those outside the traditional "comfort" zone of HITRANS such as ferry, air and roads;
- forging of explicit links with a wider set of policies and plans across the region, outside of the transport field but to which transport has strong links;
- fuller consideration of the role of local authorities, operators and other partners in how the RTS is to be delivered, particularly where issues are perceived to be local or the remit of a specific body, but without progress on which the delivery of the RTS as a whole will suffer;
- a greater focus overall on delivery and partnership working with bodies both within and outside of HITRANS;
- a more objective led strategy, with clear links between objectives and desired outcomes and specific projects and schemes – moving away from a political wishlist; and
- better promotion of the RTS once it has been developed, with easy access to the RTS document on the web and elsewhere.

5. BASELINE DATA FOR NEW RTS

Introduction

5.1   The Highlands and Islands' large geographical area means that populations are sparse and providing transport that meets the needs of everyone is an expensive and difficult task. Some parts of the region are suffering from population decline resulting from a reduction in local services and employment opportunities.

5.2   This section scopes the baseline information on the environment in which transport in the Highlands and Islands operates. It draws on both the email survey and interview research carried out for this study, and wider research by the study team.

Sources of data for a new RTS

5.3   There are a number of sources of data which can inform the development of a baseline for the new RTS, which in turn will contribute to the development of a monitoring framework through which future progress will be measured.

HIE and annual transport baseline report

5.4   Highlands and Islands Enterprise annual review of transport provision in the region – covering data across the region since 1999, this annually-updated work covers a description of transport services provided across the region by mode, patronage, expenditure on transport in the region and some other relevant statistics. Most of the research is based on commonly available data sources cited here, as well as contact with individual operators and funders of transport (http://www.hie.co.uk/).

5.5   HIE monitor network targets and outturns annually. Relevant transport targets / outturns from the 2004/05 set includes that related to "New air services to the region from outside Scotland", under the theme of "Making Global Connections"[3].

Scottish Transport Statistics

5.6   Updated annually and produced by the Scottish Executive, this provides useful information on transport provision, use and expenditure across Scotland, with much of the data disaggregated by local authority area (http://www.scotland.gov.uk/Topics/Statistics).

Scottish Household Survey

5.7   A major cross-sectional survey, first commissioned by the Scottish Executive in 1998 to provide reliable and up-to-date information on the composition, characteristics and behaviour of Scottish households, both nationally and at a sub-Scotland level. It contains a wealth of information on transport, including information on travel behaviour through Travel Diary research. (http://www.scotland.gov.uk/Topics/Statistics/16002/4031).

---

[3] HIE Network targets and out-turns 2004/05, HIE, http://www.hie.co.uk/hie-network-targets-and-out-turns-2004-2005.pdf

5.8 Through the SHS, datazones in Scotland have been assigned to a 6-fold Urban Rural Classification, based on settlement size, and remoteness for two rural categories, shown in Table 5.1.

TABLE 5.1   SCOTTISH EXECUTIVE URBAN RURAL CLASSIFICATION

Area type	Postcode units in
Large urban areas	Settlements with population of 125,000 or more
Other urban	Other settlements of 10,000 population or more
Small, accessible towns	Settlements with population 3,000-9,999 and within a 30 minute drive time of a settlement of 10,000 or more
Small, remote towns	Settlements 3,000-9,999 and more than a 30 minute drive time of a settlement of 10,000 or more
Accessible rural	Settlements with population less than 3,000 and within a 30 minute drive time of a settlement of 10,000 or more
Remote rural	Settlements with population less than 3,000 and more than a 30 minute drive time of a settlement of 10,000 or more

Scottish Neighbourhood Statistics

5.9 Scottish Executive online tool providing access to small area statistics in Scotland, down to postcode level (http://www.sns.gov.uk/). This source contains useful data on a range of topics, including Access to Services, Scottish Index of Multiple Deprivation, and Geographic Classifications).

5.10 An example of the data that can be extracted from this source is shown in the section below, under access to health services.

Scottish Index of Multiple Deprivation 2004

5.11 The latest set of SIMD data from 2004 draws on a range of sources, including the Census, Department for Work and Pensions, Inland Revenue, NHS Scotland Information and Statistics Division (ISD). The SIMD is made up of six domains:

- Current Income domain — indirect measure of a major part of the main cause of deprivation.
- Employment domain — direct measure of exclusion from the world of work.
- Housing domain — direct measure of material living standards.
- Health domain — indirect measure of both causes and consequences of deprivation.
- Education, Skills and Training domain - indirect measure of both causes and consequences of deprivation.
- Geographic Access and Telecommunications domain — direct measure of area characteristics that impact on deprived individuals.

5.12 Across the 6 domains, there are 31 indicators which are used to describe various aspects of deprivation. The 2004 dataset, in contrast with earlier datasets, now allows analysis by datazone, a small area geographic unit (http://www.scotland.gov.uk/library5/society/siomd-00.asp). Selected data extracted from the SIMD for the region is shown in the accompanying SEA Preliminary

≡ steer davies gleave

Screening and Scoping Report.

Census 2001

5.13   A comprehensive source of national data, which can be disaggregated down to Output Area level (collection of postcodes). Useful information for the RTS includes travel to work information, population data, employment and health related data (http://www.scrol.gov.uk/scrol/common/home.jsp).

Nomis

5.14   Produced by the Office of National Statistics, this provides labour market statistics for national and local areas (including those derived from Census data), with a level of disaggregation from local authority to postcode sector (http://www.nomisweb.co.uk/).

Scottish Executive

5.15   The Executive holds a range of other relevant data, including that on transport expenditure and funding in Scotland, much of which is reported in published documentation (e.g. annual Scottish Budget documents).

Individual local authorities

5.16   Individual authorities in the region hold a range of local data, such as patronage of local ferry services operated by the authority, data on local bus services, local air quality monitoring data, local road traffic data, information on local path networks (as part of the statutory Core Path Planning process). However, much of the transport related data is not necessarily collected in a consistent manner across authorities.

Scotland's Health on the Web Information and Statistics Division (ISD online)

5.17   A useful source of health-related data and information, including performance monitoring frameworks for the health service, is provided through the ISD service. http://www.show.scot.nhs.uk/isd/).

Audit Commission for Scotland and Best Value

5.18   The Audit Commission for Scotland holds data and information on Best Value performance monitoring for local authorities in Scotland. However, transport has limited coverage in the Best Value process in Scotland, being limited to three indicators covering carriageway condition, traffic light repairs and street light repairs (http://www.audit-scotland.gov.uk/).

Strategic Environmental Assessment Consultation Authorities

5.19   Historic Scotland, Scottish Environmental Protection Agency and Scottish Natural Heritage hold a large source of data which can feed into the SEA process. Data held by these organisations is reported in more detail in the accompanying SEA Preliminary Screening and Scoping Report.

Particular interest groups / organisations

5.20   Various bodies exist which hold data on specific themes of interest to their

organisation, which will be relevant to the development of the RTS. These include:

- Cycling Scotland – this relatively new Scottish Executive funded body carried out a review of expenditure on cycling by every local authority in Scotland in 2004/05.

Operators of transport services

5.21 Operators of transport services in the region hold data on their own services, in particular patronage and expenditure – some may also have their own performance targets and indicators. However, not all of this information is in the public domain, and if regarded as a useful input to the developing RTS will have to be obtained through negotiation with operators.

Bespoke research

5.22 HITRANS, HIE and other individual members of HITRANS have carried out a significant amount of research since the last RTS, in various topic areas. These research projects may contribute to the development of indicators and targets for the RTS, where specific research has been carried out, although there is an issue over the replicability of bespoke research which has likely been tailored to suit a particular research objective.

Data and monitoring for the next RTS – consultation inputs

5.23 It is anticipated monitoring of progress and delivery will be a strong emphasis within a statutory RTS. The stakeholder consultation carried out as part of this RTS review also elicited views on data availability that could feed into the new RTS.

Data and monitoring resources – HITRANS member views

5.24 Detailed inputs from the interviews with HITRANS members on local data sources and monitoring frameworks is documented in Appendix F. In summary, the key sources are:

- local development plans, including Local Plans, Structure Plans;
- Local Transport Strategies;
- Community Plans;
- Corporate Strategies for the organisation; and
- research studies on specific issues related to the HITRANS RTS.

Data and monitoring resources – email survey findings

5.25 The survey asked respondents about data held by their organisation, for the purposes of building up a picture of information sources the new RTS can take advantage of for the purposes of establishing a baseline, and developing a framework for monitoring.

5.26 Twenty-one respondents said they had targets and indicators that they used to monitor their work areas. These monitoring frameworks are reported in a range of documents and locations, as follows:

- SHOW website (Scotland's Health on the Web), Health Board Annual Reports,

Regional Health Plans, Regional Workforce Plans

- Highlands and Islands Enterprise website, HIE Network Targets, Annual Reports for LECs, HIE Network Operating Plan, HIE Transport Baseline report (annual)

- Transport Operators Annual Reports and Business Plans, as well as some commercially confidential information

- Local authority Service Plans, Local Plans, Access Strategies, Joint Health Improvement Plans, State of the Area Reports, Annual Performance Reports, Local Transport Strategies

- Historic Scotland, Scottish Natural Heritage Corporate Plans and Annual Reports

- National Strategies such as National Cycling Strategy

- Annual Reviews of various organisations including Crown Estates, Paths for All Partnership

5.27   Data sources used by respondents included bespoke sources produced by their organisations as well as more widely available sources, as follows:

- National census 2001, GRO (General Register Office) for Scotland

- NHS Health Scotland Community Health and Wellbeing Profiles, national NHS statistics from Information Statistics Division (ISD), NHS Highland Adult Health & Lifestyle Survey

- Scottish Indices of Multiple Deprivation

- HIE Network Information Systems, Scottish manufactured exports data, HIE/SE SQW consultants economic survey 2003

- Official Transport Statistics – Scottish (STS), Department for Transport and Pan European

- Scottish Household Survey

- Civil Aviation Authority statistics

- Northern Constabulary Statistics, Highland and Islands Fire Brigade

- Environmental bodies – own record systems and national and local survey data, National Monuments Record of Scotland, Local Authority Sites and Monuments Records, material available on GIS via SEGIS, List of Historic Buildings, Schedule of Ancient Monuments, Register of Gardens and Designed Landscapes, Historic Landuse Assessment, Scottish Recreation Survey, Landscape Character Assessments, data on sites carrying natural heritage designations and a wide range of other related datasets

- National Cycle Network user monitoring

- One off research projects (e.g. transport survey in National Park)

The region's characteristics

5.28   The following section sets out some of the key characteristics of the region, that will inform the development of the statutory RTS. This is not an exhaustive review of relevant characteristics and may need to be revisited as the RTS develops.

Population

5.29   A decline in the population can make it difficult to deliver efficient transport systems, and poor transport networks could contribute to out-migration. Table 5.2 shows population density figures, which illustrates the sparsely distributed population.

TABLE 5.2   LOCAL AUTHORITY AREA TOTAL RESIDENT POPULATION, AREAS AND DENSITIES

	Population	Area (sq km)	Persons per sq km
Argyll & Bute	91,306	6,909	13.2
Highland	208, 914	25,659	8.1
Moray	86,940	2,238	38.8
Orkney	19,245	990	19.4
Shetland	21,988	1,466	15.0
Eilean Siar	26,502	3,071	8.6
TOTAL	**245,981**	**40,333**	**6.1**
SCOTLAND	5,062,011	48,950*	103

Source: GRO 2001 Population Report Scotland *http://www.scotsmart.com/info/general/physical.html

5.30   However, when the population for Local Enterprise Company areas is considered (also based on 2001 Census data), the population baseline for the region varies by that for local authority area.

TABLE 5.3   HIGHLANDS AND ISLANDS AREA DEMOGRAPHICS

Local Enterprise Company Area	Population (2001 Census)	Area km^2	Density persons/ km^2
Argyll and the Islands	70,156	7,740	9.1
Caithness and Sutherland	38,669	7,641	5.1
Inverness and Nairn	77,647	3,222	24.1
Lochaber	18,740	2,419	7.7
Moray, Badenoch and Strathspey	98,703	4,587	21.5
Orkney	19,245	975	19.7
Ross and Cromarty	49,959	5,000	10.0
Shetland	21,988	1,468	15.0
Skye and Lochalsh	12,136	2,707	4.5
Western Isles	26,502	2,898	9.1
Total H&I	**433,745**	**38,657**	**11.2**

Source: H&I Economic Update 2003, HIE http://www.hie.co.uk/HIE-highlands-and-islands-area-profile-2003.pdf

5.31   The general population trend in the Highlands and Islands is that the more remote and peripheral areas are experiencing population decline while population centres,

$\equiv$ steer davies gleave

especially around the Inner Moray Firth, are experiencing population growth.[4]

Economic Growth in the Highlands and Islands

5.32   An understanding of the key economic sectors in the Highlands and Islands region can help to identify key transport improvements needed to contribute to economic growth. Table 5.4 shows the distribution of employment by sector in the Highlands & Islands for 2001.

TABLE 5.4   EMPLOYMENT IN SECTORS, 2001

Sector	Total	Percentage
Agriculture and Fishing	12,647	6.3
Manufacturing	19,494	9.7
Energy and Water	1,871	0.9
Construction	17,886	8.9
Wholesale, Hotels and Restaurants	44,340	22.1
Transport and Communications	14,303	7.1
Banking, Finance and Real Estate, etc.	21,205	10.6
Public Admin, Education and Health	55,179	27.5
Other Sectors	13,909	6.9
Total	200,843	100.0

Source: GRO S 2001 Census

5.33   The table shows that Public Administration, Education and Health sector accounts for 27.5% of the total workforce in the Highlands and Islands (0.8% higher than that for Scotland). This accounts for most of the employment in the Western Isles, Moray, Badenoch & Strathspey and Inverness & Nairn. The Wholesale, Hotels and Restaurants sector accounts for the next largest percentage, with 22.1% of the total workforce (2% higher than that for Scotland), reflecting the high dependence on tourism employment within the HIE economy.

5.34   The type of services and infrastructure required to boost and maintain sustainable economic growth also depends on the development and employment opportunities in the area. As such, it is important to have a good understanding of employment and unemployment trends in the Region. Table 5.5 illustrates the extent of economic activity within the region.

---

[4]   Highlands & Islands Enterprise (2003) Highlands & Islands Economic Update, October, http://www.hie.co.uk/HIE-highlands-and-islands-area-profile-2003.pdf

TABLE 5.5 ECONOMIC ACTIVITY IN THE HIGHLANDS AND ISLANDS REGION

Economic Activity	Argyll & Bute	Highland	Moray	Orkney	Shetland	Eilean Siar	Scotland
% unemployed	4.03	4.26	3.52	3.02	2.40	5.05	3.97
% employees – Full time	37.69	38.94	41.63	35.90	45.09	36.40	40.25
% permanently sick /disabled	5.84	5.55	4.57	4.54	3.85	6.05	7.44

Source: http://www.scrol.gov.uk/ **(2001 Census)**

5.35   Unemployment in Shetland Islands is significantly lower than most of the other areas in the region. Eilean Siar, however, has the highest unemployment at 5.05%, which is 1.08% higher than that for Scotland. Consequently, the Shetland Islands also have the highest percentage of full time employment with Eilean Siar and Orkney at the lower end. As for the percentage of permanently sick and disabled, Eilean Siar and Argyll & Bute have the highest figures.

5.36   According to the Economic Update Report published by Highlands and Islands Enterprise, the unemployment rate for the Highlands and Islands is more seasonal that that for Scotland. The rate in the Highlands and Islands is higher than Scotland during the winter months and lower in summer months. This is due to the region's reliance on seasonal employment, in particular within the primary sector and tourism. The unemployment rate was reduced to 2.6% in August 2003.

5.37   Table 5.6 shows the forecasted GDP growth rates. The data shows relatively high rates of growth for several Local Enterprise Companies either partially or wholly within the Highlands and Islands region, particularly Moray, Badenoch and Strathspey, Lochaber, Argyll and increasingly Shetland and Caithness and Sutherland.

TABLE 5.6   GDP GROWTH

LEC	00/01	01/02	02/03	03/04	04/05
Ayrshire	1.2	1.9	1.5	1.2	1.2
Scottish Borders	-1.0	1.0	1.2	0.9	0.9
Dumfries & Galloway	-0.9	0.5	1.2	1.2	1.2
Dunbartonshire	1.3	1.7	1.7	1.1	1.2
Fife	1.4	1.6	1.6	1.8	1.7
Forth Valley	0.6	1.3	1.7	1.4	1.4
Glasgow	1.6	2.1	1.9	1.5	1.3
Grampian	2.0	2.0	1.9	1.7	1.6
Lanarkshire	0.6	1.9	2.3	1.8	1.8
Edinburgh & Lothian	0.0	2.6	3.0	2.9	2.7
Renfrewshire	1.8	1.8	2.4	2.2	2.2
Tayside	1.9	2.1	2.2	2.0	2.0
Argyll	1.1	1.3	2.2	2.3	2.5
Caithness & Sutherland	1.0	1.0	2.1	2.0	2.0
Eilean Siar	1.4	1.6	2.1	1.8	1.7
Inverness & Nairn	1.3	1.5	1.9	1.7	1.7
Lochaber	1.0	0.4	2.4	2.3	2.3
Moray, Badenoch & Strathspey	3.2	3.4	2.3	2.4	2.7
Orkney	0.0	1.3	1.9	1.6	1.6
Ross & Cromarty	0.6	1.1	1.8	1.2	1.3
Shetland	0.7	0.8	1.5	2.2	2.1

Source: FAI Scottish Regional Forecast, August 2001 table (gross rates for LEC area, not per capita)

House price growth

5.38   Whilst potentially an area on the periphery of a RTS, rising house prices are an important indicator of the country's economy as a whole, and prices have been rising in the region as elsewhere in the UK.

5.39   The following figure shows how house prices have increased over the last 12 years in the region.

steer davies gleave

FIGURE 5-1 HOUSE PRICE GROWTH IN H&I

5.40 Highland Council area has seen the highest average rate of annual growth over the period shown (6.7%), followed closely by Argyll and Bute (6.2%). Moray has seen an average rate of growth of 5.1%, whilst Orkney, Shetland and Eilean Siar have seen lower average rates of growth, at 4.6%, 4.0% and 3.8% respectively. However, this masks a high annual growth of 26% for Eilean Siar in 2004 from 2003 prices, the highest growth in the region.

5.41 House prices are arguably linked to transport policy in several ways.

5.42 Analysis of Census travel to work data to support the Scottish Executive's strategy on city regions showed that travel to work areas are becoming increasingly dispersed, particularly around major cities in Scotland[5]. Whilst this research did not cover Inverness, we anticipate a similar trend.

5.43 Britain as a whole is becoming a country of long distance commuters as many people make lengthy journeys to work. Recently published research undertaken on mapping of commuting patterns in England and Wales[6] (based on the 2001 Census) found that commuters are making increasingly long journeys to work, with more than 800,000 workers travelling more than 30 miles to work in 2001, up 30% from 1991. Motivational factors included a growing desire to live in rural areas, the need for a second household income, and rising housing prices, pushing people to live further away from the main urban centres. The Scottish Executive is shortly to embark on research on long distance commuting trends in Scotland, but we anticipate that it will

---

[5] City Region Boundaries Study, Scottish Executive, 2002, http://www.scotland.gov.uk/cru/kd01/blue/crbs-00.asp

[6] http://www.rgs.org/PDF/Nielsen.pdf, Professor Thomas Nielsen of Aalborg University, Mapping of Commuting patterns, 2005

steer davies gleave

show a marked increase in long distance commuting from rural and remote areas, which will be affecting the Highlands and Islands. There is an argument that improved transport links can contribute to long distance commuting, making it more feasible, although further research is required in this area.

5.44   However, recent research for the Scottish Executive on migration and commuting in urban and rural Scotland would appear to support this argument, showing that (as classified by the Scottish Household Survey's six-fold area classification) commuters from accessible rural areas were the most likely to have to travel over 5km to their place of work or study (60%)[7]. Commuters from remote small towns meanwhile were the least likely to have to travel over 5km (28%). Overall this research showed that people living in accessible small towns (63%) and accessible rural areas (54%) were most likely to commute out of their area to work, with those who live in accessible rural areas most likely to commute to work in urban areas.

Transport Characteristics

Cars

5.45   Car ownership varies across the Highlands and Islands, although it would be fair to say that people in rural areas tend to depend more on cars than those in urban areas[8]. Rising car ownership in the future is anticipated, particularly around the inner Moray Firth area, and particularly multiple car ownership per household.

5.46   Access to a car is an important issue, particularly for households in rural areas who may be dependent on a car to access local services such as employment, shopping, education and health. The following table shows the proportion of households with no car ownership by local authority in the Highlands and Islands.

TABLE 5.7   HOUSEHOLD CAR OWNERSHIP

Local authority	% Households with no car or van
Argyll & Bute	27.9%
Highland	25.1%
Moray	23.6%
Orkney	22.4%
Shetland	23.5%
Eilean Siar	29.8%
SCOTLAND	34.2%

5.47   Car ownership however is different from car availability, particularly where there are multiple demands on a car within the household. Therefore even households with theoretical access to a car does not equate to every member of that household having access to a car at all times (e.g. if one member uses the car for work during the day).

---

[7]   Migration and Commuting in Urban and Rural Scotland, Scottish Executive, 2005 http://www.scotland.gov.uk/library5/rural/mcrs-00.asp

[8]   Sustainable transport policy and people living in rural areas, Scottish Consumer Council, 1996

Public Transport

5.48   Table 5.8 shows the most common means to work of employed adults. It is apparent that the percentage of car/van trips has increased since 1999/2000. This figure is higher than all of Scotland. However, the small sample size might have a biased effect on the numbers.

TABLE 5.8   MOST COMMON MEANS OF TRAVEL TO WORK OF EMPLOYED ADULTS (16+) WHO DO NOT WORK FROM HOME

	Usual means of travel to work			
	Year	Bus (%)	Car or Van (%)	Other (%)	Sample size N=100%
All Scotland	99/00	12	67	21	12,273
	01 / 02	12	68	20	12,249
	03	11	69	20	6,033
Highlands/Islands	99/00	6	67	26	1,207
	01 / 02	8	70	22	1,336
	03	7	74	20	610

Source: Scottish Household Survey, SE Statistical Bulletin August 2004

5.49   Table 5.9 shows the breakdown of car/van commuters to those who could and could not use public transport. The figures indicate that there are significantly more car/van commuters who could not use the public transport in the Highlands and Islands compared to all of Scotland. It is reasonable to assume that this is due to relatively poor transport service provision in the region.

TABLE 5.9   CAR/VAN COMMUTERS - COULD THEY USE PUBLIC TRANSPORT?

	Year	Could use public tranport (%)	Could not use public transport (%)	Sample Size (=100%)
All Scotland	99/00	45	55	8,137
	01 / 02	48	52	8,183
	03	45	55	4,071
Highlands/Islands	99/00	24	76	809
	01 / 02	29	71	923
	03	24	76	431

Source: Scottish Household Survey, SE Statistical Bulletin August 2004

5.50   Table 5.10 shows the walk time to the nearest bus stop or nearest place one can get a bus in the Highlands and Islands Region compared to the rest of Scotland. Data from the table suggests that walking time to the nearest bus stop has slightly reduced since 1999, which indicates improvement in service provision. However, the percentage of areas without bus service in the Region has risen from 6% to 9% since 1999 whereas for all of Scotland, there has been no change.

☰ steer davies gleave

TABLE 5.10   WALKING TIME TO THE NEAREST BUS STOP, OR NEAREST PLACE ONE CAN GET A BUS, AND THE FREQUENCY OF BUS SERVICE

		Walking Time to Nearest Bus Stop											
		Up to 6 minutes					7 to 13 minutes				14 + min	D-K Walk Time	No Bus Serv
		One bus every……….					One bus every……						
	Year	Up to 13 min	14 to 26 min	27 to 63 min	64 + min	D-K freq	Up to 13 min	14 to 26 min	27 + min	D-K freq			
All Scotland	99/00	17	24	25	4	15	1	2	3	3	4	1	1
	01/02	18	23	24	3	18	1	2	3	3	3	1	1
	03	22	22	21	3	17	2	2	3	3	3	1	1
Highland/Islands	99/00	2	12	25	20	12	0	1	8	3	11	1	6
	01/02	1	11	25	18	17	0	1	7	3	9	1	7
	03	1	10	24	16	21	0	1	6	5	6	1	9

Numbers are row percentages
Source: Scottish Household Survey, SE Statistical Bulletin August 2004

5.51   According to the Scottish Household Survey in 2003, about 85% of people lived within 6 minutes walk of a bus stop, and they included 22% in households where there was at least one bus every 13 minutes, 22% with a bus every 14-26 minutes, 221 with a bus every 27-63 minutes, 3% with a bus every 64+ minutes and 17% in households where the respondent did not know the frequency of the bus service. The table also indicates that for people in households with longer walking time to the nearest bus stop, about 10% of people lived within 7-13 minutes walk of a bus stop and 3% lived 14+ minutes walk away.

Access to services

5.52   As accessibility is one of the themes of the existing RTS, and is arguably a cross-cutting theme that drives all transport planning and provision across the region, it is useful to explore the nature of baseline data available on access to services in the Highlands and Islands.

5.53   The following table shows drive times to hospitals across the region, as sourced from Scottish Neighbourhood Statistics.

