



**TRANSPORT
SCOTLAND**
CÒMHDHAIL ALBA

National Transport Strategy

January 2016

Ministerial foreword

My aim in commissioning this refresh of the National Transport Strategy (NTS) was twofold. First, I wanted to capture the relevance of all that has happened since the NTS was first published in 2006. Second, I wanted to create a public discussion around those changes, and in particular to see whether there was any need to move beyond a simple refresh into a more fundamental review of the NTS.

I am grateful to all who have participated at relatively short notice and to the Convention of Scottish Local Authority Leaders (COSLA) for working in partnership with us. You have helped shape our thinking through the prism of your own particular roles and responsibilities, whether as planners, providers or users of transport, or as members of the public affected by transport and its broader economic, social and environmental impacts.



What have we learned? Perhaps unsurprisingly that the world has moved on; but reassuringly that the NTS focus on improving journey times and connections, reducing emissions and improving quality, accessibility and affordability remains as valid as ever. And, despite unforeseen circumstances such as a major financial crisis and recession, we have delivered on these three outcomes.

For example, we have invested heavily in transport infrastructure, helping to mitigate the effects of recession and improving connectivity by land, sea and air.

We have also developed a climate change agenda embracing low carbon vehicle procurement such as 'green buses'; new technology such hydrogen buses and hybrid ferries; a national charging network for electric vehicles in agreement with COSLA Leaders; continued investment in public transport; and enhanced funding for sustainable and active travel, including cycling and walking infrastructure and behaviour change initiatives such as Smarter Choices Smarter Places.

And we have enhanced the passenger experience, whether by investing in new trains, boats and planes or by incentivising quality in the rail franchise and the tendering of ferry services.

Of course, the world has not stood still in the meantime. It demands that we adapt our approaches.

So, we have less money than we expected prior to the recession but face the same challenges. Economic recovery and population growth still demand good transport connections. The public still expects improving quality, whether it be integrated transport or convenient community transport. And the climate change challenge still

requires the decarbonisation of transport and better use of alternatives to car use such as public transport, sustainable and active travel, and digital connectivity.

To illustrate with one specific example, we have grown rail patronage but not bus patronage. So we are now forging new partnerships with bus operators and authorities to deliver smart and integrated ticketing, tackle congestion and use our existing road space to give bus the priority it needs, if it is to attract people out of their cars and reduce emissions and pollution.

I do not underestimate the scale of such challenges but we are well placed to meet them, not least because constitutionally, politically, and in our key relationships, we are now operating in a very different landscape.

For example, we now frame the relationship between central and local government through partnership working; and we now frame our discussions with communities around empowerment and the so-called ‘co-production’ of solutions to shared problems.

So the NTS is now being read in a changing world – not just as a framework for central Government but increasingly as a framework for all of us with roles and responsibilities in relation to transport. It is potentially more empowering for that.

That is reflected in our current Programme for Government:

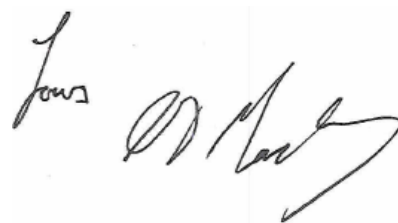
*“We will be guided by three underpinning principles: the need to deliver greater **prosperity** for our country; ensuring that there is **fairness** in how our nation's wealth, resources and opportunities are distributed; and making sure that we encourage and facilitate **participation** by everyone in the debates and decisions that matter to them most, regardless of their circumstances or backgrounds.”*

It is also reflected in the Community Empowerment (2015) Act, which promotes public service reform, provides a legal basis for participation, and establishes new rights and responsibilities for community bodies and public authorities. Local communities can now identify local outcomes (including transport initiatives) related to economic development, enhancing accessibility and sustaining remote communities, which are then delivered in partnership.

Even from that perspective, it is arguable that transport already facilitates economic growth, social cohesion and fairness through public transport, subsidised travel and partnership working. We have refreshed the NTS and I could now conclude that it is broadly fit for purpose in its own terms – improving connectivity, reducing emissions and improving the passenger experience.

However, we have committed ourselves to significantly new ways of working, and my conclusion is that we should reconsider the NTS more fully through the lens of prosperity, fairness and participation – re-examining how we can best work together and prioritise our collective activity to the benefit of Scotland’s economy and Scotland’s people.

In conclusion, this refresh of the NTS provides a helpful baseline, highlighting some of the key issues that warrant further consideration. But I see it as a conversation begun and I now commend a fuller, collaborative review of the NTS to the next Scottish Government.



Derek Mackay MSP
Minister for Transport and Islands



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Executive Summary

The original *National Transport Strategy*¹ (NTS) was published in December 2006 to act as an enabler of economic growth – to support businesses in achieving their local, national and international objectives and to improve the lives of individuals and communities by connecting them with their economic future.

In April 2015, the Minister for Transport and Islands announced a refresh of the NTS. The aim was not to rewrite the NTS or investigate its many underpinning policies and strategies. The aim was to see whether it was still fit for purpose and to test it against the changes since 2006, whether constitutional, political, economic, social or sectoral in the specific realm of transport.

The process was therefore described as a ‘refresh’ rather than a full-scale review.

The 2006 NTS

The 2006 NTS set a framework for transport in Scotland up to around 2026 – one transport vision, five high level objectives and three key strategic outcomes.

The vision was for:

“An accessible Scotland with safe, integrated and reliable transport that supports economic growth, provides opportunities for all and is easy to use; a transport system that meets everyone’s needs, respects our environment and contributes to health; services recognised internationally for quality, technology and innovation, and for effective and well-maintained networks; a culture where transport providers and planners respond to the changing needs of businesses, communities and users, and where one ticket will get you anywhere”.

The five High Level Objectives were to:

- promote economic growth by building, enhancing managing and maintaining transport services, infrastructure and networks to maximise their efficiency;
- promote social inclusion by connecting remote and disadvantaged communities and increasing the accessibility of the transport network;
- protect our environment and improve health by building and investing in public transport and other types of efficient and sustainable transport which minimise emissions and consumption of resources and energy;
- improve safety of journeys by reducing accidents and enhancing the personal safety of pedestrians, drivers, passengers and staff; and
- improve integration by making journey planning and ticketing easier and working to ensure smooth connection between different forms of transport.

¹ <http://www.gov.scot/Publications/2006/12/04104414/0>

The three Key Strategic Outcomes were:

- improved journey times and connections, to tackle congestion and lack of integration and connections in transport;
- reduced emissions, to tackle climate change, air quality, health improvement; and
- improved quality, accessibility and affordability, to give choice of public transport, better quality services and value for money, or alternative to car.

Changed circumstances

The national landscape has changed significantly since 2006.

Constitutionally and politically, further powers are being devolved to the Scottish Parliament and the Scottish Government has set out a new way of working in the current Programme for Government, based around democratic renewal, enhanced public engagement, and the principles of prosperity, participation and fairness.

There is a reinvigorated relationship between central and local government evidenced by the production of this refresh in partnership with COSLA and the further evolution of outcome agreements, and played out in many practical ways, such as shared services generally and transport-specific collaboration, as in road maintenance, where we are exploring opportunities to share services, capacity and ensure resilience.

There are significant global challenges on which new approaches have been developed at the national and local level. The climate change challenge has been set out in ambitious legislation – the Climate Change (Scotland) Act 2009 – and has been translated into equally ambitious approaches to ‘mitigation’ and ‘adaptation’, both of which require committed responses from society at large, not just government.

Some of the Government’s key strategic approaches and regulatory regimes have also changed, incentivising significantly different outcomes in the real world. Scotland’s Economic Strategy has been refreshed, bringing forward two new pillars of increasing competitiveness and reducing inequality; the town and country planning system has been overhauled (as currently reflected in National Planning Framework 3); and the Community Empowerment (Scotland) Act is now in force, setting a new context for Community Planning Partnerships. Some of these will have a direct bearing on transport (for example communities have the opportunity to buy disused train station buildings); others may simply pose the legitimate question of whether the Government should be adopting similar approaches in the field of transport.

In the meantime, transport itself has undergone and facilitated change.

Changes in transport

The Scottish Government has invested £15bn in transport since 2007. It is a massive socio-economic enabler and this investment has undoubtedly mitigated some of the

impact of recession in Scotland, with the Scottish construction sector seeing very strong growth through 2014 of just over 21%², reflecting the large programme of infrastructure investment taking place, including the Forth Replacement Crossing. Using the latest (2012 based) Scottish Government Input-Output model of the economy³, it is estimated that each £100m of demand for Scottish construction industry output in 2015-16 generates an additional £45m spending in the wider economy.

The investment has manifested itself broadly – in major new construction projects such as the Queensferry Crossing and Borders Rail; new road projects; new ferries, trains and planes; and continuing support for public transport, whether through specifics such as the new rail franchise or the more general continuation of subsidised travel for older and disabled people through the National Concessionary Bus Travel Scheme.

Transport statistics also suggest that the use of transport and its impacts have changed, although perhaps not quite as may have been envisaged in 2006. Some long term trends have been remarkable, such as the reduction in road casualties (on which the mid-term review of Scotland's Road Safety Framework will continue to build), the growth in rail patronage, and the emerging uptake of electric vehicles in the market place. Statistics highlight the continuing reliance upon cars, with majority of all journeys being by car or van although growth has been limited. Such figures mask a significant growth in the number of rail journeys overall. Also notable is the reduction in bus journeys, despite it still being by far the most common mode of public transport.

A future review?

The outcomes set out in the NTS remain valid. The changes that have occurred in the interim bring some of them into sharper relief.

For example, is the continuing decline in bus patronage a trend that will continue, or a trend that is amenable to change, if the right policy levers are pulled? Is the growth in the market for low carbon and electric vehicles self-sustaining or dependent on continuing financial support? Will current levels of congestion (and associated emissions) remain static or reduce; or will a strong economic rebound at some point impose new demands on the transport system and the environment, such as through increased car use?

These questions have emerged from this refresh process, but to be fully understood, they need to be analysed in transport modelling and further work and discussed more broadly with interested parties.

Addressing such issues will always require the involvement of a number of important players, including national government, local government, Regional Transport Partnerships (RTPs), Community Planning Partnerships (CPPs), third and voluntary sector, business and individual consumers.

² Source: Scottish Government, State of the Economy, August 2015, page 16, <http://www.gov.scot/Resource/0048/00483959.pdf>

³ Source: <http://www.gov.scot/Topics/Statistics/Browse/Economy/Input-Output/Downloads>

For the future, it is therefore particularly important that there is clarity on respective roles and responsibilities, as they evolve in a changing world. This NTS refresh sets out with greater clarity than the original the current roles, responsibilities and key interrelationships that are essential to make transport delivery as effective as possible, both in its own right and in how it supports broader local and national policy ambitions.

The evidence that follows in the rest of this NTS refresh document does not suggest that the NTS framework formulated in 2006 is no longer relevant or, worse, that it may be misleading for partners to align themselves with. However, it does suggest that the challenges ahead and the Government's changed ways of working warrant a deeper look.

The NTS refresh is thus designed to be a useful tool for all working in transport; and also a baseline for a fuller review of the NTS.

Introduction

In April 2015, the Minister for Transport and Islands announced a refresh of the 2006 National Transport Strategy⁴ (NTS). The 2006 NTS set a framework for transport in Scotland up to circa 2026 – one transport vision, five high level objectives and three key strategic outcomes. These remain relevant today, but the context has changed and the NTS required updating.

This refreshed NTS document shows what has changed and stayed the same since 2006 and restates the National Transport Strategy framework.

Document structure

Section 1 outlines the changes in political, economic, legislative and policy context since 2006.

Transport has also moved on and **Section 2** describes the current picture in comparison to 2006. While progress has been made in a number of areas, other aspects of transport have not progressed.

The major challenges faced by transport in 2006 are still relevant today, but some have shifted in line with the changing context. **Section 3** outlines those challenges and the transport response.

To meet these challenges, it is important that the roles and responsibilities of transport actors are clear and **Section 4** focuses on that. It also emphasises the importance of partnership working because, to meet the challenges, organisations and individuals have to look beyond their formal roles and responsibilities and aim for the added value of genuine collaboration.

Finally, **Section 5** reaffirms the National Transport Strategy framework for the period to 2026 and explains why a full review in the next Parliament is desirable.

Throughout the document, case studies are provided, particularly to highlight good examples of partnership working.

Supporting the core document are three detailed annexes:

- Annex 1 describes in detail the NTS as it sits within its strategic context.
- Annex 2 outlines roles and responsibilities in transport by organisation.
- Annex 3 describes the refreshed freight policy, which the Minister committed to producing within the refresh in Parliament.

Published alongside the NTS are three supporting documents:

- Transport Statistics: Change Since 2006.
- Table of Delivery Against 2006 NTS Commitments.
- Record of Engagement and Consultation.

⁴ <http://www.gov.scot/Publications/2006/12/04104414/0>

1. Strategic Context

This section highlights the current strategic context, which has changed significantly since 2006, when the original NTS was published. There is more detail in Annex 1, including on the underlying transport plans, policies and strategies that have developed since the 2006 NTS was published.

This NTS refresh has been undertaken in the light of the Government's distinct One Scotland approach⁵, its focus on outcomes and its commitment to partnership working, growing the economy, protecting public services, tackling inequality and empowering communities.

The Scottish Government and its partners are now operating in a different political landscape since the 2006 NTS was published. The new landscape is characterised by greater integration between national and local government in delivering outcomes for communities.

Reflecting that, the NTS has been refreshed in partnership with the Convention of Scottish Local Authorities (COSLA) and in discussion with a wider group of stakeholders.

The focus of the Scottish Government and its partners since 2007 has been on delivering the overarching purpose of a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth.

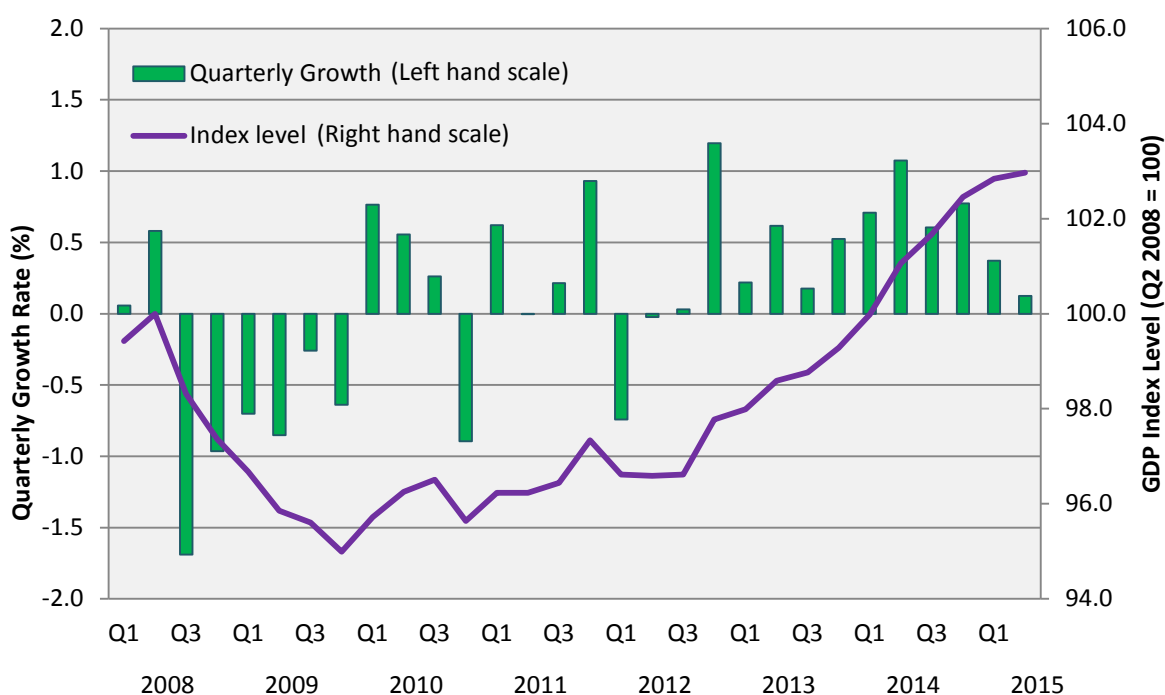
In addition, a safe, efficient, effective and sustainable transport system, for both passengers and freight, remains one of the key enablers of such sustainable economic growth.

Recession

One of the most significant events since the publication of the NTS in 2006 was the recession. Economic output fell sharply in most major economies during 2008 and 2009.

⁵ We believe that a One Scotland approach is needed to deliver on our ambitions, with all public sector agencies working together – recognising that all can and should make a contribution towards that growth – as well as the private sector and the third sector (ref Scotland's Economic Strategy, page 8). The One Scotland approach is founded on three key priorities – participation, prosperity and fairness.

Figure 1: Scotland GDP Quarterly Growth and Level



Source: Scottish Government

The graph shows that the Scottish economy experienced negative growth between Quarter 3 2008 and Quarter 4 2009. Following periods of contraction in output, the Scottish economy has since seen 12 quarters of consecutive economic growth between Quarter 3 2012 and Quarter 3 2015. The continuous growth over the last three years demonstrates the Scottish economy’s underlying resilience, given the difficult external and domestic challenges that we have seen during this period.

Legal and policy frameworks

The Scottish Government and its partners are now operating within a different legislative, policy and regulatory framework compared to 2006/07. This landscape is described and mapped out in Annex 1.

The main changes of this type affecting transport since 2006 have come from environmental and economic policy.

On the environment, the *Climate Change (Scotland) Act 2009*⁶ and subsequent reports – *Low Carbon Scotland: Meeting our Emissions Reduction Targets 2013-2027*⁷ (RPP2) and *Climate Ready Scotland: Scottish Climate Change Adaptation Programme*⁸ – have fundamentally changed Scotland’s approach by establishing a deliberately ambitious leadership agenda. The Act has created a statutory framework for a greenhouse gas emissions reductions target⁹ of 42% by 2020 and 80% by

⁶ <http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/climatechangeact>

⁷ <http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/lowcarbon/meetingthetargets>

⁸ <http://www.gov.scot/Publications/2014/05/4669>

⁹ <http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/climatechangeact/targets>

2050, along with a focus on adapting to a changing climate. The reports set out the mechanisms by which this will be achieved for climate change mitigation and adaptation respectively, including relevant transport measures.

