

## **Report to Partnership Meeting 13 September 2019**

### **RESEARCH AND STRATEGY DELIVERY**

#### **National Transport Strategy 2 Consultation**

##### **Purpose of Report**

The purpose of this report is to advise the board of the content of the draft National Transport Strategy and discuss the proposed HITRANS response.

##### **INTRODUCTION**

The National Transport Strategy (NTS2) a Draft Strategy for Consultation<sup>1</sup> was issued by Scottish Government on 31 July 2019. Scottish Government have asked for views on the proposed draft NTS2 by 23 October 2019.

The purpose of this report is to advise the board of the content of the draft strategy and discuss the proposed HITRANS response.

##### **Structure of the Draft NTS2**

The draft NTS2 has five sections as outlined below.

- A vision for transport in Scotland;
- Current and emerging challenges;
- Meeting the challenges;
- Transport governance; and
- What we will do.

Chapter 2, The vision for transport in Scotland is given below.

*“We will have a sustainable, inclusive and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors.”*

The vision is underpinned by four Priorities, each with three associated Outcomes. The vision will be the basis upon which Scottish Government take major strategic decisions and evaluate the success of transport policies going forward. All four Priorities are interlinked to deliver the vision.

The four priorities and their associated outcomes from the Strategy are listed below.

1. Promotes equality:  
Will provide fair access to services we need;  
Will be easy to use for all; and

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<sup>1</sup> <https://www.transport.gov.scot/media/45149/national-transport-strategy-draft-for-consultation-july-2019.pdf>

Will be affordable for all.

2. Takes climate action:  
Will adapt to the effects of climate change;  
Will help deliver our net-zero target; and  
Will promote greener, cleaner choices.
3. Helps our economy prosper:  
Will get us where we need to get to;  
Will be reliable; and  
Will use beneficial innovation.
4. Improves our health and wellbeing:  
Will be safe and secure for all;  
Will enable us to make healthy travel choices; and  
Will help make our communities great places to live.

Chapter 3, Current and emerging challenges identifies and discusses a number of positive trends in Transport in recent years. Notwithstanding these positive developments, the draft NTS2 acknowledges that Scotland's transport system continues to face a number of challenges: many people encounter problems when trying to access the services they need; businesses still face congestion and delays when reaching their customers; and vehicles continue to emit greenhouse gases and pollute the places we live and work.

NTS2 identifies a number of challenges that the strategy needs to address and these are listed below.

- Poverty and child poverty
- Social isolation
- Gender inequalities
- The changing transport needs of young people
- Ageing population
- Disabled people
- Scotland's regional differences
- Global climate emergency
- Technological advances
- Air quality
- Decline in bus use
- Productivity
- Labour markets
- Fair work and skilled workforce
- Trade and connectivity
- Freight
- Tourism
- Digital and energy
- Spatial planning
- Reliability and demand management
- Safety and security
- Health and active travel
- Information & integration
- Resilience

There is significant discussion and links to evidence within the draft NTS2, to support these main issues associated with the challenges and their inclusion as factors to influence the strategy.

Chapter 4, Meeting the challenges, proceeds to identify 14 high-level policy statements of intent aimed at achieving the vision and outcomes. Further detail is provided through a series of enablers which represent mechanisms for delivering the high-level policies.

The Policies and Enablers were tested, using a Scenario Planning Tool, to understand how they perform under different plausible futures. These futures include a range of different scenarios, such as where the economy is weak or strong, where society is less or more equal, where the environment has or has not addressed the effects of climate change, or where we have a healthy or unhealthy population that takes high or low levels of active travel. The aim is to understand how effective policies are under different futures and how flexible the policies can be changed as the future changes.

Chapter 5, Transport Governance – democracy, decision-making and delivery, discusses at a very strategic level how transport is delivered in Scotland. This work was undertaken by a Roles and Responsibilities Working Group as part of NTS2.

