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Transport Governance

A report by a short-life working group looking at the roles and responsibilities of the bodies who run Scotland's transport network

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Introduction

Governance describes how public bodies conduct public affairs and manage public resources. From the perspective of the Scottish people good governance can refer to the process of making decisions in a transparent manner and how they can influence relevant public bodies and agencies to deliver the services they expect.

The enclosed reports summarise the work of a short-life collaborative working group which was set up as part of a wider review of Scotland's National Transport Strategy, with the aim of looking at transport governance arrangements, and to make recommendations on how they might be improved.

The “Roles and Responsibilities Working Group”

The working group known as the “Roles and Responsibilities Working Group”, comprised representatives from the Society of Local Authority Chief Executives (“SOLACE”), the Convention of Scottish Local Authorities (“COSLA”), the Society of Chief Officers in Transportation (“SCOTS”), the Regional Transport Partnerships (“RTPs”); and included Scottish Government officials, from transport, planning, economy and community planning.

The collaborative working group were also assisted by work undertaken by consultants Jacobs, and separate research carried out by analysts from Transport Scotland.

Background

Current transport governance arrangements include national, regional, and local tiers. At a national level the Scottish Ministers provide the overall strategic direction through the National Transport Strategy. The national transport agency is Transport Scotland; as well as providing advice to ministers and other wider transport-related policy matters, it also has certain operational roles, including the management of certain rail franchises, capital infrastructure projects, and the concessionary travel scheme for older than disabled people. Transport Scotland and its operating companies are the road authority for the trunk road network (Scotland's motorway and main A road network).

At a regional level there are seven Regional Transport Partnerships (“RTPs”). The primary function of RTPs is to prepare a regional transport strategy for its region. Three of the RTPs also have other transport responsibilities transferred to them from their constituent councils, such as the provision of subsidised bus services.

At a local level there are 32 local authorities which also carry out statutory functions as the roads authority for the local road network.

Context of the work

The last change to transport governance arrangements in Scotland was in 2005 when Regional Transport Partnerships were created under the Transport (Scotland) Act 2005. Since 2005 there have been a number of key regulatory and other

changes which impact on transport governance decisions. Key examples of these influential changes are shown in Figure 1 below.

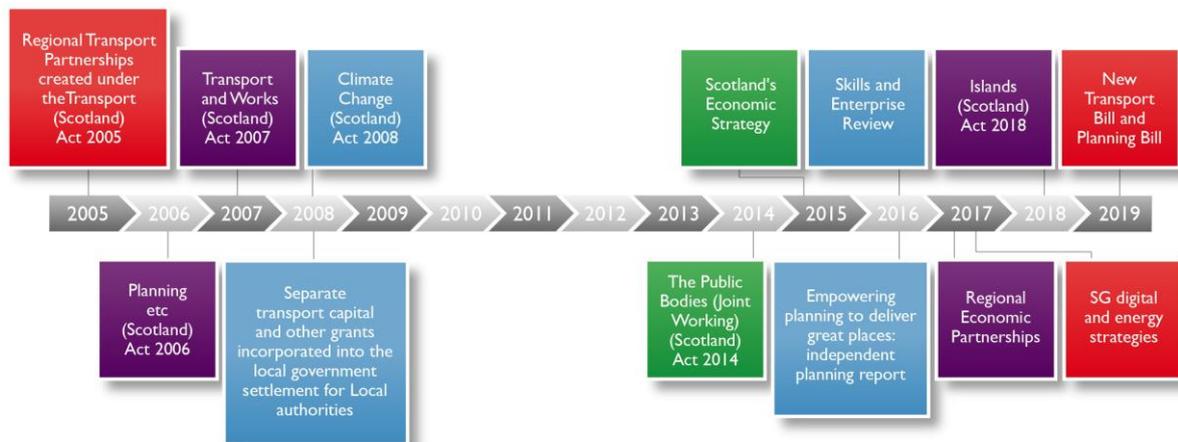


Figure 1: Influential changes on transport governance arrangements

The current review of transport governance has formed an important part of the work in developing the new National Transport Strategy which will be published by the end of 2019.

Recommendations from the roles and responsibilities working group

Having carefully considered current arrangements along with best practice models from the rest of the UK and from other countries, the working group made three broad recommendations to the Scottish Ministers:-

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

An executive summary of Jacobs report which supported the working group can be found at Annex A, and the report of the working group itself can be found at Annex B.

What happens next?

The Scottish Ministers have noted the recommendations made by the working group and agreed that further work should be undertaken in order to develop a new regional model for transport governance.

Further collaborative work will now be undertaken in order to develop a new model for transport governance which allows decisions which affect transport to be taken at the most appropriate level, and one which allows citizens to be better able to influence decisions which affect them, and to better understand the accountability for those decisions.