On the economy, Scotland's Economic Strategy¹⁰ reaffirms the Scottish Government's commitment to creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. It sets out an overarching framework for achieving the two mutually supportive goals of increasing competitiveness and tackling inequality in Scotland. It forms the strategic plan for existing and all future Scottish Government policy and prioritises boosting investment and innovation, supporting inclusive growth and maintaining a focus on increasing internationalisation.

This finds spatial expression through the National Planning Framework 3¹¹, and subsequently strategic and local development plans that are prepared in accordance with it. Associated community expression comes through Empowering Scotland's Island Communities¹² and the Community Empowerment (Scotland) Act¹³, which gives community planning a statutory purpose, based on public bodies working together and with the local community to improve local outcomes and tackle inequalities of outcome in the local authority area.

At a greater level of detail, the economic agenda is also reflected in the Scottish Government's infrastructure investment priorities, as set out in: Scotland's Cities: Delivering for Scotland¹⁴, Strategic Transport Projects Review¹⁵ and the Infrastructure Investment Plan¹⁶, which set out priorities for strategic investment.

We want to see flourishing town centres as the focal point of community life, providing a base for people to live, work, socialise and do business. The Town Centre First Principle¹⁷, as agreed by Scottish Government and COSLA, asks that Government, local authorities, the wider public sector, businesses and communities put town centres at the heart of decision making, seeking to deliver the best local outcomes regarding investment and de-investment decisions, alignment of policies, targeting of available resources to priority town centre sites, and encouraging vibrancy, equality and diversity. Good accessibility either by public transport or by foot or bike, is vital to encouraging this enhanced vibrancy within town centres across Scotland.

Figure 2 provides a schematic of the NTS framework. It summarises the NTS and captures the legislative, policy and regulatory landscape within which the NTS sits, at strategic, national, regional and local levels.

¹⁰ <http://www.gov.scot/Publications/2015/03/5984>

¹¹ <http://www.gov.scot/Topics/Built-Environment/planning/National-Planning-Framework>

¹² <http://www.gov.scot/Publications/2014/06/2708>

¹³ <http://www.scottish.parliament.uk/parliamentarybusiness/Bills/77926.aspx>

¹⁴ <http://www.gov.scot/Publications/2011/12/15154546/0>

¹⁵ <http://www.transportscotland.gov.uk/strategic-transport-projects-review>

¹⁶ <http://www.gov.scot/Publications/2015/12/5962>

¹⁷ <http://www.gov.scot/Topics/Built-Environment/regeneration/town-centres/TheTownCentreFirstPrinciple>

While the framework set out in the original NTS remains relevant, the context within which transport sits – some of which we have described above – continues to change and affect how we deliver with our partners.

The section on 'Clearer Roles and Responsibilities for Partnership Working' and Annex 2 provide clarity in this area.

Figure 2 – National Transport Strategy policy framework

Strategic and overarching references	UN Convention on the Rights of Persons with Disabilities, UN Sustainable Development Goals for 2030, EU Transport White Paper, Transport (Scotland) Act 2005, Climate Change (Scotland) Act 2009, Equality Act 2010, Children and Young People (Scotland) Act 2014, Community Empowerment (Scotland) Act 2015, Scotland's Economic Strategy, Community Planning, National Performance Framework, Single Outcome Agreements													
SG Purpose	To focus government and public services on creating a more successful country, with opportunities for all to flourish, through increasing sustainable economic growth.													
SG National Outcomes	Transport contributes to 9 National Outcomes: We live in a Scotland that is the most attractive place for doing business in Europe; We realise our full economic potential with more and better employment opportunities for our people; We live longer, healthier lives; We have tackled the significant inequalities in Scottish society; We live our lives safe from crime, disorder and danger; We live in well-designed, sustainable places where we are able to access the amenities and services we need; We value and enjoy our built and natural environment and protect it and enhance it for future generations; We reduce the local and global environmental impact of our consumption and production; Our public services are high quality, continually improving, efficient and responsive to local people's needs.													
SG National Plans, Policies & Strategies	Scotland's Digital Future: a Strategy for Scotland	Ready Scotland Scottish Climate Change Adaptation Programme	Land Use Strategy and Scottish Biodiversity Strategy	Scotland's International Framework	Scottish Planning Policy	Scotland's Cities: Delivering for Scotland	Public Bodies Climate Change Duties	National Transport Strategy	National Planning Framework	Low Carbon Scotland: Report of Proposals and Policies	SG Delivery Plan 2016-2020 on UNCRPD	Preventing Overweight and Obesity in Scotland	Cleaner Air for Scotland	Regeneration Strategy and Labour Market Strategy (to be published in 2016)
	Infrastructure Investment Plan													
Transport Vision	An accessible Scotland with safe, integrated and reliable transport that supports economic growth, provides opportunities for all and is easy to use; a transport system that meets everyone's needs, respects our environment and contributes to health; services recognised internationally for quality, technology and innovation, and for effective and well-maintained networks; a culture where transport providers and planners respond to the changing needs of businesses, communities and users, and where one ticket will get you anywhere.													
High Level Objectives	Promote economic growth			Promote social inclusion			Protect our environment and improve health			Improve safety of journeys			Improve integration	
Key Strategic Outcomes	Improved journey times and connections					Reduced emissions					Improved quality, accessibility and affordability			
National Transport Plans, Policies & Strategies	An Action Plan for Buses (2006)		Freight Action Plan (2006)			Scotland's Railways (2006)		Strategic Transport Projects Review (2008)		Scotland's Road Safety Framework to 2020 (2009)		Strategic Road Safety Plan (2007)		
	Carbon Account for Transport (2015)		Cycling Action Plan for Scotland (2013)			National Walking Strategy (2014)		Long Term Vision for Active Travel in Scotland (2014)		Switched On Scotland: A Roadmap to Widespread Adoption of Plug-in Vehicles (2013)		Scottish Ferry Services – Ferries Plan (2013-2022) (2012)		
	Roads for All: Good Practice Guide for Roads (2013)		Final Report National Roads Maintenance Review (2012)			Delivery Strategy – Smart & Integrated Ticketing (2012)		Making the Most of Scotland's Canals (2013)		Transportation Noise Action Plan		SG/RTP/COSLA Working Group report		
Regional Transport Plans, Policies & Strategies	Regional Transport Strategies and Strategic Development Plans													
	Community Planning Partnerships Local Outcomes Improvement Plans													
Local Transport Plans, Policies & Strategies	Local Transport Strategies, Local Transport Plans, Local Development Plans, City Deals													

2. Transport Context

The world has moved on since 2006 and that affects transport and what it needs to deliver. This section provides an overview of some of the ways in which transport today differs in comparison with 2006, when the original NTS was written.

The supporting document 'Transport Statistics: Change Since 2006' provides further detail, including a table directly comparing those metrics included in the 2006 NTS with today.

Digital connectivity

We are ever more connected internationally and digitally, but a digital revolution has potentially high transport impacts.

- Working from home and flexible working patterns, both of which are possible due to increasing use of technology outwith of the traditional workplace, are reducing commuting in the regular peaks. However, they create demand for travel at other times and also for other land uses, as travel and work patterns change. Where people chose to live in relation to their workplace is also affected.
- The use of social media and improved digital connectivity is changing the way people communicate, though the impact on travel needs to be better understood.
- The public also expect better, quicker information about transport and they are getting more of it, as transport organisations use social media proactively to inform them of changes or disruptions. A record number of people are also using the Traffic Scotland information services.
- Public transport users want to stay connected while travelling. That is why most bus coaches on major routes provide free wi-fi, all seven stations on the new Borders Railway are wi-fi equipped, and the Scottish Government required ScotRail to roll out free mobile wi-fi on all of their train routes as part of the new franchise.
- Increased online shopping means a high level of individual deliveries, with high expectations around next day or same day delivery. The transport system has to be able to meet this challenge.

Network resilience

We have ever-higher expectations of disruption and discomfort being minimised and 'normal service' being maintained but raising standards has implications for resilience.

- Traffic Scotland's new National Control Centre at South Queensferry is a hub of co-ordination and joint working in times of disruptions to the national networks, with a higher profile and more proactive approach to dissemination of information.

Infrastructure

Since 2007, the Scottish Government has invested over £15bn in transport at the national level:

- over £6.5bn in our Motorways and Trunk Road Network, including 23 completed major improvements projects such as the M80 Stepps to Haggs and the completion of the M74, and the construction of 254 lane kilometres of trunk road;
- over £5bn in our rail network, including 76 kilometres of new railways (eg Airdrie-Bathgate Rail Link and Borders Railway) and 13 new stations opened (eg Conon Bridge, Eskbank and Stow);
- over £1.5bn in bus services, including the National Concessionary Bus Travel Scheme and Bus Service Operators Grant (BSOG); and
- over £1bn on ferry services, aviation and air services.

At the regional and local level, local government and Regional Transport Partnerships also have significant investment programmes, on which they report in their own right. The modernisation of the Glasgow Subway is a case in point.

Statistical trends

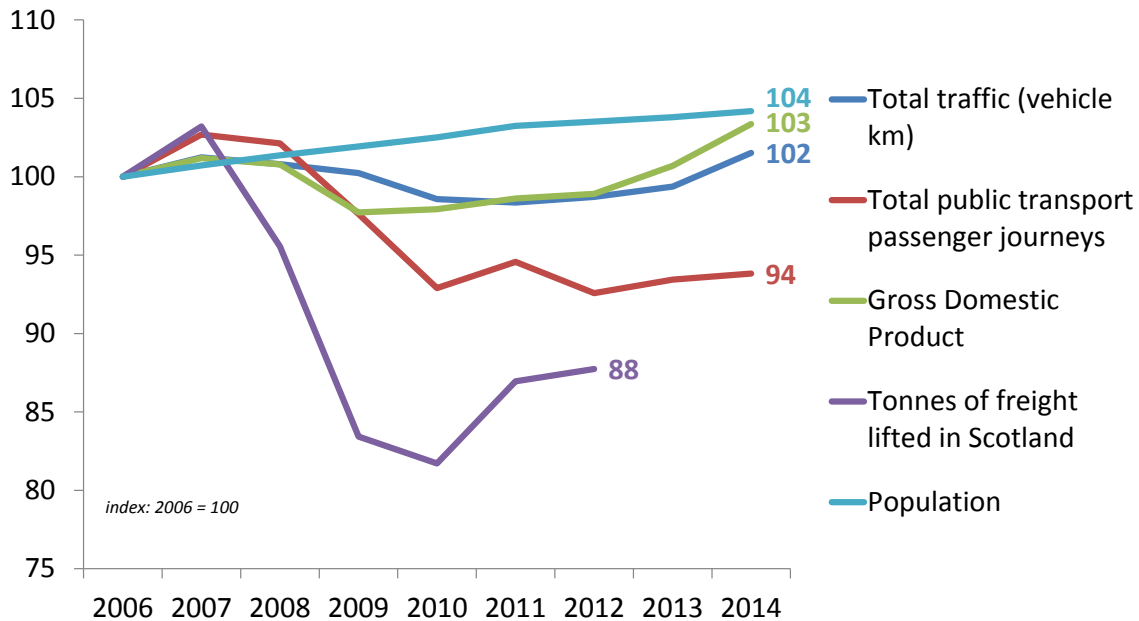
Notwithstanding such changes in investment and consumer expectations, another key consideration is how transport, in all its guises, actually performs. Such performance is recorded in key statistics which highlight trends across modes.

With some notable exceptions, the statistical data reflected in the following graphs illustrates that performance has remained almost the same since 2006.

All traffic has increased by distance; public transport journeys have decreased

Since 2006, Scotland's population is estimated to have increased by 4%, while GDP has seen a 3% increase. Over this period the traffic (all vehicles) on our roads has increased by 2%. However, the number of passengers on public transport services (bus, rail, air and ferry) has seen a 6% decrease and the volume of freight lifted in Scotland is down 12% from 2006 to 2012, despite increases in 2011 and 2012 following a sharp decline during the recession.

Figure 3: Trends in traffic, public transport, freight, total GDP and Scotland's population (2006 to 2014)



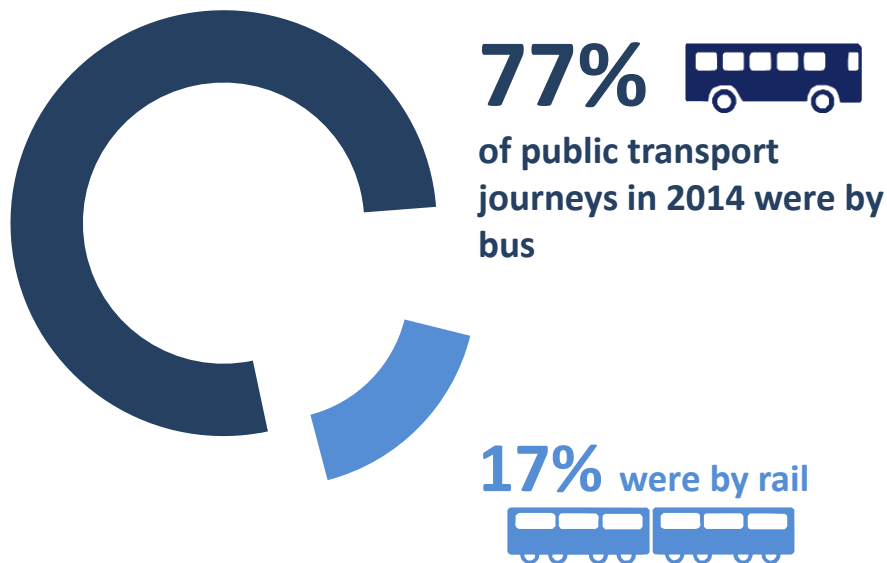
Source: Transport and Travel in Scotland; GDP, Scottish Government; Mid-year population estimates, National Records of Scotland.

Bus remains the dominant mode of public transport

Between 2006 and 2014, the bus has remained the most commonly used form of public transport, with a share of nearly 80% of all public transport journeys in Scotland (see figure 4 below). 414 million journeys were made by bus in 2014, with concessionary journeys accounting for about a third of these annually (151 million in 2013/14).

By contrast, in 2014 there were 92.7 million passenger journeys on ScotRail and 24.1 million air terminal passengers. There were 7.9 million ferry passenger journeys on routes within Scotland in 2014.

Figure 4: Modal proportion of public transport journeys (2014)



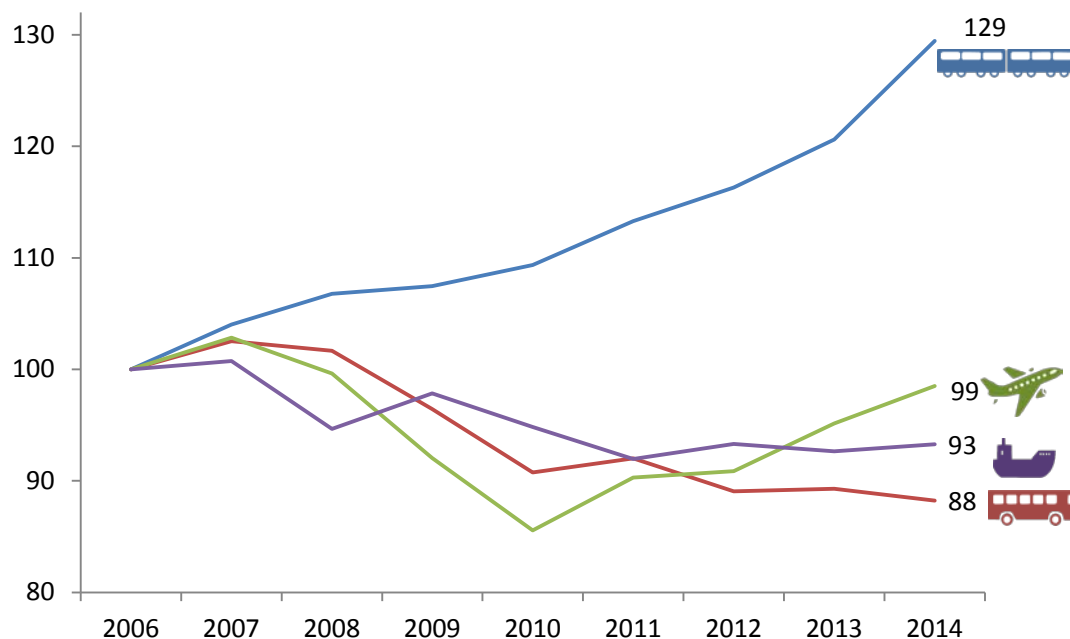
Source: Transport and Travel in Scotland 2014

Patronage trends are diverging, with fewer on bus and more on rail

Passenger numbers on each mode of transport have seen different trends since 2006 (see figure 5 below). The number of bus passenger journeys has decreased by 12%, from 476 million. Over the same period, ScotRail passengers have increased by 29%, from 76.4 million.

The number of air terminal passengers was similar in 2014 compared to 2006 and ferry passenger numbers on routes within Scotland have seen a 7% reduction since 2006.

Figure 5: Trend in public transport demand by mode (2006 to 2014)



Source: Transport and Travel in Scotland 2014

Note: these trends cover passengers numbers for rail journeys on the ScotRail franchise only (excludes cross border journeys) and ferry passengers on routes within Scotland only.