The following key challenges were identified and need to be addressed:

- financial constraints limiting investment at a regional and/or local level;
- lack of support for all transport modes;
- limited resource capability and skills;
- difficulties working across boundaries and responsiveness to local needs;
- disconnect between long-term goals and short-term action;
- mixed local accountability, overall leadership and influence;
- complex governance arrangements;
- lack of ongoing maintenance of assets;
- inconsistent and/or unclear accountability;
- disconnect with Planning, Economic and Health agendas;
- lack of clarity on roles and responsibilities, particularly for the public; and
- responsiveness to the conflicting pressures of business/public sector.

The Roles and Responsibilities Working Group made three broad recommendations to the Scottish Ministers:

1. The case for change has been made and that the current arrangements are no longer sustainable;
2. Our future transport governance arrangements should be on the basis of some form of regional model allowing for variations in approach between different geographic regions; and
3. Governance is a complex issue, and further work needs to be done to develop a model for future transport governance in Scotland that is capable of being implemented.

Scottish Ministers agreed with the recommendations made by the Group and propose that further collaborative work to look at implementable models will follow on from this consultation to ensure we successfully achieve better outcomes for our citizens, communities, and businesses.

From a transport perspective, a regional approach to governance provides an effective means of addressing cross-boundary issues and reflecting travel to work catchments. Moreover, a strong regional approach to transport together with alignment with economic, planning, marine planning, and housing objectives supports approaches to place-shaping.

Chapter 6, What we will do, outlines that all stakeholders involved in Transport have a role to play in delivering the Strategy and making it a success. However, in particular NTS2

identifies what action Scottish Government will take. In order to deliver the Strategy, the Scottish Government will take immediate action in three key areas: Increasing Accountability; Strengthening Evidence; and Managing Demand.

It is proposed to establish a Transport Strategy Delivery Board and Transport Citizens' Panels to increase accountability.

In terms of managing demand it is proposed to embed the Sustainable Travel Hierarchy in decision making, promoting walking, wheeling, cycling, public transport and shared transport options in preference to single occupancy private car use. In doing so Transport Scotland will review and update the Scottish Transport Appraisal Guidance (STAG) and investment decision-making processes.

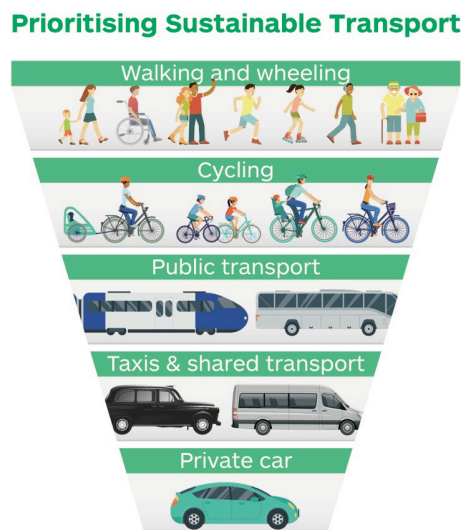
NTS2 is a crucial piece of national policy and the above summary seeks to provide board members with the key information within the Strategy to enable them to make informed comment on the Strategy. Some discussion on some key aspects of the draft NTS2 now follow.

## Discussion

A number of key areas within the strategy will now be discussed in turn.

### Sustainable Travel Hierarchy and Sustainable Investment Hierarchy

An important element in the draft strategy that will impact on future investment decisions is that the Sustainable Travel Hierarchy will be embedded into the decision making process, promoting walking, wheeling, cycling, public transport and shared transport options in preference to single occupancy private car use. The sustainable travel hierarchy is represented below.



The primary purpose of this hierarchy is to seek to influence and manage transport demand.

Overarching this demand management approach is the adoption of the Sustainable Investment Hierarchy which will be used to inform budgetary decisions at a national level. The Sustainable Investment Hierarchy is shown below.



The combination of these two hierarchies should result in national investments that favour active travel modes and sharing above single occupancy private car use.