TABLE 5.11   ACCESS TO HOSPITALS 2001

Local authority	% households 0-30 minutes drive time hospital	% households 30-60 minutes drive time hospital	% households over 60 minutes drive time hospital
Argyll & Bute	82.0	12.3	5.7
Eilean Siar	70.4	21.4	8.2
Highland	78.5	14.2	7.4
Moray	99.7	0.3	0.0
Orkney Islands	78.7	5.0	16.3
Shetland Islands	61.3	23.6	15.1

5.54   The following table shows drive time access to a GP.

TABLE 5.12   ACCESS TO GP 2001

Local authority	% households 0-5 minutes drive time GP	% households 5-15 minutes drive time GP	% households 15-30 minutes drive time GP	% households over 30 minutes drive time GP
Argyll & Bute	67.3	24.2	6.9	1.6
Eilean Siar	47.4	39.8	12.3	0.5
Highland	63.1	25.6	8.5	2.9
Moray	75.2	23.1	1.7	0.0
Orkney Islands	59.4	36.3	4.3	0.0
Shetland Islands	56.4	29.1	10.2	4.4

5.55   This data is also available for access to a dentist.

5.56   Further data of this nature is available for the indicators shown in the following table, all of which could contribute to developing a monitoring framework for the RTS.

TABLE 5.13   ACCESS TO SERVICES DATA AVAILABLE (SNS)

Access to Services	Indicator
Health	Households within specified drive time of hospital, GP and dentist
Education	Households within specified drive time of nursery school, primary school, secondary school, FE/HE college
Financial services	Households within specified drive time of cashpoint, bank or building society
Retail services	Households within specified drive time of Post Office, petrol station, chemist, convenience or general store, supermarket
Other services	Households within specified drive time of police station, Jobcentre Plus, Citizens Advice Bureau, library, internet facility

Transport Services in the Highlands and Islands

5.57   Every year since 2002, Highlands and Islands Enterprise (HIE) has commissioned research on a baseline of transport provision in the Highlands and Islands. The research has built up a baseline of information available for the region from 1997 to date. This research generally covers the following topics:

- Description of level of transport services in the region by air, ferry, bus and rail modes.
- Trends in patronage on transport services, by air, ferry and rail modes.
- Trends in freight carried, by air, sea, road and rail modes.
- Traffic data and motoring costs
- Trends in funding and expenditure for transport in the region.

5.58   We do not propose to replicate here the information contained within that report, particularly as a 2004/05 update report is due imminently from HIE.

5.59   However, we present here a summary of some of the headline findings from the 2004 report (produced March 2005, covering data from 2003/04) on key trends in transport provision and usage in the region[9]. It is hoped that the 2005 HIE report will be available to feed into an evidence baseline for the development of the statutory RTS.

Summary of key issues and trends in transport provision in the region

5.60   Air services in the region have remained relatively stable since 2003 with the exception of the introduction of two new services (BMI, Inverness to Heathrow and Wideroe, Sumburgh to Oslo) and the withdrawal of two Highland Airways services between Benbecula and Glasgow and Inverness and Glasgow, and the Snowflake service between Inverness and Stockholm (operated from March to July 2004). The most significant increases in passenger numbers occurred on the Edinburgh to Inverness and Edinburgh to Stornoway routes, with decreases in the number of passengers travelling between Edinburgh and Kirkwall and Glasgow and Kirkwall.

5.61   The majority of ferry services in the Highlands and Islands have maintained a similar weekly frequency between 2003 and 2004. One new service has been introduced between Gairloch and Portree. The majority of ferry services have seen an increase in passenger and car numbers since 2002, the most notable on routes from Cuan to Luing, Tobermory to Kilchoan and Oban to Colonsay. Fewer services have shown an increase in the number of commercial vehicles and buses carried.

5.62   The majority of bus services have maintained a similar level of frequency since 2003 with the introduction of the Megabus services between Inverness, Perth and Edinburgh increasing the frequency of bus services between these destinations.

5.63   The frequency of rail services in the Highlands and Islands has remained relatively stable since 2003, with the majority of services maintaining the same frequency of service. Increases have however occurred on services between Glasgow and Edinburgh to Inverness and winter services from Glasgow to Oban. The number of passengers travelling to/from stations within the Highlands and Islands has increased on all lines with the exception of the Far North line and overall, patronage has increased. The total number of passengers travelling to / from stations in the Highlands and Islands, on all lines in the region, has also increased since 2002/03.

5.64   Air freight levels have not changed significantly at the airports shown across the seven year period, with the exception of Inverness, Sumburgh and Stornoway, where air freight has been increasing and at Scatsta and Sumburgh, where air freight has been decreasing. Levels of freight carried at the main ports have fluctuated over the seven year period with large increases recorded for west coast ports.

5.65   Data from the Scottish Transport Statistics provides point to point traffic flows at 10

---

[9] Highlands and Islands Baseline of Transport Provision - 2004 Provision, Prepared for HIE by Steer Davies Gleave, March 2005, http://www.hie.co.uk/transport-baseline-2004.html

key sites on the road network in the Highlands and Islands. Trends over time can be seen for five of these sites and show that, in general, road traffic volumes have increased.

5.66   When looking at fuel costs in remote areas of Scotland using the fuel price reports from the AA, it can be seen that fuel prices have been increasing in recent years. However, the gap between prices for remote Scotland and the rest of Scotland has narrowed.

5.67   The Highlands and Islands region receives funding for transport from a number of different sources. A number of large funding awards have been made to local authorities in the Highlands and Islands from the Scottish Executive and European sources, in particular for ferry services and infrastructure projects. Highland and Orkney Islands Councils have received a large proportion of this funding. Other increases in funding have occurred for Cycling, Walking and Safer Streets projects, however funding for road safety projects has remained unchanged since 2003.

5.68   HITRANS was awarded money by the Scottish Executive in March 2004 for public transport, for which they are responsible for prioritising and allocating to the different local authorities in the HITRANS region. This allocation has already been reported in Section 4 of this report.

5.69   The Highlands and Islands region also receives funding through the European Objective One Programme and ERDF funding under the Highlands and Islands Special Transitional Programme, of which the majority has been allocated to ferry infrastructure and roads projects across the region as well as to the HIAL Airports Development Programme.

≡ steer davies gleave

6. BENCHMARKING – REGIONAL TRANSPORT STRATEGIES IN SCOTLAND

Benchmarking purpose and approach

6.1   This section aims to evaluate the existing RTSs that have been produced throughout Scotland by the Regional Transport Partnerships (RTPs) of SESTRAN, NESTRANS and WESTRANS respectively. This will act as a benchmark to allow the review of the existing HITRANS RTS to be seen within a wider context. Each RTS has been reviewed, and this combined with an in-depth interview of a representative of each RTP has inputted into this benchmarking work.

6.2   In this section, we summarise the content and the procedures used in developing the RTSs, together with an analysis of their various successes and weaknesses. We have then looked forward to the new statutory RTSs that are currently being developed by the above RTPs with a discussion of the progress each partnership has made and of the approaches that are being used in developing them.

6.3   The individuals interviewed in each RTP are as follows, together with the key documents reviewed for the purposes of identifying a complete RTS (note, this is not always a single document in some cases):

- SESTRAN (South East Scotland Transport Partnership) – Graeme Malcolm, West Lothian Council and SESTRAN representative. SESTRAN Final RTS, 2003.
- WESTRANS (West of Scotland Transport Partnership Joint Committee) – Rodney Mortimer, WESTRANS Manager. Final Joint Transport Strategy, August 2005.
- NESTRANS (North East Scotland Transport Partnership) – Peter Cockhead, NESTRANS coordinator. Modern Transport System (MTS) STAG appraisal conducted in 2003, and 2003 Annual Report.

6.4   It should be noted that Steer Davies Gleave is in ongoing contact with the emerging Central Scotland and Tay area authorities, who will form a new statutory Regional Transport Partnership. However, progress is limited to date, and we have therefore not included an assessment of their progress in this section – moreover, this is a new partnership with no existing voluntary RTP or voluntary RTS. The proposed new Dumfries and Galloway RTP is similarly a new partnership, and has not been approached as part of this benchmarking exercise.

SESTRAN

6.5   SESTRAN is a voluntary partnership of the nine local authorities in southeast Scotland, plus the Forth Estuary Transport Authority (FETA). The nine local authorities are City of Edinburgh, Clackmannanshire, East Lothian, Falkirk, Fife, Midlothian, West Lothian and the Scottish Borders. SESTRAN is composed of a steering group made up of elected members from each Council and a representative from FETA, whose decisions are put into effect by a management team made up of Council officers.

Content of Existing RTS

6.6   SESTRAN produced their final RTS document during 2003[10]. This was developed during a period of uncertainty over the proposed introduction of congestion charging into Edinburgh.

6.7   SESTRAN has a vision for a transport system that '*provides all citizens of South East Scotland with a genuine choice of transport which fulfils their needs and provides travel opportunities for work and leisure on a sustainable basis*.' The RTS also has the vision that every person in the region '*should have the ability to move into and out of Edinburgh by a choice of modes of transport, with an increased use of public transport*.'[11]

6.8   A summary of the objectives of the RTS follows:

- Reduce the number of people commuting in single occupancy vehicles within South East Scotland.

- Minimise the overall need for travel, especially by car.

- Maximise public transport provision and achieve pubic transport integration and intermodality.

- Improve safety for all road and transport users.

- Enhance community life and social inclusion.

- Maintain existing infrastructure properly in order that it can be fully utilised.

- Enhance movements of freight, especially by rail and other non-road modes.

6.9   The single, aspirational target of the RTS is by 2022, to reduce by 10%, the number of people commuting to Edinburgh by single occupant car from South East Scotland compared to a 2001 base. For Edinburgh residents working outwith the City Council area, the aim is to reduce their reliance on the single occupant car by 10% also over the same period.[12] In addition, SESTRAN has a delivery target, which is to seek the implementation of schemes listed within the RTS and, in particular, those of the Scottish Executive's top ten national transport schemes that are located in the SESTRAN area.

6.10   The SESTRAN RTS is based upon 2 scenarios. Scenario 1 outlines what could be achieved through a low growth in transport expenditure in terms of commitments – trams, airport links, re-opening of the Bathgate-Airdrie railway line. Scenario 2 outlines what could be achieved through congestion charging, with a high growth investment scenario.

---

[10] South East Scotland Transport Partnership (SESTRAN), 2003, Regional Transport Strategy

[11] Op. cit., p3

[12] South East Scotland Transport Partnership (SESTRAN), 2003, Regional Transport Strategy

steer davies gleave

Process of development of the RTS

6.11 The basis of the existing RTS was formed from assessment work prepared by WS Atkins in 1998 based upon a list of regional schemes tested in STAG framework. From this, the objectives and target were developed out of the consideration of what a voluntary partnership could achieve.

6.12 An Interim RTS was produced and was the subject of a consultation programme in 2001. Around 80 regional and national organisations were circulated with copies of the Interim RTS with 15 submitting comments in response. A one-day conference on the RTS was held in October, attended by around 120 delegates from key stakeholders. There was no disagreement with the broad strategy of the Interim RTS but some correspondents sought amendments at a more detailed level. Feedback from these events informed the finalised RTS.

6.13 The interim RTS was very Edinburgh focused, and much longer than the final version. SESTRAN made a conscious decision to distil this down to a succinct final strategy document with more recognition that Edinburgh was only one of ten partners for the final document.

6.14 SESTRAN does not have dedicated staff, which places a burden on the management team structure and is not conducive for linking with stakeholders. At the time of writing, Bob McLellan is chair of the management team whilst Councillor Russell Imrie is Chair of the Steering Group. There are also a variety of working groups, which can form at any time for a period of time, e.g. there was one on congestion charging.

6.15 All decisions by the management team of SESTRAN are at the present time made by consensus, and are then ratified by the individual constituent authorities. In March 2003 the steering group agreed to draw up proposals for SESTRAN to become a joint committee, with powers ceded to it by constituent authorities to allow decisions to be put to a majority vote.

Review of Existing RTS

6.16 A review process of the RTS was undertaken in late 2004 within a working group of SESTRAN. This highlighted several issues which would need to be addressed by the next RTS:

- Worsening congestion
- The need for a long term timescale for improvements to rail and bus services
- Economic development pressure
- Increasing development
- Recognition that the existing RTS is weak in relating objectives to data and baseline monitoring. However, this raises issues in terms of the level of detail an RTS should go to. Considering the use of Scottish Executive performance indicators.
- Freight transport was overlooked in the existing RTS and there was a need for clarity upon this issue.

6.17   As indicated above, the RTS has not gone far enough with respect to targets. Only one target was identified and this was relatively weak and focused on commuting to Edinburgh. With the existing target, the onus has been placed upon the other authorities outside of Edinburgh, not upon the City of Edinburgh Council itself. Furthermore, the target is based upon Census information only, which has posed monitoring problems, as the ten years between each Census is too long a time lag to monitor effectively.

6.18   In the view of the SESTRAN interviewee for this research, a key weakness of the existing RTS is that it is over focused upon Edinburgh and is not truly regional. Little emphasis is placed on the needs of those upon the fringes of Edinburgh and measures like the route development grant for buses and the DRT were neglected. There is arguably a gap in relation to consideration of rural needs, especially within the framework of social inclusion. Furthermore, the RTS has a focus on what has been delivered with an upfront investment package, although many of the schemes are actually outside of Edinburgh e.g. Fife rail stations, improved railway station parking in Fife, Stirling and Falkirk.

6.19   At present, SESTRAN measures its success on delivering schemes, but acknowledges the need to link more with success in achieving objectives, policies and targets. These schemes should require a justification through regional prioritisation methodology, including having a delivery plan and investment packages.

Looking Ahead to the New Statutory RTS

6.20   With regards to the new statutory RTS there shall be a definite change in direction with respect to targets. The existing RTS was developed from a unique set of circumstances, driven by congestion charging. However, SESTRAN anticipates that the next RTS will be completely different, and will have more or better objectives with more targets and more emphasis on a measurable strategy.

6.21   There are issues over whether the local authorities will have to comply with these regional targets, as each authority is developing their own Local Transport Strategy, which will be diverse with their own priorities. The SESTRAN interviewee also expressed concern as to how an RTS will relate to individual Community Planning priorities for each local authority area.

6.22   There is a concern within SESTRAN that during the interim transitional period from the existing RTS to the production of the new statutory RTS in 2007 the Executive will not distribute any capital funding in this time even though it has been stated funding is available. Thus SESTRAN is being proactive in preparing a list of schemes it wants funding for over this period, emerging from various studies carried out by local authorities. Most of these schemes will meet at least some of the objectives in the existing RTS.

6.23   Schemes are being developed to alleviate recognised pressures in the region and most work associated with this is coming from the local authorities. SESTRAN is currently in the process of determining these to present to the Scottish Executive and is therefore still adopting a scheme-led approach. In the view of SESTRAN the implementation of travel information and one-ticketing are seen as a key factor in the development of their RTS.

≡ steer davies gleave

6.24 SESTRAN is planning to engage consultancy support wholesale for the development of the statutory RTS. This shall go through OJEC with a brief, within which shall be contained any available RTS guidance, likely in October 2005. The brief is being prepared by consultants.

6.25 With regards to the SEA, work has not commenced upon this to date; yet a meeting has been requested with the Executive on how the SEA is integrating with the RTS. In light of this, consultants currently preparing the brief for the RTS development are also meeting with the Executive to check the brief before issuing it.

6.26 SESTRAN is looking for alignment between the new RTP and city regions (planning) proposals and has concerns that there are no statutory links between transport and planning. There may be a need to support the RTS with modelling, and if there is a requirement to support the Structure Plan with modelling as well, SESTRAN is keen to do only one set of modelling. In addition, the new RTS is likely to require accessibility modelling (Steer Davies Gleave developed a comprehensive public transport accessibility model for Edinburgh and selected regional services to and from the city in 2003, for City of Edinburgh Council as part of SESTRAN). Baseline data has not yet been established for the SESTRAN region – this will be done through the commission for developing the statutory RTS.

6.27 The key issue in the development of the new RTS is how to establish a consultation framework. This is partly dependent upon who is assigned to the Board of SESTRAN. Currently, SESTRAN only consults local authorities and has no external members. The Executive had wanted a multitude of external bodies as members but not if they have a commercial interest, e.g. operators. SESTRAN believes a need exists for a debate on who to engage, perhaps through stakeholder forums and to consider how to deal with campaign groups. The key stakeholders include Network rail, First Scotrail, Lothian Buses and local bus operators. There will also be a (statutory) requirement to consult with heath authorities.

NESTRANS

6.28 NESTRANS is a partnership between Aberdeen City and Aberdeenshire Councils, Scottish Enterprise Grampian and Grampian Chamber of Commerce. In terms of organisation, NESTRANS operates through a Board comprising leading representatives from its four partner organisations chaired by the Leader of Aberdeen City Council, Councillor Kate Dean. The Board in turn reports to a joint committee of both Councils, the North East Strategic Planning Committee and to the North East Scotland Economic Forum.

Content of Existing RTS

6.29 It is difficult to define a single strategy document but it is considered that the most relevant is the Modern Transport System (MTS) STAG appraisal conducted in 2003[13], examined in conjunction with the 2003 Annual Report.[14]

---

[13] North East Scotland Transport Partnership (NESTRANS), 2001, Modern Transport System STAG Appraisal

[14] NESTRANS, 2003, Delivering a Modern Transport System for North East Scotland

6.30   Drawing from various consultancy studies, a set of proposals comprising the MTS have been developed. The outcome or vision for a regional transport strategy for the north east is summarised as being to '*Deliver a Modern Transport System for the North East of Scotland which enables a more economically competitive, sustainable and socially inclusive society.*'[15]

6.31   A set of objectives have been developed, grouped into the five criteria set by the Government as the benchmarks against which proposals should be measured, namely environment, safety, economy, accessibility and integration. Two additional criteria of deliverability and acceptability were added.

6.32   There are 14 (originally 13) strands of the MTS including Park & Ride, Buses, Aberdeen Crossrail, Strategic Roads and Rail, the Airport/Access to Airport and Ports/Maritime Transport.[16] It includes air, sea and rail freight improvements involving private investment. It also includes the Western Peripheral Route (WPR), the key driver of the MTS, which amongst other things is intended to remove traffic from unsuitable routes to permit re-allocations of road space to further improve public transport. The WPR is intended to play a key role in facilitating a better public transport system, improving the urban environment of Aberdeen and contributing to improved accessibility throughout the region.

Process of Development of the RTS

6.33   As mentioned above, stepping-stones to the MTS have been the government's Sustainable Transport Study for Aberdeen commissioned from consultants and completed in 1998, and an appraisal of alternative regional transport strategies commissioned from consultants by the NESTRANS partners and completed in 2000. The conclusion reached by the local authorities and NESTRANS based on these studies was that an integrated and balanced strategy incorporating the proposed Western Peripheral Route was the most appropriate.

6.34   NESTRANS issued a draft RTS for public consultation in parallel with consultation being undertaken on the two Councils' LTSs. This strategy was supported by public consultation undertaken by the local authorities and the NESTRANS partners, the preferred integrated strategy, now known as the MTS being detailed through the respective Councils' LTSs submitted to the Scottish Executive in December 2000, and being reflected in the Aberdeen and Aberdeenshire Structure Plan approved by Scottish Ministers in December 2001. The NESTRANS RTS was also subject to another round of public consultation by Robert Gordon's University on behalf of NESTRANS.

---

[15] Op. cit., p8

[16] NESTRANS, 2005, Annual Report

☰ steer davies gleave

6.35   Options for dealing with the problems and meeting the objectives were developed, extending to 12 potential options. These were reduced to two, a public transport option and an integrated transport option. Further work was done upon the MTS through STAG and ASAM modelling. The WPR and the MTS were taken through modelling and financial appraisal because of the significance of the WPR scheme and because the Scottish Executive required a detailed case. This was taken through STAG (Part 1).

6.36   The modelling work undertaken indicates that the integrated transport option provided greater benefit for the investment. An Economic Impact and Location Analysis was carried out by consultants, which identified considerable benefits mostly arising from the WPR. Taking into account the analyses carried out, the modelling work, the EILA work and public perception it was concluded that the MTS option provided the best alternative for transport in the North East of Scotland.

Review of Existing RTS

6.37   Assessing the progress of the MTS has been done through the production of annual reports in order to report back to members of NESTRANS as a good practice approach. Monitoring the approach to projects within the MTS has been with a focus on progress in their delivery. A key weakness is that there has not been monitoring of the impact of the projects and thus there is not a clear report on how transport overall across the region is changing.

6.38   A deliberate decision was made by NESTRANS not to develop targets and indicators due to limited resources and they wanted to focus on a list of strategic projects for the region. Baseline data is obtained through the Councils and a baseline analysis of 2001 census data through the Councils is being commissioned within an environmental and transportation consultancy services framework.

6.39   The NESTRAN RTS clearly demonstrates a technically robust approach to strategy development and is able to demonstrate that the strategy outlined (MTS) does represent value for money. Another key strength is that it sets out how the RTS will address the Scottish Executive's five objectives for transport.

Looking forward to the new statutory RTS

6.40   In terms of the new statutory RTS it is unlikely that NESTRANS will use a modelling approach, as it shall be a regional strategic document. Modelling was only used in the preparation of the MTS to justify the WPR and NESTRANS have concerns, which they have voiced to the Scottish Executive that they cannot prepare an RTS based on modelling within a 12-month period. The next RTS will also require to be more objective led than the current MTS and will apply STAG Stage 1.

6.41   The Board approved a review of the RTS in early September 2005. Peter Cockhead, the co-ordinator of NESTRANS, is commencing a paper at the time of writing to take to the Board looking at the programme for preparation, purpose, scope, timetable and likely content of the RTS and how to resource it.

6.42   The next RTS will take a different approach to monitoring and targets but is still likely to focus on interventions, policies and projects and measures within the overall STAG objective led framework. The new RTS will require to be more explicit about linking with other plans and policies, particularly land use planning and economic development. In addition, health has also been identified as a key area to be addressed, including both access to health facilities and the contribution of transport to health improvement.

6.43   On how the statutory RTS will relate to LTSs, the NESTRANS interviewee was of the view that LTSs may become a form of short-term implementation plans for transport in the constituent council areas.

6.44   The next RTP will be a different organisation but is likely to retain the same personnel. The process for RTP development will be dependent upon the two councils within NESTRANS accepting an increasing responsibility for transport in the region. The Executive wants RTPs to deliver strategic projects and will channel funding through them. NESTRANS have decided to adopt an incremental approach to the development of their RTS in light of the fact additional functions for the RTP are not likely to come into effect until the end of the first year of this process.

WESTRANS

6.45   For the purposes of the existing RTS, WESTRANS was a Joint Committee of 13 local authorities in the west and south west of Scotland and Strathclyde Passenger Transport (SPT), the passenger transport authority and executive for west central Scotland. The thirteen local authorities were Argyll and Bute, City of Glasgow, Dumfries & Galloway, East Ayrshire, East Dunbartonshire, East Renfrewshire, Inverclyde, North Ayrshire, North Lanarkshire, Renfrewshire, South Ayrshire, South Lanarkshire and West Dunbartonshire. Strathclyde Passenger Transport (SPT) is made up of two linked bodies: the Strathclyde Passenger Transport Authority and the Strathclyde Passenger Transport Executive.

6.46   The existing strategy serves an area with a population in excess of 2.4 million, ranging from the conurbation of Glasgow and its surrounding towns to sparsely populated rural areas in parts of Lanarkshire, Ayrshire, Argyll and Dumfries and Galloway. The area has an established transport network which includes two international airports, a number of ports with both ferry and sea freight services, an extensive bus network, the largest commuter rail network in Britain outside London, the Glasgow Subway, the busiest trunk roads in Scotland and extensive cycling and walking routes.

Content of Existing RTS

6.47   WESTRANS and SPT, with the support of the Glasgow and Clyde Valley and the Ayrshire structure plan teams, have produced a Joint Transport Strategy (JTS) which sets out an integrated strategy for transport development and investment in the west of Scotland for the next twenty years. This was published in August 2005, compiles 85 pages and is entitled *A Joint Transport Strategy for Western Scotland to 2025.*[17]

---

[17] Joint Steering Group of WESTRANS and SPT, 2005, 'A Joint Transport Strategy for Western Scotland to 2025.'

6.48   The vision for the Strategy is to '*invest in and maintain the best possible sustainable transport system for Western Scotland that supports the economy, promotes social inclusion and enhances the environment for the people who live, work, visit and enjoy the region.*'[18]

6.49   The strategy:

- Sets out a 20 year integrated development and transport framework that will achieve sustainable economic growth and social justice in Western Scotland
- Aims to achieve a sustained shift in mode of travel from private car to public transport
- Prioritises transport management and investment to support economic and social activity, planned development, environmental improvements and to enhance overall regional accessibility.
- Incorporates Scottish Executive priorities and programmes with direct relevance to Western Scotland
- Provides a regional context for Local Transport Strategies
- Complements Local Transport Strategies and SPT's Public Transport Strategy

6.50   The JTS has eight objectives covering the issues of external connections, internal connections, modal shift, demand management, sustainable development, accessibility, environment and safety.[19]

Process of Development of the RTS

6.51   The current JTS has been four years in the making and during the initial stages a working group was established with the Local Authorities to steer its production. This group examined all the transport topics in turn including sustainable transport, demand management, cycling, walking, bus and rail.

6.52   Consultation has been central to the development of the JTS. From a list of interested organisations, primarily those with an interest in transport, WESTRANS facilitated workshops with the aim of establishing what should be contained within the JTS. To assist with this, WESTRANS also embarked upon written correspondence with councils, SPT, train and bus companies. Public meetings were first held in 2002 and gradually, through an iterative process, the strategy elements emerged. This led to a draft version being published in June 2004 for consultation.

6.53   There was no wider consultation upon the draft but the public were informed that the document was available in every library and council office throughout the West of Scotland and were invited to comment. This was also made available to every community council. Everyone who made responses received an individual letter back from WESTRANS.

6.54   As a result of the consultation process, significant changes were made from the draft version, primarily in relation to the layout and presentation of the strategy, as this was

---

[18] Op. cit., p14

[19] Op. Cit., p15

considered important for those who make use of the strategy document.