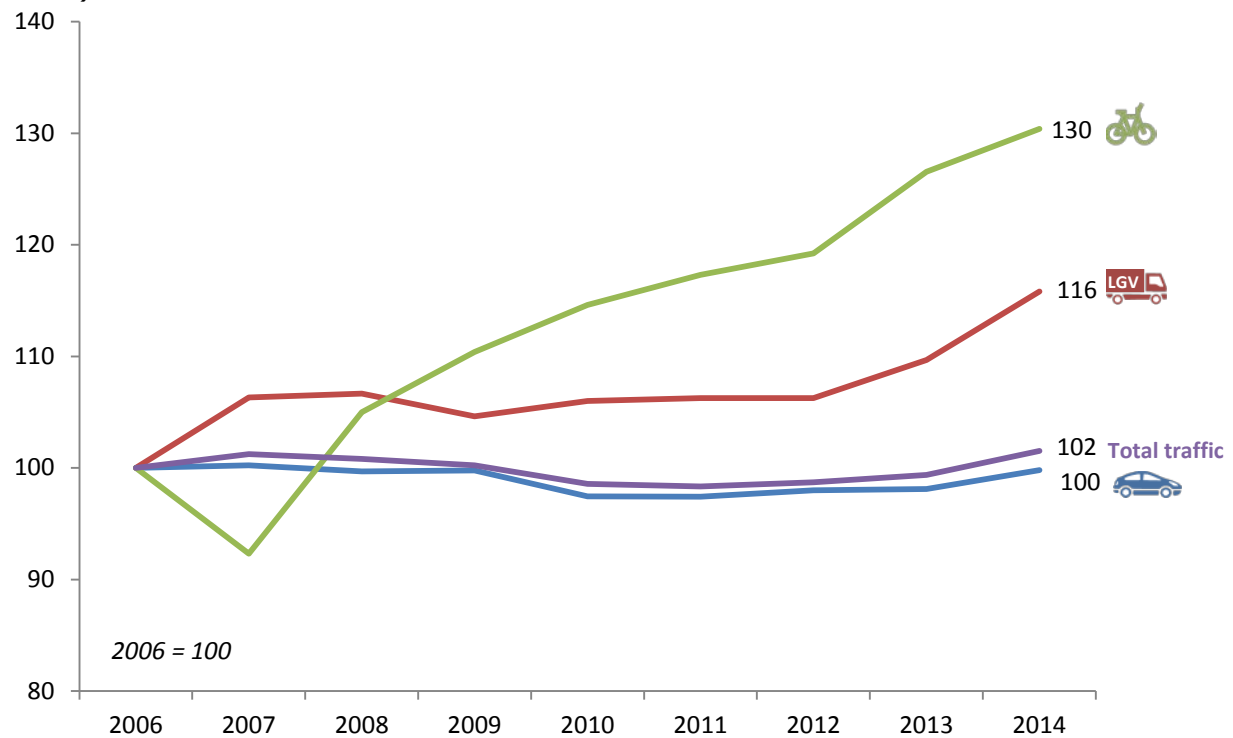
Private road traffic is largely unchanged, with the exception of a significant rise in cycling traffic

As figure 6 below shows, since 2006, total traffic (vehicle kilometres) on all roads has increased by 2%, with car traffic volumes similar in 2014.

Although pedal cycle traffic accounts for less than 1% of all traffic, it has seen an increase of 30% in vehicle kilometres since 2006, rising to 339 million vehicle kilometres in 2014.

Light goods vehicle (LGV) traffic accounted for 14% of all traffic in 2014 and has increased by 16% since 2006 (from 5,761 million vehicle kilometres to 6,673 million vehicle kilometres in 2014).

Figure 6: Trend in road traffic for bicycle, LGV, car and total traffic (2006 to 2014)



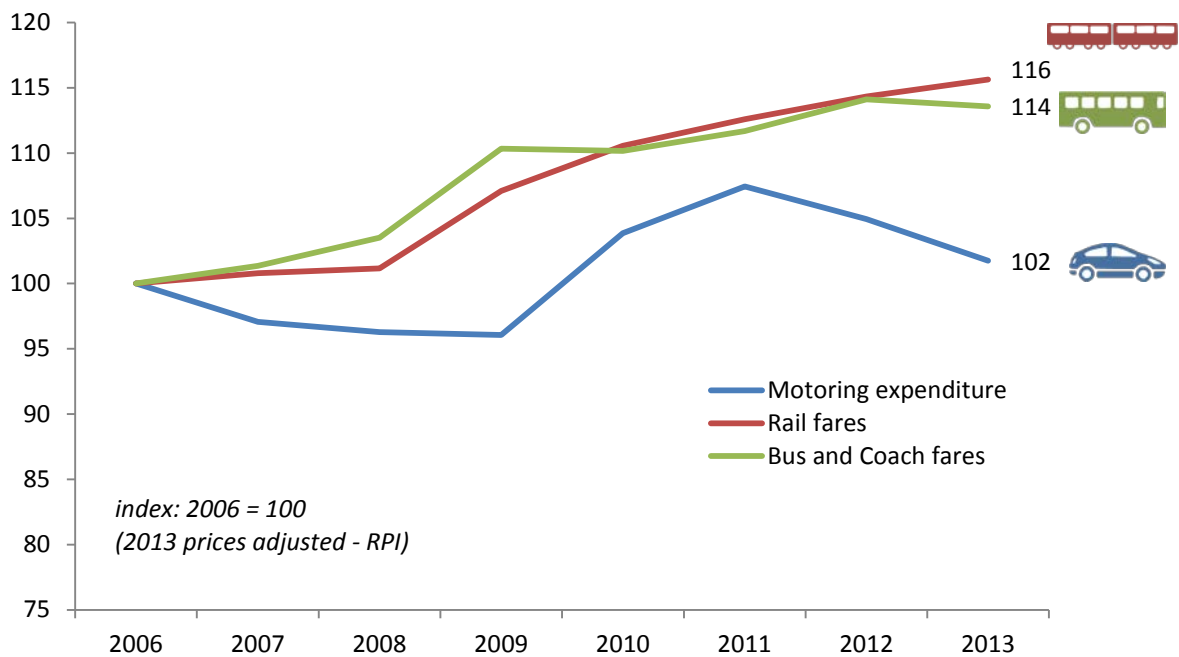
Source: Transport and Travel in Scotland 2014

Public transport costs have risen more than motoring costs

Since 2006, in real terms, motoring costs (including car purchase and running costs) have increased very slightly (see figure 7 below). Within total motoring costs, there has been a real terms decrease in vehicle purchase costs.

Over this same period, bus and rail fares have seen steady increases and in 2013 were 14% and 16% higher than in 2006 respectively.

Figure 7: Trend in transport cost by mode (2006 to 2013)



Source: Scottish Transport Statistics 2013

Freight movements have reduced

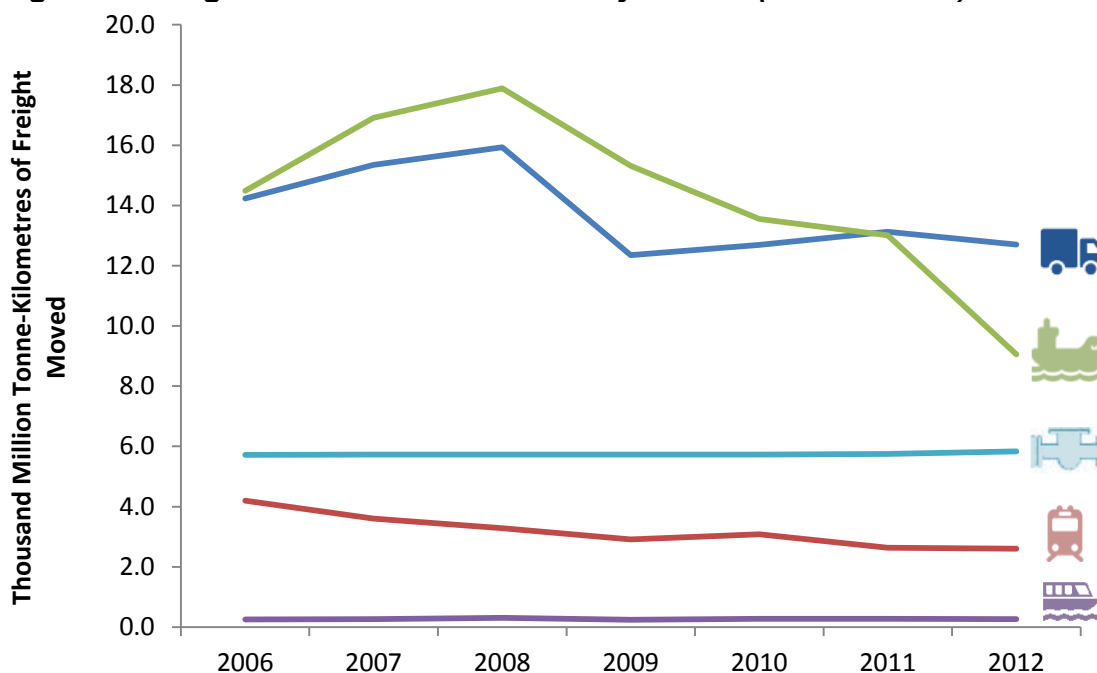
As depicted in figure 8 below, total freight moved from Scotland has fallen over recent years, driven more recently by reductions in freight moved by coastal shipping.

In terms of the different modes used to carry freight, prior to 2010 the total amount of freight lifted from Scotland was moved mostly by road. However, when we also consider the distance that the freight is carried, in tonne kilometres, coastal shipping had the greatest share, up until more recent declines in the tonnage moved by water.

Road freight now dominates both total weight of goods lifted from Scotland and the tonne kilometres. In 2012, road freight accounted for 42% of total tonne kilometres, shipping for 30% and rail for 9%.

Freight moved by pipeline in Scotland has remained similar for the last eight years and accounts for just under one fifth of the total; Scotland has a higher share of freight moved by pipeline than other EU countries.

Figure 8: Freight moved from Scotland by modes (2006 to 2012)



Source: Scottish Transport Statistics 2013

Statistical trends covered by the National Performance Framework

The National Performance Framework tracks progress towards achievement of three transport-specific National Indicators through *Scotland Performs*¹⁸: reduce traffic congestion; increase the proportion of journeys to work made by public or active transport; and reduce death on Scotland's roads.

The following infographics illustrate these three indicators.

Congestion has been generally reducing

In 2014, 11.7% of car driver journeys were perceived to have been delayed due to traffic congestion, an increase from 9.7% in 2013, but below the 12.7% seen in 2006 and the peak of 14.4% seen in 2007 (figure 9).

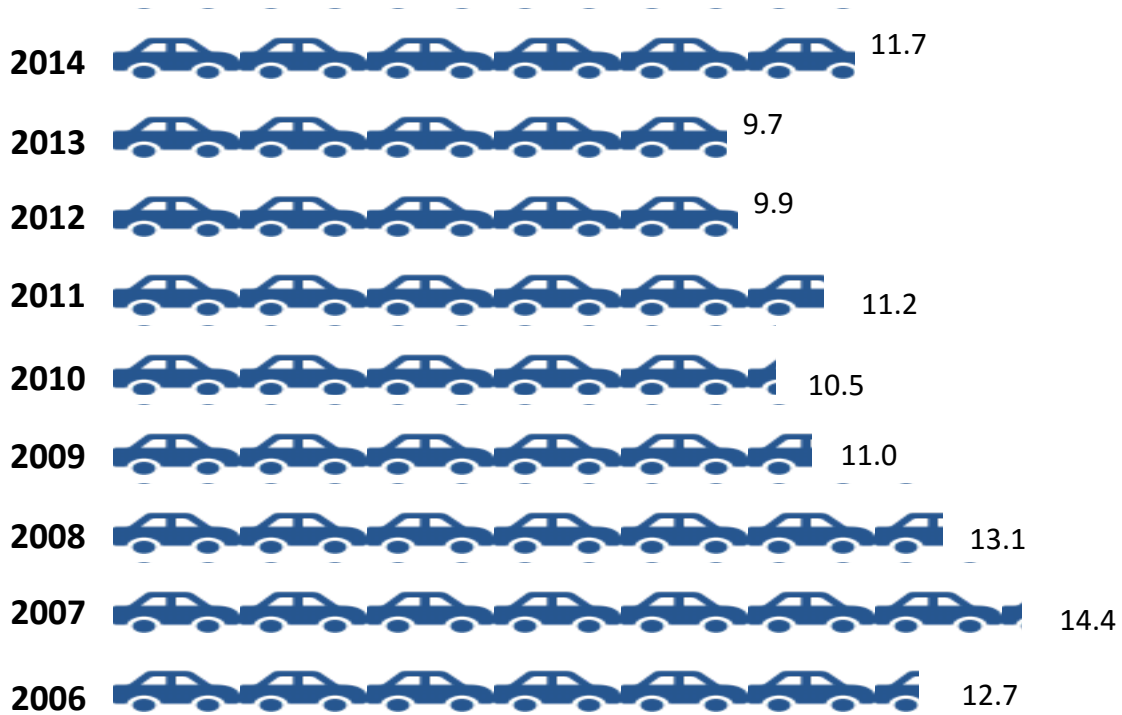
The proportion of those travelling to work by public and private transport has remained static

The average car occupancy rate has decreased very slightly from 1.58 people per car journey in 2006 to 1.51 in 2014.

Figure 10 depicts that little has really changed in modal share of journeys to work, with cars/vans (as driver or passenger) remaining the most popular mode of transport and being used for two thirds of journeys to work in 2014.

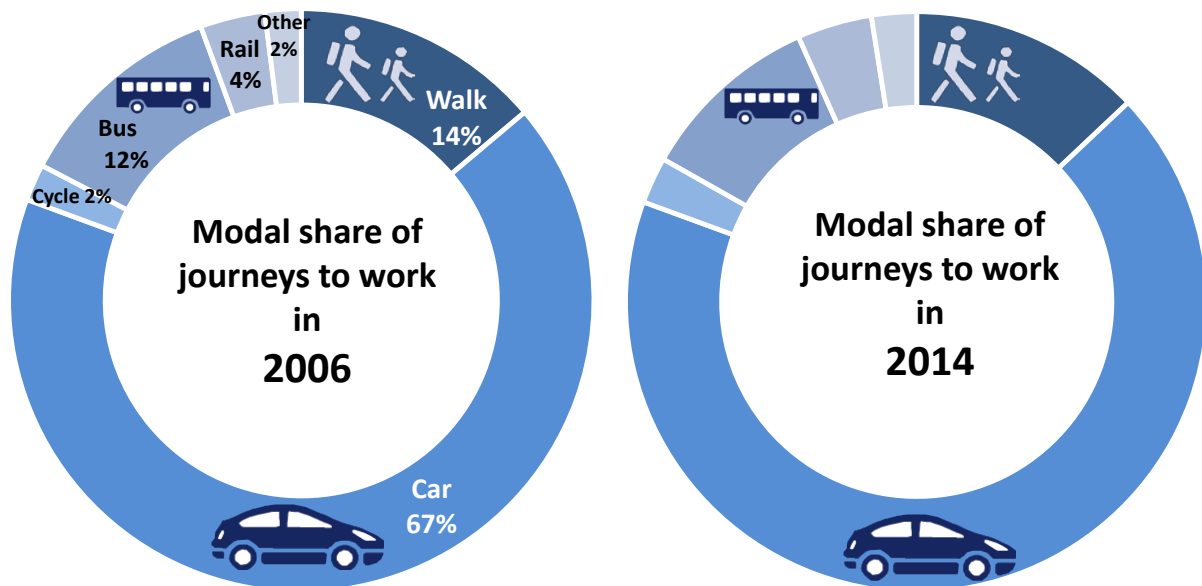
¹⁸ <http://www.gov.scot/About/Performance/scotPerforms/indicator>

Figure 9: Perception of congestion (2006 to 2014)



Source: Transport and Travel in Scotland 2014

Figure 10: Modal share of journeys to work in 2006 and 2014*



Source: Transport and Travel in Scotland 2014

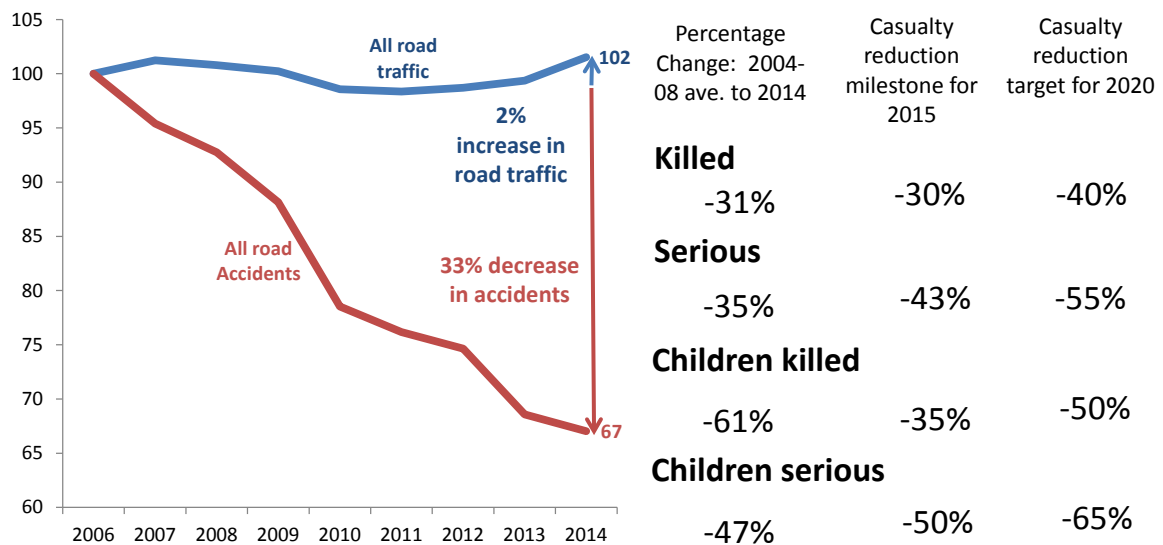
*Owing to rounding, some totals are above or below 100%.

Deaths on Scotland's roads have reduced significantly

The number of people killed in road accidents in Scotland reduced from 314 in 2006 to 200 in 2014, a reduction of 36%.

The overall number of reported road accidents fell by 33% over the same period and the total number of people killed or injured in these accidents fell from 17,269 in 2006 to 11,240 in 2014.

Figure 11: Killed and seriously injured on roads (2006 to 2014)



Source: Reported Road Casualties 2014

Conclusion

It can appear that while progress has been made in some areas others have remained static.

It is important to view this in the wider context of the economy over this period, as depicted in the previous chapter. The recession has undoubtedly impacted on some key transport trends but the part that investing in transport infrastructure has played in mitigating some of the worst effects of the recession should not be underestimated.

This refreshed NTS focuses on the present and trends since 2006. However, some transport trends need further investigation and a better understanding of how changes in society and technology might affect them in future. A fuller review of the NTS in the next Parliament should build on this baseline of data and carry out forecasting and transport modelling of high level transport plans and proposals to inform the future shape of the strategic framework in responding to future challenges.

3. Transport Response to the Shifting Challenges

The preceding section gave an indication of the trends in transport, indicating that the cores of the major challenges identified in 2006 remain but the context has shifted. This section outlines the three key shifting challenges of tackling inequality while increasing sustainable economic growth; making the transition to a low carbon economy, and making the most of scarce public resources, and shows how transport is tackling them.

The challenges have been developed in line with the updated strategic context, particularly as encapsulated in Scotland's Economic Strategy (SES), taking into account the transport picture today as outlined in the previous chapter and feedback from stakeholders on what they see as the most pressing concerns.

This section states how the Scottish Government and key partners are addressing these challenges via the ongoing policies, plans and strategies outlined in Annex 1.

Tackling inequality while increasing sustainable economic growth

The challenge

Reducing inequality is vital to creating the conditions to deliver sustainable economic growth over the long term.