Whilst individual local authorities can develop and deliver policies in support of the delivery of the national strategy at a local level, the critical success of the policy will depend on how the wider transport demand management measures can be delivered at a regional level. The travel to work areas to our major towns and cities are often cross boundary and this is an important area for activity to take place on a regional basis.

HITRANS have long advocated greater prioritization for walking and cycling. However in supporting this focus it is critical that the NTS recognizes the equal priority that inclusive growth should afford every part of Scotland, It is positive that the NTS recognizes the calls of HITRANS and others to make a priority area of our transport system the ability for people in every part of the country to have a meaningful day trip to the nation's capital. For islands and remote rural areas in the Highlands and Islands the only way this can be achieved is through air services. There should be recognition of the role internal air services provide and the need to protect and build our networks. Environmental mitigation should be achieved by the electrification of aircraft.

## **Governance Arrangements**

Section 2.5 of this report covers the discussions within the NTS of the issue of Transport Governance. HITRANS welcomes the acknowledgement with the NTS that a case for change has been made and that the current transport governance arrangements are no longer sustainable.

HITRANS officers agree that future transport governance arrangements should be on the basis of some form of regional model allowing for variations in approach between different geographic regions. However, it should be noted that the statutory Regional Transport Partnerships already provide such an arrangement on a well established geographical basis. The RTPs already have Regional Transport Strategies in place and are very familiar with all transport issues associated with their area.

Governance is indeed a complex issue, and although further work needs to be done to develop a model for future transport governance in Scotland that is capable of being implemented the current baseline of the RTP's is a very strong starting point to enable a quick transition to an alternative form of regional governance.

The strategy also noted the theme that there was the “*potential for a more coherent and joined up approach to national, regional and local transport together with closer integration between spatial planning, economic development and transport.*”

Many if not all of the key challenges identified in section 2.5 of this report can be tackled by providing the right regional body with powers, staff resources and funding to deliver a step change in the delivery of regional spatial planning, economic development and transport priorities. Similarly there is scope to strengthen local delivery of policy through local authorities.

## **Discussion**

The vision, priorities and outcomes identified in Chapter 2 of the draft NTS2 are welcomed and are indeed set at an appropriate strategic and national level. The vision by its nature is aspirational and sets out what all transport users would want from an ideal transport system.

The 12 outcomes identified reflect areas of the transport system that Scottish Government consider can be monitored and evaluated to measure the success of the proposed strategy. A number of Headline indicators are being developed by Scottish Government and they are contained in Annex A of the draft strategy document. The measurement of these indicators is crucial to the successful monitoring of how well the application of the 14 policies and 38 enablers has delivered the aims of the strategy.

The list of challenges identified in section 2.3 above is extensive and highlights the complex interaction of all these matters in delivering the vision identified in draft NTS2. Many, if not all, of the factors are interdependent and the following areas are considered to be key to the successful delivery of the strategy.

- Global climate emergency
- Reliability and demand management
- Health and active travel
- Spatial planning
- Information & integration
- Decline in bus use
- Safety and security
- Resilience
- Trade and connectivity

The inclusion of a section on Transport governance – democracy, decision making and delivery within the draft NTS2 is a fundamental recognition that to be able to deliver the aims of the national strategy there must be a change to how regional transport functions are managed and delivered.

Therefore, it is vital that the proposed review of transport governance is given the highest priority and changes are recommended and implemented as a matter of urgency.

HITRANS consider that the formal Regional Transport Partnerships are a key starting point in developing any future model of regional spatial planning, economic development and transport. Transport availability and its relationship with spatial planning is fundamental to deliver development that is sustainable and meets the priorities identified in the draft NTS 2. In this respect HITRANS can build on our good relationship with planning and economic development colleagues within partner Councils. The recent work on Local Governance presented at the April partnership meeting allowed the HITRANS Board to endorse the opportunity HITRANS offers as a vehicle that can deliver an enhanced range of functions

which would be well placed to deliver functions and leadership on a range of areas that are currently managed centrally but which would benefit from the principles of subsidiarity.