Review of Existing RTS

6.55   The circumstances surrounding the WESTRANS RTS are different in that due to its recent publication (at the time of the interview the JTS had been published for less than a month) sufficient time has not yet elapsed for a review to have been carried out. In light of this, it was considered that any concerns expressed over the existing RTS should be discussed in tandem with the requirement to produce a new statutory RTS.

Looking Ahead to the New Statutory RTS

6.56   The second draft of the Regional Transport Partnerships (Establishment and Constitution) (Scotland) Order currently proposes a west of Scotland Partnership area, comprising 11 of the councils currently in the Partnership area and part of Argyll and Bute. As mentioned previously, a separate Partnership for Dumfries and Galloway is to be established.

6.57   The Transport (Scotland) bill proposes that WESTRANS and SPT come together to form the new statutory regional transport partnership for the west of Scotland and that a new statutory regional transport strategy should be produced. At present, WESTRANS is in the process of setting up a formal partnership and amalgamation with SPT for this purpose.

6.58   In the view of the WESTRANS interviewee the existing JTS is considered to be the 'base' for the new statutory RTS that will be prepared once guidance regarding this has been issued by the Scottish Executive. It is anticipated that this will necessitate a much shorter and focussed document.

6.59   WESTRANS accepts that the new strategy will need to be far more based on modelling and that it will need to go into more detail with respect to indicators, targets and monitoring.

6.60   The WESTRANS interviewee highlighted the problem with monitoring data across the region, which is either inconsistent between the Local Authorities, or not done at all. This is predominantly from post-96 when Strathclyde was broken up, as there are no obligations to monitor and many Local Authorities do not see it as a priority. WESTRANS hopes to use the new RTS to develop some consistency of approach in monitoring across all the authorities and is currently in the process of encouraging Local Authorities to collate information.

6.61   WESTRANS will prepare a new RTS in line with the guidance from the Executive and within that timescale but do not believe that this will constitute a finished document. The lack of monitoring data is a key reason for this. In considering this, the manager of WESTRANS, Rodney Mortimer, is of the opinion that a finalised RTS should be achievable within five to ten years.

6.62   The new statutory RTS is expected to be a focussed list of projects which will require a high quality justification if the constituent Local Authorities are to accept them. WESTRANS faces a key challenge in terms of the prioritisation of projects; they have a far larger number of partners than the other transport partnerships and a high number of schemes and priorities that will be at varying stages of development. This is

≡ steer davies gleave

expected to lead to problems in terms of comparing and assessing the various schemes.

6.63   In the view of the WESTRANS interviewee, in preparing the existing JTS the consultation process was effective and a key success and they anticipate following the same format in developing the new RTS. WESTRANS believes that the most important factor in the RTS development is committing time to developing stakeholder buy-in and ensuring that this momentum is maintained throughout the consultation.

6.64   WESTRANS is concerned about the use and purpose of the Strategic Environmental Assessment and are at present, dissatisfied with the level of information disseminated by the Executive on how to do one. WESTRANS is also awaiting guidance from the executive upon the control of car use, which is believed to be an important challenge for the new RTS.

Summary of benchmarking issues

6.65   A summary of the issues raised in this benchmarking process is presented here.

- **nature of RTSs**: each existing RTS in Scotland has developed its own distinctive style, due to the lack of guidance on how an RTS should develop and the voluntary nature of the RTPs. Both the SESTRAN and NESTRANS strategies are focused largely on a collection of projects, as opposed to general outcomes, such as the Western Peripheral Route for the NESTRANS area and the focus of the SESTRAN RTS primarily on access to Edinburgh. WESTRANS has recently produced a final version of their non-statutory RTS, which sets out a clear strategy with objectives;

- **progress of RTSs**: in general, there has been a lack of monitoring of the outcomes of RTSs, although some monitoring of the achievement of specific projects has been carried out (therefore, outputs rather than outcomes). Gathering of baseline data across each RTP area is at a low level, and will need to be addressed for the development of statutory RTSs. Few targets or indicators have been set in existing RTSs;

- **consultation**: it is hoped the new RTS guidance from the Executive will guide in this area. Varying approaches to consultation on the original RTS were carried out – none were subject to extensive public consultation, although the WESTRANS document was made available to the public for comment through libraries etc.;

- **issues for statutory RTSs and their development**: all RTPs accept that the new statutory RTS will have a stronger focus on monitoring, with the development of targets and indicators. Lack of (consistent) baseline data across each region however is considered to be a problem, and this may take a number of years to accumulate. An objective-led approach is expected to be a stronger focus in the statutory RTSs, and modelling is being considered by some RTPs to assist with the regional prioritisation of projects and schemes. A model-based approach is not considered by all to be the best means of undertaking this regional prioritisation however; and

- **progress of development of statutory RTS**: progress on the development of statutory RTSs is slow to date. SESTRAN will shortly commission consultancy support for the wholesale development of their RTS and accompanying SEA (tendering due to commence in October 2005); NESTRANS will use a

combination of internal staff resources and external support for the development of their RTS, and an initial paper on the approach to the statutory RTS development was being put to the NESTRANS Board in September 2005; WESTRANs have only recently published their final Joint Transport Strategy, and will use this and the development process that has been undertaken to inform the development of their statutory RTS.

$\equiv$ steer davies gleave

7. SCOPING THE ISSUES FOR A NEW STATUTORY RTS

Introduction

7.1 This section focuses on a review of the issues a new RTS needs to tackle and cover. It is based on the information published already in relation to the development of statutory RTPs and RTSs, namely, the Transport (Scotland) Act 2005. Draft guidance on RTSs is expected imminently (autumn 2005), and will amplify what is required from statutory RTSs.

7.2 We discuss here the key organisations and policy priorities for the areas of interaction with a statutory RTS, looking across sectors, as well as the transport challenges faced by a new RTS.

Development of statutory RTPs and RTSs

7.3 The Transport (Scotland) Act 2005 sets the basis for the development of statutory RTPs and RTSs (this is discussed further below).

7.4 Section 5 of the Act states what an RTS will be expected to cover. This is anticipated to be amplified in forthcoming RTS guidance from the Executive. Broadly however, RTSs should cover the following issues (as quoted from the Act):

- "a) the respects in which transport in the region needs to be provided, developed or improved having regard to, among other things-
    - (i) future needs including those occasioned by demographic and land use changes; and
    - (ii) what can be done, taking account of cost, funding and practicability;
- (b) meeting the needs of all inhabited places, in particular, those which the Partnership considers different from the remainder of the region by reason of their remoteness or the sparsity of their populations;
- (c) meeting the need for efficient transport links between heavily populated places;
- (d) how transport in the region will be provided, developed, improved and operated so as-
    - (i) to enhance social and economic well-being;
    - (ii) to promote public safety, including road safety and the safety of users of public transport;
    - (iii) to be consistent with the principle of sustainable development and to conserve and enhance the environment;
    - (iv) to promote social inclusion;
    - (v) to encourage equal opportunities and, in particular, the observance of the equal opportunities requirements;
    - (vi) to facilitate access to hospitals, clinics, surgeries and other places where a health service is provided;
    - (vii) to integrate with transport elsewhere;
- (e) the order of priority in which different elements of the provision, development and improvement of transport should be undertaken;
- (f) how the Transport Partnership's functions will be exercised so as to fulfil its transport strategy and, if the Partnership considers that the conferring of further

functions is necessary for that purpose, what those functions are;

- (g) how the Transport Partnership, so as to enable it to fulfil its transport strategy, will seek to influence its constituent councils or council in the performance of their functions relating to transport;

- (h) the measuring and monitoring of the achievement of the strategy."

Policy and organisation review – transport and cross-sector

7.5   This section seeks to identify key changes in policy since the 2002 RTS which need to inform the new statutory RTS. These have been broken down into the categories of transport, land use planning, cross-sector issues including health, outdoor access and community planning.

7.6   Furthermore, we have undertaken a review of key organisations that will have a role to play in shaping the new RTS, many of which existed prior to the existing RTS although some of which have been newly created.

Transport – national

7.7   It should be noted that transport policy and structures for delivery in Scotland are undergoing a period of rapid change.

7.8   The **Scottish Executive Partnership Agreement** (2003)[20] set out the high level commitments for transport as:

- by the end of 2006, Scottish Executive spending on transport will reach £1 billion per year, of which 70% will be targeted on public transport;

- a number of major projects will be promoted including rail links, tram networks, air route development, ferry links, motorway projects, extending concessionary fare schemes on public transport, progressively introducing a scheme of national bus, rail and ferry concessionary travel for young people;

- expanding the Rural Transport Initiative and developing its qualifying criteria innovatively to meet further identified needs, working to reduce the cost of lifeline air links within;

- ensuring sufficient resources are available for the non-trunk road network, particularly recognising the needs of pressured rural roads affected by timber production and other primary industries, whilst taking more action to get freight off roads;

- introducing Green Transport Plans, 20 mph speed zones around schools and safer routes to school for walking and cycling;

- providing a national framework for safe walking to school and walking buses;

- supporting the development of Homezones to improve safety for pedestrians and cyclists in residential areas;

- before 2007, beginning work on the next 10 year Transport Plan and, as part of that process, conducting a strategic projects review for all transport modes, against clear criteria on safety, environmental impact and meeting the economic

---

[20]   A   Partnership   for   a   Better   Scotland: Partnership   Agreement   (2003,   Scottish Executive)http://www.scotland.gov.uk/library5/government/pfbs-00.asp

needs of Scotland; and

- bringing forward proposals for a Strategic Transport Authority.

7.9 **Scotland's Transport Future**[21] is the Transport White Paper produced by the Scottish Executive in 2004. It sets out a number of objectives for transport in Scotland, which are stated below. In addition, the **Draft Budget for Scotland 2005-06**[22] sets out a number of targets associated with these objectives, and these are stated below alongside the relevant objectives from the White Paper:

- Objective 1: Promote economic growth by building, enhancing, managing and maintaining transport services infrastructure and networks to maximise their efficiency.
  - Target 1: Increase passenger journeys on the Scottish rail network by an average 2% each year.
  - Target 2: Reduce the time taken to undertake trunk road journeys on congested or heavily trafficked sections of the network by 2008.
  - Target 3: Improve the condition of the trunk road network over a ten year period against measurable milestones.
  - Target 4: Achieve key milestones in the delivery of the major infrastructure projects set out in the long-term investment plan, subject to projects receiving the necessary public or Parliamentary approval.
- Objective 2: Promote social inclusion by connecting remote and disadvantaged communities and increasing the accessibility of the transport network.
  - Target 5: Increase local bus journeys by an average of 1% each year.
  - Target 6: Increase passenger numbers through the network of lifeline airports operated by Highlands and Island Airports Ltd by an average 1.5% each year.
  - Target 7: Increase passenger numbers on the network of lifeline ferries subsidised by the Scottish Executive on the Clyde to and between the Hebridean Isles and to the Northern Isles by an average of 2% each year.
- Objective 3: Protect our environment and improve health by building and investing in public transport and other types of efficient and sustainable transport which minimises emissions and consumption of resources and energy.
  - Target 8: 70% of Scottish Executive transport spending to go on public transport over the period of the long-term investment plan.
  - Target 9: Transfer a further 2 million lorry miles per year from road to rail or water.
- Objective 4: Improve safety of journeys by reducing accidents and enhancing the personal safety of pedestrians, drivers, passengers and staff.
  - Target 10: To reduce the number of serious and fatal road accident casualties by 40% overall and by 50% for children by 2010 compared with the 1994-98 annual averages.
- Objective 5: Improve integration by making journey planning and ticketing easier and working to ensure smooth connection between different forms of transport.

---

[21] http://www.scotland.gov.uk/library5/transport/stfwp-00.asp

[22] http://www.scotland.gov.uk/library5/finance/db0506-10.asp

7.10   The **Transport Act (Scotland) 2005**[23] has created a new statutory basis for regional transport partnerships and strategies, and furthermore, the potential for RTPs to take on statutory functions in relation to transport, as determined by Scottish Ministers. This Act is discussed further below under regional transport.

7.11   In addition, the Act has provided for the transfer of certain rail provisions to Scottish Ministers (from the UK government). Indeed, consultation is underway on "**Towards a National Transport Strategy for Scotland - Rail Priorities**" (published 7th October 2005). This consultation seeks views on what the strategic priorities for Scotland's rail should be. Following the Railways Act 2005[24], Scottish Ministers have a new power to produce a long-term rail strategy and a new duty to specify the outputs to buy from Network Rail in Scotland.

7.12   The Transport Act (Scotland) 2005 also provides for the creation of a national travel concession scheme, and the establishment of a Public Transport Users' Committee for Scotland.

7.13   Following on from the Transport White Paper in 2004, a **National Transport Agency for Scotland** is being developed, to be in place by the end of 2005. The Agency will be responsible for supporting the delivery of major investment programmes for rail, tram and trunk roads[25]. Key responsibilities will be funding and managing the delivery of major capital projects such as the upgrade of Waverley station, the Glasgow and Edinburgh airport rail links, and the Aberdeen Western Peripheral Route. It will also be responsible for the trunk road network and the Scottish rail franchise, national concessionary travel schemes and integrated ticketing and travel information only deal with some transport issues, such as rail, roads, national concessionary fares. It will be an executive agency, directly accountable to Scottish Ministers through its chief executive.

7.14   Also referred to in the White Paper, a **National Transport Strategy** is currently being developed for Scotland, which will be a strategic and long-term "direction of travel" for Scottish transport policy and investment. It is anticipated that it will make links with other policy areas across the Scottish Executive including health, and will be published around the middle of 2006 – consultation on the development of the strategy has been ongoing during the summer of 2005, and a draft is anticipated for consultation at the end of 2005.

7.15   The NTS will be underpinned by a Strategic Projects Review, which will seek to determine the Executive's key infrastructure investment priorities for the period after the completion of the current infrastructure investment plan[26]. This Review will consider all modes of transport.

---

[23] http://www.opsi.gov.uk/legislation/scotland/acts2005/20050012.htm

[24] http://www.opsi.gov.uk/acts/acts2005/20050014.htm

[25]   Sourced   from   Scottish   Executive   press   release   dated   10th   June   2005, http://www.scotland.gov.uk/News/Releases/2005/06/10102401

[26]   Sourced   from   Scottish   Executive   Response   to   First   Impressions   report, http://www.scotland.gov.uk/Publications/2005/05/firstImpressionsResponse

steer davies gleave

Transport funding - national

7.16   Transport funding arrangements have changed somewhat since the first voluntary RTS was produced. There is no longer a Public Transport Fund challenge fund, although this is now distributed to authorities and regional transport bodies. The Integrated Transport Fund is still in place, although there is still a lack of clear guidance on the types of projects it applies to, beyond that set out under section 70 of the Transport Act (Scotland) 2001.

7.17   The current version 1.0 of Scottish Transport Appraisal Guidance (STAG) was published in September 2003, after the original RTS was developed. However, as Steer Davies Gleave staff were involved in both the development of STAG and the draft RTS, we are confident there are no significant changes in how STAG principles were first applied to the draft RTS and the existing version of STAG. We understand that STAG may be updated soon to incorporate the relationship with Strategic Environmental Assessment, but the timescales for this are currently unclear. The SEA guidance from the Executive is due at the time of the passing of the Environmental Assessment Bill, which it is anticipated will not be until sometime in 2006.

7.18   The following table sets out past and planned expenditure on transport as per the Scottish Executive Budget for 2006/07[27].

TABLE 7.1   FUNDING FOR TRANSPORT IN SCOTLAND

In £'000s	2002-03 Budget	2003-04 Budget	2004-05 Budget	2005-06 Plans	2006-07 Plans	2007-08 Plans
Rail Services in Scotland	180,534	210,633	210,783	260,260	264,800	270,400
Ferry Services in Scotland	48,549	49,441	47,166	59,698	61,698	63,598
Bus Services in Scotland	54,767	57,557	60,057	61,600	62,600	63,800
Concessionary Fares	-	3,000	13,000	13,000	109,000	113,000
Air Services in Scotland	22,503	21,906	25,403	41,003	41,603	42,103
Other public transport	40,470	200,693	247,134	280,150	341,927	392,700
Other Grants to Local Authorities	-	2,000	26,300	26,300	63,150	63,150
Motorways and trunk roads	211,861	252,294	253,557	265,031	336,647	327,147
Transport Sub Total	**558,684**	**797,524**	**883,400**	**1,007,042**	**1,281,425**	**1,335,898**
Motorways and Trunk Roads' Depreciation	45,000	50,000	51,591	51,000	51,000	51,000
Motorways and Trunk Roads' Cost of Capital	310,105	328,929	394,249	429,731	468,407	510,563
Total Transport	**913,789**	**1,176,453**	**1,329,240**	**1,487,773**	**1,800,832**	**1,897,461**

7.19   The Draft Budget for 2006/07 states the Executive's transport priorities for the focus of resources as:

---

[27]   Sourced from Scottish Executive Draft Budget 2006/07, http://www.scotland.gov.uk/Publications/2005/09/06112356/23573, published 2005, Table 8.01

- investing in key rail and road infrastructure projects;

- maintaining and improving Scotland's existing rail and trunk road networks;

- investing in public transport service improvements by, for example, promoting integrated ticketing; delivering a better deal for rail passengers in the new franchise; introducing a new bus route development fund;

- extending the benefits of concessionary travel by introducing new national schemes for older and disabled people and for younger people; and

- delivering the Executive's Partnership agreement commitment to create a new transport agency for Scotland and regional transport partnerships.

Transport - local

7.20   Local authorities have been requested to produce a second or updated round of Local Transport Strategies. Guidance published by the Scottish Executive in early 2005, **Scotland's Transport Future: Guidance on Local Transport Strategies**[28] sets out what is expected from the updated LTSs. As an overview, the key points from this guidance are as follows:

- the Scottish Executive anticipates that the process will take around 12 months with local authorities competing their strategies during 2005-06. However, whilst there is an expectation that most strategies will be complete during the course of 2005-06, a deadline for completion has not been set – instead enabling local authorities to work to their own timescales;

- local strategies will need to be consistent with the objectives of the regional strategy;

- Local Transport Strategies are expected to take account of the strategies produced by the voluntary transport partnerships;

- a key role of LTS is to contribute to the achievement of high-level national objectives in a local context;

- local development plans and LTSs should be co-ordinated and support one another's objectives. The LTS should indicate the extent to which developers will be expected to contribute to transport investment; and

- the LTS should encompass both parts of STAG appraisal, at a level appropriate to the resources available for preparation of the strategy.

7.21   Each local authority within the HITRANS voluntary partnership area has produced a Local Transport Strategy, in 2001. These are now somewhat dated, and work is ongoing in most areas to prepare an updated LTS. The original LTSs were reviewed to feed into the development of the draft RTS – the new RTS will have to take account of existing policies where no updated ones exist, although it is anticipated that many areas will be developing new policy priorities for their local area which will feed into the developing RTS.

7.22   Objectives of the existing LTSs (2001) are contained within the Policy Review for this research, appended to the Strategic Environmental Assessment scoping report which accompanies this report.

---

[28] http://www.scotland.gov.uk/library5/transport/gltpsd-00.asp

steer davies gleave

Policy and organisation review - land use planning

Land use planning - national (and regional)

7.23   Perhaps the most notable advancement in planning policy since the 2002 Highlands and Islands RTS has been the introduction of the Planning White Paper in 2005, **Modernising the Planning System**. This heralds major reforms to the planning system in Scotland. The principles of the White Paper are modernisation of the planning system; increased efficiency and flexibility; moving towards a plan-led system; greater community involvement; and recognising the role of planning in achieving sustainable development. The White Paper includes reforms to both the development / strategic / forward planning system, and development control (or rather, development management, as it may increasingly be known).

7.24   Of particular relevance to the development of statutory Regional Transport Strategies are the following elements contained in the White Paper:

- a statutory requirement to update development plans every five years, and a move to a single tier of development plans everywhere apart from the four largest city regions. Within city regions, there will be a requirement for both local development plans and strategic development plans – the latter will deal with key land and infrastructure issues which cross the planning authority boundaries, and the local development plan will be required to comply with the strategic plan;

- establishing a National Planning Framework (NPF), which has been published in April 2004, with a second due in 2008, providing a strategy for sustainable development to 2028. The NPF will cover transport infrastructure, drawing on the National Transport Strategy and Strategic Projects Review (see discussion of transport policy direction above). It will address spatial planning issues of national importance which cut across city region boundaries; and

- new procedures for determination of national developments (of strategic national importance) and major developments (key large scale development proposals) – both of which could have transport impacts at the regional level

7.25   Unlike England, there is no regional tier for land use planning (for example, Regional Spatial Strategies). However, the proposed changes discussed above will see the development of strategic development plans for city regions. None of these however will fall within the Highlands and Islands area.

The National Planning Framework for Scotland

7.26   Published in 2004, and the first of its kind in Scotland, the NPF[29] sets out a framework to guide the spatial development of Scotland to 2025, with a vision of Scotland to which other plans and programmes are expected to contribute.

7.27   The key aims of the NPF, for Scotland's spatial development to 2025 are stated as being:

- to increase economic growth and competitiveness;

---

[29]   National   Planning   Framework   for   Scotland,   Scottish   Executive,   2004
http://www.scotland.gov.uk/library5/planning/npf04-00.asp

- to promote social and environmental justice; and

- to promote sustainable development and protect and enhance the quality of natural and built environments

7.28   A key theme of the strategy is "a better transport system", which is viewed to be necessary to achieve the aims of the NPF.

Links between regional transport planning and land use planning

7.29   In Scotland's Transport Future: Proposals for Statutory Regional Transport Partnerships, an aspiration is stated that RTPs will link with a range of partners and policies, including those relating to land use planning. The White Paper states the following[30]:

"The RTPs will need to work in partnership with a range of regional, local and national bodies and take account of the provision of the whole range of local public services as well as transport. We propose that they become statutory participants in community planning and they will also be expected to contribute to structure plans and, in due course, city region plans and local development plans. They should also consider involvement in, for example, local economic forums."

7.30   There is also a possibility that RTPs will become a statutory consultee for development plans, as stated within the Planning White Paper, Modernising the Planning System[31]:

"Engagement of statutory consultees: to ensure the effective delivery of policies and proposals, we intend to designate statutory consultees for development planning and require them to engage in the process. These will include Scottish Natural Heritage, Scottish Environment Protection Agency, Local Enterprise Companies and Scottish Water. It may be appropriate to add other bodies to this list, such as the forthcoming Regional Transport Partnerships. The intention is that these bodies provide, at an early stage, information critical to the delivery of the proposals within the development plan and ensure better co-ordination of spending and policy decisions."

Land use planning - local

7.31   A review of the policy priorities of each structure plan across the Highlands and Islands has been carried out for this study, as it was in the preparation of the draft RTS. These are discussed below, and are also discussed in the accompanying SEA Preliminary Screening and Scoping Report.

7.32   It will be important to have strong links between development planning and the statutory RTS, given the integral links between planning and transport, with transport requirements often being derived from the implications of land use planning decisions.

---

[30] Scotland's Transport Future: Proposals for Statutory Regional Transport Partnerships, October 2004, Introduction paragraph 7 http://www.scotland.gov.uk/consultations/transport/rtpc-00.asp

[31] Modernising the Planning System, Scottish Executive, June 205, section 5.2.1 http://www.scotland.gov.uk/Publications/2005/06/27113519/35231

≡ steer davies gleave

Highland

7.33   The Highland Structure Plan (adopted 2001)[32] sets out a vision for the local authority area to 2017. At the heart of the Structure Plan is a hierarchy of settlements:

- the regional centre of Inverness;
- sub-regional centres of Fort William, Wick, Thurso, Portree, Dingwall; and
- local centres such as Nairn, Kinlochleven, Mallaig, Ullapool.

7.34   A maximum additional 26,200 new homes are forecast to be required during the lifetime of the Plan, with 13,600 of these required from 1998 to 2007. Furthermore, proposals for new settlements in the Inner Moray Firth area will be supported by the Council.

TABLE 7.2   HIGHLAND STRUCTURE PLAN HOUSING ALLOCATIONS

Plan areas	1998-2007	2007-2017	1998-2017
Badenoch and Strathspey	1,050	700	1,750
Caithness	650	750	1400
Inverness	4,700	4,400	9,100
Lochaber	1,000	1,000	2,000
Nairn	600	650	1,250
Ross and Cromarty	3,800	3,500	7,300
Skye and Lochalsh	1,250	1,000	2,250
Sutherland	550	600	1,150
Highland	**13,600**	**12,600**	**26,200**

7.35   A number of strategic industrial and business sites will be supported and safeguarded, including a large single user industrial site at Delny and large petrochemical plant at Nigg. New high quality business and industrial sites will be identified at Wick, Portree, Golspie and the Inverness to Nairn (A96) corridor.

7.36   During the Plan period, Dounreay will remain an important source of employment in Caithness, making a significant contribution to the local economy.

7.37   Other areas of priority within the Plan which will have transport implications are:

- tourism, with the ongoing development of Local Tourism Action Plans and Tourism Management Schemes to implement the Highlands of Scotland Tourism Strategy (1997);
- fisheries and aquaculture, with the latter being a growth industry in the region since the 1980s 0- further diversification of this industry will be required in the future; and

---

[32] http://www.highland.gov.uk/plintra/devplans/splan_new.htm

- forestry, a significant land use in the Highland area which will continue to have transportation infrastructure requirements.

7.38   The following table sets out the Highland Structure Plan's policies on transport and communications. The Structure Plan sets out the Council's policies and proposals, as well as recommendations to other bodies (primarily the government) where this is outwith the Council's control.