Research published by the Organisation of Economic Cooperation and Development found that rising income inequality in the UK between 1990 and 2010 had negatively impacted economic growth in the UK by nearly 9 percentage points over that period.

Scotland's long-term productivity has tended to lag slightly behind both the UK and other comparable independent countries and inequality is higher in Scotland than in many of our international peers. Scotland has become one of the first nations to publically sign up to UN Sustainable Development Goals¹⁹ to tackle poverty and inequality.

Scotland is a wealthy country but around one in six people are currently living in poverty.

Tackling inequality²⁰

Transport tackles **geographical inequality** by investing in transport services and infrastructure (particularly in rural and remote places) and supporting inclusive growth by enhancing regional cohesion.

The Scottish Government is committed to continuing investment in transport to ensure all parts of Scotland are well connected to the transport network. We are

¹⁹ <https://sustainabledevelopment.un.org/index.php?menu=1300>

²⁰ Inequalities are the systematic differences that we observe between groups in society and affect people according to their social and economic status and demographic factors (eg age; gender; ethnicity etc.). Inequalities are also evident between geographical areas and communities. Some groups are particularly at risk due to a combination of these factors.

investing over £1bn annually in public transport, for example through rail franchise payments, concessionary fares, grants to bus operators, and other sustainable transport options.

Scottish Ministers have committed a £5bn programme of investment in Scotland's railways over five years to 2019, including the ScotRail franchise commitment to significantly enhance 40 class 158 diesel trains to support the Great Scenic Railways of Scotland package on Borders, Far North, Kyle & West Highlands routes. They are also committed to the largest road investment programme that Scotland has ever seen, including the dualling of the A9 between Perth and Inverness by 2025 (£3bn), the A96 dualling between Inverness and Aberdeen by 2030, and A82 improvements.

Transport tackles **inequality between groups of people** by removing barriers and improving access to transport so that disabled people or those with reduced mobility, people with children, and older people all have full and equal access to transport services at every stage of the journey.

An accessibility strategy is currently being co-produced in partnership with disabled people, transport providers, local government and others with an interest.

Better accessibility of public transport is also delivered for rail through the Access for All programme²¹ and for ferries through the Ferries Accessibility Fund and the new 25% discount for Blue Badge holders applied on Road Equivalent Tariff²² (RET) vehicle fares.

Delivering higher availability of public transport for the benefit of lower income groups (see figure 12 below), young people and women, who tend to be more dependent on public transport and active travel, is realised in part through the Bus Service Operators Grant²³ and the SG's continuing financial support for Public Service Obligation air services. Targeted funding such as the Bus Investment Fund²⁴ has also played a part.

Figure 12 shows that households with higher incomes tend to have access to more cars or vans than those with lower incomes, which means that households with lower incomes are relatively more dependent on public transport and active travel. The changes in the cost of transport as they relate to accessibility and inequality warrant further examination.

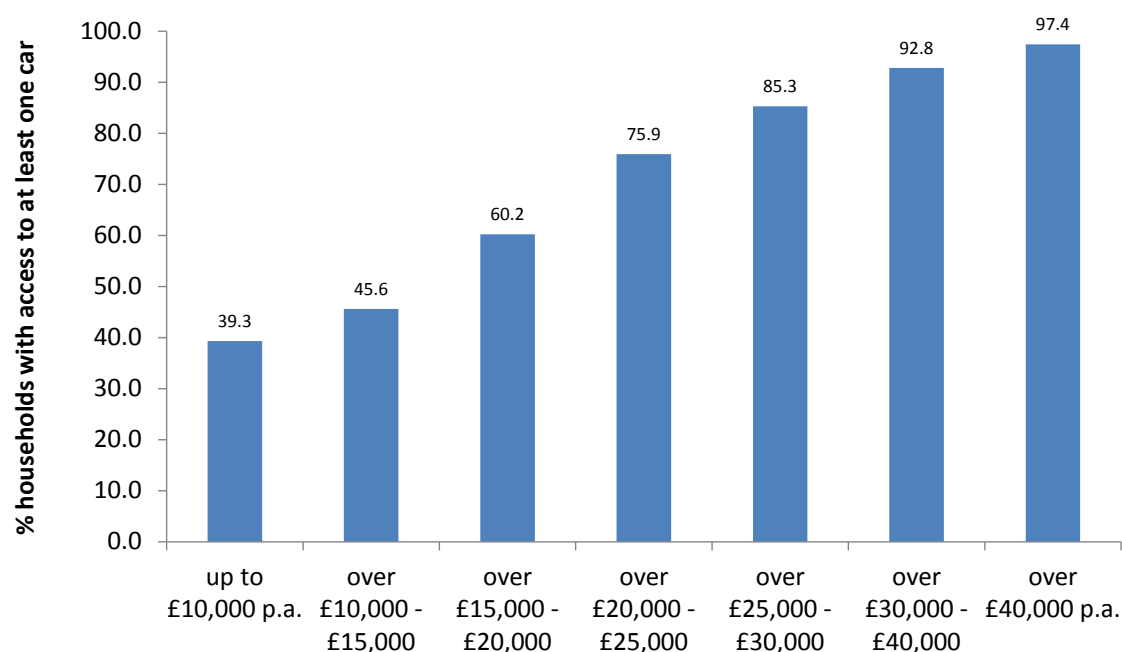
²¹ <https://www.gov.uk/government/collections/access-for-all-programme>

²² <http://www.transportscotland.gov.uk/water/ferries/road-equivalent-tariff>

²³ <http://www.transportscotland.gov.uk/public-transport/bus/bus-services-operators-grant>

²⁴ <http://www.transportscotland.gov.uk/public-transport/bus/bus-investment-fund>

Figure 12: Access to at least one car, by income group



Source: Transport and Travel in Scotland 2014

In order to ensure public and lifeline transport remains affordable, the Scottish Government subsidises bus services, funds the National Concessionary Bus Travel schemes²⁵, the Air Discount Scheme²⁶ (offering from 1 January 2016 a 50% discount on air fares for travellers from remote communities), Road Equivalent Tariff²⁷ on ferries routes on the Clyde and Hebrides Network, and regulates some ScotRail rail fares.

Most of the above mentioned interventions were already identified in the NTS 2006 under the equity or social inclusion labels but the recent Scottish Government focus on tackling inequality means that they are now in the limelight.

Scotland's Economic Strategy priority areas underpinned by Transport

A safe, efficient, effective and sustainable transport system is one of the key enablers of the Scottish Government's Purpose. Transport contributes to achieving the two mutually supportive SES goals of increasing competitiveness and tackling inequality in Scotland through boosting transport investment in services and infrastructure, stimulating transport innovation, supporting inclusive growth by enhancing regional and social cohesion and addressing the internationalisation priority by increasing our international connectivity. The following paragraphs provide more detail. Improved transport connectivity that facilitates optimum alignment between work force and work places will be one key element of the forthcoming

²⁵ <http://www.transportscotland.gov.uk/public-transport/concessionary-travel-people-aged-60-or-disability>

²⁶ <http://www.transportscotland.gov.uk/air/air-discount-scheme-ads>

²⁷ <http://www.transportscotland.gov.uk/water/ferries/road-equivalent-tariff>

Labour Market Strategy, setting out the Government's vision of how to create a strong and fair labour market.

Investment is about long-term sustainable investment in people, infrastructure and assets. Investment in 2014-15 and 2015-16 is expected to support over 50,000 full time equivalent jobs across the wider economy over the two years.

The transport sector, which accounted for around 120,000 jobs in transportation and storage in Scotland in June 2015²⁸, is investing in its people at all stages of life to ensure that it has a well-skilled, engaged and productive workforce. Some transport operators, such as ScotRail, are committed to paying their staff and subcontractors the living wage.

The Strategic Transport Projects Review²⁹ (STPR) is the framework for land-based transport interventions in Scotland and has been based on the most robust analysis and evidence available, taking the future needs of Scotland's strategic transport infrastructure into account.

The 29 STPR recommended interventions form part of the Infrastructure Investment Plan to help prioritise future transport investment. These recommendations include improvements to the A720, the A737 and the A90 and are in addition to the economic benefits associated with the £1.4bn Queensferry Crossing, the £745m Aberdeen Western Peripheral Route project and the £439m M8 M73 M74 Motorway Improvements Project.

The Scottish Government is working with all our cities to unlock investment, whether individually or collectively and whether through a City Deal, one of the Scottish Government's devolved initiatives to stimulate growth and deliver infrastructure investment, or a combination of measures.

The Glasgow and Clyde Valley City Deal³⁰ is, for example, backed by £500m each from the UK and Scottish governments, with eight Glasgow and Clyde Valley councils contributing a further £130m over 20 years. More than £14 million of the £1.13bn package has already been earmarked for the expansion of the Greenock Ocean Liner Terminal quayside and development of a new visitor facility in addition to £4m to improve the A78 at Inverkip. The Scottish Government is in active dialogue with Highland, Aberdeen and Edinburgh city region Councils and the UK Government to establish the detail of what a City Deal for these regions might deliver.

Innovation is implicit in most technology and service sectors. One emerging area is the hydrogen and fuel cell sector. The Scottish Government is a key funder of the Aberdeen Hydrogen Bus Project, which has seen the establishment of Europe's largest fleet of hydrogen-fuelled buses, supported by a state-of-the-art green hydrogen production and refuelling facility. Ships' carbon performance is also

²⁸ Source: Workforce Jobs, Office for National Statistics (seasonally adjusted) - <https://www.nomisweb.co.uk/reports/lmp/gor/2013265931/report.aspx>

²⁹ <http://www.transportscotland.gov.uk/strategic-transport-projects-review>

³⁰ <https://www.gov.uk/government/publications/city-deal-glasgow-and-clyde-valley>

constantly improving as designers and owners develop even more efficient hull forms and engines to reduce cost and emissions.

Inclusive Growth is enabled through transport by combining increased prosperity with greater equity through improved access to education, jobs and services across Scotland. Transport initiatives that support inclusive growth were outlined in the tackling inequality section above. 'Lifeline services' are very important, exactly as they sound, and these are also referenced in Annex 1.

Internationalisation is evident in improved international air connectivity and associated access for business and inbound tourism.

Through a partnership between the Scottish Government, airports and airline stakeholders, and employing a Team Scotland approach which combines the efforts of Transport Scotland, Scottish Enterprise and VisitScotland, Scotland's airports have achieved some notable successes, including new routes from Edinburgh to Chicago, Doha and Abu Dhabi and from Glasgow to Halifax, Toronto and Montreal.

Our strategic focus now is looking at new Chinese route possibilities and other emerging global markets.

The devolution of Air Passenger Duty (APD) and the Scottish Government's plans to reduce and then abolish the tax will bring about a step-change in promoting Scotland's international air connectivity. Our analysis has shown that our initial plan to reduce APD by 50% will result in more than 1 million additional passengers from Scotland's airports. These passengers will fly on new services to new destinations and our economy will benefit from increased inbound tourism and better connections for business.

Airlines and Scotland's airports have consistently said that APD as presently set is a barrier to route development. While Edinburgh and Glasgow Airports in particular have had some notable long-haul route successes in the last 24 months, we believe that our plans for APD will accelerate the growth at these airports and provide added incentive to the offering at Scotland's other airports. Our strategic focus on route development is being refreshed to reflect the recent successes. We want to help secure new connections to the emerging economies of China and India and build capacity in those markets where we are already strong. Our plans for APD are a fundamental component to more successes going forward.

Scotland also places great importance on its maritime transport links with other countries and this is recognised through the completion of the Loch Ryan Port project, which was identified as a project of national significance in the second National Planning Framework.

Making the transition to a low carbon economy

The challenge

The *Climate Change (Scotland) Act 2009* set ambitious targets to **reduce emissions** by 42% by 2020 and by 80% by 2050. The nature and scale of the challenge was

reaffirmed by the Paris Agreement³¹ made at the 21st Conference of the Parties of the United Nations Framework Convention on Climate Change in December 2015. The Agreement sets a new international context for nations' use of fossil fuels and action on climate change, including limiting global temperature rise to well below two degrees Celsius and pursuing efforts to limit the rise to 1.5 degrees Celsius.

The transition to a lower carbon economy aims to reduce the cost to the Scottish economy of climate change, while maximising opportunities to develop and export our technology innovations and knowledge as other economies make their own low carbon transition.

In 2013, the most recent year for which data is available, transport, including International Aviation & Shipping (IA&S), accounted for almost one quarter of Scotland's total emissions (12.9 MtCO₂e out of a total of 53.0 MtCO₂e). Transport's emissions have now fallen for six consecutive years and by 1.9 MtCO₂e since the peak figure in 2007. Road transport emissions accounted for 72% or almost three quarters of transport's total.

Longer term changes in the way we use our transport system can make a significant contribution to the climate change agenda and that is why our long term ambition is to largely decarbonise road transport by 2050 and we expect to see significant progress towards this by 2030.

In June 2013, the Scottish Government published the RPP2³² report, setting out specific measures for reducing greenhouse gas emissions to meet Scotland's ambitious statutory emissions reduction targets. The next iteration of the Scottish Government's emissions reduction strategy, RPP3, will cover the period to 2032 and is expected to be published at the end of 2016.

In implementing RPP2, our approach to achieving transport emissions abatement over the period to 2027 involves four core packages of proposals: decarbonising vehicles; promoting sustainable communities; engaging with businesses around sustainable transport; and ensuring efficient use of the road network.

Scotland must also play its part in the national effort to **reduce air pollution** and its impacts. The Cleaner Air for Scotland³³ strategy sets out actions and frameworks to support the vision of Scotland having the cleanest air in Europe.

The desire to reduce NO_x and PM emissions in particular will mean that transport has a significant role to play in the future to improve Scotland's air quality. How transport networks interact with place-making will be a key facet of this policy area.

³¹ <http://www.cop21.gouv.fr/wp-content/uploads/2015/12/l09r01.pdf>

³² <http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/lowcarbon/meetingthetargets>

³³ <http://www.gov.scot/Resource/0048/00488493.pdf>

The transport response through mitigation

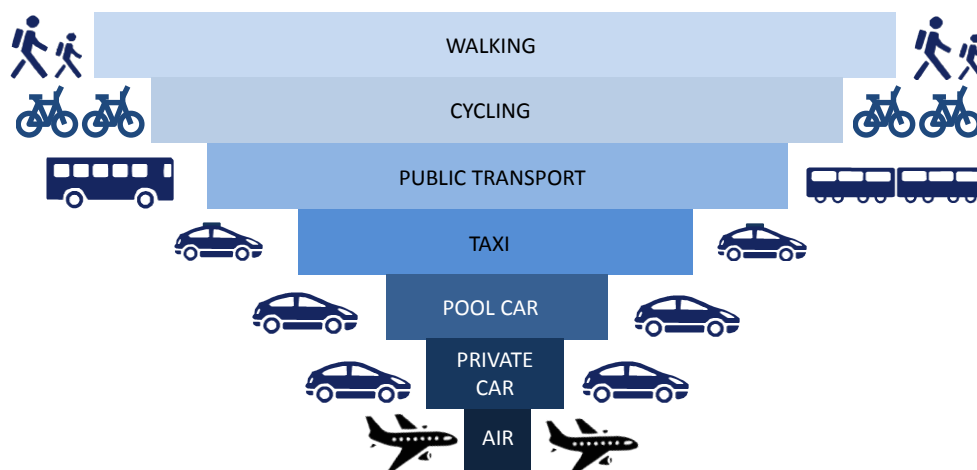
Measures to help meet our climate change targets can be packaged into three main key groups:

- reducing the need to travel;
- widening travel choices; and
- driving more efficiently.

One of the most significant contributors to reducing the need to travel is effective land use and development planning. Changes in urban density, form and place making in the long term can offer alternatives to traveling in the first place (as the greenest mile is the mile not travelled), or reduce the distances people need to travel. The significance of the interaction between land-use and transport is recognised in Scottish Planning Policy³⁴. It states that development plans and development management decisions should take account of the implications of development proposals on traffic, patterns of travel and road safety.

Transport Scotland's role as a key agency in the development planning process helps local authorities plan for the future.

In its endeavour to deliver a more connected place, Scottish Planning Policy fully endorses both the planning policy principle of supporting patterns of development which reduce the need to travel and the sustainable travel hierarchy which promotes walking, cycling, public transport and car sharing in preference to single occupancy car use for movement of people, and encourages efficient and sustainable freight.



Widening travel choices encompasses improved public transport, enhanced travel planning, and increased levels of active travel, particularly in the early years.

³⁴ <http://www.gov.scot/Topics/Built-Environment/planning/Policy>

The Scottish Government is investing over £1bn annually in public transport and other sustainable transport options to encourage people out of their cars and onto public transport, walking and cycling. The Smarter Choices, Smarter Places³⁵ projects in partnership with COSLA, in communities across Scotland are also illustrating the type of actions that can be implemented at a local level. Car clubs, car hire, bike hire and other forms of shared provision are examples of lower emission travel. Continuing advances in mobile technology, engine standard technology and intelligent cars will also contribute to lowering transport emissions.

The Scottish Government has invested over £84m in active travel between 2011 and 2015. Much of the approach is set out in Scottish Government's long term vision for Active Travel in Scotland³⁶.

The Cycling Action Plan for Scotland³⁷ (CAPS) published in 2010 stated a vision that "by 2020, 10% of all journeys taken in Scotland will be by bike". This vision evolved from extensive public consultation about barriers to increased cycle use and was developed in partnership with a wide range of interested organisations.

Progress since 2010 includes:

- an increase in the numbers of children receiving on-road cycle training, through a support package for volunteers and funding directly to local authorities;
- further extension of the national cycle network, in urban, suburban and rural areas of Scotland;
- delivery of new community cycling links in urban, suburban and rural areas of Scotland;
- a doubling of the number of I-Bike Officers working with schools;
- Cycling Scotland working with more local authorities than ever before in rolling out the 'Give Me Cycle Space' campaign;
- launch of a national 'Mutual Respect' awareness campaign for all road users in 2013; and
- establishment of the first Rail Cycle Hub in Scotland at Stirling Station.

A CAPS refresh was undertaken in 2013 to reinvigorate this agenda and underscore its reliance on effective partnership working among a number of delivery bodies. As a result, new CAPS initiatives now include:

³⁵ <http://www.transportscotland.gov.uk/environment/smarter-choices-smarter-places>

³⁶

http://www.transportscotland.gov.uk/sites/default/files/554346_334708_Active_Travel_210mm_p9_HR_20141126103050.pdf

³⁷ <http://www.transportscotland.gov.uk/report/j0002-00.htm>

- an annual national cycling summit involving the Minister for Transport and local authority Heads of Transportation and relevant Committee Convenors to lead delivery and gauge progress; and
- for each local area, a strategic approach to supporting functional cycling (and active travel more broadly), mapping the appropriate infrastructure improvements required along with supporting promotional work to achieve tangible changes in travel choices.