Whilst it is acknowledged that the role of the national strategy is not to allocate funding it is considered that some acknowledgement of the challenges associated with delivering the strategy within a challenging economic climate should have been stated. The expectations from the draft strategy are high but it is how investment decisions are made that will determine the success in the delivery of the strategy.

Transport should be a key enabling factor for society: Any transport strategy should focus on delivering a truly integrated transport network which allows people to move through it seamlessly, boundaries both physical and virtual (provider/ticket/mode) whilst necessary should not be a hindrance to members of our society moving from one place to another.

## **RISK REGISTER**

RTS Delivery  
Impact - Positive  
Policy  
Impact - Positive  
Financial  
Impact – Will require match funding  
Equality  
Impact – Positive

## **RECOMMENDATION**

1. It is recommended that the Board discusses and notes the content of this report.
2. Approves the preparation of a consultation response to be sent to Scottish Government via the on line survey (questions set out in Appendix 2).
3. That a budget of £5,000 be allocated for additional support on preparation of the NTS2 response.
4. That the final response be approved by Board Members electronically in advance of submission.

**Report by:** Ranald Robertson  
**Designation:** Partnership Director  
**Date:** 2<sup>nd</sup> September 2019  
**Background Papers:** Appendix 1 – NTS Consultation Questions

## Appendix 1 – NTS Consultation Questions

### Section A: The Vision and Outcomes Framework

#### Four Priorities each with 3 Outcomes

**Vision:** We will have a sustainable, inclusive and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors.

#### **Promotes equality**

Will provide fair access to services we need

Will be easy to use for all

Will be affordable for all

#### **Takes climate action**

Will adapt to the effects of climate change

Will help deliver our net-zero target

Will promote greener, cleaner choices

#### **Helps our economy prosper**

Will get us where we need to get to

Will be reliable, efficient and high quality

Will use beneficial innovation

#### **Improves our health and wellbeing**

Will be safe and secure for all

Will enable us to make healthy travel choices

Will help make our communities great places to live

1. Is the Vision that is set out for the National Transport Strategy the right Vision for transport policy over the next 20 years?

Yes  No

Please explain your answer.

2a. Are the Priorities and Outcomes that the Strategy is trying to achieve the right Priorities and Outcomes for transport policy over the next 20 years?

Yes  No

Please explain your answer.



2b. Are some of these Priorities and Outcomes more important than others or are they equally important?

Please explain your answer.

3. Are the Challenges the Strategy highlights in Chapter 3 the key Challenges for transport, or are there others the Strategy should focus on?

Please explain your answer.

## Section B: The Policies to Deliver the NTS

Through the process to develop the National Transport Strategy, 14 policies have been identified that will deliver its Vision and Outcomes and address the Challenges. These are listed below:

- Plan our transport system to cope with the effects of climate change
- Continue to improve the reliability, safety and resilience of our transport system
- Embed the implications for transport in spatial planning and land-use decision making
- Integrate policies and infrastructure investment across the transport, energy and digital system
- Provide a transport system which enables businesses to be competitive domestically, within the UK and internationally
- Provide a high-quality transport system that integrates Scotland and recognises our different geographic needs
- Improve the quality and availability of information to enable better transport choices
- Embrace transport innovation that positively impacts on our society, environment and economy
- Improve and enable the efficient movement of people and goods on our transport system
- Provide a transport system that is equally accessible for all
- Improve access to healthcare, employment, education and training opportunities to generate inclusive sustainable economic growth
- Support the transport industry in meeting current and future employment and skills needs
- Provide a transport system which promotes and facilitates travel choices which help to improve people's health and wellbeing

- Reduce the transport sector's emissions to support our national objectives on air quality and climate change

4a. Are these the right policies to deliver Priorities and Outcomes of the National Transport Strategy?

Please explain your answer.

4b. Are some of these policies more important than others or are they equally important?

Please provide details.