TABLE 7.3   HIGHLAND STRUCTURE PLAN - TRANSPORT AND COMMUNICATIONS POLICIES

Policy/Proposal/Recommendation	Description
Policy TC1 Modal shift	Support measures to achieve a shift from private car and road haulage to alternative forms of transport where appropriate
Policy TC2 Multi-modal interchanges	Support the development of multi-modal interchanges involving rail, road, sea and air links for both passenger and freight traffic
Proposal TC3 Integrated Local Transport Strategy	Preparation of an Integrated Local Transport Strategy
Recommendation TC4 Trunk Roads	Trunk Roads sit above the roads hierarchy developed by the Council, and investment is required in a number of key trunk roads listed in the Structure Plan
Recommendation TC5 Multi-modal corridors	Improvements to the A9/A99 Wick-Dornoch Bridge, A830 Mallaig-Fort William and A96 Inverness-Aberdeen roads be associated wherever possible by funding for improvements to the complementary railway routes
Policy TC6 Road network improvements	Improve as a priority Premium and Strategic Routes to a modern two lane standard and Rural Distributor Routes according to its roads hierarchy, especially where such roads are important for the effective functioning of the Structure Plan's settlement hierarchy
Recommendation TC7 Transportation of timber	Additional resources should be made available to facilitate the transportation of harvested timber by rail, sea/canal and road
Policy TC8 Service facilities	Promote and support commercial service facilities for road users within nearby settlements on the A9 between Drumochter Pass and Ardullie and oppose direct facilities on the Trunk Road
Policy TC9 Car parking	Application of maximum car parking standards, and where appropriate, look to enter into agreements with developers to receive commuted payments in lieu of on-site parking provision
Policy TC10 Cycling	Support and develop cycling in Highland through the preparation and implementation of an agreed Highland Cycling Strategy and Local Transport Strategy
Policy TC11 Public transport	Support the provision and improvement of public transport services across Highland and will consider the provision of subsidies as appropriate. Operators encouraged to integrated into an overall transport system
Recommendation TC12 Passenger rail improvements	Maintenance of existing infrastructure and priority improvements to key parts of the rail network listed in the Structure Plan - commuter rail service between Nairn/Culloden, Tain and Inverness, with additional halts; rail/bus interchange at Inverness; rail/bus/air interchange at Inverness Airport; reduced journey times between Inverness-Wick/Thurso, Inverness-Aberdeen and Inverness-Edinburgh; re-opening by Strathspey (Steam) Railway of the Aviemore - Grantown-on-Spey line

≡ steer davies gleave

Policy TC13 Tain - Golspie rail link	Future possibility of construction of a direct rail link between Tain and Golspie in the consideration of relevant development proposals
Policy TC14 Air transport	Support measures to improve the range and quality of air services within and beyond Highland, and is committed to the improvement of access to the airports for both public and private transport
Policy TC15 Ferry services	Safeguarding all essential ferry services and will support proposals to improve harbours and establish new or extended ferry services which are commercially viable or otherwise fully supported by public agencies
Policy TC16 Improvements to port facilities	Support measures to improve the range and quality of service provision at Highland ports, and the further linkage of port facilities into the domestic and international freight and passenger transport networks
Policy TC17 Harbour improvements	Review facilities at small ports/harbours/jetties/slips, and evaluate investment potential through applying a set of criteria; Priority for improvements to facilities will be given to the following Council owned ports/harbours: Kyle of Lochalsh; Gairloch; Lochinver; Kinlochbervie.
Recommendation TC18 Tanker traffic in the Minch	Recommendations on a series of measures to minimise risk of a serious shipping pollution incident in the Minch
Recommendation TC19 Rural fuel prices	Should be equity of fuel prices in rural areas with urban areas, by means of measures such as a zonal variable fuel duty tax
Recommendation TC20 Rural filling stations	Greater financial assistance be provided to operators for the upgrading of equipment as necessary, together with derogation of certain EU regulations where compliance would be unduly onerous.
Policy TC9 Car parking	Application of maximum car parking standards, and where appropriate, look to enter into agreements with developers to receive commuted payments in lieu of on-site parking provision

7.39   The Council's road hierarchy is based on the following structure:

- Premium Routes
- Strategic Routes
- Rural Distributors
- Trunk Road Network

Argyll and Bute

7.40   The Argyll and Bute Structure Plan (adopted 2002 and covers 2002 – 2012)[33] sets out seven strategic issues for investment at its core:

- exploiting the potential for a major timber processing inward investment and for road to rail transhipment in the Oban to Dalmally corridor;
- planning for expansion of Oban along its trunk road corridor beyond its containing land form;

---

[33] http://www.argyll-bute.gov.uk/yourcouncil/doclib/structureplan?a=0

- exploiting the potential of the Firth of Clyde to be the focus for trans-Clyde rapid transit opportunities;

- pursuing regeneration strategies for Bute and Cowal focused on Rothesay and Dunoon;

- planning for the special edge of conurbation circumstances of the Helensburgh area;

- improving the A82 Trunk Road alongside Loch Lomond and its associated links to Clyde sea lochs; and

- promoting regeneration and economically focused initiatives for the west and the islands and peninsular areas of Argyll and Bute, including the Kintyre Peninsula and Campbeltown.

7.41   The focus of new development over the Plan period is on a number of Key Settlements, with the aim of supporting sustainable travel patterns. The settlements are as follows:

- Main Towns – Campbeltown, Dunoon, Helensburgh, Lochgilphead, Oban and Rothesay

- Small Towns and Villages – Bowmore, Inveraray, Sandbank, Tarbert, Tobermory

7.42   In addition to the strategic issues above, which have a strong transport and access theme, the Plan sets out a package of proposed policies on development control and transport (Prop Trans 1: Development control, transport and access). These measures focus on promoting sustainable transport opportunities through the development control process, including the facilitation of public transport and non car-borne journeys, ensuring special mobility requirements are addressed, facilitating public access and safeguarding rights of way, applying maximum car parking standards as prescribed in the Argyll and Bute Local Plan.

Moray

7.43   The extant Moray Development Plan 2000[34] is made up of both the Structure and Local Plans (Structure plan was adopted in 1999 and covers the period of 10 to 15 years, whilst the Local Plan was adopted in 2000, covering 5 years).

7.44   However, a Development Plan Review is underway, which sets out the Council's view on the Strategic Planning context for Moray over the next 15-20 years[35]. This has Consultative Draft status, although the period of consultation has ended.

7.45   This Review of the Development Plan for Moray sets out the preferred strategic option of focusing new development on existing settlements, related to the settlement hierarchy with Elgin as the primary focus supported by the second tier towns of Buckie, Keith, Lossiemouth and Forres.

7.46   A Schedule (3) of Strategic Transport Infrastructure is proposed in the Review of the Development Plan, and is shown in the following table.

---

[34] http://www.moray.gov.uk/moray_standard/page_1607.html

[35] http://www.moray.gov.uk/moray_standard/page_43376.html

steer davies gleave

TABLE 7.4 **MORAY DEVELOPMENT PLAN REVIEW - STRATEGIC TRANSPORT INFRASTRUCTURE**

Infrastructure	Route/Area	Proposal	Mechanism
Strategic Trunk Roads	A96	Dualling from Inverness Airport to Fochabers	Joint working between Local Authority and National Transport Agency and Regional Transport Partnership to carry out corridor study and specific scheme studies
		By passes at Elgin, Keith and Fochabers Mosstodloch	
	A95	Route upgrade Aviemore to Keith	
Strategic Local Roads	A941	Lossiemouth to Craigellachie route upgrade	Local Authority studies and bids to regional and national funding sources
	A98	Fochabers to Cullen route upgrade	
Rail Head Facilities	Aberdeen to Inverness	Elgin, Forres, Keith	National Transport Agency and rail bodies in association with Local Authority and Regional Transport Partnership
Rail Line	Aberdeen to Inverness	Line upgrade	Rail track bodies and National Transport Agency to undertake further studies on priority schemes
Rail Service	Aberdeen to Inverness	Service Improvements	Rail operating companies in association with rail track bodies and National Transport Agency
Harbour facilities	Moray Firth	Buckie, Burghead	Harbour Authorities with Local Authority and Local Enterprise Company to undertake joint studies
Cycling/Walking	Moray	Identify Core Path Network	Local Authority to progress as part of Access Strategy

Orkney

7.47   The Orkney Structure Plan was adopted 2001 and covers a period of ten years. It states the concept of sustainable development as central to the plan, presenting a core policy of sustainable island communities. The plan adopts a settlement hierarchy, with a focus on maximising development within the urban settlements of Kirkwall and Stromness.

7.48   The Structure Plan objectives for transport are stated as:

- to support the development of an integrated transport system;
- to encourage the maintenance and enhancement of vital air, sea and other public transport services;
- to encourage appropriate traffic management in a manner which is sensitive to the natural heritage and historic environment;
- to encourage the development of non-motorised modes of travel such as walking and cycling; and
- to encourage development in locations where it can be served by means other than the private car.

7.49   These objectives are reflected in a set of transport policies:

- Policy SP/T1: Integrated transport, as set out in the Council's LTS
- Policy SP/T2: Transport infrastructure, supporting internal and external links with specific reference to air, ferry, freight and roads.
- Policy SP/T3: Public transport – buses, promoting integration, accessibility and improved facilities.
- Policy SP/T4: Traffic management
- Proposal: SP/T5: Walking and cycling, developing footways and cycleways to promote access between residential areas and town centres, shopping, educational and employment facilities
- Policy SPT6: Location of housing development, favouring new development in locations served by other means of transport than the private car

Comhairle nan Eilean Siar

7.50   The Western Isles Structure Plan was approved in 2003[36].

7.51   Sustainable communities is a central theme to the Structure Plan which seeks to achieve the following key aims:

- Setting out policies that:
  - promote sustainability and improved quality of life;
  - encourage population retention, inward migration and address the imbalances in the demographic structure; and
  - help support those who wish to live, work and invest in the Western Isles.
- Establishing a robust development and land use strategy that:
  - encourages economic activity and appropriate levels of service provision and investment;
  - guides the future development and use of land;
  - utilises resources in ways that are sustainable; and
  - enables balanced, informed assessments of potential development proposals.

7.52   To meet the key aim of sustaining communities, one of the policies identified in the

---

[36] http://www.cne-siar.gov.uk/eds/structure_plan.pdf

steer davies gleave

Structure Plan is reducing the need to travel (policy SC4). Possible ways to achieve this are stated as the decentralisation of public services, the provision of local employment opportunities and the multi-use of community facilities.

7.53   The Development and Land Use Strategy comprises of a number of Topic Areas, one of which is transportation. The Council's land use planning objectives for transport are as follows:

- to support improvements in the transport infrastructure in accordance with the Local Transport Strategy;
- to support improvements in public transportation and other alternatives to use of private transport within the Western Isles; and
- to support road safety, highway improvements and traffic management initiatives.

7.54   Specific transport policies in the Structure Plan are:

- T1: Improving the transport infrastructure, with priority areas stated as
  - i) the Western Isles spinal and inter island routes;
  - ii) the airports at Barra, Balivanich and Stornoway; and
  - iii) ports and harbours, including ferry facilities for mainland and intra-island connections.
  - Proposals for specific projects under this policy are Eriskay and Barra Integrated Transport Project, Barra Air Services, Sound of Harris and Sound of Barra Fixed Links
- T2: Public transport, promoting an efficient and integrated transport system
- T3: Walking and cycling, promoting these modes
- T4: Road safety, highways improvements and traffic management

Shetland

7.55   The Shetland Structure Plan was adopted in 2001, and covers the period 2001-2016[37]. Sustainable development is stated as being at the heart of the Structure Plan, to promote development that meets the economic and social needs of Shetland in a manner that does not compromise the ability of future generation's to meet their own needs, with an explicit requirement therefore to protect environmental assets.

7.56   The key issues for Shetland, which the Structure Plan aims to address, are stated as:

- a declining population;
- housing needs;
- a fragile economy;
- natural environment;
- built environment;
- peripherality;
- integrated transport;

---

[37] http://www.shetland.gov.uk/council/documents/splan.pdf

\\Valentino\Work\Projects\206200 - 6299\206298 H&I RTS and SEA\outputs\Review of HI RTS_final report_sent 31 Oct.doc

- drainage and water; and

- energy, resources and waste.

7.57   The Shetland Structure Plan has policies on various aspects of transport, which can be summarised as follows:

- Policy SP TP1: Preparing a Local Transport Strategy

- Policy SP TP2: Supporting provision and improvement of public transport

- Policy SP TP3: Safeguarding Shetland's ports, harbours, ferry terminals and bridges

- Policy SP TP4: Safeguarding Shetland's inter-island airstrips

- Policy SP TP5: Improving the range and quality of external air services, and safeguarding Scatsta's operational capability

- Policy SP TP6: Maintaining and enhancing both the Strategic and Local road network

- Policy SP TP7: Implementing car parking standards through development control policies

Policy and organisation review - social Inclusion

National level

7.58   The relationship between transport and social inclusion and promoting equality is well-established through research and policy. The Scottish Executive's Draft Budget for 2006/07 sets out clearly the expectation of transport investment to contribute to the Scottish Executive's programmes of **Closing the Opportunity Gap** and **Promoting Equality**.

7.59   Closing the Opportunity Gap represents the Executive's social justice strategy[38]. The objectives of the programme are as follows:

- to increase the chances of sustained employment for vulnerable and disadvantaged groups - in order to lift them permanently out of poverty;

- to improve the confidence and skills of the most disadvantaged children and young people - in order to provide them with the greatest chance of avoiding poverty when they leave school;

- to reduce the vulnerability of low income families to financial exclusion and multiple debts - in order to prevent them becoming over-indebted and/or to lift them out of poverty;

- to regenerate the most disadvantaged neighbourhoods - in order that people living there can take advantage of job opportunities and improve their quality of life;

- to increase the rate of improvement of the health status of people living in the most deprived communities - in order to improve their quality of life, including their employability prospects; and

- to improve access to high quality services for the most disadvantaged groups and individuals in rural communities - in order to improve their quality of life and
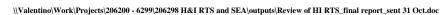
---

[38] http://www.scotland.gov.uk/Topics/People/Social-Inclusion/17415/milestones

steer davies gleave

enhance their access to opportunity.

7.60   These six objectives are underpinned by ten targets, as follows:

- target A: Reduce the number of workless people dependent on DWP benefits in Glasgow, North & South Lanarkshire, Renfrewshire & Inverclyde, Dundee, and West Dunbartonshire by 2007 and by 2010;

- target B: Reduce the proportion of 16-19 year olds who are not in education training or employment by 2008;

- target C: Public sector and large employers to tackle aspects of in-work poverty by providing employees with the opportunity to develop skills and progress in their career. NHS Scotland will set an example by providing 1000 job opportunities, with support for training and progression once in post, between 2004 and 2006 to people who are currently economically inactive or unemployed;

- target D: To reduce health inequalities by increasing the rate of improvement for under 75 Coronary Heart Disease mortality and under 75 cancer mortality (1995-2003) for the most deprived communities by 15% by 2008;

- target E: By 2008, ensure that children and young people who need it have an integrated package of appropriate health, care and education support.

- target F: Increase the average tariff score of the lowest attaining 20 per cent of S4 pupils by 5% by 2008;

- target G: By 2007 ensure that at least 50% of all "looked after" young people leaving care have entered education, employment or training;

- target H: By 2008, improve service delivery in rural areas so that agreed improvements to accessibility and quality are achieved for key services in remote and disadvantaged communities;

- target J: To promote community regeneration of the most deprived neighbourhoods, through improvements by 2008 in employability, education, health, access to local services, and quality of the local environment; and

- target K: By 2008 increase the availability of appropriate financial services and money advice to disadvantaged communities to reduce their vulnerability to financial exclusion and multiple debts.

7.61   Specific areas where transport is anticipated to interact with the Closing the Opportunity Gap programme's objectives are[39]:

- kick-starting better local bus services through the Bus Route Development Fund;

- linking our remote and rural island communities by supporting Lifeline Services;

- piloting both rural and urban Demand-Response Transport schemes; and

- improving rural transport services through the Rural Transport Fund

7.62   The agenda for Promoting Equality is to be promoted through transport investment in the following key areas:

- extending our Concessionary Fares Scheme to include national free off-peak bus travel for older people and people with disabilities;

---

[39] Scottish Executive Draft Budget 2006/07, http://www.scotland.gov.uk/Publications/2005/09/06112356/23573, published 2005, section 8 on Transport

- working closely with the Mobility and Access Committee for Scotland (MACS) and other organisations to take account of the travel needs of disabled people;

- encouraging policy makers to consider the needs of women when developing their transport policies; and

- supporting the Scottish Mobility Centre to help disabled motorists return to driving and enjoy freedom and independence

Local level - community planning

7.63   **Community Planning** is and will continue to be a key opportunity for multi-agency working in Scotland. The statutory process underpinning the process ensures that there is a consistency of understanding in how Community Planning is implemented throughout Scotland.

7.64   There are two main aims of Community Planning, which can be described as:

- making sure people and communities are genuinely engaged in the decisions made on public services which affect them; allied with

- a commitment from organisations to work together, not apart, in providing better public services.

7.65   The *Community Planning: Statutory Guidance*[40] reports that Community Planning is not a new concept and that it is already established in Scotland, it being instrumental in setting joint visions and strategies in many areas.

7.66   As Community Planning is an evolving process, the work undertaken by the partnerships has been reviewed, this has highlighted that there are two further principles in addition to the two main aims outlined above:

- Community Planning as the key over-arching partnership framework helping to co-ordinate other initiatives and partnerships and where necessary acting to rationalise and simplify a cluttered landscape; and

- the ability of Community Planning to improve the connection between national priorities and those at regional, local and neighbourhood level.

7.67   There are 32 Community Planning Partnerships across Scotland, based on local authority areas. Within the Highlands and Islands, there are the following community planning organisations and strategy documents:

- Highland Wellbeing Alliance - Highland Council: Community Plan for Highlands 2004/07.

- Argyll and Bute Community Planning Partnership - Argyll and Bute Community Planning Partnership Detailed Action Plan.

- Moray Community Plan (2001).

- Western Isles Community Planning Partnership - Community Plan for the Western Isles – Consultative Draft (2003).

---

[40] The Local Government in Scotland Act 2003, Community Planning Statutory Guidance, Scottish Executive, Edinburgh 2004, version 1/2004.

≡ steer davies gleave

- Orkney Community Planning Framework - Orkney 2020 Community Plan (2003).

- Shetland Community Planning Board - Shetland Community Plan 2000.

7.68   The Local Government in Scotland Act 2003 is a key aspect of the Scottish Executive's modernisation agenda for local government and the Act provides a framework to enable the delivery of better, more responsive public services. The main components of the framework are:

- a duty to secure "Best Value" in local government service provision. This replaces compulsory competitive tendering with the pursuit of continuous improvement in all aspects of local authority functions. A similar commitment to pursue Best Value has also been placed on other public bodies in Scotland by means of accountability mechanisms through the Scottish Executive;

- a statutory basis for "Community Planning" to ensure long-term commitment to effective partnership working with communities and between local authorities and other key bodies and organisations; and

- a "Power to Advance Well-Being" to enable local authorities to work in a more innovative and creative way in responding to the needs of their communities. This supports the community leaders role of local authorities in the Community Planning process.

7.69   The duty under section 15 of the Scotland Government Act 2003 requires local authorities to **initiate**, **facilitate** and **maintain** the Community Planning process. Under section 16 of the Act NHS Boards, Scottish Enterprise, Highlands and Islands Enterprise, Joint Police Boards and Chief Constables, Joint Fire Boards, the Strathclyde Passenger Transport Authority (SPTA) and the local authorities must participate in the process.

7.70   Under the same Act, local authorities are given a new discretionary power to advance well-being. Section 20(1) of the Act states this power as" anything that it [the local authority] considers is likely to promote or improve the well-being of its area and persons within that area, or either of those. It is for the local authority to decide whether any particular action would be likely to promote or improve the well-being of its area and/or persons in it"[41]. The types of uses a local authority could put some power to include improving mental, social and physical health. This power is seen as intrinsically linked to the other two core provisions of the Act, that is, the duty of Best Value and Community Planning.

7.71   This power is important to note, as under the Transport (Scotland) Act 2005, new statutory RTSs will also need to assess how transport in the region will be provided, developed, improved and operated so as to enhance social and economic well-being, to promote social inclusion and to encourage equal opportunities and, in particular, the observance of the equal opportunities requirements.

---

[41]   The Local Government in Scotland Act 2003, Power to Advance Well-Being Guidance, section 2.9, http://www.scotland.gov.uk/library5/localgov/pawbg-02.asp

Policy and organisation review - sustainable development

7.72   The Scottish Executive has joined the UK Government, the Welsh Assembly Government and the Northern Ireland Administration in signing up to a UK strategic framework for sustainable development, which commits them to work together towards a shared purpose, principles and priorities. The framework was launched by the First Minister in Edinburgh in March 2005.

7.73   However, to put the framework into practice in Scotland, the Executive is developing a **new Scottish sustainable development strategy**, which is due imminently. It will focus on the following six areas in particular:

- sustainable consumption and production - achieving more with less, reducing environmental impacts, improving business competitiveness and breaking the link between economic growth and environmental damage;
- climate change and energy - making changes to how we generate and use energy and other activities which release greenhouse gases and drive climate change;
- natural resource protection and environmental enhancement - protecting and enhancing the environment to ensure a decent environment for everyone;
- sustainable communities - creating communities which embody the principles of sustainable development at the local level;
- learning to live differently - developing awareness, understanding and engagement and seeking to help and encourage people and organisations to make more sustainable choices; and
- delivery - targets and indicators, accountability and governance.

7.74   Part of the sustainable development strategy work will be to review the current set of Sustainable Development Indicators for Scotland[42], with potential for developing aggregate indicators on social justice, environmental equality, well being and environmental impact.

7.75   There are a number of Scottish sustainable development indicators that are relevant to the development of the Highlands and Islands RTS.

- Indicator 1: Sustainable prosperity, as measured by index of carbon dioxide emissions divided by GDP. According to Friends of the Earth, road transport is currently responsible for around 22 per cent of UK carbon dioxide emissions, and that level is expected to rise[43].
- Indicator 7: Climate Change, as measured by Million tonnes of greenhouse gases carbon equivalent (weighted by Global Warming Potential).
- Indicator 8: Air Quality, as measured by the number of Air Quality Management Areas.
- Indicator 14: Travel - distance, as measured by total vehicle kilometres. With road traffic forecast to rise by 27% by 2021, this is viewed by the Scottish

---

[42] Indicators of sustainable development in Scotland: Progress Report 2005, Scottish Executive http://www.scotland.gov.uk/Publications/2005/08/26122734/27353

[43] Road Charging must cut traffic and pollution, Press Release, Friends of the Earth, 9 June 2005, http://www.foe.co.uk/resource/press_releases/roadcharging_must_cut_traf_09062005.html

≡ steer davies gleave

Executive to be unsustainable, and long distance commuting may be contributing to this indicator.

- Indicator 15: Travel - industry, as measured by freight intensity (relationship between tonne kilometres moved and Gross Domestic Product).

- Indicator 16: Travel - mode: as measured by the proportion of journeys to work not by car.

- Indicator 17. Travel – accessibility, as measured by the percentage of Scottish households within 6 minutes walk of a bus stop.

7.76   In addition, the Scottish Executive Draft Budget 2006-07 sets out the linkages between transport investment and sustainable development, through the following specific measures by the Executive:

- funding behavioural change initiatives;

- directing 70% of our transport spending towards public transport over our 10-year investment period;

- applying the Scottish Transport Appraisal Guidance (STAG) process to transport projects, where one of the key criteria is the impact on the environment;

- removing some 26 million lorry miles from Scotland's roads through the Freight Facilities Grant; and

- supporting a number of cycling and walking projects, including funding for Cycling Scotland.

7.77   A policy review of environmental policies relevant to the RTS is set out in the separate Strategic Environmental Assessment baseline data gathering report, which should be read in conjunction with this document.

Policy and organisation review - economic development

7.78   The national aim for enterprise and lifelong learning in Scotland is "to increase prosperity for all the people of Scotland by supporting business, encouraging enterprise, building on the excellence of our universities and colleges, and improving skills and employability"[44].

7.79   The objectives and targets associated with this aim are as follows:

- Objective 1: Raise the long-term sustainable growth rate of the Scottish economy:
  - target 1: Increase business investment in research and development compared to OECD competitors;
  - target 2: Improve productivity levels in Scottish industry compared to OECD competitors; and
  - target 3: Increase entrepreneurial activity in Scotland over time.
- Objective 2: Influence Scotland's industry towards more sustainable patterns of development:
  - target 4: Work towards our 2020 target for 40% of Scottish electricity generation to be from renewable sources by achieving 18% by 2010; and

---

44   Scottish Executive Draft Budget 2005/06, Section 6, http://www.scotland.gov.uk/library5/finance/db0506-08.asp

- target 5: Improve public sector energy efficiency and continue to encourage greater resource efficiency in the private sector.
  - Objective 3: Improve the skill base of Scotland to be better prepared to meet the demands of the knowledge economy:
    - target 6: Increase the number of people in employment undertaking training.
  - Objective 4: Closing the opportunity gap in employment and learning:
    - target 7: Close the gap in unemployment rates between the worst 10% of areas and the Scottish average by 2008; and
    - target 8: Reduce the proportion of 16-19 year olds not in education, training and employment by 2008.
  - Objective 5: Maintain and improve the competitive position of the Scottish higher and further education system in Scotland in order to ensure continued access, high quality teaching and effective research.
    - target 9:
      - higher education in higher education institutions (HEIs) — Make better use of publicly funded undergraduate capacity in Scottish HEIs;
      - higher education in further education colleges (FECs) — Maintain and build on the high percentage of all higher education student enrolments at further education colleges who complete their programme of study; and
      - further education in FECs — Maintain and build on the high percentage of all further education student enrolments at further education colleges who complete their programme of study.
    - target 10: Maintain and build on the existing high quality research undertaken by higher education institutions in Scotland by ensuring Scotland's relative performance in Research Assessment Exercise (RAE) 2008 is maintained.