Decarbonisation of road transport will lead to transformational change in the way we travel.

- The E-cosse partnership³⁸ aims to advance adoption of electric and plug-in hybrid electric vehicles (EVs) in Scotland. It played a key role in the development of Switched On Scotland: A Roadmap to Widespread Adoption of Plug-in Vehicles³⁹ that sets out the measures we and our partners will take to help us achieve the vision of freeing Scotland's towns, cities and communities from the damaging effects of petrol and diesel fuelled vehicles by 2050, and phasing out half of all petrol and diesel fuelled vehicles from our urban environments by 2030.
- The Scottish Government promotes freight modal shift – while respecting the competition between transport modes – through various Scottish Government supports such as Freight Facilities Grant (FFG), Mode Shift Revenue Support and Waterborne Freight Grant⁴⁰ managed by Transport Scotland and the Strategic Timber Transport fund⁴¹ managed by Forestry Commission Scotland. 39 awards of FFG totalling almost £73m have already been made in Scotland, which have removed over 172 million lorry miles from Scotland's roads to date.
- Over the past few years, the Scottish Government has worked closely with the bus industry to support them investing in more lower emission vehicles (for carbon, NOx and PM) through the Scottish Green Bus Fund⁴². This has resulted in the addition of 269 low carbon buses over five rounds. Each new bus is expected to produce 30% less emissions than a diesel bus, to deliver an average emissions reduction of around 21 tCO₂e per year.

³⁸ <http://www.e-cosse.net/>

³⁹ <http://www.transportscotland.gov.uk/report/j272736-00.htm>

⁴⁰ <http://www.transportscotland.gov.uk/road/freight/freight-grants>

⁴¹ <http://scotland.forestry.gov.uk/supporting/forest-industries/timber-transport/strategic-timber-transport-fund>

⁴² <http://www.transportscotland.gov.uk/public-transport/scottish-green-bus-fund>

Case study: Waterborne Freight Grant



In August 2014, Boyd Brothers Ltd, a logistics company based in Corpach, was awarded Waterborne Freight Grant (WFG) support of nearly £1m to enable the movement of sawn timber by sea from Corpach to Tilbury for onward transfer to customers in the south east of England. As the award of grant will also remove lorries from roads in England, the Department for Transport contributed around a quarter of the funding towards this grant award. WFG is a start-up grant providing support for up to three years to new shipping services which transfer freight from road to water where road is the cheaper option. Half the grant will be paid in the first year, a third in the second year and a sixth in the final year. The award of grant will enable Boyd Brothers to transport sawn timber to Tilbury. In the first year of operation 51,000 cubic metres of timber will be transported rising to 102,000 cubic metres in the third year. This project will remove over 6,300 lorry journeys during the first three years of operation from the A82 south of Fort William and the M74.

Transport needs to mitigate air quality and noise pollution as well.

- The Scottish Environment Protection Agency (SEPA), Transport Scotland and Scottish Government set up the Scottish Urban Air Quality steering group in 2013, which resulted in the publication of the Cleaner Air for Scotland Strategy⁴³ in November 2015.
- Noise from transport can be a nuisance. The Scottish Government is developing a ranking process for the Noise Management Areas recently identified across the major road network and city agglomerations in Scotland.

⁴³ <http://www.gov.scot/Resource/0048/00488493.pdf>

During 2015-16, it will be considering a revision of the Noise Insulation Scotland Regulations with a view to create a new Scottish Statutory Instrument on this issue of householder protection from new road noise.

Green technology growth

The transition to a low carbon economy also provides opportunities for industry.

The Scottish Government has invested £12.3m for Ferguson Marine Engineering Ltd (FMEL) to build a third hybrid vessel, to follow the £20m investment in the world's two first sea going roll-on/roll-off vehicle and passenger diesel electric hybrid ferries. The new ferries use some of the most innovative new 'green' technology, including Lithium ion battery banks supplying a minimum of 20% of the energy consumed on board. FMEL was recently awarded a new £97m contract to build two ferries for the Caledonian Maritime Assets Ltd's fleet. The new ferries will be 'dual-fuel' vessels so they can operate on liquefied natural gas (LNG) and marine diesel.

Initiatives such as the Scottish Green Bus Fund have also contributed to the establishment of Alexander Dennis Limited as a leading supplier of low carbon hybrid-electric buses.

The transport response through adaptation

The *Climate Ready Scotland Scottish Climate Change Adaptation Programme*⁴⁴ states that adaptation and resilience of the strategic transport networks to cope with effects of climate change is vital to ensure the continued health of the Scottish economy and the safety and well-being of people and communities accessing lifeline services.

One of the policies listed in the Adaptation programme is the *Scottish road network climate change study*⁴⁵, which considers the potential trends in climate change in Scotland and how these may affect the road network. One of the most significant effects of increased rainfall is the increased risk of landslides, as exemplified along the A83 where the Scottish Government has spent a total of £48m since 2007.

On the rail network, ScotRail depots and maintenance facilities have winter maintenance equipment installed and they undertake a winter resilience check at all depots and train fleets. In September 2014 Network Rail published their *Route Weather Resilience and Climate Change Adaptation Plan*⁴⁶. This document outlines the current and predicted challenges the Scottish rail network will face from changes in the both short-term weather events and longer-term climate changes.

Following the winter of 2010, the Scottish Government has strengthened its winter service even further and a Ready Scotland media campaign is now organised every year and provides travel advice. High performance requirements ensure trunk road maintenance contractors patrol the most strategically important routes. The enhanced preparedness is also beneficial outside of winter, as the procedures and

⁴⁴ <http://www.gov.scot/Publications/2014/05/4669>

⁴⁵ <http://www.transportscotland.gov.uk/report/j209391-00.htm>

⁴⁶ <http://www.networkrail.co.uk/publications/weather-and-climate-change-resilience/>

practices such as the Multi Agency Response Team (MART), which enables a strategic overview of event and incident handling on behalf of all the organisations involved, improve our resilience for other severe weather events and major events such as the Commonwealth Games in 2014. MART provides briefings directly to Scottish Ministers and the Scottish Government Resilience Room when necessary.

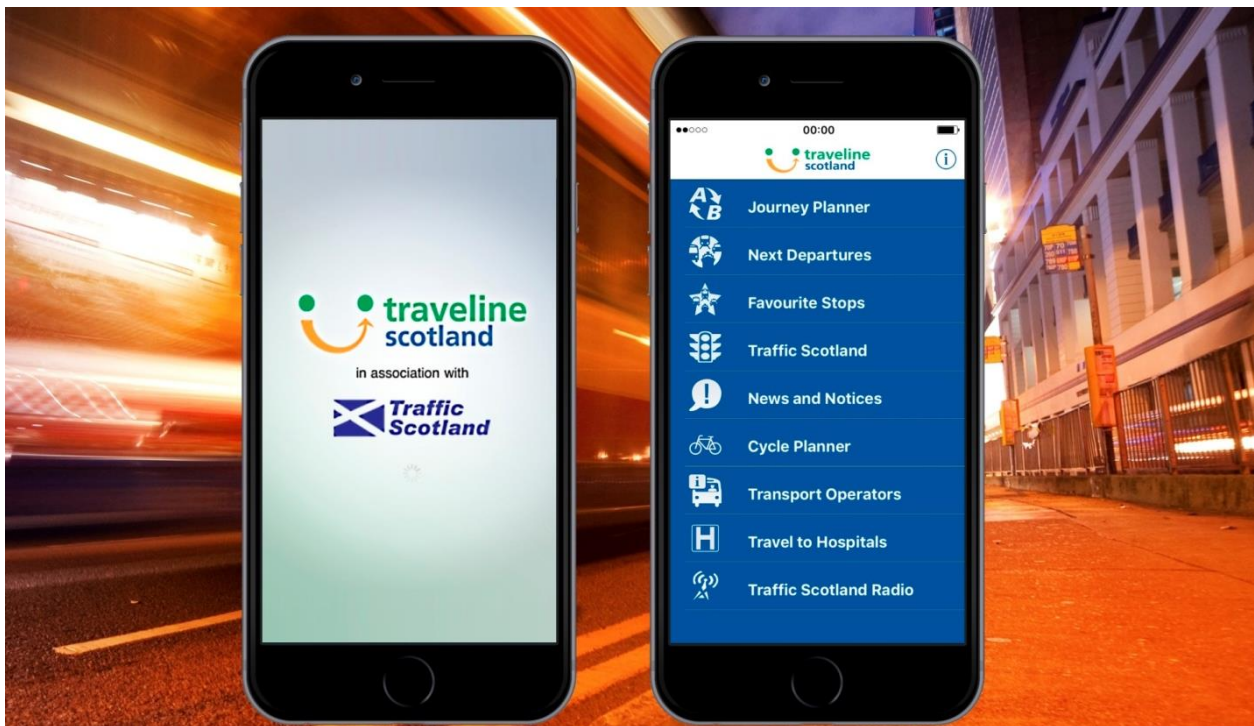
The Traffic Scotland Service⁴⁷ monitors performance, controls traffic to improve operational efficiency of the Scottish trunk road network from the Traffic Scotland National Control Centre opened in 2013 in South Queensferry. It distributes real-time traffic information relating to current incidents and events to customers.

Traveline Scotland⁴⁸, in association with Traffic Scotland, provides impartial and up to date public transport journey planning and timetables information to get travellers to their destination by the quickest route. It assists transport users during traffic disruption. The Traveline Scotland app is ever improving by adding services.

⁴⁷ <https://trafficscotland.org/>

⁴⁸ <http://www.travelinescotland.com/welcome.do>

Case study: Traveline Scotland



Travel information needs to be current, correct and available in a wide variety of formats wherever passengers are travelling within Scotland. Traveline Scotland is a longstanding project that ensures the delivery of free impartial travel information to passengers via telephone, website, smart phone apps, mobile internet and SMS.

Traveline Scotland is grounded in a partnership approach to delivery ensuring it focuses completely on the passenger, is not mode specific and does not favour any operator or service. The partnership ethos that underpins the work of Traveline Scotland has seen the team at Traveline Scotland deliver a number of initiatives by bringing together a community of interest that spans the public and private sector that has enabled continuous improvement in the service Traveline offers. Recent examples of this approach include the following initiatives:

- Establishment of a 365/24/7 telephone helpline service through sharing a call centre function with Traffic Scotland. This was delivered as a partnership between Traveline Scotland, Transport Scotland and transport operators.
- Introduction of multilingual website content, including Scottish Gaelic, was delivered via partnership between Traveline Scotland and the Strathclyde Partnership for Transport (SPT).
- Introduction of smart phone apps was delivered through partnership between Traveline Scotland, Transport Scotland, RTPs and transport operators.
- Introduction of 'Talking Traveline', a text-to-speech Traveline App offered to partially sighted service users, was delivered by a partnership between Traveline Scotland, Transport Scotland and RTPs.
- Introduction of NHS Journeyplanner and standalone website, to develop a bespoke website focussing on healthcare sites to improve awareness of the opportunity to access these sites by public transport, was delivered as a partnership between Traveline Scotland, Transport Scotland, RTPs and transport operators

The services detailed above have facilitated huge growth in how effectively Traveline Scotland distributes information to passengers as evidenced by an increase from Traveline Scotland dealing with 1.3 million contacts in 2010 to over 17 million contacts in 2014.

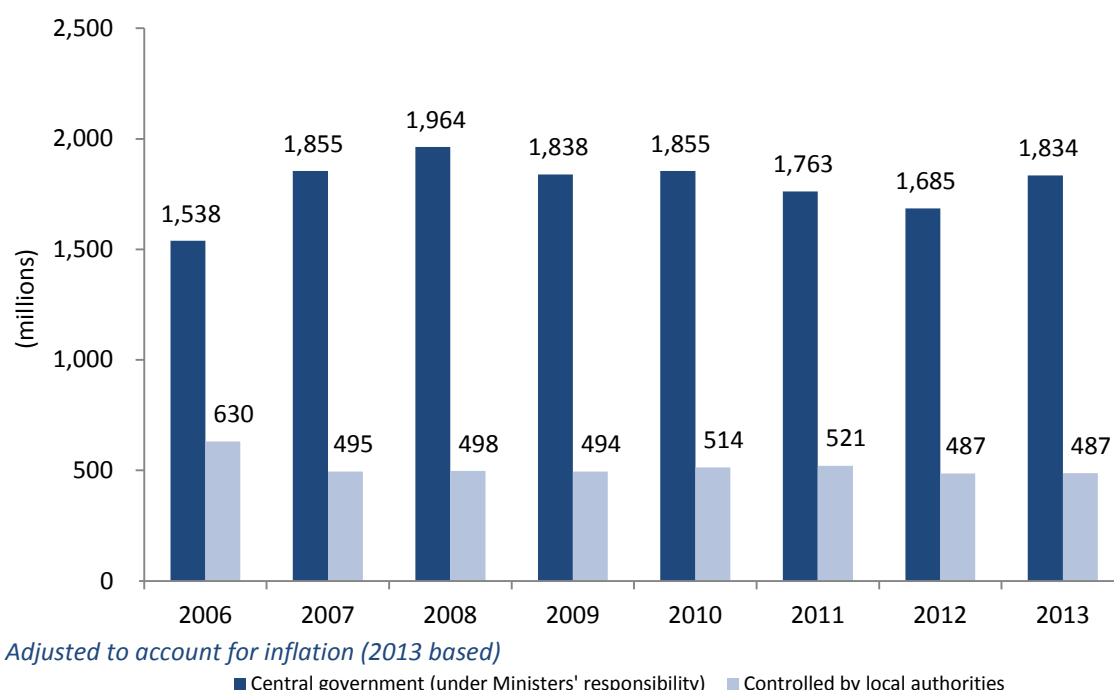
Making the most of scarce public resources

The challenge

Since 2006, overall public spending has been reduced by the UK Government, with a corresponding effect on Scottish Government budgets. Scottish capital budgets have been cut by about a quarter between 2010-11 and 2015-16 in real terms.

As set out in Figure 13 below, in 2012-13 Scottish Government expenditure on transport was £1.8bn, a decrease of 1% on 2006-07 in real terms and 7% below the peak in 2008-09. Local government expenditure on transport decreased by 1% in real terms between 2006-07 and 2012-13.

Figure 13: Central and local government transport spend in real terms (2006-07 to 2012-13)⁴⁹



Source: Scottish Transport Statistics 2014

Prioritisation and efficiency when delivering transport

In order to deliver one or more NTS key strategic outcomes, transport activities should be prioritised following the *Strategic Transport Projects Review*⁵⁰ (STPR) three-tiered approach to transport investment as follows:

1. To maintain and safely operate existing assets;
2. To make better use of existing capacity; and

⁴⁹ Spend figures based on financial years 2006/07 to 2013/14 and adjusted to real terms using GDP deflators.

⁵⁰ <http://www.transportscotland.gov.uk/strategic-transport-projects-review>

3. To target infrastructure improvements.

Case study: Gleneagles Station Project

Tactran's Tay Estuary Rail Study (TERS) in 2009 considered the rail corridor between Montrose and Glasgow.

It made a number of recommendations, including enhancing access and station facilities at Gleneagles Station. Road access from the A9 to Gleneagles Station was sub-standard with buses not using it due to safety concerns. Car parking was unmarked and allowed for around only 40 vehicles.



The TERS proposal was to provide a link road to the nearby A823 grade-separated junction, an expanded car park of just over 100 spaces, a bus interchange at the station, enhanced station buildings to modern standards and 'Access for All' on both platforms. Tactran was also invited to suggest proposals to Event Scotland late in 2011 and this station upgrade project was agreed as a suitable legacy for the 2014 Ryder Cup at Gleneagles.

The project's overall budget was £7.5m and it was delivered in partnership, with funding coming from Tactran and Perth & Kinross Council, Transport Scotland, ScotRail, Scottish Government Access for All fund, Event Scotland/Scottish Government. Different organisations led on each element: Link Road, Car Park, Bus Interchange (Perth & Kinross Council); Access for All Lifts (Network Rail); Station Enhancements (ScotRail).

The project was completed in good time for the Ryder Cup in September 2014 and remains as part of the legacy of that event.

To respond to this, the Scottish Government is promoting innovative new practices that deliver efficiencies by:

- *Making greater use of under-utilised assets.* For transport this means making more efficient use of transport assets throughout the day – such as off-peak rail travel and hard-shoulder lane use. It is also being realistic in our transport planning, using evidence and reflecting known investment, development and growth and not being overly aspirational. For land-use planning this means allocating land where there is capacity in the transport network, trying to reduce the need to travel and ensuring sustainable modes are catered for.

Case study: Glasgow to Barra Air Service Enhancement



The Isle of Barra's air service to and from Glasgow is operated by Loganair under a public service obligation (PSO) contract awarded by Transport Scotland. The service operates from the iconic beach aerodrome at Traigh Mhòr. The aircraft provided on the service needs to have fixed landing gear with short take-off and landing capability, so the service is delivered by Twin Otter aircraft with capacity limited to 28 seats on each round trip rotation (13 outbound, 15 inbound). That means capacity is constrained and islanders complained that they were not able to get bookings when they are needed.

Loganair identified an opportunity to increase capacity on the service by introducing additional daily rotations on two days per week but they could not take the revenue risk. Following discussions with Comhairle nan Eilean Siar, the local authority, it was agreed to identify whether a partnership opportunity existed to prove demand for the increased frequency in advance of Transport Scotland setting the specification of the next PSO contract.

Loganair, Comhairle nan Eilean Siar, HITRANS and Highlands & Islands Enterprise discussed the opportunity and agreed that a pilot project to test demand would be a good idea with the revenue risk shared between the four partners. The improved service was introduced in summer 2014 covering a period from May to October.

Results were dramatic with significant demand for the new services peaking in July with an average load factor of 82% and the average for May, June and August was between 61% and 68%. The trial also showed that demand reduced considerably in September and October, which also helped inform Transport Scotland ahead of their PSO specification setting. A second summer of the additional rotations funded by Loganair, HITRANS, Comhairle nan Eilean Siar and Transport Scotland took place in 2015 and the additional rotations were built in to the contract specification for the next PSO, which commenced in October 2015.