## Section C: Transport governance – democracy, decision-making and delivery

5a. Are there specific decisions about transport in Scotland that are best taken at the national level (e.g. by Transport Scotland or the Scottish Government), at a regional (e.g. by Regional Transport Partnerships ), or at a local level (e.g. by Local Authorities)?

Please explain your answer, by providing examples of where you believe transport related decisions should be taken.

5b. Should local communities be involved in making decisions about transport in Scotland? If so, how should they be involved, and on which specific issues should they be involved in making decisions on?

Please explain your answer, by providing examples of which transport decisions local communities should be involved in, also suggesting how they should be involved.

## Section D: The Strategy as a whole

6. Does the National Transport Strategy address the needs of transport users across Scotland, including citizens and businesses located in different parts of the country?

Yes  No

Please explain your answer.

## Section E: Looking Ahead

7a. What aspects of the transport system work well at the moment?  
Please provide details.

7b. What practical actions would you like to see the National Transport Strategy take to encourage and promote these?  
Please provide details.

8a. What aspects of the transport system do not work well at the moment?  
Please provide details.

8b. What practical actions would you like to see the National Transport Strategy take to improve these?  
Please provide details.

9. Chapter 6 of the Strategy sets out immediate actions the Scottish Government will take in three key areas: Increasing Accountability; Strengthening Evidence; and Managing Demand. Is there anything you would like to say about these actions?  
Please provide details.

10. Is there anything else you would like to say about the National Transport Strategy?  
Please provide details.

# Section F: Strategic Environmental Assessment (SEA)

[Download the SEA Environmental report.](#)

11. What are your views on the accuracy and scope of the information used to describe the SEA environmental baseline set out in the Environmental Report?

Please give details of additional relevant sources.

12. What are your views on the predicted environmental effects as set out in the Environmental Report?

13. What are your views on the proposals for mitigation and monitoring of the environmental effects set out in the Environmental Report?

14. Is there anything else you would like to say about the Environmental Report?

## 1.1 About you

Please indicate how you wish your response to be handled and, in particular, whether you are content for your response to be published. If you ask for your response not to be published, we will still take account of your views in our analysis but we will not publish your response, quote anything that you have said or list your name. We will regard your response as confidential, and we will treat it accordingly.

To find out how we handle your personal data, please see our [privacy policy](#).

1. What is your name?

2. What is your email address?

Entering your email address allows you to return to edit your consultation at any time until you submit it. You will also receive an acknowledgement email when you complete the consultation.

Email (Required)

3. Are you responding as an individual or an organisation?

(Required)  Individual  Organisation

4a. What is your organisation?

If responding on behalf of an organisation, please enter the organisation's name here.

4b. If responding on behalf of an organisation, please indicate which category best describes your organisation.

- Local Authority
- Third sector or Community Groups
- Private Sector
- Regional Transport Partnership
- Transport Operator
- Academia/education
- Other Public sector
- Other

If other, please specify.

5. The Scottish Government would like your permission to publish your consultation response. Please indicate your publishing preference:

(Required)

- Publish response with name
- Publish response only (without name)
- Do not publish response

**Information for organisations only:**

The option '*Publish response only (without name)*' refers only to your name, not your organisation's name. If this option is selected, the organisation name will still be published.

If you choose the option '*Do not publish response*', your organisation name may still be listed as having responded to the consultation in, for example, the analysis report.

6. We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for Scottish Government to contact you again in relation to this consultation exercise?

(Required)  Yes  No

## Evaluation

Please help us improve our consultations by answering the questions below. (Responses to the evaluation will not be published.)

How satisfied were you with this consultation?

Very dissatisfied	Slightly dissatisfied	Neither satisfied nor dissatisfied	Slightly satisfied	Very satisfied
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please enter comments here.

How would you rate your satisfaction with using this platform (Citizen Space) to respond to this consultation?

Very dissatisfied	Slightly dissatisfied	Neither satisfied nor dissatisfied	Slightly satisfied	Very satisfied
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please enter comments here.