7.80 **Highlands and Islands Enterprise (HIE)** is the Enterprise Agency for the region. An updated enterprise strategy for the region has been produced by HIE in 2004[45].

7.81 This enterprise strategy has the core aim as follows:

"to enable people living in the Highlands and Islands to realise their full potential on a long-term sustainable basis."

7.82 This aim is to be realised by pursuing four strategic objectives, with sustainable development stated to lie at the heart of this approach:

- strengthening communities;
- developing skills;
- growing businesses; and
- making global connections.

7.83 Transport is argued as being vital to the creation of a strong, vibrant community, with a need for integrated transport links within the region, and to the rest of the UK and

---

[45] (HIE Network Strategy) A Smart, Successful Highlands and Islands, HIE, November 2004 http://www.hie.co.uk/networkstrategy

steer davies gleave

internationally. A strong public transport network is linked to improvements in quality of life, attracting new people to the region and supporting the growth of rural areas.

7.84   Whilst transport could be argued to relate to all of these objectives, but links are explicitly made within the strategy to the fourth objective of "making global connections". Strengthening infrastructure, which includes transport, is a priority for action under this objective, with a particular emphasis on a strong air services network together with improved road, sea and rail transport facilities.

Policy and organisation review - leisure and access

National

7.85   The **Land Reform (Scotland) Act 2003**[46] has led to a new outdoor access planning regime, bringing new access provisions and duties for local authorities. Key outputs of the new requirements under the Land Reform Act are Core Paths Plans, and Local Access Forums. The legal duty to prepare and to adopt the Core Paths Plan lies with local authorities or with the appropriate national park authority. Guidance accompanying the Act states that the core paths system should 'provide the basic framework of routes sufficient for the purpose of giving the public reasonable access throughout their area. This basic framework of routes will link into, and support, wider networks of other paths.'

7.86   In **Core Paths Plans: A Guide to Good Practice**[47], published by Scottish Natural Heritage and Paths for All Partnership in 2005, the links between core path planning and health are explicitly made.

7.87   The vision for the future of core paths systems is set out, and states that such systems will "provide for recreation and contribute to public policy objectives such as health, sustainable transport and tourism" (page 2). This contribution to wider policy objectives is referred to throughout, and local authorities are urged to consider how their local paths are contributing to improving people's lifestyles and health (page 4). Whilst Outdoor Access Strategies are not a statutory requirement, they can help to input into and set the context for Core Path Planning, and the production of such strategies are encouraged by Scottish Natural Heritage as a way of fulfilling the statutory obligations from the Act[48] – many authorities have developed Outdoor Access Strategies, including several covered by the case study research for this project (e.g. Glasgow). Access Officers exist in many local authority areas, and have an important role to play in promoting outdoor access, with its consequent links to promoting physical activity and sustainable travel.

---

[46]   Land Reform (Scotland) Act 2003, http://www.opsi.gov.uk/legislation/scotland/acts2003/20030002.htm

[47]   Core Paths Plans: A Guide to Good Practice, Scottish Natural Heritage and Paths for All Partnership, 2005 http://www.outdooraccess-scotland.com/upload/Core_Paths_Plans.pdf

[48]   Outdoor Access Strategies: a guide to good practice, Scottish Natural Heritage and Paths for All Partnership, 2004, http://www.pathsforall.org.uk/downloads/Outdoor_Access_Strat_Guide_July_04.pdf

Policy and organisation review - health

Health – national

7.88   The health sector in Scotland is undergoing a period of change, as with many areas of public sector policy discussed in this section. **Building a Health Service Fit for the Future**, published by the Scottish Executive in June 2005[49] is a key document in that it presents a National Framework for Service Change. In this document, a number of key messages are stated for the future of the health service:

- ensure sustainable and safe local services; redesign where possible to meet local needs and expectations - specialise where required having regard to clinical benefit and to access;

- view the NHS as a service delivered predominantly in local communities rather than in hospitals; 90% of health care is delivered in primary care but we still focus the bulk of our attention on the other 10% - our current emphasis on hospitals does not provide the care that people are likely to need;

- preventative, anticipatory care rather than reactive management; the NHS should work with other public services and with patients and carers to provide continuous, anticipatory care to ensure that, as far as possible, health care crises are prevented from happening;

- galvanise the whole system; more fully integrate the NHS (including the contribution of hospitals, general practice teams, social care providers, patients and their carers) to meet the challenges;

- become a modern NHS; using new technology to improve the standard and the speed of care, connect clinicians, involve patients in their own care and support the research vital to future wellbeing;

- develop new skills to support local services; generalists as well as specialists, nurses and allied health professionals as well as doctors - all with the right skills for patients; and

- develop options for change WITH people, not FOR them, starting from the patient experience and engaging the public early on to develop solutions rather than have them respond to pre-determined plans conceived by the professionals.

7.89   **Improving Health in Scotland: The challenge**[50], published 2003, provides a vision for Scotland's health and outlines several priority areas for action. The Scottish Executive's public health policy agenda recognises that good health is essential for the country's social and economic well-being. It also recognises that responsibility for achieving improved health cannot lie solely in the hands of any one agent, that it must be a cross-cutting policy agenda. Improving Health in Scotland reiterates a commitment to shifting emphasis away from ill health to one that focuses more on prevention and health improvement. As such, Scotland's health improvement agenda takes a whole population approach whilst at the same time recognising the need for a particular focus on tackling health inequalities.

---

[49]   Building a Health Service Fit for the Future, Scottish Executive, June 2005 http://www.scotland.gov.uk/Publications/2005/05/23141307/13104

[50]   Improving Health in Scotland – The Challenge, http://www.scotland.gov.uk/library5/health/ihis-00.asp, 2003

≡ steer davies gleave

7.90   **Scotland's Health White Paper, Partnership for Care**[51] was published in February 2003. The key changes proposed by the White Paper are as follows:

- redesigned services, to meet national standards and deliver quicker treatment, with more services provided in a community setting;
- legislation to create new Community Health Partnerships matched better with Social Work services and with stronger roots in the community;
- new ways to involve health professionals in redesigning services;
- a challenge to NHS Boards to improve public involvement in service redesign;
- new Scottish Health Council to help the public engage with the Health Service;
- additional funding for service innovation; and
- support from the Centre for Change and Innovation.

7.91   The **Scottish Executive Partnership Agreement** (2003) between the ruling coalition of political parties sets out "the principles which will guide our partnership in developing and implementing policies for Scotland"[52]. The high level commitments set out for health include:

- overall improvements in workforce planning in the NHS;
- improving waiting times for patients and guaranteeing treatment for:
  - inpatients within 9 months of diagnosis from the end of 2003, reducing this time to 6 months by the end of 2005;
  - all coronary heart disease patients within 18 weeks of diagnosis, from 2004;
  - a maximum wait of 26 weeks for all outpatient appointments by the end of 2005.
- reforming the NHS to abolish NHS Trusts and establish Community Health Partnerships;
- emphasising the promotion of good health in Scotland, taking particular action in the areas of diet and healthy lifestyles;
- tackling the problem of alcohol abuse in Scotland and implementing a package of measures including doubling the level of resources currently available for treatment;
- the improvement of mental health services across Scotland, through commissioning of research and developing community services including innovative approaches to addressing crisis episodes such as 24-hour support services and multi-disciplinary care; and
- investing in health promotion and systematically introducing free eye and dental checks for all before 2007.

Health – regional and local

7.92   Local Health Plans are the main strategic plans produced by NHS Boards. According

---

[51]   Partnership for Care Scotland's Health White Paper, February 2003 (Scottish Executive), http://www.scotland.gov.uk/library5/health/pfcs-00.asp

[52]   A PARTNERSHIP FOR A BETTER SCOTLAND: PARTNERSHIP AGREEMENT (2003, SE) http://www.scotland.gov.uk/library5/government/pfbs-00.asp

\\Valentino\Work\Projects\206200 - 6299\206298 H&I RTS and SEA\outputs\Review of HI RTS_final report_sent 31 Oct.doc

to NHS Scotland draft guidance on preparation of local health plans[53], the process of drawing them up should be inclusive, and should engage and involve communities, Local Authorities, staff and other stakeholders. The Plans should concisely describe the key health and healthcare issues facing the area, by setting out succinctly how these will be tackled and by whom, and by setting clear priorities, key milestones and other quantified improvement targets over time. The Plans also have targets relating to the Performance Assessment Framework.

7.93 The aims of Local Health Plans are to:

- ensure a co-ordinated joint approach to planning and delivering the whole health agenda;
- provide a sharp focus on the actions for which the NHS is responsible, including public health/health improvement/reducing inequalities and health care services;
- achieve better informed and more rigorous planning;
- achieve more effective and responsive services;
- support clearer local accountability; and
- provide a focus on health improvement and reducing health inequalities.

7.94 Joint Health Improvement Plans have become an increasingly important part of the health improvement policy process in Scotland, and are often discussed in conjunction with Community Planning. On the whole, these are led by the local authority, in partnership with the health sector.

7.95 There is a clear relationship between Local Health Plans and Joint Health Improvement Plans, and action points from the latter should be included in the former, ensuring consistency. Local Health Plans should be consistent with Community Plans, should reflect national health and community care priorities and plans set out in the Executive's White Paper "Our National Health", the priorities contained in the Social Justice Report, and other Executive documents.

7.96 A brief review of the Community Plans covered by the HITRANS area are included within the Appendix A: Policy Review of the SEA Preliminary Screening and Scoping Report which accompanies this report.

Key organisations within the Scottish health system

7.97 The NHS in Scotland is the responsibility of the First Minister, who administers health programmes through the Scottish Minister for Health and Community Care. Supporting the Scottish Minister for Health and Community Care is the **Scottish Executive Health Department (SEHD)**, which is responsible for policy and the administration of the National Health Service in Scotland[54].

7.98 The Chief Executive of the Scottish Executive Health Department leads the central management of the NHS, is accountable to ministers for the efficiency and performance of the service, and heads a Management Executive which oversees the

---

[53] http://www.show.scot.nhs.uk/sehd/publications/DC20011112localhealthguide.pdf

[54] http://www.show.scot.nhs.uk/sehd/about.htm

work of the 15 NHS boards responsible for health services for people in their area.

7.99   The Health Improvement Directorate of the Health Department is responsible for improving the health of the people of Scotland. The Health Department also has responsibility for NHS Health Scotland, which promotes positive attitudes to health and encourages healthy lifestyles.

7.100   **NHS Health Scotland**[55] is a new special health board created on 1 April 2003 by bringing together the Public Health Institute of Scotland (PHIS), and the Health Education Board for Scotland (HEBS).

7.101   Health Scotland is charged with leading the health improvement effort in Scotland in partnership with the Scottish Executive, NHS Boards, local government and local communities, with a responsibility to help turn Scottish Executive policy on health improvement into reality[56].

7.102   The core organisational aims of NHS Health Scotland are:

- to influence policy and practice that has the potential to improve health in Scotland, through employment of evidence-based knowledge about health and its determinants and what works to improve these;
- to deliver agreed improvement programmes to a wide variety of population groups in Scotland; and
- to support implementation of health improvement programmes by other agencies and organisations.

7.103   **Health Protection Scotland** is a new health protection organisation, formed by the Scottish Executive in November 2004 as a division within NHS National Services Scotland. It aims to tackle a number of key challenges to the nation's health, including ill health from infections and environmental exposures.

7.104   The **Scottish Ambulance Service**[57] serves all of Scotland and is a Special Health Board funded directly by the Health Department of the Scottish Executive.

7.105   The Service has two main functions - the provision of an Accident and Emergency service to respond to 999 calls and the Non-Emergency Service, which performs an essential role in taking patients to and from their hospital appointments.

7.106   The service is managed by a Board made up of a non-executive chairman, seven non-executive directors and a chief executive and four executive directors. The ambulance services are delivered locally across Scotland in six divisions, as follows:

- North West
- North East
- East Central

---

[55]   http://www.healthscotland.com/

[56]   http://www.hebs.scot.nhs.uk/researchcentre/specialist/mhimprovement.cfm

[57]   http://www.scottishambulance.com/

- South East
- West Central
- South West

7.107   Across Scotland, there are 15 NHS Boards, which govern local NHS facilities and provide strategic direction at the local level. Until recently, actual delivery of health services was the responsibility of 28 self-governing NHS Trusts, and practitioners and professionals in the field (GPs, pharmacists, dentists and so on).

7.108   However, the structure of NHS Scotland is changing, as informed and led by the following key policy and legislative documents:

- Health White Paper, Partnership for Care, 2003[58].
- A Partnership for a Better Scotland: Partnership Agreement, 2003[59].
- National Health Service Reform (Scotland) Act 2004.

7.109   From April 2004 all the trusts were dissolved and 15 new operating divisions were created, which make up the new NHS Boards. The trust chief executives are now divisional chief executives. The NHS Board is responsible to the three Regional Planning groups, which in turn report to the Health Department of the Executive.

7.110   Within each Health Board Area is a range of healthcare organisations. **Community Health Partnerships** (CHP) are replacing and developing from Local Health Care Co-operatives (LHCCs) from April 2005. These will be given increased responsibilities for the development of health and social care locally, and for working in partnership with local authorities to deliver locally agreed health improvement plans. They will be key partners in the Community Planning process.

7.111   In or affecting the Highlands and Islands region, there are the following health boards:

- NHS Shetland
- NHS Orkney
- NHS Highland
- NHS Argyll and Clyde (consultation is currently ongoing as to a reorganisation of boundaries)
- NHS Grampian
- NHS Western Isles

7.112   A further health organisation that HITRANS will need to engage in the development of its RTS is the **NHS North of Scotland Planning Group (NOSPG)**. There are three such planning groups across Scotland – West, South, and North. They have a statutory remit to exist and a requirement to work across boundaries under the National Health Service Reform (Scotland) Act 2004[60].

---

[58]   http://www.scotland.gov.uk/library5/health/pfcs-00.asp

[59]   http://www.scotland.gov.uk/library5/government/pfbs-00.asp

[60] Section 5 of the Act on duty of co-operation,

≡ steer davies gleave

7.113 NOSPG is a collaboration of six health boards in the north of Scotland – Highland, Grampian, Tayside, Shetland, Orkney, Western Isles. It consists of an overarching group with six Health Board Chief Executives and Directors of Planning, Education director, Workforce Director. There are various sub-groups working underneath this level.

7.114 It should be noted that some health boards in Scotland have a relationship with more than one planning group e.g. Western Isles look towards both the North and West Planning Groups.

7.115 The remit of NOSPG is far-ranging and essentially covers anything that needs to be dealt with above the health board level, particularly cross-boundary issues.

Health – links with transport

7.116 The links between health and transport could arguably be stated as follows:

- access to healthcare – a growing issue for health care provision across Scotland, and particularly so in remoter areas across the Highlands and Islands, with changes in the provision of health services driving a demand for transport solutions. Conversely, there is also a need for health decision-makers to consider the accessibility implications of decisions on the provision of healthcare services; and
- transport impacts on health, in terms of impacts from air pollution, noise, and the wider impacts of transport policy on health improvement, through the promotion of active lives by facilitating walking and cycling.

Population trends in the region

7.117 The General Register Office for Scotland has prepared population projections for Scotland based on 2002 levels, which takes account of the 2001 census[61]. The projected population change in the Highlands and Islands, by local authority area from 2002 to 2018 is shown in the following table.

TABLE 7.5   FORECAST POPULATION TRENDS 2002-2018

All ages	2002 – all persons	2008	2013	2018
Scotland	5054.8	5006.674	4970.025	4935.272
Argyll and Bute	91.03	90.074	89.635	89.465
Eilean Siar	26.2	24.598	23.224	21.725
Highland	208.14	205.952	203.241	199.887
Moray	86.74	84.374	82.143	79.969
Orkney Islands	19.21	18.536	17.911	17.196
Shetland Islands	21.94	21.979	22.105	22.214
Total for Highland area	453.26	445.513	438.259	430.456

\http://www.opsi.gov.uk/legislation/scotland/acts2004/20040007.htm%20%20

[61] http://www.gro-scotland.gov.uk/statistics/library/popproj/02population-projections-scottishareas.html

\\Valentino\Work\Projects\206200 - 6299\206298 H&I RTS and SEA\outputs\Review of HI RTS_final report_sent 31 Oct.doc

TABLE 7.6   FORECAST POPULATION TRENDS 2002-2018 - % GROWTH/DECLINE

All ages	2002 – all persons	2008	2013	2018
Scotland	5054.8	-1.0%	-0.7%	-0.7%
Argyll and Bute	91.03	-1.1%	-0.5%	-0.2%
Eilean Siar	26.2	-6.1%	-5.9%	-6.9%
Highland	208.14	-1.1%	-1.3%	-1.7%
Moray	86.74	-2.7%	-2.7%	-2.7%
Orkney Islands	19.21	-3.5%	-3.5%	-4.2%
Shetland Islands	21.94	0.2%	0.6%	0.5%
Total for Highland area	453.26	-1.7%	-1.7%	-1.8%

7.118   As these tables demonstrate, the trend of a declining population across the region is set to continue. This reflects a forecast decline in population levels across Scotland over the next two decades – however, the rate of decline in the Highlands and Islands (with the possible exceptions of Shetland, and Argyll and Bute) is forecast to occur at a faster rate than at the national level. This overall trend however masks local areas in the Highlands and Islands that have seen population increases and areas with more pronounced population declines.

Consultation inputs - issues the future RTS should cover

7.119   The consultation carried out for this research, that is both in-depth interviews and the email survey (approaches to this are documented in Section 2 of this report, and Appendices B and C) produced a range of issues that it was felt the next RTS should consider.

HITRANS members and NOSPG – issues for a new RTS

7.120   Through the consultation process, views on issues that HITRANS members and the NHS North of Scotland Planning Group (NOSPG) felt a statutory RTS should be taking into account were gathered. These are reported in detail in Appendix F, but some of the key issues raised can be summarised as follows:

- specific priorities of local authority areas;
- links with development planning, in particular Structure Plans;
- policy driver of economic development;
- all modes;
- provide framework to direct short and long term priority programme;
- delivery, or at least, set out how outcomes will be delivered even where they are outwith control of RTP;
- monitoring, including monitoring of outcomes;
- policy hierarchy – national, regional, local; and
- cross-sector links, particularly with health.

$\equiv$ steer davies gleave

Email survey findings – issues for a new RTS

7.121   The email survey carried out for this research asked for recipients views on the issues the next statutory RTS should cover.

7.122   Specifically, respondents were asked if they felt the next statutory RTS should cover issues in their field of work / interest (see Table 4.2). The majority of respondents said it definitely should (24), whilst four said possibly.

7.123   When asked which issues they would like the next RTS to cover, a variety of responses were received – these are documented in more detail in Appendix F, but some of the issues raised were as follows:

- issues that were not covered by the voluntary RTS, particularly related to cycling, walking, access, environmental impacts, freight;

- improving strategic infrastructure, particularly where related to promoting economic development; and

- better baseline information, to feed into monitoring.

7.124   The majority of survey respondents said they did wish to be consulted further in the development of the statutory RTS. The two stakeholders who said they did not were health representatives, one in a specialist role.

Summary of issues to inform the development of a statutory RTS

7.125   Drawing on the consultation and general research carried out for this study, we have identified further key issues that the next statutory RTS will need to consider, and summarise these here.

7.126   *Local Transport Strategy development and relationship with this and National Transport Strategy:* LTS development across the region is slow – this is the case in many other parts of Scotland, although some authorities are advanced in their LTS preparation (e.g. Fife, South Lanarkshire). There are differing views on how an RTS should take LTS and NTS development into consideration, and there is clearly an issue over timescales for development of these various tiers of strategy development. A general view however appears to be emerging – a clear hierarchy of transport policy is positive, although there will need to be an element of bottom-up input of issues from the LTS to the regional level. LTS development is expected to be complete by the end of 2006, and the NTS is expected to be published in the summer of 2006.

7.127   *Changing transport funding regimes, and the National Transport Agency:* A new National Transport Agency is being set up in Scotland – included in its remit are new devolved rail powers. The PTF as a challenge fund has ended, although transport grants are still available to authorities. There is a view that RTPs will become increasingly important in the delivery and funding of transport in Scotland, and may be used as a vehicle for Scottish Executive funding. The new Bus Route Development Fund has seen substantial awards for bus projects across Scotland over the past year.

7.128   *Links with other plans and organisations:* This is an important theme, and one that needs to be taken on board to a greater extent in the development of the statutory RTS than in the development of the original RTS. Of particular importance is the link with:

- **health issues** – there is now a statutory requirement under the Transport (Scotland) Act 2005 for RTPs and their RTSs to develop in consultation with Health Boards. Whilst the Act focuses on access to healthcare, Steer Davies Gleave has recently carried out research for the Scottish Executive on health and transport, and would advocate that a wider consideration of transport's impact on health improvement is considered within all tiers of transport policy. Strategic Environmental Assessment (see below) provides some opportunities to make this link. (Steer Davies Gleave has reviewed health policy for this research).

- **social inclusion and Community Planning** – The Scottish Executive has a series of targets for social justice under its Closing the Opportunity Gap programme – the link between transport and social inclusion is an established one. Under the Local Government in Scotland Act 2003, Community Planning is a statutory duty of every local authority in Scotland. Community plans are key documents at a local level, and the consultation with HITRANS members suggested that there is a need for the RTS to be consistent with these, although how this works in reality remains to be seen, as these are predominantly local documents. (Steer Davies Gleave has reviewed Community Plans for this research).

- **land use planning** – the land use planning system in Scotland is undergoing a period of significant change. Since the development of the RTS, there is now a National Planning Framework in place, and the recent Planning White Paper has proposed a new approach to development planning which will see a single tier of development plans, except in the city-regions (none of which sit within the Highlands and Islands). Major land use planning developments across the region will also have to be taken into account with regards to transport demand. (Steer Davies Gleave has reviewed major land use developments for this research).

- **the Land Reform (Scotland) Act 2003 –** this Act has led to a new outdoor access planning regime, bringing new access provisions and duties for local authorities. Key outputs of the new requirements under the Land Reform Act are Core Paths Plans and Local Access Forums. Some consultees approached within this RTS review of the RTS have suggested that these new duties need to be taken account of in the new RTS.

- **plans and priorities of NPAs** – since the existing RTS was produced, two national park authorities (NPAs) have been set up in Scotland, Loch Lomond and the Trossachs NPA (established July 2002) and the Cairngorms NPA (established March 2003), both of which either partially or wholly fall within the Highlands and Islands area. Both of these NPAs are developing transport and planning priorities. (Steer Davies Gleave has reviewed the plans of these NPAs for this research).

7.129 *Strategic Environmental Assessment (SEA):* Under the Environmental Assessment of Plans and Programmes (Scotland) Regulations 2004, SEA is now a statutory requirement, and there is little doubt that a new statutory RTS will be subject to this process. Steer Davies Gleave has commenced the data gathering and scoping of issues for the application of SEA to a new Highlands and Islands RTS. A separate SEA Preliminary Screening and Scoping Report accompanies this research report. SEA work is being carried out in compliance with the statutory requirements.

7.130 *Population trends:* The trend of a declining population across the region is set to continue. This reflects a forecast decline in population levels across Scotland over the next two decades – however, the rate of decline in the Highlands and Islands (with the possible exceptions of Shetland, and Argyll and Bute) is forecast to occur at a faster rate than at the national level. This overall trend however masks local areas in the

≡ steer davies gleave

Highlands and Islands that have seen population increases and areas with more pronounced population declines.

7.131 *Economic and sustainable development:* economic development is likely to remain a key driver of the statutory RTS, as suggested by the consultation for this review. However, there is a growing belief that this needs to be done in a sustainable manner (this will be tested through the application of SEA to the new RTS). Moreover, issues such as peak oil and climate change will need closer consideration in the development of the statutory RTS, if taking a truly long-term view.

7.132 *Process of developing the next RTS:*

- **consultation** is a key issue for the next RTS. It is anticipated that wider consultation may need to be carried out than for the voluntary RTS, although there may be a need to consider how this ties into consultation on emerging LTSs. The email survey revealed a desire by transport operators to have a greater involvement in the development of the statutory RTS;

- **monitoring frameworks**: the Scottish Executive has developed some national targets for transport, although these are not extensive and do not cover all modes. Monitoring of transport outcomes is at a low level across local authorities both in the region and elsewhere in Scotland. However, there is likely to be a need for the statutory RTS to develop a monitoring framework, which focuses on SMART targets, indicators and a regular monitoring regime (monitoring impacts is also a requirement of the SEA process). The Highlands and Islands is at a distinct advantage over other regions, in that HIE has commissioned the collection of baseline data on transport provision, funding and use since 2001 (Steer Davies Gleave has carried this work out for three consecutive years). However, more work needs to be done to facilitate consistent data gathering processes at the local level; and

- **regional prioritisation**: STAG needs to be applied to the statutory RTS development. If the RTS is to go beyond a "lobbying" role, it may need to consider a regional prioritisation methodology, whereby policies and resulting projects are prioritised in a robust framework, which takes account of deliverability and funding mechanisms. Assessing the impacts of alternative packages may need to be considered.

Next steps

7.133 Formal RTS guidance is anticipated imminently from the Scottish Executive, following the announcement of final boundaries for RTPs in Scotland on 6th October 2005. The next priority areas in the RTS development are as follows:

- production of work programme for the RTS development; and
- development of consultation programme.

7.134 Following this, work can begin on the development of the RTS, which will include:

- development of objectives, and issues report, to be informed by further consultation and this baseline research;
- development of SEA objectives, and submission of formal SEA scoping report to Consultation Authorities in Scotland (Historic Scotland, Scottish Environmental Protection Agency, Scottish Natural Heritage);

- development of alternative packages within RTS according to STAG and SEA processes, and testing of impacts;
- reporting of SEA in Environmental Report; and
- publication of RTS subject to further consultation, and approval by Ministers.