- *Minimising the overall carbon footprint of transport.* This includes the application of demand management (such as Intelligent Transport Systems⁵¹ or road speed camera systems⁵²) and smart measures such as the Traffic Information app and the information hub, [Keepsotlandmoving.com](http://www.keepsotlandmoving.com). Through the Scottish Cities Alliance, to develop further smart transport solutions the £10m Smart Cities Scotland programme⁵³, funded from the European Regional Development Fund and launched in October 2015, is expected to encompass projects such as intelligent street lighting to reduce CO2 emissions and transport management, analysing data collected using sensors to reduce congestion.
- *Optimising the ancillary/wider benefits that can be derived from transport,* particularly walking and cycling, such as positive impacts on human health and the environment, with fewer journeys undertaken and less congestion and significant wider health benefits.

Partnership working to deliver efficiencies

The 2006 NTS had already identified the need for partnership working. However the challenge of scarce resources means that this partnership working is now even more important and needs to transcend strict roles and responsibilities. It requires a willingness from the start to share resources, be it human, financial or assets.

⁵¹ <http://www.transportscotland.gov.uk/road/technology-and-traffic-scotland#ITS>

⁵² <http://www.transportscotland.gov.uk/road/scottish-safety-camera-programme>

⁵³ <http://www.scottishcities.org/smartcities/>

Case study: Winter Resilience for Road Freight



Following the experiences of winter 2010, Transport Scotland worked in partnership with the Road Haulage Association, the Freight Transport Association and the Association of Chief Police Officers in Scotland (ACPOS) to improve the resilience of both the transport network and the businesses that rely on it for moving goods.

We have done this through:

- The development of **Road Haulier Winter Advice**. This includes hints and tips for how HGV drivers should prepare themselves and their vehicles for winter weather; guidance on where operators can go for real time information about network conditions; and an outline of the process the police will follow to proactively manage heavy goods vehicles and other vehicles during severe weather.
- Identification of vulnerable locations on the trunk road network where heavy goods vehicles had encountered traction problems. This information is now used by our operating companies to help ensure **gritting and winter maintenance work is focussed** where it is needed most.
- Incorporating information specifically aimed at road hauliers within the Traffic Scotland website – including lorry parking locations and the provision of the **Traffic Scotland Freight Hotline** (where HGV drivers can report traction problems).

The active involvement of industry representatives on all of these measures has helped ensure the final products are used by, and have credibility from, those working in the road freight industry.

But partnership working, also detailed in the next section, is really successful only if it delivers what people in communities across Scotland want and need.

The Scottish Government has an ambitious approach to democratic renewal. It empowers communities and builds opportunities for, and the confidence of, people to participate in decision-making about issues, such as transport, that affect them.

- It created the first ever Scottish Rural Parliament⁵⁴ to involve people who live and work in rural Scotland in developing a shared vision of what rural Scotland can be and involve them in agreeing how to make that a reality. In June 2015 Scottish Rural Action produced an 18 month Action Plan⁵⁵ and 'effective and affordable transport' is a key ask within it. The Action plan currently highlights two objectives in relation to transport infrastructure and requires partnership working:
 - improved communication between transport operators and communities regarding transport developments and efforts to integrate timetables, with opportunities for communities to challenge change to services; and
 - improved support for community transport initiatives.
- The Community Empowerment (Scotland) Act 2015 gives community planning a new statutory purpose, built on public sector bodies working together and with the local community to improve local outcomes in the local authority area. Local authorities play a lead role in the process as well as being responsible for many of the transport-related levers that contribute towards the delivery of local outcome improvement plans. Regional transport partnerships as statutory community planning partners also make an important contribution, including in relation to transport issues that would have cross boundary implications.

Integrated transport (including smart & integrated ticketing)

One of the NTS high level objectives is to improve transport integration, particularly across the public transport system, so that transport providers offer a seamless, door to door public transport experience. This could be a key driver to increase the use of public transport, which in turn should reduce traffic congestion and emissions.

Scotland is making good progress in this area but there is much more to achieve.

- For example, integration is a key feature of the new ScotRail franchise. As well as improving links between rail, bus, tram and ferry services, there is a commitment to 3500 additional cycle spaces. Also new customer screens at key rail stations will display information on bus, ferry and air services alongside the development of new app technology.

⁵⁴ <http://www.scottishruralparliament.org.uk/>

⁵⁵ http://www.scottishruralparliament.org.uk/wp-content/uploads/2015/05/SRP_Action_Plan_Final_04.pdf

- On buses, a new phone app is enabling passengers to make active travel plans while on the move.

Smart ticketing is also a key element of a joined up approach. In October 2012 Scottish ministers set out the vision that all journeys on Scotland's bus, rail, ferry, subway and tram networks could be accessed using some form of smart ticketing or payment. Ministers expect a fully national, cross-modal, cross-operator and cross-boundary smart ticketing scheme. Substantial progress has already been made, including:

- Equipment of all buses in Scotland with smart ticket readers – 1.3 million smart NEC Saltire Cards have already been issued for the National Concessionary Bus Travel Scheme.
- The new ScotRail franchise contains ambitious plans for the delivery of smart ticketing (with contractual commitments to ensure a 65% uptake of smart, in place of conventional tickets, by 2021).
- The Clyde and Hebrides ferry franchise procurement will also require the next operator to facilitate the use of smart tickets for foot passengers.
- The Glasgow Subway has converted to smart tickets.

With all buses, the Glasgow Subway and the ScotRail network equipped for a common standard of smart ticketing, we are ready to take the next step. Facilitated by the Confederation of Passenger Transport (CPT) in Scotland, bus operators and ScotRail have now committed to deliver the vision of travel anywhere with one smart ticketing system, with a real focus on an easier to use experience for customers.

The programme of investment by bus operators will dovetail with the ScotRail smart ticketing programme. It will be possible to travel across Scotland using one type of 'ITSO' smartcard for tickets.

A common governance agreed between operators will ensure compatibility of these smartcards. The Scottish Government will introduce regulation where necessary to ensure all transport operators participate in the common smart ticketing system.

Conclusion

This section has outlined the key challenges facing society today and the transport response. It is clear that it is not just for Government to respond, but for all across transport. The next section aims to clarify roles and responsibilities across transport and emphasises the need for collaborative working to deliver against the key strategic outcomes.

4. Clearer Roles and Responsibilities for Partnership Working

The landscape in transport is complex. Delivering transport in practice involves a mix of responsibilities, from central government setting the strategic and legislative framework, regional transport partnerships and local authorities developing and implementing policies and plans to meet the needs of their communities and the commercial and third sector organisations which generally provide the services themselves to end users.

It is important to understand who the key players are and the interdependencies between them. This section sets this out and emphasises the need for partnership working. The table at Annex 2 outlines roles and responsibilities by organisation.

Clarifying roles and responsibilities

Responsibility for transport provision and its governance rests with a number of organisations, depending on factors such as mode, location, purpose and type of intervention.

For example, the Scottish Government is responsible for overall strategy and, with the Scottish Parliament, for most of the regulatory framework, within the constraints of EU and, for reserved matters, UK law. Through Transport Scotland, it owns and manages the trunk road network; lets and manages franchises for rail services and most ferry services; operates national schemes (such as the Bus Services Operator Grant (BSOG) and the National Concessionary Bus Travel Schemes), and supports local authorities, commercial and third sector transport providers to deliver or improve services.

Local authorities play a critical role across the transport system. They are responsible for local economic development, education and health and social care integration, all of which depend on effective transport arrangements. Through spatial planning and their wider responsibilities for place making and local service delivery, local authorities can significantly influence transport needs. They own, manage and set priorities for the use of the local road networks used by private cars, buses, coaches and taxis, light and heavy goods vehicles and cyclists and walkers.

In addition, local authorities have particular responsibilities in relation to local bus services (see box), taxis, and community transport services, for which they provide significant funding to secure services to meet the needs of users with disabilities or in remote areas for whom more conventional modes are less practicable. More information is provided in Annex 2.

The roles of the Scottish Government and local authorities are complemented at the regional level by the Regional Transport Partnerships. RTPs set regional transport strategies across modes and local authority boundaries, work with local authorities and others to deliver specific projects to help deliver those strategies and are statutory partners in Community Planning Partnerships to support their consideration of transport issues, including those which span local authority boundaries. In the Swestrans, ZetTrans and SPT areas, the RTPs additionally undertake many of the public transport functions that are performed elsewhere by local authorities.

ROLES AND RESPONSIBILITIES IN BUS SERVICE PROVISION

Good bus services depend on good partnership working between operators and public authorities, especially local authorities (and the regional transport partnerships SPT, Swestrans and ZetTrans, in their respective regions).

Most operators are commercial businesses, though some services are operated by local authorities, local authority owned companies or by the third sector.

The majority of bus services are provided on a commercial basis, though they are subject to regulation to ensure that vehicles meet safety and environmental standards, that operators and drivers are suitably qualified and comply with their legal obligations, that services are operated punctually and reliably and that accurate passenger information is made available in good time.

These requirements are enforced by the Traffic Commissioner for Scotland, an independent statutory regulator, with the support of DVSA, an agency of the UK Department for Transport. In addition, Bus Users Scotland, a not-for-profit membership organisation, works to promote the interests of bus users, monitors services to see if they are reliable and punctual and works with bus operators to ensure effective mechanisms for dealing with customer complaints.

Transport Scotland subsidises the overall costs of the bus network (including scheduled and demand responsive services) through Bus Service Operators Grant.

Beyond this, the majority of services are funded by passenger fares and by reimbursement payments from Transport Scotland for carrying passengers under the national concessionary bus travel schemes, which account for around a third of all bus journeys.

A significant minority of services that would not otherwise be viable receive additional financial support from local authorities in order to meet social needs in line with their local transport strategies and plans.

In some instances, especially where patronage would be too low to justify conventional scheduled bus services, authorities provide demand responsive or dial ride services using a mix of providers using bus and taxi firms and community transport groups.

As well as funding, local authorities have a crucial role to play in creating good operating environments for bus services:

- using the planning system to control the location of developments and the availability and cost of car parking;
- managing traffic and roads efficiently and providing and enforcing bus lanes and bus priority at junctions, enabling operators to run services quicker, more reliably and at less cost;
- providing safe, accessible and attractive bus stops, bus stations and transport hubs; and
- working with bus operators and Traveline Scotland to ensure there is good access to information about routes, timetables and fares, including in real time.

There are a range of powers available to authorities – including powers to introduce local franchise schemes (or ‘quality contracts’), statutory quality partnerships and ticketing schemes – but key to all of these is a recognition by operators and authorities that they have a shared interest in and a positive contribution to make towards securing good, cost effective local public transport services and a willingness to work together to make this happen, including by sharing information on plans and concerns, while acknowledging the different commercial and policy imperatives to which they are subject. In doing so, both operators and authorities should bear in mind the impact of services on individuals and communities and make arrangements for engaging with them to establish and address their requirements and concerns

The statutory process through which operators have to go in order to change services is being amended from January 2016 in order to provide more opportunity for engagement between operators and authorities in advance of service changes. Transport Scotland will work with local authorities, operators and the Traffic Commissioner for Scotland to monitor and evaluate the effect of the changes and the accompanying guidance and to determine whether further measures would be required.

However, it has become clear through our stakeholder engagement process for the refresh of the NTS that more needs to be done to clarify roles and responsibilities in transport, and that this cannot simply be done in this strategic document.

This NTS describes roles and responsibilities at the high level, but more needs to be done to clarify them in transport across modes and layers of governance.

This refreshed strategy marks the start of a process of joint working with RTPs, local authorities and others to clarify roles and expectations across transport modes, locations and organisational hierarchy.

Future transport sub-policies, strategies and guidance will include a specific focus on roles and responsibilities – in brief, who will be responsible for doing what in order to deliver one or more NTS key strategic outcomes.

In parallel, Transport Scotland will review existing guidance on regional and local transport strategies, to ensure that it reflects an updated understanding of how transport is organised in Scotland and the challenges which it now faces. Transport Scotland will also review how these complement guidance for spatial planning and forthcoming statutory guidance on community planning under the Community Empowerment (Scotland) Act 2015. This includes guidance how community planning partners, including local authorities and RTPs, can and should support local outcomes which CPPs identify as priorities in their new local outcome improvement plans and towards the achievement of which transport can contribute.

Partnership working

However, it is not enough to have clear roles and responsibilities. As the 2006 NTS stated, delivering our transport vision is a shared responsibility between Scottish Government, RTPs, local authorities, businesses, communities and individuals making decisions and choices around location and movement of goods and services. Since the 2006 NTS, partnership working between national and local government has led to the development of Single Outcome Agreements, supported by a set of National Outcomes and Indicators in the National Performance Framework. The major change introduced is that the vast majority of local government funding is provided by means of a block grant and it is the responsibility of councils to manage their own budgets, including transport, and to allocate the financial resources available to them on the basis of local needs and priorities.

Relationships between the Scottish Government and its partners in RTPs, local authorities and third sector are now based on trust and mutual respect. More recently, the *Report of Scottish Government/Regional Transport Partnerships/CoSLA Working Group*⁵⁶ made a number of recommendations for using RTPs to help deliver better partnership working.

The challenge of scarce public resources means that this partnership working is more important than ever and must transcend existing roles and responsibilities. Good partnership working can take many forms.

⁵⁶ http://www.nestrans.org.uk/db_docs/15_08_26_REPORT_RTPs_SG_CoSLA_Final_Draft.pdf

As laid out in the section above on democratic renewal, community planning also provides a natural home in which partnership working at the community level can take place. The Community Empowerment (Scotland) Act 2015 provides a formal statutory basis for partnership working between public authorities to deliver local priorities. Local authorities, Regional Transport Partnerships and other bodies all play important roles in ensuring that the importance of transport is appropriately reflected.

But partnership working on transport goes wider than community planning. For instance, as illustrated above, the key relationships for local bus services are between the local authorities, the communities whose needs they serve and commercial and third sector operators (who are not directly represented in community planning partnerships).

Partnership working also goes beyond the conventional boundaries of the transport sector. For example, spatial planning and decisions on how and where public services such as GP practices and hospitals are provided can significantly influence demand for travel. A number of joint initiatives involving local authorities, health boards, commercial and third sector providers have been looking at ways of providing better and more cost effective services to enable people to access health and social care, particularly in rural areas or for people with disabilities, and the integration of health and social care will provide a further impetus for joined up working.

Case study: River Carron Cycle Path



Christine Bell coordinates the Communities Along the Carron Association near Falkirk – a group of volunteers committed to the regeneration of the River Carron, its communities and adjacent land. She explains: “After cleaning up the river, our second priority was to make it more accessible and connect our communities together. We have worked closely with Falkirk Council from day one to identify and prioritise path improvements, to help signpost our path network, and to create good links along the river. We have also developed excellent links with Central Scotland Green Network Trust, Sustrans and Scottish Natural Heritage and, together with Falkirk Council, we have helped make these path connections a reality. Now we have a really good network and use of the river as a recreational and commuter route has exploded. The new paths and bridges along the river are amazing. They feel friendlier and safer, they look great, and, because they’ve been built to a really high specification, they’re open to people of all abilities – users with mobility problems, buggies/prams and cyclists can now all access the bridge. We have a really close relationship with all our partners now, and this has led to a Sustrans I-Bike Officer working in our local schools and businesses to get more people cycling. Together with the new paths, it’s all encouraging more people to get outside, explore their community, and be more active and healthy”. Courtesy of Sustrans.

The *Programme for Government 2015-2016*⁵⁷ announced the Scottish Government’s intention to review the planning system to ensure in particular that planning delivers the infrastructure required to support development and to ensure that communities are more engaged in the process. The review by an independent panel is now

⁵⁷ <http://www.gov.scot/About/Performance/programme-for-government>

underway, and will report to Scottish Ministers in Spring 2016. This may provide a significant opportunity to better align spatial, community and transport planning in order to realise true transport integration.

Conclusion

Transport cannot be planned and delivered by government alone. This NTS provides the framework for all across transport, in central government, RTPs, local authorities, commercial and third sector organisations and at the community level. This section has started the process of clarifying roles and responsibilities in transport at the high level and commits to further actions so that in any mode or part of Scotland, it is clear who is responsible for what.

The other clear message is that individuals and organisations – across transport and in closely allied areas such as health and planning – need to go beyond strict roles for partnership working to deliver the NTS vision. We have presented a number of good examples and expect those to be built upon through community planning partnerships and other collaborative working.

5. Restatement of the National Transport Strategy Framework

This document has reviewed the strategic and transport context since 2006. It has described the associated shifting challenges. As we have shown, transport has started to address these challenges through plans, policies and strategies already identified in 2006. The 2006 NTS played a key part in providing the framework for enhancing our transport system, in response to challenges that were defined in 2006, and has contributed to improvement in our economic, environmental and social performance.

In particular, the three Key Strategic Outcomes continue to be used as the guiding principles at national, regional and local level when developing strategy and prioritising resources.

The overall framework also underpins the extended planning horizon for transport improvements now translated into the Strategic Transport Projects Review valid up to 2032 and the Infrastructure Investment Plan valid up to 2035.

As a consequence the 2006 NTS framework, built on a shared Transport Vision, five High Level Objectives and three Key Strategic Outcomes, remains valid and they are restated below.

Vision

An accessible Scotland with safe, integrated and reliable transport that supports economic growth, provides opportunities for all and is easy to use; a transport system that meets everyone's needs, respects our environment and contributes to health; services recognised internationally for quality, technology and innovation, and for effective and well-maintained networks; a culture where transport providers and planners respond to the changing needs of businesses, communities and users, and where one ticket will get you anywhere.

Five High Level Objectives

- Promote economic growth by building, enhancing managing and maintaining transport services, infrastructure and networks to maximise their efficiency;
- Promote social inclusion by connecting remote and disadvantaged communities and increasing the accessibility of the transport network;
- Protect our environment and improve health by building and investing in public transport and other types of efficient and sustainable transport which minimise emissions and consumption of resources and energy;
- Improve safety of journeys by reducing accidents and enhancing the personal safety of pedestrians, drivers, passengers and staff; and
- Improve integration by making journey planning and ticketing easier and working to ensure smooth connection between different forms of transport.

Three Key Strategic Outcomes

- Improved journey times and connections, to tackle congestion and lack of integration and connections in transport
- Reduced emissions, to tackle climate change, air quality, health improvement
- Improved quality, accessibility and affordability, to give choice of public transport, better quality services and value for money, or alternative to car

Future review

The process of refreshing the 2006 NTS has provided a good baseline of information from which to start looking to the future. The Scottish Government considers that a full review of the NTS and the STPR in the next Scottish Parliamentary term is required. This could be done in parallel with work to review the National Planning Framework.

Annex 1 – NTS Framework Within Strategic Context

This annex provides detail on the NTS framework as it sits in the wider strategic context. That context has changed since 2006 in terms of the political and economic landscape as well as the legislative, policy and regulatory picture. This annex explains those before moving on to describe the underlying National Transport Plans, Policies and Strategies since 2006.

Political landscape

The Scottish Government is now operating in a different political landscape since the NTS was published, one that is framed around strengthened relationships between national and local Government and other partners. Scottish Ministers and Local Authority Leaders signed off new Single Outcome Agreements in Summer 2013. These provide a clear 'plan for place' through which Community Partnership Plans (CPPs) mobilise local assets and resources to deliver meaningful progress, with a particular focus on prevention and reducing inequalities.

The refreshed NTS is built on our distinct One Scotland approach⁵⁸, our focus on outcomes and our commitment to partnership working, focussing on growing our economy, protecting public services, tackling inequality and empowering our communities.

Economic landscape

The focus of the Scottish Government and its partners since 2007 has been on delivering the overarching purpose of creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. The 2008 financial crisis resulted in the deepest global recession in over 50 years. As with virtually all other advanced economies Scotland experienced a severe recession in 2008-09 with output contracting by 6%. The economic context is now different. Many key economic indicators are close to, or above, pre-recession levels. These improvements have occurred against a backdrop of significant public spending cuts as a result of the UK Government's austerity and fiscal consolidation agenda. As a result, the Scottish Fiscal Departmental Expenditure Limit (DEL) budget has been cut by the UK Government by around 9% in real terms between 2010-11 and 2015-16, with a further fall in resource DEL of 5.7% over the course of the next Spending Review.

Despite Westminster's real terms cuts of about a quarter to Scottish capital budgets over the same period, the Scottish Government is continuing to invest, as detailed in its *Infrastructure Investment Plan*⁵⁹, published in 2011 and refreshed in 2015, which set out why the Scottish Government invests, how it invests and what it intends to invest in up to 2035 by sector, including transport. The Plan refers to the NTS 2006

⁵⁸ We believe that a One Scotland approach is needed to deliver on our ambitions, with all public sector agencies working together – recognising that all can and should make a contribution towards that growth – as well as the private sector and the third sector (ref Scotland's Economic Strategy, page 8) – The One Scotland approach is founded on three key priorities – participation, prosperity and fairness.

⁵⁹ <http://www.gov.scot/Publications/2015/12/5962>

three Key Strategic Outcomes and to the *Strategic Transport Projects Review*⁶⁰ 3-tiered approach to transport investment. In 2015-16 the Scottish Government aims to secure almost £4.5bn of overall infrastructure investment, including the use of the capital borrowing powers, for the first time, under the Scotland Act 2012.

In the decades to come, impacts caused by emissions that influence climate change and air quality, in addition to resource scarcity, will be key challenges that all economies face and will only increase in importance. All countries will have to adjust to a more resource-efficient lower emission sustainable economic model. The Scottish economy, including transport, is particularly well placed to benefit, both from the development of the low carbon economy, which is one of the EU2020 goals, and from using Scotland's natural resources more efficiently. Transport Scotland and lead-partners are to deliver up to £62.5m Low Carbon Travel and Transport (LCTT) programme, partially funded by the European Regional Development Fund for 2014-2020 and encompassing the creation of 20 Low Carbon Travel and Transport Hubs, construction of up to 100km of cycle networks or walking paths, creation of a National Smart Integrated Ticketing Scheme and increase the number of ultra-low emission vehicle registrations in Scotland by 100.

Legislative, policy and regulatory landscape

The Scottish Government is now operating in a different legislative, policy and regulatory landscape from that when the NTS was published. This landscape is mapped out in figure 2 in Section 1 and its key elements are:

Scotland now has the most ambitious emissions reduction targets in the world, as set out in the *Climate Change (Scotland) Act 2009*⁶¹, which demonstrate our determination to tackle this rising global challenge. Meeting these targets requires concerted effort by everyone – public bodies, business, industry, communities and households in every part of society and every sector of the economy, including transport. Adaptation of the strategic transport network to cope with effects of climate change is also vital to ensure the continued health of the Scottish economy. In June 2013 the Scottish Government published the *Low Carbon Scotland: Meeting our Emissions Reduction Targets 2013-2027*⁶² (RPP2) report, setting out specific measures, including in transport, for reducing greenhouse gas emissions to meet Scotland's ambitious statutory targets. Subsequently, in May 2014 the Scottish Government published the *Climate Ready Scotland Scottish Climate Change Adaptation Programme*⁶³, setting out objectives, proposals and policies across multiple sectors, including transport, for delivery within a set period in relation to climate change adaptation.

The UK's *Equality Act 2010*⁶⁴ identifies nine 'protected characteristics' and introduces a duty on public authorities to take action to eliminate unlawful

⁶⁰ <http://www.transportscotland.gov.uk/strategic-transport-projects-review>

⁶¹ <http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/climatechangeact>

⁶² <http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/lowcarbon/meetingthetargets>

⁶³ <http://www.gov.scot/Publications/2014/05/4669>

⁶⁴ <http://www.legislation.gov.uk/ukpga/2010/15/contents>

discrimination, advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not.

Scottish specific equality duties⁶⁵ require listed public authorities to equality impact assess policies and practices and publish the results of such assessments. These duties apply to key public authorities, including local authorities, the NHS, further and higher education institutions, the police and fire services, licensing authorities, Government Departments and Agencies, and many NDPBs.

Most transport plans/policies/strategies at all levels are subject to this Act.

Following ratification by the UK Government on 8 June 2009 of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), the Scottish Government has a clear aim for disabled people to have the same equality and human rights as non-disabled people. Transport provisions feature highly in the delivery of this aim, as set out in the Scottish Government's Draft Disability Delivery Plan (2016-20)⁶⁶, under consultation, and the associated Local Government Delivery Plan⁶⁷.

More information about how the National Transport Strategy has contributed to progress in fulfilling the public sector equality duty can be found in the associated document, 'NTS Refresh – Record of Engagement and Consultation'.

The Children and Young People (Scotland) Act 2014⁶⁸ placed new duties on Scottish Ministers to keep under consideration whether there are steps that can be taken to give better or further effect to the UN Convention on the Rights of the Child (UNCRC), taking action as appropriate, to promote and raise awareness of children's rights in Scotland and to report to the Scottish Parliament every three years on relevant progress. The Act also requires specified public authorities to report every three years on the steps taken in that period to secure better or further effect of the UNCRC requirements.

Scotland's Economic Strategy⁶⁹ (SES), following Economic Strategies published in 2007 and 2011, set out in 2015 an overarching framework for how we aim to achieve a more productive, cohesive and fairer Scotland. It forms the strategic plan for existing and all future Scottish Government policy, including transport. It prioritises boosting investment and innovation, supporting inclusive growth and maintaining our focus on increasing internationalisation.

A comprehensive National Performance Framework⁷⁰ underpins delivery of the Scottish Government's agenda which supports the outcomes-based approach to performance across Scotland. The Framework reiterates the Government's Purpose and sets out Strategic Objectives, National Outcomes and National Indicators, with three of these being transport specific, ie reduce traffic congestion; increase the

⁶⁵ <http://www.legislation.gov.uk/sdsi/2012/9780111016718/contents>

⁶⁶ <https://consult.scotland.gov.uk/equality-unit/rights-of-persons-with-disabilities>

⁶⁷ <http://www.cosla.gov.uk/system/files/private/uncrpd-cosladeliveryplan.doc>

⁶⁸ <http://www.gov.scot/Topics/People/Young-People/legislation>

⁶⁹ <http://www.gov.scot/Publications/2015/03/5984>

⁷⁰ <http://www.gov.scot/About/Performance/scotPerforms/pdfNPF>

proportion of journeys to work made by public or active transport; and reduce death on Scotland's roads. This framework is applicable to transport policies, programmes and strategies, at all levels.

The National Planning Framework 3⁷¹ (NPF3), along with the strategic and local development plans that are prepared in accordance with it, are the spatial expression of the SES and sits alongside the NTS to which it refers. It sets out a framework for the long-term spatial development of Scotland as a whole and includes 14 national developments. It states *where* strategic development should take place around Scotland over the coming years and it acknowledges the importance of our cities and their regions. Part of the NPF3 vision is for Scotland to be a connected place, where we make better use of our existing infrastructure, and have improved internal and international transport links to facilitate our ambition for growth and our commitment to an inclusive society. NPF3 reflects our aspiration to make travel times by public transport between cities faster than by car, and also emphasises the importance of lifeline links to and from rural areas. National developments include a Scotland-wide long distance walking and cycling network, airport enhancements, extension of Aberdeen Harbour, Grangemouth Investment Zone and freight on the Forth and High Speed Rail. NPF3 also calls for at least one exemplar walking and cycling friendly settlement to be taken forward in each local authority area.

The Scottish Planning Policy⁷² (SPP) sets out *how* development should take place across Scotland. It sets out national planning policies which reflect Scottish Ministers' priorities for operation of the planning system and for the development and use of land. Aligned with NPF3, it identifies four planning outcomes explaining how planning should support the vision for the planning system in Scotland, in particular outcome 4 – 'A more connected place' – by supporting better transport and digital connectivity. The policy states that the planning system should support patterns of development which:

- optimise the use of existing infrastructure;
- reduce the need to travel;
- provide safe and convenient opportunities for walking and cycling for both active travel and recreation, and facilitate travel by public transport;
- enable the integration of transport modes; and
- facilitate freight movement by rail or water.

Scotland's first Land Use Strategy⁷³ was published in 2011 and is currently under review. It focuses on land as one of our key national assets and recognises that it underpins much of Scotland's economic activity. The way that it is used and managed is of key importance. The Land Use Strategy sets out a high level Vision, three key objectives and contains a set of ten Principles for Sustainable Land Use.

⁷¹ <http://www.gov.scot/Topics/Built-Environment/planning/National-Planning-Framework>

⁷² <http://www.gov.scot/Topics/Built-Environment/planning/Policy>

⁷³ <http://www.gov.scot/Resource/Doc/345946/0115155.pdf>

These help to guide significant decisions affecting the use of land and we expect public bodies to have regard to these Principles.

*Scotland's Cities: Delivering for Scotland*⁷⁴ sets out how the Scottish Government intend to develop and exploit the strongest assets and most productive resources of our cities and their regions to optimise their contribution to sustainable economic growth for all of Scotland. It promotes the vision of, "A Scotland where our cities and their regions power Scotland's economy for the benefit of all". Strong transport connections are seen as key to delivering this.

The *2020 Challenge for Scotland's Biodiversity*⁷⁵ sets out Scottish Government's response to the loss of biodiversity. The accompanying *Route Map to 2020* focuses on the key priority areas for action to halt biodiversity loss and restore our ecosystems. The way the transport network is managed can contribute to improving biodiversity in Scotland. The provision of green networks for walking and cycling have multiple benefits by encouraging active travel, improving the environment and providing space for biodiversity, often within urban areas, and promoting healthy options for travel for local people.

The *Community Empowerment (Scotland) Act*⁷⁶ (2015) gives Community Planning a statutory purpose focused on improving outcomes: Explicitly about how public bodies work together and with the local community to plan for, resource and provide services which improve local outcomes and tackle inequalities of outcome in the local authority area. The local outcomes, which each CPP prioritises for improvement and take the form of a published local outcomes improvement plan (LOIP), will reflect its understanding of local needs, circumstances and inequalities, and where collective action can make the most significant difference to people's lives. The Act places specific duties on Regional Transport Partnerships (RTPs) and other statutory partner bodies, linked to improving outcomes, for example in the delivery of public transport. Work is ongoing to strengthen links between community planning and development planning.

*Scotland's International Framework*⁷⁷ (2015) sets out SG internationalisation agenda and objectives, setting the context for delivery. One of its areas of focus is on a Scotland where our physical and digital connectivity is strengthened and Scotland is viewed as an attractive location to invest in and visit.

The *National Strategy: Tourism Scotland 2020*⁷⁸ was launched in June 2012 by the Scottish Tourism Alliance. The strategy was developed to target those markets that offer Scotland the greatest growth potential, to collaborate within and across Scotland's tourism destinations and to develop the authentic memorable experiences today's visitors seek, delivered to the consistently high quality they expect. Transport is key to improving the customer journey.

⁷⁴ <http://www.gov.scot/Resource/Doc/365367/0124252.pdf>

⁷⁵ <http://www.gov.scot/Resource/0042/00425276.pdf>

⁷⁶ <http://www.scottish.parliament.uk/parliamentarybusiness/Bills/77926.aspx>

⁷⁷ <http://www.gov.scot/Resource/0047/00473547.pdf>

⁷⁸ <http://scottishtourismalliance.co.uk/wp-content/uploads/2013/03/Scottish-Tourism-Strategy-TourismScotland2020.pdf>

*Preventing Overweight and Obesity in Scotland: A Route Map Towards Healthy Weight*⁷⁹ is aimed primarily at decision-makers in central and local government who can influence and enable the range and scale of action that is required. Transport policy is assisting in creating environments that make walking and cycling part of everyday life for everyone.

*Scotland's Digital Future A Strategy for Scotland*⁸⁰ sets out in more detail how the Scottish Government intend to achieve its digital ambition. Transport is part of Scotland's digital future, where a number of transport services are adopting digital solutions such as travel information or the National Entitlement Card used by customers as a vital part of the National Concessionary Bus Travel Schemes. Broadband and Information and communications technology are crucial for flexible working practices such as home working or working remotely, reducing the need to travel.

Underlying national transport plans, policies and strategies since 2006

We have also produced a range of underlying transport policies/plans/strategies, many of them flowing directly from commitments set out in the NTS 2006. These are summarised below and are succinctly captured in figure 2 (Section 1):

- *An Action Plan for Buses*⁸¹ was published in 2006, setting out a vision for Scotland of a comprehensive bus network providing high quality, sustainable bus services. The vast majority of the actions contained within the Plan have now been delivered, in particular the publication of *a suite of best practice guidance documents*⁸² to assist in the provision of bus services.
- The *Freight Action Plan*⁸³, was also published in 2006. It set out our vision for Scotland to be a place where the movement of freight through the entire supply chain is efficient and sustainable, on a transport infrastructure that is integrated and flexible. The *Freight Action Plan – Delivery Report*⁸⁴ – was first published in August 2009. The Freight Action Plan in 2006 covered all modes, and a refreshed Policy is published within this refreshed NTS. Transport Scotland has also started work to refresh the Scottish Government's Rail Freight Strategy in 2015.
- *Scotland's Railways*⁸⁵, published in 2006, reflects the desire to have a sustainable and efficient rail network which supports economic growth, protects the environment and improves links between Scottish communities and their access to employment opportunities.

⁷⁹ <http://www.gov.scot/Resource/Doc/302783/0094795.pdf>

⁸⁰ <http://www.gov.scot/resource/doc/981/0114237.pdf>

⁸¹ <http://www.gov.scot/Publications/2006/12/01141850/0>

⁸² <http://www.transportscotland.gov.uk/public-transport/bus/bus-policy-and-guidance#Guidance>

⁸³ <http://www.gov.scot/Publications/2006/11/16153148/0>

⁸⁴

http://www.transportscotland.gov.uk/system/files/uploaded_content/documents/tsc_basic_pages/Road/Freight%20Action%20Plan%20-%20FAP%20-%20Delivery%20Report.pdf

⁸⁵

http://www.transportscotland.gov.uk/system/files/uploaded_content/documents/tsc_basic_pages/Rail/j8034.pdf

- The *Strategic Transport Projects Review*⁸⁶ (STPR) was published in 2008. It is the first nationwide, multi-modal, objective-led, and evidence-based appraisal process aimed at addressing transport issues; it provides a robust analysis of Scotland's current transport system and identifies national strategic land-based transport priorities for the medium to long term (2032). The STPR seeks to complement the transport interventions taken forward at regional and local levels. It sets out a tiered approach to transport investment based around maintaining and safely operating existing assets; promoting a range of measures, including innovative solutions, that make better use of existing capacity; and promoting targeted infrastructure improvements where these are necessary, affordable and practicable. It contains 29 recommendations for delivering nationally important strategic interventions from 2012 to 2032. The pace at which the STPR projects will be delivered will be determined by the availability of resources in future UK spending reviews.
- *Scotland's Road Safety Framework to 2020*⁸⁷, was published in 2009. The Framework describes the Scottish Government's commitment to safer road travel in Scotland for everyone. It sets out our road safety vision, priorities and the first ever national Scottish road safety targets for reductions in deaths and serious injuries. There is a national indicator within the Scottish Government performance framework that says we will reduce deaths on Scotland's roads. Transport Scotland is undertaking a strategic mid-term review of the Framework during 2015. In November 2007, we published for the first time a comprehensive *Strategic Road Safety Plan*⁸⁸ for the network of strategic roads (ie motorways and trunk roads).
- The *Carbon Account for Transport*⁸⁹, was first published in 2009 and last updated in 2015. It provides a structure for monitoring and reviewing our progress towards achieving the 'reduced emissions' Strategic Outcome for transport. It does this by presenting, in one place, assessments of all Scottish Government transport policies and projects that are expected to have significant positive or negative impacts on overall carbon emissions. Measures are split between infrastructure projects and fiscal policy/regulatory measures.
- The *Cycling Action Plan for Scotland*⁹⁰ was published in June 2010, and updated in June 2013, sets out the actions to be taken by government and others to work towards our shared vision that by 2020, 10% of all journeys made will be by bicycle.