7.135   Steer Davies Gleave hopes that this review of the RTS and baseline research carried out to date will ensure that the development of the statutory RTS for the Highlands and Islands can start from an informed level.

7.136   A more detailed work programme for the development of the RTS and the next steps in the accompanying SEA can be provided upon request.

≡ steer davies gleave

APPENDIX A

PUBLISHED FINAL REGIONAL TRANSPORT STRATEGY 2002

HI TRANS

THE HIGHLANDS AND ISLANDS STRATEGIC TRANSPORT PARTNERSHIP

REGIONAL TRANSPORT STRATEGY

Introduction

1. Transport is vital to the economic activity and community services of the Highlands and Islands. The regional transport network is so important that the local authorities and economic development agencies of the area have formed HITRANS – a voluntary partnership with the aim of pursuing improvements to the strategic transport services and infrastructure. Investment in the region's infrastructure and services will allow it to make a full and effective contribution to national economic life. In particular this will support the development of key and emerging sectors, such as renewable energy, tourism, food and drink and the knowledge economy. It will also enhance the region's place competitiveness by helping to attract and retain people with skills, through making it a better place in which to live and work. HITRANS has a vision for a regional transport system which:

    ?? Provides cost effective access to all regional transport services in pursuit of social inclusion.

    ?? Enables the optimum growth of the regional economy through a network which secures the efficient import and export of products: facilitates internal and external business travel; and encourages growth in tourism.

    ?? Is safe to use and operate.

    ?? Is sustainable and has the minimum practical impact on the environment.

2. A principal objective of HITRANS is to prepare and keep up to date, this Regional Transport Strategy which identifies common issues, builds consensus on the ways to tackle these issues, and sets out the priorities for future investment in the strategic network. The strategy is therefore a framework against which policy initiatives and projects can be developed by the partners. It also seeks to promote the region's strategic priorities as policy develops at the national level. The regional transport dimension is growing in importance in Scotland, and there are similar partnerships in the other regions.

3. Work began on this document during the summer of 2002 with a series of workshops with key stakeholders throughout the region. Steer Davies Gleave was appointed to produce a strategy report, taking account of the current national and local plans, analysing transport demands and needs, identifying the key themes, and recommending objectives and priorities for the period 2003 – 2023. This report was finalised in November 2002, and provides the background to the strategy.

Context

4. The Highlands and Islands is a diverse region, with a mixture of remote, rural, and urban areas. Remote and rural areas account for large proportions of households in the islands and the west and north mainland, with urban households in the main towns and particularly around the Inner Moray Firth. Islands and remote rural areas face constraints in limited transport choice and high travel costs to reach mainland service centres.

5. Population density is low across the region and population levels are forecast to remain stable. However this does not reflect severe population decline in the Western Isles, in parts of Argyll, and in the more isolated areas of Orkney and Shetland, and growth around Inverness and in some rural areas such as Skye

6. Key employment sectors in the region are services, including tourism, public bodies, construction, and the traditional agriculture forestry and fishing industries. Key areas for growth include information and communications sectors, tourism, renewable energy, timber processing, the biomedical sector and food and drink. However much of the economic base is fragile and there continues to be a need for special support measures.

7. Gross domestic product per capita is below the Scottish average, as are average earnings. Job forecasts show an expected increase in Highland, Moray and Argyll and Bute, but declines in the islands. Access to work is highly car dependent, with limited public transport, except for Inverness and Elgin and their immediate environs. This applies particularly to the farming forestry and tourism sectors and the rural areas.

8. Rising car ownership (and more multiple car ownership) in the future is anticipated, particularly around the Inner Moray Firth. Whilst levels of car ownership are relatively high, there is still a sizeable proportion of the population without a car and with poor levels of access to one.

9. The physical size of the region and the dispersed settlement pattern make for long trips. However roads are largely uncongested and environmental impacts are low, except in a limited number of urban centres, for example Inverness. In recent years the Rural Transport Fund has improved the network, but most rural public transport services are of low frequency, giving high importance to the private car for travel.

10. The strategy pays regard to these special circumstances and conditions of the Highlands and Islands. Peripherality and accessibility are of particular concern to the region, and together with social inclusion, underpin the strategic proposals. The strategy also fits with the National Policy Objectives for a clean sustainable environment; a strong economy; better integration between transport modes and also with land use planning and policies on education and health; safety; and social inclusion and accessibility. The Scottish Executive's Transport Delivery Plan has emphasised the need to maintain lifeline transport services to remote and island communities. The national objective to reduce congestion and traffic pollution and to target reductions in road traffic is important in the Inner Moray Firth area and some of our larger towns, it is not a priority in the rural Highlands and Islands.

11. All the partners have produced Structure Plans and Local Transport Plans, and economic development frameworks and the strategy takes account of the objectives contained in these documents.

12. Finally, as context for the strategy, funding sources have been considered. The Scottish Executive is directly responsible for the trunk road funding, and owns Caledonian Macbrayne and Highland and Islands Airports Limited. It provides the financial subsidy for the lifeline ferry services to Orkney and Shetland, and for the Highland rail network. It also provides support from the Public Transport and Integrated Transport Funds for strategic projects. The Rural Transport Fund has improved the basic level of public transport but there has been no significant modal shift. The job of bringing the network up to modern standards is not complete and requires continuing additional investment. In this regard the recent increases in the Scottish Executive's capital support for ferries and HIAL is welcomed, as is the Public Transport Fund approvals for the HITRANS Public Transport Development Programme. However the loss of European Regional Development Fund support after 2006 needs to be replaced, priorities for new funding support need to be targeted, and additional private sector funding needs to be secured.

Key Issues

13. The strategy review and consultation exercise has identified five key issues which need to be addressed:

    ?? **economic development** - Good transport services and better external links will make the region a more attractive place for investment and in particular as a place to live and work, sustaining our communities and retaining people with skills. Modern transport facilities are vital for sustaining traditional businesses and for developing new ones, particularly by reducing costs and journey times. Poor transport infrastructure has a detrimental impact on economic performance. In remote rural areas improved accessibility is required to sustain business vitality and encourage investment, and for improved access to service centres and markets.

    ?? **accessibility and integration** - Improvements to the quality of transport infrastructure and new forms of public transport services are needed for better access to jobs, community services, and activities. Transport links to and from the Region are vital for economic well being and require improvement. Better integration between modes at interchange places is needed to improve accessibility.

    ?? **lifeline services** - There are many lifeline links to islands and remote rural areas in the Region. These are vital supports for social inclusion and their severance would lead to isolation and decline. Safeguarding and modernising these lifeline links is essential as is reducing their costs to the user.

    ?? **environment** - Investment in the network must not cause damage to the Region's natural heritage, and it must help conserve the environment as an asset for community identity and tourism development.

    ?? **delivery** - The procurement of adequate funds for investment is vital. Additional resources must be levered in to replace the current ERDF programmes and from the private sector. The Scottish Executive and the Councils will continue to provide the bulk of funds, and current levels of investment must be maintained and if possible increased.

Objectives

14. These flow from the consultation and review exercise and indicate what we want to achieve over the next 20 years.

15. We want to see **a reduction in costs** to the users of the transport network and reduced costs in the movement of goods. Cost of transport is one of the most pressing concerns of communities and businesses in the region because of the long distances to be travelled.

16. We want to improve journey times by **investment in better infrastructure** particularly roads, public transport vehicles and vessels, and the rail network. **Over the strategy period modernising the road network will be a key priority.**

17. We want to **improve integration in the public transport system** to increase choice, reduce delays and waiting periods, and make public transport more attractive. We also want to increase the **choice of destinations provided by public transport** particularly for movements to centres outside the Region. We want to **improve the frequency and flexibility of public transport** particularly in rural areas and in the external links to centres outside the region. **Developing the region's air service network will be a key priority.**

Short Term strategic Priorities

18. Over the period 2003 to 2006 funding programmes and their associated projects are substantially committed. These programmes are based on the National Spending Review, the Local Transport Plans and the budgets of the Region's Local Authorities, and the Highlands and Islands Special Transitional Programme. HITRANS sees these programmes as short term targets for achievement, and this strategy supports them. The priority strategic projects over this short term period are listed in Annex A

19. There are some gaps relating to strategic and lifeline road improvements; to rail infrastructure improvements and freight interchanges; to reducing public transport fares, particularly on vital air routes; and for ferry vessel replacements. Over this short term period, in addition to supporting and monitoring these programmes, HITRANS will focus on the way forward in order to tackle these gaps in terms of additional funding requirements and new policy initiatives, and so that action may begin by the end of this short term period.

20. Our strategic research priorities over this period will concentrate on:

   - ?? PSO and the regional air service network;
   - ?? lifeline roads and road maintenance priorities;
   - ?? freight interchange and freight transport improvements;
   - ?? Coastal shipping and sea container traffic;
   - ?? Route development plans for the key trunk road network;
   - ?? Innovative funding mechanisms for investment in transport.

Longer Term Strategic Priorities

21. Over the period up to 2023 we have identified five strands of long term strategic action that we want to pursue. Clearly funding regimes and priorities will change over such a long period and therefore we have not produced a long list of strategic projects. Project programmes will be regularly reviewed during this period and this

strategy should be seen as a framework for project appraisal and an indication of how we seek to achieve our objectives over the next 20 years.

22. **Theme 1 – User costs and Fares –** We want to reduce the costs of transport for people and goods by specifically tackling the issue of high fares and by reducing journey times. Except where the local authority runs or supports services the partners can have no direct influence on fares. However HITRANS will actively lobby for fare reductions and will develop the following initiatives to cut costs for all our network's users.
    - ?? Wider use of PSOs to secure services and reduce fares;
    - ?? Discounted fares and reduced freight tariffs;
    - ?? Investing in key infrastructure, such as lifeline routes, to reduce the cost and slowness of transport of goods;
    - ?? Reduction in the fuel cost burden in remote and rural areas;
    - ?? Better freight interchange for quicker access to markets

23. **Theme 2 – Infrastructure Strategy –** We want to see significant improvement in the quality of the strategic road network and the lifeline routes; in the quality of public transport vehicles, vessels and aircraft where these are aging, uncomfortable or unreliable; in the speed and quality of rail services; and we want to see much better facilities at key terminals and interchanges. We will pursue the following initiatives:
    - ?? Upgrade key sections of the strategic network and lifeline roads which are single track.
    - ?? Upgrade of the key trunk roads which enable travel to and from the Region (A82, A96, A9, A95)
    - ?? Upgrade of ageing vessels, buses and trains;
    - ?? Quality facilities at key airports, ports, stations and interchanges;
    - ?? Multi-modal freight interchanges at strategic locations;
    - ?? Upgrade of the rail network for higher speed, higher frequency services, and more carriage of freight;
    - ?? Fixed links to replace short ferry crossings;
    - ?? Priority bus routes in towns;
    - ?? Improved facilities for cyclists and pedestrians.

24. **Theme 3 – Improving Services –** We want to encourage and enable reductions in public transport journey times, better frequency, a greater range of destination, and easier interchange and integration. We will pursue the following initiatives:
    - ?? providing a strategic network of services with local feeders
    - ?? Ferry and Air service route development fund
    - ?? Increased frequency of service to main centres
    - ?? Increased choice of destination to centres outside the region
    - ?? Improving quality for people with disabilities

25. **Theme 4 – Integration and Interchange –** We want to reduce the costs of movement of goods and improve public transport journey times and convenience. We also want to increase the range of public transport services . We will pursue the following:
    - ?? Developing the public transport interchange network
    - ?? Developing strategic freight interchange
    - ?? Through ticketing
    - ?? Park and ride and cycle interchange

26. **Theme 5 – information** - we want to increase levels of patronage of public transport by improving information and public awareness of the quality and availability of services. We will pursue:
    - ?? Real time information along main routes
    - ?? Wider availability of timetabling information including internet and electronic media, and better information on the availability of free travel.
    - ?? Linking transport information with tourist information

Delivery

27. We see the role of HITRANS as giving a strategic lead for tackling transport issues in the Region over the next 20 years, and as a forum for agreeing joint action by the partners; for identifying regionally important issues and projects; and for commissioning high quality research. We believe HITRANS adds strength to the region's ability to influence funders and decision makers. HITRANS has already secured some £5 million from the Public Transport Fund to improve infrastructure and information in rural communities and at interchanges, and we will continue to undertake strategic projects. HITRANS will continue to develop its experience as a voluntary partnership. We believe this is the best way forward in the short term to address strategic transport improvement. At present we do not propose to press for a statutory authority to administer transport in the region.

28. The increase in expenditure to deliver this strategy will be significant. We will make full use of available funds and press for replacement for EU funding and greater private sector resources. We will use the Scottish Transport Appraisal Guidance to demonstrate the benefits deriving from new expenditure, and also to prioritise projects. We will ensure that the full social and economic benefits of transport to rural communities are fully reflected in the STAG appraisal system, drawing attention in particular to any deficiencies in statistical analysis which do not properly reflect the needs of our communities. After 2003 we will develop targets for increasing resources for the various transport sectors.

29. We will monitor the progress of this strategy each year to measure success and to highlight where more progress needs to be made. The first major review of this strategy will be in 2006 at the end of the short term period.

Priority Strategic Projects 2003 to 2006

Theme 1 – User costs

Argyll Islands Air Services
LPG replacement fuel

Theme 2 – Infrastructure

Western Isles Spinal Route (part)
Western Isles Primary Routes (part)
Barra Ferry Infrastructure
Leverburgh Ferry Infrastructure
Western Isles upgrading bridges, paths, lighting (part)

A9 north of Dornoch
A 832 Achnasheen – Kinlochewe
A 851 Broadford – Armadale
A 890 Strathcarron
A 830 Arisaig
Eigg Ferry Infrastructure
Dalcross airport access road
Inverness commuter rail links

A848 Mull
Oban distributor road
Argyll and Bute upgrading bridges (part)
Argyll and Bute strategic freight roads (part)
Dunoon pier
Port Askaig pier

Sumburgh Runway
Bressay Bridge

Burwick pier
Orkney road improvement (part)

Arran road improvement

A96 climbing lanes
A96 Fochabers By pass
Forres to Kinloss cycleway

Theme 3 Service Improvement

New ferries for Argyll small islands, Yell and Skerries, and Rousay in Orkney north isles

Theme 4 – Integration and Interchange

Western Isles public transport information
Argyll and Bute public transport information
Interchange improvements (Kirkwall, Fort William, Lochmaddy, Dunoon, Stromness, Forres, Buckie)
HITRANS public transport infrastructure project (small rural interchanges)

Theme 5 Information

National timetable database

APPENDIX B

INTERVIEW SCHEDULE

B1.   INTERVIEW SCHEDULE FOR HITRANS MEMBERS

Introduction

Introduction to the research being carried out – a review of the HITRANS RTS, with a view to assessing issues it needs to deal with in the next RTS.

Establish responsibilities of interviewee – job title, area of work etc.

Establish policy framework within which they operate – key policy and strategy documents which they work to, monitoring regimes including objectives and targets for their work, funding regimes.

RTS – awareness and use

Were you aware of the RTS before this interview? How / where did you come across it?

Did you contribute to the development of the RTS? If yes, how?

Have you used the RTS in any way? If yes, how? Have you used it for reference purposes only? Have you used it to inform policy development in your line of work?

Has the RTS helped you in any way – has it helped you advance your objectives, priorities and projects?

How relevant are the objectives and themes of the RTS to your work?

What would you say the strengths are of the existing RTS?

What are the weaknesses, and areas that need to be improved?

Future RTS – purpose and use

What do you see as the role of a regional transport strategy?

What would you say should be the key policy objectives of a Highlands and Islands RTS?

Do you think an RTS should focus on being a strategic policy document, or focus on setting out schemes and initiatives for delivery? Or a combination of both? Do you feel that an RTS should be prescriptive or act as a framework for schemes and initiatives?

Which initiatives or schemes would you like to see assessed through an RTS? What are the priorities for your area? [e.g. Are these contained within your LA area or do they involve cross-boundary issues?]

What policies would you like to see in an RTS that would help you in your area of work?

What policy areas do you think an RTS should cover? E.g. transport only, social inclusion, economic development, tourism?

How relevant would an RTS be in your everyday work, and what would be needed to make it relevant?

$\equiv$ steer davies gleave

In what areas of your work would you use an RTS – e.g. should it help you inform policy, inform projects, provide support for funding applications, provide guidance?

What monitoring / evaluation / reporting frameworks already exist that you think the RTS should link into, in your line of work? Could these be improved / developed / rationalised through the RTS?

What baseline information / data do you have access to in your work that could inform a baseline dataset for an RTS?

Consultation

Bearing in mind that RTS guidance from the Scottish Executive will be forthcoming, and that the next RTS will be a statutory document, what level of consultation would you like to see carried out on a new RTS? Strategic or detailed? Who do you think should be consulted?

Publicity

How could awareness of the RTS be enhanced across various sectors and organisations in the region? What promotional / awareness raising / publicity measures would you recommend, that you have found useful in areas of your work?   What do you see as the objectives of this publicity and how could it support your work?

FOR TRANSPORT OFFICERS

All of the above questions, plus:

Can you provide information on transport funding and expenditure for the year 2004/05, broken down as far as possible? [use the HIE baseline report categories as a guide]

Has the RTS helped you to further your transport policies and priorities?

Has the RTS helped you to further transport projects in your area? Please state which. If it has not helped you, why not?

How do you monitor transport policy and projects in your authority? What information do you gather?

Do you have local targets and indicators for transport, if so, what are these?

Are you currently updating your LTS? How far have you progressed with this?

What are the key policy objectives for your LTS? What are the key projects you hope to further in your LTS, or in general over the next 20 years? Are you setting targets and indicators for your LTS, and if so, how do you plan on monitoring these? What baseline data do you have (/will have) access to for the purposes of monitoring progress in the future, that could also inform a baseline for the RTS? E.g. traffic data, public transport patronage, walking / cycling counts, info on infrastructure available.

What form is your data in e.g. do you use GIS, do you hold geocoded data for public transport network (including bus stops, timetables), what transport modelling packages do you use if any? Are there any problems in making this available for use in a new RTS?

steer davies gleave

APPENDIX C

EMAIL SURVEY RECIPIENTS

C1.   EMAIL SURVEY – RECIPIENTS AND RESPONDENTS

APPENDIX: TABLE C1.1   EMAIL SURVEY RECIPIENTS AND RESPONDENTS

Organisation	Position	Responded?	Notes
Highland Council	Transport officers	No	Interviewed
	Planning officers	No	Email delivery refused
	Health Improvement and Community Safety officer	**Yes**	
	Community planning officer	No	
	Access officer	**Yes**	
	Economic development officer	No	
Moray Council	Transport officers	No	Interviewed
	Planning officer	No	
	Health Improvement officer	No	
	Community planning officer	No	
	Access manager	No	
	Economic development officer	No	
Orkney Islands Council	Transport officers	No	Interviewed
	Forward planning officer	**Yes**	
	Community Planning officer	No	
	Health improvement officer	No longer in post	
	Access officer	No	
	Economic development officer	No	

Shetland Islands Council	Transport officers	No	Interviewed
	Planning officers	No	Interviewed
	Community Planning officer	No	
	Health improvement officer	No	Email delivery refused
	Access officer	No	
	Economic development officer	No	Interviewed
Comhairle nan Eilean Siar	Transport officers	No	Interviewed
	Planning officers	No	
	Health improvement officer	No	
	Community Planning officer	No	
	Access officer	No	
	Economic development officer	No	
Argyll and Bute Council	**Transport officers**	**Yes**	**Interviewed**
	Planning officers	No	Interviewed
	Health improvement officer	**Yes**	
	Community Planning officer	No	
	Access officer	No	
North Ayrshire Council	Transport officer	No	Interviewed (to be)
	Community Planning officer	No	
North of Scotland Public Health Network		No	
North of Scotland Planning Group	**Director of Regional Planning and Workforce Development**	**Yes**	**Interviewed (to be)**

$\equiv$ steer davies gleave

NHS Highland	**Director of Public Health**	**Yes**
	Physical Activity lead	No
	Director of Strategic Planning & Performance	No
NHS Shetland	Chief Executive	No
	Area Health Promotion Manager	No
	Director of Public Health	No
	Health Promotion Department	**Yes**
NHS Orkney	Assistant Director of Medical Services	No
	Health Promotion Manager	No
	Chief Executive	No
NHS Western Isles	Chief Executive	No
	Physical Activity lead	No
NHS Argyll and Clyde	Senior Health Promotion Officer	No
NHS Ayrshire and Arran	Director of Health Improvement	No
NHS Grampian	Health Promotions	No
	Public health Department	No
	Director of Corporate Planning	No
SCDI	**Chief Economist**	**Yes**
Freight Transport Association	**Head of Policy**	**Yes**
Highland Timber Transport Group	**Projects consultant**	**Yes**
Highland Airways	**Commercial Director**	**Yes**
Scotrail		No
Network Rail	**Principal Route Planner**	**Yes**

≡ steer davies gleave

Loganair		No	
Calmac	**Director**	**Yes**	
HIAL		No	
Initiative at the Edge		No	
Northlink	**Chief Executive**	**Yes**	
BEAR		No	
Paths for All Partnership		Yes	
Sustrans	**Manager**	**Yes**	
Forestry Commission		No	
Automobile Association (AA)		No	
Road Haulage Association	**Regional Director**	**Yes**	
Stagecoach		No	
Citylink		No	
Royal Mail		No	
Crown Estates	**Coastal Manager**	**Yes**	
Highlands and Islands Rail Partnership		No	Interviewed
Northern Constabulary		No	
Cairngorms National Park Authority	**Head of Economic & Social Development**	**Yes**	
Loch Lomond and Trossachs NPA	**Transport Initiatives Coordinator**	**Yes**	
Highlands and Islands Enterprise	**Senior Transport Policy Manager**	**Yes**	**Interviewed**
Argyll and the Islands Enterprise	**Head of Global Connections**	**Yes**	
Caithness and Sutherland Enterprise		No	
Inverness, Nairn & Badenoch Enterprise	**Business Development Manager**	**Yes**	

$\equiv$ steer davies gleave

Lochaber Enterprise	**Head of Strategic Projects**	**Yes**
HIE Moray Enterprise		No
Orkney Enterprise		No
Ross and Cromarty Enterprise	**Senior Development Manager**	**Yes**
Shetland Enterprise	**Development Manager**	**Yes**
Skye and Lochalsh Enterprise		No
Western Isles Enterprise	**Head of Community Development**	**Yes**
Scottish Natural Heritage	**National Strategy Officer**	**Yes**
Scottish Environmental Protection Agency (SEPA)		No
Historic Scotland	**Principal Inspector**	**Yes**
Visit Scotland		No

APPENDIX D

HITRANS PUBLIC TRANSPORT INVESTMENT THEMES

REGIONAL TRANSPORT STRATEGY - PUBLIC TRANSPORT INVESTMENT THEMES

o Purpose of Report

The report sets out a list of strategic public transport investment themes taken from the HITRANS regional transport strategy priorities. These priorities could form the basis of a strategic investment programme established over a three-year period with funding being made available through the Scottish Executive.

o Introduction

HITRANS has already been awarded funding totalling £8million by the Scottish Executive to pursue the regional transport strategy for the Highlands and Islands. This figure represents an annual spend of approximately £2million per annum. Scottish Transport Statistics 22, published in 2003 with figures relating to 2001/02, listed the public transport capital expenditure by Scottish local authorities in table 11.5. The combined expenditure of HITRANS members is listed as £16.5million, if these figures are accurate it is clear that the HITRANS funding that began in 2002/03 has been a significant increase in the funding available for public transport infrastructure projects.

The initial funding allocations to HITRANS were in the form of section 94 consent (changed to section 70 in 2003/04) for the Infrastructure and Information Project and the Interchange Project with a total of £5,305,000 allocated to these projects.

HITRANS received a grant of £1.425million from the Scottish Executive in December 2003.

The most recent Scottish Executive funding allocation to HITRANS was the award of £1.345million for the 2004/05 financial year.

The section 70 allocations received in November 2003 and April 2004 included certain conditions that limited the scale of project that could be funded. The need for projects to be identified and completed before the end of the financial year in which the grant is awarded has meant smaller projects have been progressed to the exclusion of larger scale strategic projects that could be delayed by the need for planning approval, land purchase etc. To allow projects to be identified, developed and delivered in a more effective form funding should be identified for a longer period. For instance if HITRANS is successful in achieving funding to deliver a five year programme it will be possible to deliver larger scale projects that bring a greater strategic benefit to the Highlands and Islands. This has already been shown through the funding awarded to HITRANS from the fifth round of the public transport fund that is enabling the delivery of large projects such as the Kirkwall Travel Centre over a 2 or 3 year period.

A Steering Group under the stewardship of Blair Fletcher (Argyll and Bute Council) has managed the HITRANS projects. This group draws its membership from a mix of local authority officers, transport operators and passenger representatives. This group could continue to manage the delivery of any future funding programmes.

In response to the earlier windfall funding allocations HITRANS compiled a list of potential public transport projects throughout the area. This list was largely drawn from local authority suggestions and does not necessarily represent the most needed developments. The total value of projects

proposed and included on the list is £10million. It is proposed to ask the steering group to review the existing list and propose new projects that could be progressed under the themes agreed by HITRANS. Management for the delivery of the new programme would again rest with the Steering Group.

❍ Three Year Proposal of Strategic Themes

Bus Accessibility Improvement Scheme

The Scottish Executive commissioned Reid Howie Associates to research and identify progress made by policy makers and transport operators since 1998 in providing accessible transport for disabled people in Scotland. The findings of this research, published on 9 July 2004, confirmed that the Highlands and Islands are falling behind other parts of the country in respect to accessible buses being provided for public services. This is not surprising as the sparsity and low population of the area makes the commercial operation of bus services far more difficult than in urban centres where high population density leads to high patronage and therefore commercially profitable bus routes. Operators in urban centres can invest in low floor buses from the profits made by routes. This is an unfortunate situation that must be addressed. Car ownership in the Highlands and Islands is low in comparison to other parts of the country and the demographic of the area demonstrates a higher elderly proportion of the population than other areas. Despite this the majority of buses used in the operation of public services are step entry rather than accessible low floor vehicles.

The establishment of a *Bus Accessibility Improvement Scheme* with funding of £2.5million spread over 3 years would promote social inclusion by ensuring that bus services become accessible to all. The scheme would not meet the full cost of providing low floor buses. Instead operators would be invited to submit proposals for routes they believe could be developed if more accessible buses were provided for their operation. Generally it would be expected that bus operators would meet 50% of the cost of providing new buses themselves with conditions applied to any grant awarded.

Public Transport Cycle Integration Scheme

The allocation of £0.75million over five years in the form of a *Public Transport Cycle Integration Scheme* would allow the cycle facilities to and on public transport routes to be developed. By making cycling to public transport routes an attractive option it is hoped that a modal shift from the car will be achieved. This could help reduce congestion at peak times on roads into major employment centres such as Elgin, Inverness, Kirkwall, Lerwick and Oban.

HITRANS does not seek to duplicate the funding being made available to local authorities and organisations such as SUSTRANS to develop strategic cycle routes. Instead this fund would help develop projects that improved the integration of cycling with public transport. This could include the provision of cycle paths to rail stations, cycle parking at public transport connection points, improved cycle carriage on bus and train etc.

Local authorities in consultation with relevant groups including the Highland Cycle Forum and Cycling Scotland would develop the strategy for this fund with the management of the projects resting with the steering group.

Rail Station Facilities Scheme

Highland Rail Partnership has reviewed facilities at Highland railway stations and identified some improvements that could be made. These include:

- CCTV and passenger information systems at busy stations
- Disabled access.
- Improved car parking facilities
- Passenger waiting facilities

To manage this agenda HITRANS will work closely with HRP to prepare a bid for approximately £0.75million over 5 years from the Scottish Executive for a *Rail Station Facilities Scheme*. It is likely that First ScotRail would be prepared to enter into a partnership to fund some of the projects identified.

Ferry Terminal Facilities Scheme

The existing facilities at a number of ferry terminals require to be enhanced. Measures required include improving waiting facilities, car parking, disabled access and electronic information screens. A number of improvements are becoming increasingly urgent as a result of the Disability Discrimination Act. To deliver these improvements a fund could be established totalling £1million over 5 years.

Bus Service Infrastructure and Information Scheme

Despite the significant improvements achieved through the HITRANS Infrastructure and Information Project improvements are still required on bus routes throughout the Highlands and Islands. Funding totalling £2.0million over five years is to be sought for the *Bus Service Infrastructure and Information Scheme*. This scheme would enable routes that provide strategically important regional connections to be developed as Quality Bus Corridors. These routes would include key arteries into the larger towns where a modal shift from car travel is most urgently required. Improvements that could feature in QBCs include:

a) Introduction of real time passenger information at bus stops.
b) Bus priority measures at traffic lights.
c) Continuation of the HITRANS bus shelter programme along QBCs.
d) Improved wayside information.
e) Bus boarding platforms.
f) Bus stop infrastructure/interchange schemes.

Airport Infrastructure Improvements Scheme

Various developments have been proposed to improve facilities at airports in the Highlands and Islands.

HITRANS propose to promote the creation of an *Airport Infrastructure Improvements Scheme* with a total funding allocation of £0.5million sought over 3 years. It is hoped that funding awarded to projects by HITRANS would receive additional funding from the airport/airfield operator.

Airport infrastructure projects proposed include:

- Covered walkways at Airport Terminals

- Gateway terminal enhancements at major Highlands and Islands Airport Terminals

Major Public Transport Projects Scheme

HITRANS is already in the process of delivering a number of major transport schemes through the Interchange Project (PTF Round 5). However a number of major improvements could still be made to the public transport system in the area. As such it is proposed to establish a separate fund totalling £2.5million over three years to progress major public transport schemes. This fund will include an allocation for a preparation pot to allow local authorities to develop major schemes fully, this is anticipated to represent approximately £500,000 of the total Scheme budget.

Projects that could be progressed through the *Major Public Transport Projects Scheme* include:

a) Establishing new stations.
b) Major facilities improvements at ferry ports.
c) Establishing public transport travel centres.
d) New/redeveloped bus stations at major population centres.

⊙ **Summary**

The HITRANS board is asked to agree to support a strategic investment programme based on the themes set out in the regional transport strategy. HITRANS should agree the themes to be included in the future investment programme at the meeting on 10 December. The next step will be to approach the Scottish Executive with our proposals for their consideration. Ideally the programme could be established from 1 April 2005.

HITRANS members should consider projects in their area that fit with the themes that could be included in the programme. Argyll and Bute Council has a policy development group that has considered areas where improvements can be made and this group has been effective in identifying projects that could be progressed in Argyll with previous HITRANS windfall funding. This approach might be a useful example to other local authorities.

In conclusion the programme of strategic public transport investment themes being proposed is listed below:

Grant Scheme	Total 3 Year Allocation (£)
Bus Accessibility Scheme	£2.5million
Cycling Scheme	£0.75million
Rail Station Facilities Scheme	£0.75million
Ferry Terminal Facilities Scheme	£1million
Bus Service Infrastructure/Information Project	£2.0million
Airport Infrastructure Improvements Scheme	£0.5million
Major Public Transport Projects Fund	£2.5million
TOTAL	**£10million**

Ranald Robertson
HITRANS Project Officer
10 November, 2004

APPENDIX E

HITRANS PTF EXPENDITURE

E1. HITRANS PTF EXPENDITURE

APPENDIX: TABLE E1.1   ARGYLL AND BUTE – PTF EXPENDITURE 2002 - 2006

Project	Expenditure	Year
Craignure Covered walkway HITRANS Contribution	£60,000	2002/03
22 Bus Shelters	£134,000	2002/03
Variable Message Signs	£67,000	2002/03
Consultation Focus Group	£2,000	2002/03
Pedestrian/Cycle Schemes	£306,604	2003/04
5 Bus Bays	£100,000	2003/04
10 bus shelters	£70,000	2003/04
Glendaruel and Tarbert Small VMS (Calmac 50:50 Partnership)	£15,000	2004/05
Argyll Cycle/Pedestrian Paths	£125,000	2004/05
Dunoon Transport Interchange	£115,000	2004/05
Bute, Kintyre, Cowal, Islay, Oban and Tiree 9 Low Floor Buses	£438,853	2004/05
Barcaldine, Benmore Gardens, Loch Creran Bridge and Kilmelford`5 bus bays	£125,000	2004/05
Glasgow to Campbeltown RTIS Trial	£109,000	2004/05
Lochgilphead Enhanced interchange facilities to include improved bus bays & shelters	£100,000	2004/05
17 Bus Shelters	£100,368	2004/05
Glasgow to Campbeltown RTIS	£70,000	2005/06
Oban Low Floor Bus	£50,000	2005/06
Dunoon Low Floor Bus Operation Road Improvements	£5,000	2005/06
Oban to Coll/Tiree Extra Ferry Revenue Funding Shortfall	£18,000	2005/06
Oban, Kerrera Terrace Bus Turning Circle	£10,000	2005/06
Oban to Fort William Cycle Route Study	£7,000	2005/06
North Ledaig Caravan Park Bus bay and shelter base	£20,000	2005/06
Total	**£2,047,825**	

APPENDIX: TABLE E1.2   COMHAIRLE NAN EILEAN SIAR – PTF EXPENDITURE 2002 - 2006

Project	Expenditure	Year
19 Bus Shellters	£124,000	2002/03
Consultation Focus Group	£2,000	2002/03
Design and Supervision Fees - Leverburgh, Barra, Vatersay and Stornoway	£11,565	2003/04
South Dell Turning Circle	£21,062	2003/04
Barra / Vatersay Turning Circle and Layby Improvements	£15,170	2003/04
Stornoway Bus Station External Facilities Upgrade	£120,000	2003/04
Lochmaddy Small VMS (Calmac 50:50 Partnership)	£14,024	2003/04
Tarbert Small VMS (Calmac 50:50 Partnership)	£14,024	2003/04
38 bus shelters	£255,000	2003/04
Lochmaddy Top up phase 2 funding.	£34,000	2004/05
Stornoway Bus Station Internal Improvements and additional external works	£165,780	2004/05
Depot Storage 27 Elite Poles	£11,290	2004/05
Stornoway, Airport Bus bay	£15,749	2004/05
Lochmaddy Ferry Terminal Civils	£43,965	2004/05
Bus shelters	£93,243	2004/05
Bernera Junction Bus Interchange	£21,022	2004/05
Project planning, design and supervision costs	£35,000.00	2004/05
Leverburgh Pier Contribution towards waiting room	£50,000	2005/06
Lochmaddy Pier Additional funding for redevelopment	£65,000	2005/06
Total	**£1,111,894**	

≡ steer davies gleave

APPENDIX: TABLE E1.3   **HIGHLAND – PTF EXPENDITURE 2002 - 2006**

Project	Expenditure	Year
Corran Ferry Improved Lighting on remote footway	£23,000	2002/03
17 Bus Shelters	£105,720	2002/03
Inverness Variable Message Sign	£33,000	2002/03
Armadale, Kyle and Fort William Ferry Information Signage	£18,000	2002/03
Consultation Focus Group	£2,000	2002/03
Fortwilliam Transport Interchange	£315,000	2003/04
Inverness Bus/Rail Walking Route	£15,000	2003/04
Fort William Airstrip Feasibility Study	£1,256	2003/04
Inverness Airport Low Floor Bus	£105,000	2003/04
Conon Bridge Station Feasibility Study	£3,000	2003/04
Small Isles Navigation buoys	£31,403	2003/04
Beauly Waiting Facility	£17,180	2003/04
Inverness Bus Priority and enhanced UTMC	£66,038	2003/04
Isle of Muck Ferry Terminal Waiting Room	£31,597	2003/04
Scrabster Low Floor Bus	£80,776	2003/04
Kyle of Lochalsh, Armadale, Fort William Ferry Information Signage	£37,000	2003/04
22 Bus Shelters	£126,551	2003/04
Skye Bridge Bus CCTV	£1,950	2003/04
Portree, Somerled Square Stance Redevelopment and Waiting Facility	£78,000	2004/05
Fort William Transport Interchange Phase 2 of Interchange	£90,000	2004/05
Inverness Real Time Information System	£125,000	2004/05
Dalcross Cycle Infrastructure	£35,000	2004/05
14 Accessible Buses	£630,320	2004/05
Bus/Rail Shelters	£254,149	2004/05
CCTV Projects	£100,607	2004/05
Inverbike 14 No. Cycle Toast Racks	£7,672	2004/05
Inverness Passenger Information Systems - Bus/Rail	£28,100	2004/05
Inverness to Durness Bus Cycle System Trailer	£23,337	2004/05
Cairngorm National Park Timetable Brochure	£3,000	2004/05
Conon Bridge, Station Feasibility Study	£6,796	2004/05
Tain Station Lighting	£6,457	2004/05
30 Elite Poles	£11,999	2004/05
Wayside Info Printer	£1,845	2004/05

Project	Expenditure	Year
Inverness Traffic Model	£2,117	2004/05
Wick Safeway Extend Bay	£8,000	2004/05
Replacement Glass/Polycarbonate	£1,937	2004/05
Lairg to Inverness Morning Train Revenue Funding Shortfall	£20,000	2005/06
Brora Station CCTV	£20,000	2005/06
Wick Station Extra CCTV Camera	£7,000	2005/06
Thurso Rail to Bus Walk Route Signs	£1,000	2005/06
Auldearn to Inverness Accessible Bus Stop Infrastructure	£28,000	2005/06
Inverness Data Collection for Traffic Model	£5,000	2005/06
Inverness to Airport Kick start enhancement/preparatory work	£10,000	2005/06
Feasibility Study P&R and Bus Priority	£25,000	2005/06
Fort William Station Travel Centre	£125,000	2005/06
Ardnamurchan Low Floor Bus	£45,000	2005/06
Small Isles Luggage Bogey Trial	£3,500	2005/06
Muir of Ord Station CCTV	£35,000	2005/06
On Bus CCTV	£9,000	2005/06
Invernet Stations Transpoint Information Displays	£5,000	2005/06
Strategic Route Corridors Shelter Upgrades	£120,000	2005/06
North Kessock Improve Bus Turning Circle	£5,000	2005/06
Ullapool Transport Interchange	£20,000	2005/06
Uig Pier Upgrade bus turning at pier head	£15,000	2005/06
Kyle Rail to Bus Walking Routes	£8,000	2005/06
Total	**£2,934,307**	

$\equiv$ steer davies gleave

APPENDIX: TABLE E1.4   MORAY – PTF EXPENDITURE 2002 - 2006

Project	Expenditure	Year
Buckie to Keith Low Floor Bus	£60,000	2003/04
Low Floor Bus	£81,351	2003/04
Elgin Bus Station Introduce CCTV	£23,745	2003/04
Nine HITRANS Bus Shelters, Buckie, Elgin, Fochavers and New Elgin Transolutions	£46,170	2003/04
Forres to Kinloss Cycle Path	£170,000	2004/05
9 Low Floor Buses	£390,000	2004/05
Elgin Accessible Taxi	£15,319	2004/05
Elgin to Buckie Service CCTV	£3,850	2004/05
Elgin Bus Station Lighting	£5,000	2004/05
10 Elite Poles	£3,947	2004/05
Wayside Info Printer	£2,979	2004/05
Installation of five phase IV bus shelters	£6,000	2005/06
Elgin Bus Station Improve Bus Interchange Facilities	£125,000	2005/06
Keith to Brodie Accessible Bus Stop Infrastructure	£13,000	2005/06
Shelters	£25,000	2005/06
Elgin rural Low floor Solo for Moray Council	£80,000	2005/06
Grantown Bike Rack on Bus	£3,000	2005/06
Total	**£1,054,361**	

APPENDIX: TABLE E1.5   ORKNEY ISLANDS – PTF EXPENDITURE 2002 - 2006

Project	Expenditure	Year
Kirkwall Airport Low Floor Bus	£62,907	2002/03
Holm Information displays	£9,186	2002/03
Cycle Stands and Lockers	£14,628	2002/03
Consultation Focus Group	£2,000	2002/03
Stromness Travel Centre	£150,000	2003//04
24 Bus Shelters	£154,800	2003//04
Information Board Installation	£4,000	2003//04
Timetable Display Case Installation	£792	2003//04
Cycle Stand Installation	£5,000	2003//04
3 Low Floor Buses	£126,250	2004/05
Outer Isles Airfield Lights	£112,749	2004/05
Electronic Information Signs - Ferry Terminals	£119,571	2004/05
Bus shelters	£8,700	2004/05
Installation of cycle stands	£13,172	2004/05
Stromness Travel Centre HITRANS Top Up	£20,000	2004/05
VMS Installation at ferry ports	£19,500	2005/06
Outer Isles Airfield Landing Lights	£43,000	2005/06
Westray Install Bus Shelter	£2,500	2005/06
Mainland Bus Shelter	£6,000	2005/06
Kirkwall Harbour OF office Internal VMS	£3,500	2005/06
Total	**£878,255**	

≡ steer davies gleave

APPENDIX: TABLE E1.6   SHETLAND – PTF EXPENDITURE 2002 - 2006

Project	Expenditure	Year
Shetland Ferries Terminals 6 Electronic Information Boards	£61,150	2003/04
Lerwick Esplanade Passenger Waiting Facility	£28,617	2003/04
North Isles – Lerwick Accessible bus for new service linking the North Isles with Lerwick.	£66,500	2003/04
Electronic Information Signs - Ferry Terminals	£57,383	2004/05
2 Low Floor Buses	£109,680	2004/05
A970 Sumburgh to Lerwick Bus bays	£16,971	2004/05
Toft and Ulsta Ferry Terminal Shelters	£8,000	2004/05
Laxo Lighting	£3,672	2004/05
Lerwick Bus Station Electronic Departures	£19,255	2004/05
East Voe Scalloway Bus Interchange	£15,000	2005/06
Bixter Bus Interchange	£20,000	2005/06
Belmont Ferry Terminal Upgrade ferry Storage Facilities	£7,500	2005/06
Gutcher Ferry Terminal Upgrade ferry Storage Facilities	£7,500	2005/06
Laxo Ferry Terminal Upgrade ferry Storage Facilities	£7,500	2005/06
Symbister Ferry Terminal Upgrade ferry Storage Facilities	£7,500	2005/06
Total	**£436,228**	

APPENDIX: TABLE E1.7   NORTH AYRSHIRE (ARRAN ONLY) – PTF EXPENDITURE 2002 - 2006

Project	Expenditure	Year
Arran Interchange Facilities.	£36,000	2003/04
Arran Bus Shelters Transolutions	£24,060	2003/04
Arran Optare Solo Citybus	£40,000	2004/05
Kinloch Hotel, Isle of Arran Bus Terminus	£65,000	2004/05
Brodick Seafront, Isle of Arran, Shoreside public footpath/cycle-way	£45,000	2005/06
Total	**£210,060**	

APPENDIX F

DETAILED CONSULTATION RESPONSES

APPENDIX: TABLE E1.1   AWARENESS AND USE OF RTS, AND BENEFITS TO LOCAL AUTHORITY AREA - HITRANS MEMBERS

HITRANS member	Comments
Argyll and Bute Council	All interviewees had seen the RTS. The HITRANS website is viewed to be the best source of info on the strategy, in how it is presented. No problems in finding a copy of the RTS on the website in general, although one interviewee reported difficulty in navigating to it on the HITRANS website, having to do a general internet search to find the RTS.
	RTS document was distributed to local Members mainly, as focus was on Members being aware of it – was not distributed much wider than that. RTS was approved and adopted by A&BC.
	A&BC view that overall, have definitely benefited from being in HITRANS RTP, more so than if had not been a member. Helped obtain PTF funding, and developed unique emblem for HITRANS across region (bus infrastructure).
	Project for Argyll Air Services – would not have happened without HITRANS support (also linked to the HITRANS PSO campaign).
	Lifeline roads study – has not been successful in getting funding for lifeline roads, but RTS/P helped to facilitate work on this on a regional basis, as a common theme. More work to be done on this.
	Potential for working on cross-regional projects e.g. Oban as transport hub – would not happen if A&B on own.
	A&B's ferry issues have been overlooked by Scottish Executive in the past, as three island authorities perceived to have key ferry issues - HITRANS has helped A&BC to become part of the discussions on ferry issues.
	Calmac tendering – authorities got together and forced the single branding issue. (A&BC, Highland and CNES).
	A82 – A&BC are lobbying for improvements to this through HITRANS, and doing an economic study through them which will report in Sept. However, without support of HITRANS and Highland Council, this study would probably not have happened. Dependent on others to help make the case for investment in this road.
Comhairle nan Eilean Siar	Aware of the RTS. A lot of the regional focus is akin to that which is contained within the LTS. At a local authority area level, officers draw from the LTS, but ultimately this has been drawn from the Regional key issues. Local issues are well represented in the RTS.
	The RTS fits in well with the local context and covers what the local authority consider as priorities.
Highland Council	Very aware of the RTS. Highland Council were involved in its development, including consultation and workshops that were undertaken across the area.
	Use has been made of the strategy brochure at Public Inquiries for example. For this purpose, the strategy brochure is supported by specific text pulled through from the RTS supporting documentation.
	The RTS is cross-referenced for funding applications, and European funding for example.
	HITRANS is well recognised and well respected across the area and Scotland.

≡ steer davies gleave

HITRANS member	Comments
Highlands and Islands Enterprise	Transport is intrinsically linked to **Economic Development & Social Development.** These are HIEs drivers.
Highland Rail Partnership	Relationship with HITRANS is through the mainland LA members and officers. HITRANS is a co-sponsor of current study – *Room for Growth.*
Moray Council	Moray were involved in the development of the existing RTS.
	Use of RTS – all projects that have been put forward by HITRANS for funding, drawing money from the Scottish Executive to the LA. Projects have been put forward almost entirely to meet the RTS. The RTS is the basis for scheme prioritisation.
Orkney Islands Council	All interviewees aware of RTS, but have not referred to it extensively, and would struggle to know where to find it.
	Differing views on whether RTS helped to lever PTF funding for Orkney – one view that it did, one view that it did not.
Scottish Council for Development and Industry	RTS has helped SCDI. Use it as a reference document, to inform policy priorities. The RTS cross-references well.
	RTS helps to identify where problems are on road network, finding out where pinchpoints etc are.
	ID has used the list of priority projects stated in RTS.
Shetland Islands Council	SIC transport and planning officers were involved in development of first RTS. Some awareness of document amongst other departments, notably economic development, but limited elsewhere.
	Biggest benefit from RTS – progress on PSO for air network. HITRANS partnership approach on PSO work helped.
	RTS helped to achieve funding for Bressay Bridge (ERDF funding bid) and Sumburgh Airport runway extensions. RTS raised profile of projects and acted as policy support (RTS referred to in STAG for Sumburgh Airport extension).
	Received funding from PTF for bus investment, although SIC ahead of other authorities in this area already

≡ steer davies gleave

APPENDIX: TABLE E1.2   STRENGTHS OF RTS – HITRANS MEMBERS

HITRANS member	Comments
Argyll and Bute Council	RTS / RTP has taken a regional strategic approach.
	it has helped authorities to work together on prioritisation of projects across the region, so that are not competing with each other for funding.
	HITRANS strength – common issues and problems, forum for discussion and prioritisation.
	HISTP places great deal of importance on HITRANS and RTS, and having a regional strategic approach to prioritisation. HITRANS has taken on the strategic lead for EU funding.
Comhairle nan Eilean Siar	Short brochure document that picks up on the key issues.
	Is strategic in nature.
	Good fit between Regional and local priorities.
Highland Council	A high level document. The RTS serves an important purpose to focus attention and position priorities within a regional "jigsaw" of the feeder local authorities.
Highlands and Islands Enterprise	RTS can be focussed and can focus attention on particular schemes.
Highland Rail Partnership	HITRANS has put money into delivery, which has supported HRP objectives, such as shelters at stations.
Moray Council	Moray has cross-boundary issues, it is sandwiched between Aberdeen (NESTRANS) and Highland. Moray has an interdependence on HITRANS and NESTRANS. HITRANS can be a useful platform for understanding and addressing these issues.
Orkney Islands Council	Facilitates partnership working e.g. OIC are working with SIC on putting out PSOs at same time, to invite more competitive tenders.
	RTS has been a lobbying document.
	Progress on PSO issues (air network).
Scottish Council for Development and Industry	RTS cross-references well, SCDI have used it to inform policy priorities.
	RTS helps to identify where problems are on road network, finding out where pinchpoints etc are.
Shetland Islands Council	Helped to pool interests on key areas – PSO.
	Helped to lever funding for several major projects – Bressay Bridge, Sumburgh Airport extension – RTS acted as policy support and prioritised projects.

≡ steer davies gleave

APPENDIX: TABLE E1.3   **WEAKNESSES OF RTS – HITRANS MEMBERS**

HITRANS member	Comments
Argyll and Bute Council	Nothing in RTS on concessionary travel, yet an area HITRANS are now getting involved in. General awareness of RTS low, including amongst transport operators.
Comhairle nan Eilean Siar	RTS doesn't have an influence on monitoring of performance; it is more strategic and less numbers-based, which could be considered a strength or a weakness. Has not been widely publicised around the council. Although this is not seen as a major problem as the LTS is a well-used document and the LTS is in line with the RTS.
Highland Council	Lack of monitoring mechanism. It is important to have a mechanism for review. As things change and develop, it is important that you are able to respond and adjust to these developments.
Highlands and Islands Enterprise	Too little focus on specific priorities. RTS was not democratic and had no statutory transport powers so no power of direct intervention.
Highland Rail Partnership	HITRANS focus has been on road transport within a sphere of economic development.
Moray Council	Theme 1 is an unrealistic theme and this takes away from the influencing power of the strategy. There is overlap between the themes – some are output and some are outcome focussed. For example, improving the A82 is an output, which could then translate to outcomes such as cheaper business travel (from reduced journey time). Therefore overlap between themes 1 and 2. The RTS does not have revenue investment. Therefore all investment thus far in the region has been capital, for example, bus stops, rail stations. A lot has been achieved through this investment, including public transport guide, internet information of public transport, area-based timetabling, rail station improvements, and 17 new low floor buses. Also, a number of rail studies are ongoing. Allocations are on a one-year basis, so it is not possible to reduce public transport fares for example.
Orkney Islands Council	RTS has not influenced policy significantly. LTS is the main transport document they refer to and guide policy with. Possibly issues over how RTS was distributed initially and made accessible to people, which contributed to low awareness. Very low profile of RTS amongst officials and Members. Perceive RTS to simply reflect elements of Orkney LTS – RTS should in reality provide a framework for LTS. Concerns that PTF bid and allocation was not done in a planned or coordinated way – short notice, with a rush to spend it. Issue over whether PTF funded projects that would have been a priority for OIC anyway. Whilst good to get these improvements, not sure they would have spent this money on these had it been their choice. Issue over timing of money coming through from HITRANS – no money committed this financial year as time of interview, and if it

≡ steer davies gleave

HITRANS member	Comments
	comes later in the year, it will be difficult for OIC to spend it in time.
	View that HITRANS not resourced well enough (staff numbers) to be able to make progress.
	RTS is a wishlist.
	Suggestion that RTS does not have strong links with other plans.
	Fact it is a voluntary partnership has been difficulty, lowers profile.
	Follow through of the RTS has not been good. Local authorities do not know what to do with it.
Scottish Council for Development and Industry	Operators have paid little attention to the RTS, not something that has informed their operations. Lack of awareness of RTS - lack of engagement, from both sides. HITRANS is a voluntary partnership, therefore not high on agenda for these bodies (esp. operators). No requirement for operators to engage with HITRANS currently, no forum apart from SCDI.
	Next RTS needs to be more specific and detailed, so that progress can be monitored.
	RTS not central enough to discussions on transport in the region.
	Scot Exec gives money to HITRANS, got chunks of money now and again, and feeling that consultation was ad-hoc / last minute on how to spend this money, when the RTS should really have been guiding any expenditure.
	Feeling that HITRANS agenda may be over dominated by air, and rail gets left out.
Shetland Islands Council	Discussion of high level issues and then a list of projects, with no substance on the links between these projects and the rest of the strategy [comment on published RTS, not SDG report].
	Feeling that list of projects is a political wishlist, and this is not desirable.
	Rail not well represented in last RTS.
	View that need better assessment of needs for next RTS, as not done in the initial work – no assessment of need relating to projects and solutions proposed.