⁸⁶ <http://www.transportscotland.gov.uk/strategic-transport-projects-review>

⁸⁷

http://www.who.int/roadsafety/decade_of_action/plan/Scotland_Road_Safety_Framework_to_2020.pdf

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⁸⁸ <http://www.transportscotland.gov.uk/report/j9041-00.htm>

⁸⁹ http://www.transportscotland.gov.uk/report/carbon-account-transport-no-7-2015-edition-8685?utm_content=buffer3c6b5&utm_medium=social&utm_source=twitter.com&utm_campaign=buffer

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⁹⁰ <http://www.transportscotland.gov.uk/report/j0002-00.htm>

- The *National Walking Strategy*⁹¹, launched in June 2014, aims to create a culture where everyone walks more often as part of their everyday travel and for recreation and well-being and is a key element in delivering the Scottish Government's ten year Physical Implementation Plan, A More Active Scotland - Building a Legacy from the Commonwealth Games and in addressing the high level outcomes as set out in the Active Scotland Outcomes Framework.
- *Scottish Government's long term vision for Active Travel in Scotland*⁹², published in November 2014, (to 2030) aims to encourage more people to walk and cycle for everyday shorter journeys. It focuses on areas such as infrastructure, transport integration, cultural and behaviour change, community ownership and planning
- *Scottish Ferry Services – Ferries Plan (2013-2022)*⁹³ was published in December 2012 and set out short, medium and long term improvements over the next decade, as well as a commitment to retain all existing essential services.
- *Switched On Scotland: A Roadmap to Widespread Adoption of Plug-in Vehicles*⁹⁴ was published in September 2013 and set out a vision that Scotland's towns, cities and communities will be free from the damaging effects of petrol and diesel fumes by 2050. The roadmap outlines our plan to drive forward the uptake of electric vehicles in Scotland.
- *Scottish road network climate change study*⁹⁵ was first published in 2005 then updated in 2009 and 2011. It considers the potential trends in climate change in Scotland and how these may affect the road network.
- *Delivery strategy – smart & integrated ticketing*⁹⁶ was published in October 2012; Transport Scotland has developed a vision and delivery strategy for a world class customer focussed multi-modal, multi-operator smart ticketing environment. Transport Scotland's vision is that all journeys on Scotland's Bus, Rail, Subway, Tram and Ferry can be accessed using some form of smart ticketing and payment.
- *Roads for All: Good Practice Guide for Roads*⁹⁷ was published in July 2013. This Good Practice Guide contains Transport Scotland's requirements for inclusive design in the construction, operation and maintenance of road infrastructure.

⁹¹ <http://www.gov.scot/Publications/2014/06/5743>

⁹²

http://www.transportscotland.gov.uk/sites/default/files/554346_334708_Active_Travel_210mm_p9_HR_20141126103050.pdf

⁹³

http://www.transportscotland.gov.uk/system/files/uploaded_content/documents/tsc_basic_pages/Water/Scottish%20Ferries%20Plan%202013-2022.pdf

⁹⁴ <http://www.transportscotland.gov.uk/report/j272736-00.htm>

⁹⁵ <http://www.transportscotland.gov.uk/report/j209391-00.htm>

⁹⁶ <http://www.transportscotland.gov.uk/report/delivery-strategy-%E2%80%93-smart-integrated-ticketing-3161>

⁹⁷ <http://www.transportscotland.gov.uk/guides/j256264-00.htm>

- *Making the most of Scotland's canals*⁹⁸ was published in 2013. It sets out Scottish Ministers' determination to continue activity to take good care of these historic assets and our aspiration to maximise the benefits that our canals can offer Scotland.
- *Final Report National Roads Maintenance Review*⁹⁹ was published in July 2012. the deteriorating condition of our road networks challenges, such as rising road traffic levels and inclement weather, by identifying a package of initiatives to be taken forward by Transport Scotland and local roads authorities with the objective of delivering more efficiently managed roads for all within the budgets available.
- *Rail passenger services from 2014*¹⁰⁰, was published in June 2012 and set out new funding and investment for Scotland's trains and rail network which will deliver better services for passengers with increased capacity and reliability, shorter journey times and new and improved stations.
- *Cleaner Air for Scotland – The Road to a Healthier Future*¹⁰¹ was published in November 2015, and sets out a series of actions and frameworks to aid improvements in Scotland's air quality. A number of transport actions are identified, along with a National Low Emission Framework, which introduces the approach to access control regulations including Low Emission Zones.
- *Regional Transport Policies*: The seven RTPs all have regional transport strategies, making a bridge between the national vision set out in the NTS and other national strategies and policies and local strategies and plans, including local transport strategies and local outcome improvement plans.

⁹⁸ <http://www.transportscotland.gov.uk/report/j269946-00.htm>

⁹⁹ <http://www.transportscotland.gov.uk/report/j234327-00.htm>

¹⁰⁰ <http://www.transportscotland.gov.uk/report/rail-passenger-services-2014-5436>

¹⁰¹ <http://www.gov.scot/Resource/0048/00488493.pdf>

Annex 2 – Transport Roles and Responsibilities

As highlighted in Section 4 of the main NTS document, it is crucial that roles and responsibilities are clear in transport for partners to be able to work together efficiently and provide the best transport services possible. The table below, informed by a sub-group of the NTS Stakeholder Group, summarises the transport roles and responsibilities of various actors at the strategic level. It is not intended to be exhaustive at the modal level. It will be for sub-strategies and policies to go into further detail when they are reviewed or refreshed.

Table: Summary of Key Agencies’ Roles and Responsibilities

Organisation	Name	Summary of Main Responsibilities (some functions are shared with others)
European Union	European Parliament and European Commission	<ul style="list-style-type: none"> ○ EU Consumer Rights Legislation Affects Transport including Aviation, Coach, Rail and Ferry ○ Working Time Directive ○ State Aids Regulations ○ Services of General Economic Interest (SGEI) ○ Public Service Obligations / Public Service Contracts ○ Maritime Cabotage Regulations ○ Regulation of road freight sector
UK Government	UK Government /Department for Transport	<ul style="list-style-type: none"> ○ Road transport ○ Rail transport, provision and regulation of railway services ○ Marine transport, including navigational rights and freedoms ○ Air transport – Security, safety, air navigation and economic regulation ○ Bus services / vehicles – some UK-level legislation applies ○ Driver and Vehicle Standards Agency ○ Transport of radioactive material ○ Vehicle (Construction and Use) Regulations ○ Custodians of Codes of Practice ○ Traffic Commissioners ○ Network Rail ○ ORR ○ Transec ○ Taxation

A useful reference document is the HoC ‘Transport in Scotland’ report:
<http://researchbriefings.files.parliament.uk/documents/SN03192/SN03192.pdf>

Organisation	Name	Summary of Main Responsibilities (some functions are shared with others)
Scottish Government	Scottish Government/ Transport Scotland	<ul style="list-style-type: none"> ○ Legislation ○ National Transport Strategy ○ Research and analysis in collaboration with local authorities, RTPs and others ○ Strategic infrastructure investment along with RTPs, Councils others ○ National Concessionary Bus Travel Schemes ○ Sustainable and active travel policy and investment along with RTPs, Councils others ○ Bus strategy and support along with RTPs, Councils others ○ Freight Policy and Freight Mode Shift Grant schemes ○ Support for lifeline air and ferry services along with RTPs, Councils others ○ Route development on air services – Air Route Development Fund ○ Operation of some ferry ports ○ Ports Policy & Legislation under the Harbours Act 1964 ○ Canals policy ○ Rail: policy; infrastructure investment; ○ Awarder of and support for ScotRail & Caledonian sleeper franchises; specification and funding of Network Rail outputs, performance and service quality ○ Road safety: education and publicity, Road Safety Framework, Scottish road safety targets, policy, speed limits, drink and drug drive limit ○ Blue Badge Scheme: policy and legislation ○ Trunk road: policy; design and construction; maintenance, road safety for the trunk roads, safety camera programme ○ Statutory consultee on strategic and local development plans and planning applications which impact on the trunk road ○ Approver of changes to the strategic transport network ○ Custodians of Transport Appraisal Guidance ○ Custodians of Road Design Standards ○ Traffic Scotland ○ Traveline Scotland ○ Scottish Enterprise and Highlands and Islands Enterprise ○ Visit Scotland ○ The Scottish Road Works Commissioner ○ Environmental Management including noise, air quality and climate change adaption

Organisation	Name	Summary of Main Responsibilities (some functions are shared with others)
Regional Transport Partnerships	Seven statutory Partnerships covering all of Scotland	<ul style="list-style-type: none"> ○ Regional Transport Strategies (statutory) ○ Can receive functions transferred to them from local authorities or SG ○ Project development/delivery/funding ○ Key agency in development planning ○ Statutory role in Community planning as community planning partner ○ Regional promoter of economic development/sustainable and active travel/behaviour change/modal shift ○ Regional modelling ○ Operation of services (eg provision of bus and other transport services and in the case of SPT, the operation of bus stations and the Glasgow Subway)
Local Authorities	The 32 councils comprising local government in Scotland	<ul style="list-style-type: none"> ○ Local roads maintenance ○ Funding local and regional infrastructure projects ○ Subsidising socially-necessary bus services (except where transferred to RTP) ○ Influencing or managing local bus service provision through quality contract, quality partnership and ticketing schemes (except where transferred to RTP) ○ Local concessionary travel schemes ○ Taxi and private hire licensing regimes ○ Preparation and delivery of local transport strategies, having regard to statutory RTS ○ Local transport infrastructure provision ○ Operating council-owned bus stations, airports; ports and harbours in certain areas ○ Funding voluntary sector transport work ○ Funding for transport initiatives by third parties ○ Statutory responsibility for local road safety – including accident investigation and analysis ○ Traffic management – Traffic Regulation Orders, road works, urban traffic control ○ Funding and provision of internal ferry/air services ○ Transport demand management initiatives and measures ○ Land use planning consultee under Roads Scotland Act ○ Health and social care transport ○ Schools transport ○ Environmental Management including noise, air quality and climate change adaption ○ Community Planning

Organisation	Name	Summary of Main Responsibilities (some functions are shared with others)
Private Sector	Commercial retail businesses and transport service operators	<ul style="list-style-type: none"> ○ Sale of vehicles and fuel ○ Bus and taxi services ○ Fares ○ Privately-owned airports and airlines ○ Some ferry services and companies ○ Ports ○ Rail passenger service delivery ○ Freight – road, rail and waterborne ○ Maintenance of the Scottish trunk road network ○ Delivery of Local roads maintenance ○ Design & manufacture ○ Construction
Voluntary, social economy, NGOs & academic sectors	Transform Scotland, Universities, colleges, Bus Users Scotland, Scottish Hydrogen Fuel Cell Association (SHFCA), Community Transport Groups	<ul style="list-style-type: none"> ○ Challenging policy ○ Community Transport ○ Advocacy for service users and communities ○ Supporting positive and sustainable lifestyle and travel choices ○ Support research activities
Third sector delivery bodies	Sustrans Cycling Scotland Paths for all Living Streets Energy Saving Trust Car Plus	<ul style="list-style-type: none"> ○ Advocacy and advice to other authorities ○ Service delivery – provision of infrastructure and behaviour change initiatives – often funded by Scottish Government, local authorities and RTPs ○ Distribution of grant funding for sustainable and active travel initiatives ○ Building local delivery partnerships

Organisation	Name	Summary of Main Responsibilities (some functions are shared with others)
Other public bodies	Other public sector bodies have roles to play, including:	<ul style="list-style-type: none"> ○ Statutory consultees ○ The Mobility and Access Committee for Scotland advises Scottish Ministers on improving inclusive access to transport for disabled people. ○ The Scottish Ambulance Service provides emergency and non-emergency transport to hospitals. ○ Police Scotland ○ NHS ○ Fire and Rescue Service ○ National Parks

Annex 3 – Refreshed Freight Policy

This annex outlines the refreshed freight policy, which the Minister for Transport and Islands committed to including in the refreshed NTS.

Context

The Scottish Freight Action Plan was published in 2006 and is a long-term 20 year policy to complement the National Transport Strategy (published at the same time). The Freight Action Plan took account of the recommendations made in 2006 by the Scottish Parliament's Local Government and Transport Committee's Freight Inquiry, and was developed following extensive consultation with stakeholders across the public and private sectors.

Scotland's Economic Strategy – published in March 2015 – focuses on the two mutually supportive goals of increasing competitiveness and tackling inequality. Our refreshed Vision, Objectives and approach to delivering freight policy in Scotland is in line with this strategy. It is focussed on working in close partnership with industry to jointly meet freight transport challenges with solutions that make sense from both the environmental and business perspective.

The freight industry is essential in ensuring we have access to the everyday products we take for granted – food, clothing and fuel – irrespective of where we live. It is a key enabler for business growth by providing transport services that make sure manufacturing supplies are in the right place, at the right time. The industry has to be able to meet fluctuating customer and market demands, whilst also adapting to provide transport services for new and emerging markets – such as the renewables sector.

Integrated, reliable, sustainable and resilient transport infrastructure is needed to support this economic activity and our plans and priorities for transport infrastructure investment have been – and continue to be – developed to achieve this.

The refreshed Vision and Objectives have been agreed jointly between government and industry. Action will be required by all partners for these objectives to be delivered.

Vision

Working in partnership with business and industry, our vision is for Scotland to be a place where the movement of freight through the entire supply chain is efficient and sustainable, on a transport infrastructure that is integrated and flexible – thus allowing Scotland's businesses to compete and grow in a global economy.

Objectives

Enhance Scotland's **Competitiveness**:

- Ensuring that transport development decisions take account of freight requirements, particularly in relation to the 'last mile' to strategic freight hubs.
- Minimising the negative impact of rising transport costs.
- Continued business investments and innovation by the freight and logistics sector, particularly within ports (aviation and maritime) and strategic hubs.

Support the development of the freight **Industry** in Scotland:

- Enhancing the skills, professional image and diversity in freight and logistics.
- Enabling the Scottish freight industry to maintain resilient supply chains so Scottish businesses can compete effectively in, and access, domestic, European and international markets.

Maintain and improve the **Accessibility** of rural and remote areas:

- Targeting improvements to road, rail and port (aviation and maritime) infrastructure.
- Integrating freight considerations into the provision of lifeline ferry and air services.
- Addressing the transport needs of rural businesses and industry, such as the timber and renewable energy sectors.

Minimise the adverse impact of freight movements on the **Environment** in particular through the reduction in emissions and noise:

- Promoting modal shift to rail and water, whilst respecting the competition between the modes.
- Improving efficiency and sustainability of road transport, particularly in urban areas.

Ensure freight transport policy **Integration**:

- Co-ordinating with, and ensuring the needs of freight transport are considered in, other policy areas and plans – such as Scottish planning policy, the National Planning Framework, Low Emissions Strategy, and our marine plan – and between public agencies.
- Liaising with other UK regions on freight policy issues, to identify good practice and opportunities for co-ordinated action.

Regulatory framework

To protect public safety, support free trade across the European Union and achieve environmental improvements, freight transport operators function under a wide range of regulations set at international, EU and UK levels (depending on mode). This regulatory framework is reserved to the UK Government. Within this context – particularly EU rules governing direct public funding for the freight industry (State Aid) – the scope for financial support from the Scottish Government is limited.

Roles and responsibilities

The freight sector operates in a competitive commercial market both within and across transport modes, so government needs to respect that by adopting a mode neutral approach. Levels of investment made in port, rail, and multi-modal freight facilities are commercial decisions for the operators of these facilities. Businesses across Scotland thus have the lead role in developing flexible and innovative freight operations, stimulated by these competitive pressures.

Given this, and working within the over-arching regulatory framework, the primary role for the public sector in Scotland is to influence and encourage the industry to develop services that support our ambitions for Scotland, share good practice and facilitate legitimate collaboration where this would be beneficial whilst taking care not to interfere in the commercial market.

Transport Scotland's operational role is to maintain and develop the strategic trunk road and core rail infrastructure. Local Authorities are responsible for the maintenance and operation of the non-trunk road network and local planning conditions which may impact on the movement of goods, particularly the 'last mile'.

As with the movement of people, the transportation of goods has consequences in terms of CO2 emissions and noise, air quality, and road safety. So along with providing and maintaining transport infrastructure, the Scottish Government, Transport Scotland, and local authorities have a responsibility to collaborate with industry on developing policies, strategies and interventions for the movement of goods aimed at mitigating these challenges.

Scottish businesses benefit from the competition within and between freight transport modes; we want to encourage mode shift without distorting this market. Scottish government mode shift grants do this by helping companies choose sustainable rail and water methods to move goods, in instances where these modes are more expensive than the road alternative. The grants (which have EU State Aid approval) level the costs between the modes to allow competition on an equal basis.

Partnership

It is clear from the above that the public sector and business have to work in close partnership if Scotland is to be a place where goods are moved at reasonable cost with minimal impact on the environment and communities.

The Scottish Government does this through our well-established stakeholder group – the Scottish Freight and Logistics Advisory Group (ScotFLAG). The Group – membership of which is reviewed on a regular basis - includes representatives from business, trade associations, the public sector, and trade unions and covers all transport modes.

Established in 2009 (a successor to the Freight Action Plan Steering Group), ScotFLAG's operating principles encourage collective ownership and participation, as well as an agreement that the group is not a lobbying forum. The group's aims are to:

- Advise on and monitor delivery of freight policy in Scotland in order to achieve national outcomes and objectives.
- Consider the impact of wider Government policies on the movement of freight.
- Prioritise and co-ordinate action taken by industry and other stakeholders across all transport modes in response to government policies.

ScotFLAG action-based sub groups – whether formal or informal – can be readily established in response to emerging challenges and issues, and as members require. These can utilise and/or draw on the expertise of members' wider network of contacts.

The partnership between government and business established at a national level via ScotFLAG, is mirrored and complemented at a regional level through Freight Quality Partnerships or Freight Forums set up by many Regional Transport Partnerships across Scotland.

We also have a sectoral example of such a partnership – the Timber Transport Forum. It supports forestry by ensuring that the timber industries can access forests and market timber in a sustainable way. At the same time it seeks to minimise the impact of timber transport on the public road network, on local communities and on the environment.

Freight Quality Partnerships are a recognised means by which all stakeholders, including local government, business, freight operators, and local communities, can agree freight transport solutions in response to the needs of any particular region, area or industrial sector.

Transport Scotland will work with freight stakeholders to identify and explore opportunities where the Freight Quality Partnership model may be a productive means of delivering transport objectives; provide advice to others across the public sector who may be considering setting up a Freight Quality Partnership; and facilitate

communication between such Partnerships to allow sharing of good practice and experience.

Transport Scotland also maintains productive one-to-one relationships with a wide range of freight industry bodies such as the Freight Transport Association, the Road Haulage Association and the British Ports Association. This is a further way in which we work – and will continue to work – with industry to identify opportunities, spot and seek to address challenges as they emerge (and before they become problems), and share information and good practice.

Such connections provide fast and reliable communications channels direct to those working in the freight industry. These can be utilised in times of emergency, and so improve resilience; can help prevent incidents on the transport network; minimise the impact (both for individuals and businesses) of an event or incident when one does happen; and speed up recovery after an incident has occurred.

In addition, we have worked with industry to design and develop products and services that benefit both the public and private sectors – including the road freight pages contained on the Traffic Scotland website, the ready for winter guidance and a range of Freight Best Practice pocket guides. We will continue to utilise and build on these contact arrangements – fine tuning and improving communications arrangements in the light of experience.



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**The Scottish
Government**
Riaghaltas na h-Alba