≡ steer davies gleave

APPENDIX: TABLE E1.4   STRENGTHS AND WEAKNESSES OF EXISTING RTS – EMAIL SURVEY RESPONDENTS

Sector / area of interest for respondent	Strengths	Weaknesses
Health	Strategic overview, partnership approach	
Health	Length	
Health	Short and accessible – particularly for those without an in-depth knowledge of this subject	As a document it would be helpful to include maps – particularly of the main road, rail, air and ferry routes – and at least one to show locations of planned strategic projects
Health	It covers a significant part of the area [covered by this regional stakeholder] and seeks to bring together key stakeholders	Health transport is a significant issue - access to services outwith the local area. Some transport will be carried out by Scottish Ambulance Services (SAS) if patient condition requires this. There are however significant patient journeys using public and private transport and these need to be taken into account in planning; awareness of the strategy, involvement of NHS in transport partnership - equally in health we need better engagement with RTPs; use of jargon / shorthand which is not explained in the text
Economic Development	Truly 'regional' – overarching themes and priorities which can be pushed forward	List of 'priority projects' is too long – (though understand the need to be 'geographically correct') – it could do with being pared down to real priorities rather than being a long 'wishlist'.
Economic Development	Summarises the issues and priorities at strategic level	Insufficient detail.
Economic Development	Concise statement of issues and key themes	Lack of programme for delivery
Economic Development	Clear vision	Varying needs of individual areas are diluted.
Economic Development	The fact that local issues and projects can be recognised as Regional Strategic priorities, thereby improving the chance of timely delivery of satisfactory outcomes.	Resource limitations with regard to the delivery of strategic priorities.
Economic Development	Provides a clear and extensive view of what is required in the H&I area	Doesn't take enough cognisance of the plans of other organisations
Transport Operator	Pulls everything together and provides a framework for lobbying government – also forces prioritisation of sought	The PSO option for Air Transport is still not fully approved by Govt.

≡ steer davies gleave

Sector / area of interest for respondent	Strengths	Weaknesses
	improvements	
Transport Operator	There is one to guide developments	Weighting towards PSO for air services – sounds a bit too 'enthusiast' driven
Transport Operator	Recognition of the importance of transport to the well-being of the area both economically and socially	Funding issues require greater consideration
Transport Operator		Very little mention of freight issues
Transport Operator	Future rail requirements	
Transport Operator		Many of the problems of Timber Transport are on fragile roads where major Capital Works, whilst a worthy aspiration, are unlikely to be affordable in the Strategy timeframe. Maintenance of the existing assets and cost effective 'Fit for Purpose' improvements will be increasingly important in these situations. As such roads comprise the majority of the non strategic network, this needs to be addressed.
National Park	Strategic nature, coordination of policy between public agencies, long-term view	While there is some mention of cycling and walking, more consideration could be given to interaction between both and public transport.
		More could be made of the opportunity to link transport information with pre-arrival tourism marketing.
		Needs explicit consideration of inter-region links and links across remote-rural areas, e.g. poor East-West connectivity within the Cairngorms National Park (CNP).
		Given that environment is highlighted as a key issue, there could be more on low-emission and non-carbon fuel public transport alternatives.
		Needs more on establishing baseline transport information and identifying supplementary research that is required, for example in examining latent demand to inform new or revised route planning.
		Existing Strategy was developed prior to establishment of CNP. New strategy needs to consider travel implications of Park and potential for

Sector / area of interest for respondent	Strengths	Weaknesses
		strategic priority projects.
National Park	Sets out long term strategic view	While recognising HITRANS dependence on others little detail on how they will be influenced
Land owner	Providing opportunities for different organisations to work together and deliver integrated transport initiatives; Identifying opportunities for strategic investment	Relying on a voluntary partnership for too much?
Local authority transport	Concise and focused	Lacks a longer term perspective and needs to have SMART targets/objectives
Local authority planning	Strategic overview of the topic for the highlands and islands area	The islands should be considered separately as they experience quite different issues that those faced within highland region
Local authority access		A Lack of connection to wider access infrastructure and user groups particularly with regard to access opportunities and links between town and countryside and a missed opportunity to focus on health and environmental issues. Also a lack of focus upon the statutory requirement to prepare and implement a Core Path Plan.
Environment	Recognition of the particular transport needs of this largely remote area	Insufficient weight given to the natural heritage as a major component of the rural economy through tourism (including ecotourism) and outdoor recreation. This is briefly acknowledged in para 13 but plays little obvious part in the subsequent development of the strategy. This type of economic activity capitalises on the very characteristics of the area that are conventionally regarded as barriers to development - and it is important to ensure that new infrastructure schemes do not undermine the landscape and wildlife assets that underpin this industry.
Voluntary sector (access and sustainable transport)		With regards to walking, cycling and horse riding it is far too strategic at addressing these modes of transport at a regional level but not routinely at a community level. By not having the obvious links to Local Authority policy and by being seen almost in isolation it perhaps lacks the guiding influence over local sustainable transport targets. In this modern climate with the new land reform legislation placing new

$\equiv$ steer davies gleave

Sector / area of interest for respondent	Strengths	Weaknesses
		duties on the local authorities in particular core path planning the strategy needs to recognise how it can dove tail with these outputs. It is also tends to take an engineering perspective on dealing with transport issues and lacks any commitment to the promotional perspective typified by projects such as Living Streets, Paths to Health or locally for example Step It Up Highland, these approaches have routinely been shown to encourage modal shifts in transport far more effectively than expensive engineering solutions.
Voluntary sector (sustainable transport)	Clear programme	Working in a vacuum - no mention of climate change, peak oil etc

APPENDIX: TABLE E1.5   HITRANS MEMBERS - LOCAL DATA AND OTHER DOCUMENTS (INCLUDING LTS PROGRESS)

HITRANS member	Comments
Argyll and Bute Council	A&B Structure Plan 2002, approved, no review as yet. Might do some alterations e.g. related to population projections, and Forestry Strategy.
	Corporate Plan 2003-07 – reviewed each year, a live document, anything which will have capital expenditure has to be in this doc.
	Local Plan emerging, finalised draft 2005.
	LTS sits on a par with Local Plan.
	Sea crossings study.
	New LTS in early stages of development – developing it through Community planning partnership.
	Have not done any review or updating work on LTS as yet (Access the Future), although have updated the capital programme. Paper will go to committee in September, internal member of staff leading development of LTS, which will go through the community planning process, getting CP partners to help with various elements of LTS development.
	Performance indicators – find these in Service Plan. Gather info on PT patronage, information available at bus stops, traffic etc. Have a Citizen's Panel – this identified lack of information at bus stops as an issue.
	Local Plan sustainability indicators, includes some on transport.
Comhairle nan Eilean Siar	LTS at very early stage
Highland Council	Highland Local Transport Strategy – at an early stage
	Community Planning – there is a monitoring arrangement for this, but not using hard indicators as such
	Various Local Plans
Highlands and Islands Enterprise	Need the data to back up – want to show the return on investment in the region.
	The HIE transport strategy can be expected shortly. HIE need to focus on the 'big' gaps.
	Targets and monitoring – need delivery powers in order to deliver. It is not enough to monitor spending. There is a need to monitor outputs and outcomes, for example, quicker/cheaper journeys and so increase demand and so economic prosperity.
Highland Rail Partnership	*Room for Growth Study* – expected January 2006
	Scottish Executive Rail Study (Arups)
	With the change in rail management is Scotland, there is a need to establish protocols for capturing data to monitor

≡ steer davies gleave

	achievements and target spending.
Moray Council	Moray monitor capital spending. Also monitor usage of services and traffic flows at locations on the network. Providing cycle network and monitoring is built into investment and then also used to justify future spending.
	Local Transport Strategy – early stages of development.
	Moray Economic Taskforce - established by the Scottish Executive in recognition of the loss of jobs at Lossiemouth and other sites.
Orkney Islands Council	Three key plans – Corporate plan for Council, Community Plan (2002, now being reviewed, overarching plan), and LTS – all three are linked.
	Orkney Structure Plan 2001 – no full review to be done, due to White paper proposals, although may review and update parts.
	Orkney Local Plan December 2004
	Next LTS for Orkney is in early stages of development. No systematic monitoring of last LTS has been carried out – lack of resources to carry out monitoring.
	Community Planning – there is a monitoring arrangement for this, but not using hard indicators as such.
	Have passenger numbers for all services that OIC subsidise – buses, air and ferry. Traffic and speed counts in problem areas only. Kirkwall Traffic Model, so have some data in this, reviewing currently.
Scottish Council for Development and Industry	No monitoring carried out in SCDI – small organisation. Do a survey of membership sometimes to gather their views on specific issues. Doing policy priorities consultation with members nationally this autumn (2005).
Shetland Islands Council	Working group set up to develop LTS, consultancy support obtained.
	LTS working group is involved in Community planning partnership – there is a Community planning document for Shetland.
	Tourism - Input Output study looking at economic wellbeing of Shetland – Aberdeen University doing for SIC and Shetland Enterprise. Ongoing. This will not have a tourism policy framework, will just have a model for investment.
	Shetland 2012 economic development study, produced April 2003. Shetland Local Economic Forum now working on a new economic development strategy, to be complete by end of 2005.
	2001 Structure Plan, now starting a 5 year review of.
	Some local data on transport services available, but no monitoring framework as such - have information on ferry services and patronage, but no real targets or indicators.

steer davies gleave

APPENDIX: TABLE E1.6   HITRANS MEMBERS AND NOSPG - FUTURE RTS AND ISSUES TO CONSIDER

HITRANS member / NOSPG	Comments
Argyll and Bute Council	RTS should link with Structure Plan, although uncertainty over how to relate Structure Plans to RTS – is the SP going to be the overarching document, or other way round? May be conflicts between the two tiers of planning and transport policy, particularly where boundaries do not fit.
	RTS should consider forestry and freight. Could identify funding needed for gaps in freight infrastructure
	RTS is not the key policy document for them on transport, including for funding bids. If asked to bid for funding for transport now, would quote both LTS and RTS, but Structure Plan and Corporate Plan and LTS would be the key documents. Statutory RTS will have more weight, although A&BC will still view LTS as their key transport policy document.
	RTPs will have increasingly significant role in shaping transport policy in Scotland.
	Four key roads projects that are priorities for HITRANS area – A82, A96, A9North, and A95.
	On whether RTS should be used to bring up standards across the region to a common level, feeling that RTS should do this through target-driven approach instead – i.e. understand what want to achieve first. RTS should develop SMART targets and indicators.
	Next RTS should have a capital programme of works that should be updated regularly. Next RTS should have short/med/long term programme of works. Definitely needs a specific programme of projects with funding against it.
	RTS should be a mixture of a top-down and bottom-up approach. Local issues need to feed up into the overall strategy, which then provides an overall strategic framework to guide LTS. RTS should be developed from the LTS, and RTS should cover strategic issues e.g. trunk roads.
	Strategic priorities should be road infrastructure improvements across the country.
	RTS will also help in providing a policy framework for people to know why things are happening, give more transparency to decisions and priorities.
	Issues to be covered in a new RTS? Road, rail, sea and air.
	Economic development should drive RTS although a better overarching term is sustainable communities.
	Access to services is key.
	Scale of environmental impacts – need to assess these reasonably and in perspective.
	Integration between modes and operators is important.
Comhairle nan Eilean Siar	Needs to be strategic and not less direct than existing RTS.
	RTS needs to be top-down to feed into LTSs. Unlikely that RTS will have on the ground performance indicators (e.g. pot holes),

$\equiv$ steer davies gleave

HITRANS member / NOSPG	Comments
	but will rather be more strategic and less numbers based.
Highland Council	The RTP should have long-term and short-term strategic projects. Long-term for example could be the A82 route, whereas short term could be a public transport interchange.
	The RTS needs to be functional across all modes of transport, including air, commuter rail, public transport on strategic road network, links to Inverness, strategic cycling and walking routes and strategic ferry services.
	The new RTS should build on the single-ticketing successes. The regional partnership can develop such initiatives, which cannot be pursued at the local authority level.
	There is a clear overlap between the local and the regional issues and problems and any interventions that are delivered. What HITRANS has been doing is seen as a positive 'extra' to what the local authorities are doing. With the shift from voluntary to statutory this will become more mainstreamed and less so of an added extra.
	The purpose of the RTS document should be to say **how** HITRANS intends to take things forward and to say **where** the region will be in (say) 10 years time. It is a vision document, a "delivery platform". This vision document should **define** the importance of things to the region.
Highlands and Islands Enterprise	The RTS strategy has to run with the NTS, but the area does not have enough influence on policy and there is the knowledge gap.
	Opportunity to focus attention on the priorities of the region.
Highland Rail Partnership	For rail, priority should be on addressing local needs rather than tourists. Tourists can then into what is required for the local need, for example, access to the regional centre for 9am and facilitating young people's access to college. Aim is to have a suburban network to Inverness.
Moray Council	STAG is set as the framework and it works well for big schemes, particularly in the Central Belt. STAG doesn't work for projects in peripheral areas so well.
	RTS should monitor outcomes – for example, economic development (employment, productivity, inward investment) and health (access to healthcare, health). These outcomes are generated through transport, but need other support, for example, tourist board, health service.
	Road Traffic Reduction Act – this has to be incorporated into the LTS. Is it achievable or appropriate in the Highlands and Islands? Want to encourage more public transport, walk and cycle usage, but should traffic growth not also be supported if this leads to positive outcomes?
	Developing a comprehensive cycle network is challenging. Much of the road network is trunk road, connected by local connectors. Therefore a lot of local journeys (cycle, walk and car) are on the trunk road network. Cycle provision on trunk road network will not be provided unless in association with major works. Where these have not been in the programme there are big gaps in the cycle network locally. It is felt that for these bits of the network, there is no trace of accountability to the local member

HITRANS member / NOSPG	Comments
	and therefore community.
Orkney Islands Council	View that should be a clear hierarchy – national, leading to regional strategy, leading to local delivery. RTS should guide LTS, although there is a question over how RTS fits with community plan.
	RTP definitely has a role strategically, although view expressed that problematic when it gets into the operational delivery side of things, as perhaps delivery best left to the local area, who know their priorities.
	RTS should guide and prioritise projects. RTS should deal with national priorities first of all, looking at cross-boundary travel issues, wide-ranging catchments where people make journeys which are not all within one local authority area. Inter-regional links also important. RTS should focus on regional routes. RTS should focus on common themes and projects amongst region.
	Role of RTS in future should include regional funding and delivery for external air and ferry links.
	RTS should not stray into implementation and delivery – concerns over financial imbalance between islands and mainland (e.g. islands funding mainland projects).
	RTS needs to at least identify people who are responsible for delivery.
	Agreement that useful function of RTS is to raise standards to a common level across the region although problems when very different baselines across the region.
	Economic development is the key driver of a future RTS.
Scottish Council for Development and Industry	RTS needs to have buy-in from operators as well.
	RTP should be the central coordinating body, but should take account of operators. Operators do not want HITRANS telling them what to do. RTS should reflect strategies of operators.
	Next RTS should link to funding available and timescales, perhaps give range of options depending on funding levels.
	RTS should be a document that shows what needs to be done, have the funding to delivery – not too detailed, or risk standing on operator's toes, but have clear framework with responsibilities for delivery.
	RTS should not be an operational strategy, but a framework.
	Should be a clear hierarchy of transport policy and strategy – NTS at top, then RTS, then operators and councils underneath, although need two-way process so issue feed up as well.
	Rail should be considered more.
	new RTS? Its main function should be that of a transport strategy. But this needs to be based on wider issues of social inclusion and economic development – transport is a means to an end. These issues justify transport priorities. Economic development informs / drives all of these issues – transport, accessibility, tourism etc. Needs to be implicit in RTS.
	Ec dev should be a key driver of the RTS – how does transport network we are constructing in the region help achieve goals of sustainable economic growth?

$\equiv$ steer davies gleave

HITRANS member / NOSPG	Comments
Shetland Islands Council	How ferry networks and infrastructure is financed.
	Do not see benefits from delivery model (3) of statutory RTP.
	RTS should major on importance of internal links, accessibility, economic development, social inclusion, and be distinct from LTS.
	Unclear on need for regional tier of policy for Shetland.
	Projects should emerge from a policy framework, and not be a political wishlist.
	RTS should not be in conflict with LTS or local Community Plan – need to strike a balance between feeding upwards and downwards with RTS.
	LTS should deal with issues Shetland controls, whilst RTS should deal with external issues.
	SIC have not deployed internal resources for external links but possibility that could in the future (e.g. model of SIC buying into Smyril Line).
	External links from Shetland a priority for the Council. However, many of Shetland's links are outside the HITRANS area.
North of Scotland Planning Group (NHS Scotland)	Transport is inextricably linked to health, and has been identified as a major issue by NOSPG.
	Key issue AI would like to see addressed in RTS is transport infrastructure.
	Further key area that needs to be addressed is better understanding of what each sector does – transport and health.
	Issues in Highlands and Islands – not only moving patients, but personnel. Non-emergency transport is a key focus, as Scottish Ambulance Service provides for emergency transport on the whole. Dependency on mainstream transport (e.g. air services to islands), and on transport infrastructure across the region. Improvements to or changes in transport in the region could have a major impact on how healthcare services are provided e.g. if island airports had better landing instruments (i.e. could land in fog), could re-plan nature of health care service provision needed for islands. Huge distances to travel in North area, poor infrastructure.
	One of key remits of NOSPG is remote and rural healthcare. Trying to maintain rural general hospitals. Issue of centralisation of health care services – always going to be local services, but equally always going to be a need to travel to specialist services.
	NOSPG would like to build up an improved baseline understanding of travel needs related to accessing healthcare provision, and see scope in working with transport authorities in this area.

≡ steer davies gleave

APPENDIX: TABLE E1.7   HITRANS MEMBERS AND NOSPG - OTHER ISSUES TO CONSIDER, INCLUDING CONSULTATION

HITRANS member / NOSPG	Comments
Argyll and Bute Council	Consultation should focus on LTS at the local level. RTS consultation should be with key stakeholders e.g. community planning organisations, not with general public. Hard for public to understand strategic issues. May also be confused by different tiers of strategy. Operators should be involved in RTPs, although not with voting rights.
Comhairle nan Eilean Siar	Short brochure version of strategy is useful in disseminating information about the strategy. This could be done more widely at a local authority level.
Highland Council	Consult with major stakeholders. Those who can consider things at the strategic level. Need to avoid danger of very local-level consultation to avoid getting caught up in very local issues. Consultees should have an interest in transport. The HITRANS branded bus shelters across the region have raised people's awareness of HITRANS. Definition of the *National, Regional* and *Local* parts of the network. There needs to be a clear and appropriate definition of the network and therefore appropriate prioritisation and lead on how to invest in it. It is difficult for much of the Highland and Island's strategic network to compete for prioritisation with the strategic network in the rest of Scotland. The local authority is a 'roads' authority, not a 'transport' authority, so it can be difficult to think beyond roads.
Highlands and Islands Enterprise	There will be less impact (regardless of who is promoting) if there is a huge list of priorities. It will be easier for an RTS to get consensus for (say) five main priorities. Consultation on this should be at a strategic level, otherwise impossible to exit from the very localised issues. Needs to be a focus on where a difference can be achieved. RTS could be accompanied by a priority document, which could be reviewed and updated each year.
Highland Rail Partnership	Consultation needs to be strategic; otherwise its value is lost.
Moray Council	The RTS needs to reassess where it is and what it is. The document should influence national road policies and therefore spending on the network. The A9, A96 and Aberdeen to Inverness rail link are key priorities for Moray. The RTS has to be a *valid* document, and so consultation is essential. The RTS has to have support from key bodies and organisations and this will only come through early and effective consultation. The consultation needs to make sure to tell consultees exactly what the RTS is and what it can achieve.
Orkney Islands Council	On last LTS, consultation with Community Councils user groups, Orkney Enterprise etc. May not be public interest on RTS but certainly RTS consultation needs to give public the opportunity to get involved.
Scottish Council for Development and Industry	Operators should be involved in RTS development. Should perhaps be disability bodies representation in HITRANS, not currently.

Shetland Islands Council	Council committed to investing in infrastructure over next 5-10 years, as a one-off spend of cash reserves (particular need for major ferry infrastructure investment).
North of Scotland Planning Group (NHS Scotland)	Consultee feels that health sector should have a seat on the RTPs. Would like HITRANS and other RTPs to be proactive in engaging with health sector.

APPENDIX: TABLE E1.8   EMAIL SURVEY FINDINGS - ISSUES THE NEXT RTS SHOULD COVER

Sector / area of interest for respondent	Issues to be covered
Health	Active travel, safer walking and cycling routes
Health	The next RTS must start with a progress report/update on strategies laid out in the current plan in order to let readers see what has been achieved and the areas where progress has yet to be made
Health	The [Transport Scotland Act] has been amended to include a specific requirement for health and regional planning partnerships to engage
Economic Development (H&I)	RTS will be a transport development paper – [which is how this recipient will] use / refer to in [their] role
Economic Development (LEC)	Possible major industrial/commercial developments in Ross & Cromarty
Economic Development (LEC)	Strategy to enhance quality and range of transport infrastructure including air services, trunk road improvements, sea and rail including mutli-modal interchanges at strategic locations
Economic Development (LEC)	Feasibility/Development work on Sound of Barra/ Sound of Harris fixed links incorporating renewable energy options Feasibility/Development work on the concept of a tunnel link between W.Isles and Mainland Scotland Greater integration between Islands' and Mainland transport systems Significant (30%) reduction on Island to Mainland travel costs Development of Trunk Roads to ease access to the Central Belt and beyond Introduction of integrated Booking/Ticketing/Information systems across all modes of transport
Economic Development (LEC)	Travel to/from/around Inverness

≡ steer davies gleave

Sector / area of interest for respondent	Issues to be covered
Economic Development (National)	More of the same strategic issues
Transport Operator (air)	Optimising air transport in the region
Transport Operator (ferry)	Lifeline ferry services – service specification and development opportunities
Transport Operator (ferry)	Road infrastructure upgrades to ease travel to and from ferry terminals
	The upgrading of shore-based infrastructure at ferry terminals to accommodate new vessel designs, eg. a new end-loading link span at Rothesay
	Improved passenger facilities at ferry terminals and slipways, eg. public toilets, shelters, covered walkways, etc.
	Greater integration of timetables across all forms of public transport, particularly between bus services and the ferry services
Transport Operator (freight)	Freight movement and Infrastructure development
Transport Operator (freight)	A higher priority for freight issues
National Park	While there is some mention of cycling and walking, more consideration could be given to interaction between both and public transport
	More could be made of the opportunity to link transport information with pre-arrival tourism marketing
	Needs explicit consideration of inter-region links and links across remote-rural areas, e.g. poor East-West connectivity within the Cairngorms National Park (CNP)
	Given that environment is highlighted as a key issue, there could be more on low-emission and non-carbon fuel public transport alternatives
	Needs more on establishing baseline transport information and identifying supplementary research that is required, for example in examining latent demand to inform new or revised route planning
	Existing Strategy was developed prior to establishment of CNP. New strategy needs to consider travel implications of Park and potential for strategic priority projects
National Park	More detail on environmental key issues and include CO_2 reduction – more generally greater detail on specific projects including list of dependencies
Landowner	Expansion of Highland airports

≡ steer davies gleave

Sector / area of interest for respondent	Issues to be covered
Local authority health improvement and community safety	More emphasis on rural transport, and measures to increase cycling and walking
Local authority transport	Improvements in infrastructure on strategic road network; Integration of public transport services; Improved access to islands and peninsulas to promote sustainable communities
Local authority planning	Local plan input into transport policies
Local authority access	[Better] connection to wider access infrastructure and user groups particularly with regard to access opportunities and links between town and countryside Opportunity to focus on health and environmental issues Focus upon the statutory requirement to prepare and implement a Core Path Plan
Environment	Responsibility to assess options against historic environment impacts and seek lowest impact solutions; consideration of environmental costs and mitigation strategies
Environment	In general, greater weight given to the natural heritage in the context of overall economic development aspirations for the Highlands and Islands
Voluntary (access and sustainable transport)	Walking, Cycling, Horse Riding and water transport
Voluntary (sustainable transport)	Threats to continuing increase of motorised transport e.g. peak oil, climate change; Physical Activity

≡ steer davies gleave

steer davies gleave

CONTROL SHEET

Project/Proposal Name: REVIEW OF HIGHLANDS AND ISLANDS
                                  REGIONAL TRANSPORT STRATEGY

Document Title: Final report

Client Contract/Project Number:

SDG Project/Proposal Number: 206298

ISSUE HISTORY

Issue No.	Date	Details
2	**31st October 2005**	**Final report**

REVIEW

Originator: DEA

Other Contributors: NLC, KKM, CZM, SRC

Review By: Print: Greg Hartshorn (Project Director)

                       Sign: Reviewed electronically

DISTRIBUTION

Clients: Howard Brindley, HITRANS officer group

Steer Davies Gleave: Project team

☰ steer davies gleave   **Control Sheet**