Work to develop a new regional transport governance model will focus on achieving better outcomes for citizens, communities, and businesses. We will do this through a 'place-based' approach. We know that 'people' and 'place' are key elements of inclusive growth in order that the economic benefits of improvements to transport delivery, and a better alignment between transport, spatial planning and economic development, are spread and shared across Scotland's people and communities.

Transport Scotland
June 2019

Annex A - executive summary of Jacobs' report

JACOBS[®]

National Transport Strategy Roles and Responsibilities

Assessment of Transport Governance in Scotland

Executive Summary

11 June 2019

Final



NTS roles and responsibilities

Project No: 691261
 Document Title: Assessment of Transport Governance – Executive Summary
 Document No.: 1
 Revision: 2
 Date: 11 June 2019
 Client Name: Transport Scotland
 Client No: TS/MTRIPS/SER/2016/A19154606
 Project Manager: GB
 Author: ES / GD / GB
 File Name: NTS R&R Trans Gov Assess

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Document history and status

Revision	Date	Description	By	Review	Approved
0	27/06/18	Draft	ES	GB	ES
1	10/07/18	Final Draft	GD/ES	KG	ST
2	11/06/19	Final	GD/ES	KG	ST

Introduction

As part of the preparation for the update of the National Transport Strategy, Jacobs was commissioned to review the roles and responsibilities of the different agencies responsible for transport in Scotland and to consider whether this should be changed to provide better outcomes for users and potential users in the future. Working very closely with the National Transport Strategy (NTS) Roles and Responsibilities Working Group, the approach taken included looking at how other countries and regions organise transport, consideration of possible options for Scotland and their assessment and then consideration of how these might work in Scotland.

What roles and responsibilities do different agencies have for transport in Scotland?

Three levels of transport governance are in place in Scotland – national, regional and local organisations with varying roles and responsibilities.

Transport Scotland sets the overall strategy and is responsible to Scottish Ministers for a wide range of policy and strategy areas as well as specific maintenance and development of the trunk road network, funding of rail network, managing rail franchises and support for a number of other specific operational functions such as lifeline aviation and ferries.

Seven Regional Transport Partnerships (RTPs) cover the whole country. All seven are responsible for producing statutory Regional Transport Strategies (RTSs) and for working with member local authorities to help deliver them. Three have wider remits which include public transport operations and investment, notably Strathclyde Partnership for Transport, which operates the Glasgow subway and number of major bus stations and is responsible for many of the local transport functions which elsewhere usually rest with local authorities.

At a local level, 32 Local Authorities cover the country and these also vary significantly in geographical extent and population. They have responsibility for local transport strategy, are the roads and planning authority, support socially necessary non-commercial bus services (when this function is not covered by the RTP) and in some cases are also responsible for the operation of ferry services, harbours and airports. The City of Edinburgh Council along with east Lothian Council, Midlothian Council and West Lothian Council collectively own Lothian Buses, the main bus operator in and around Edinburgh.

In addition, there are a number of Non-Governmental Organisations (NGOs), that deliver transport schemes and travel education and represent user perspectives.

What is the case for changing this model?

There are many individual elements within this model that work well but since the current governance arrangements for transport in Scotland were established, demand for travel and wider economic and environmental awareness and pressures have changed and new opportunities for greater integration with land use planning, economic development and community empowerment have emerged. These present a real opportunity to refresh governance at a time when the National Transport Strategy is being reviewed.

More specifically the following key challenges have been identified:

- Financial constraints limiting investment at a regional and/or local level;
- Lack of support for all transport modes;
- Limited resource capability and skills;
- Difficulties working across boundaries and responsiveness to local needs;
- Disconnect between long-term goals and short-term action;
- Limited local accountability, overall leadership and influence;
- Out-of-date governance arrangements;
- Lack of ongoing maintenance of assets;
- Inconsistent and/or unclear accountabilities;
- Disconnect with Planning, Economic and Health agendas;
- Lack of clarity on roles and responsibilities, particularly for the public; and
- Not responsive to local business and private sector opportunities.

How do other countries organise transport governance?

The study looked at how transport governance was organised both in the UK and internationally; focussing on countries that have broad compatibility with Scotland, e.g. Norway and New Zealand, and bringing in findings from a review of governance models by the World Bank (2013). This identified the following principles:

- Organisation's alignment with transport and wider aspirations for the region/country;
- Collaborative working between transport bodies and consistency in governance;
- Coherent and clarity of financing; and
- Regular reviews and clear accountabilities.
- Giving attention to:
 - Functional, e.g. links between transport and land-use planning
 - Spatial, e.g. cross boundary
 - Sectoral, e.g. multi-modal
 - Hierarchy, i.e. strategic through to operational
 - Need for resources and decision-making authority over resources
 - Ability to develop strong support at the political level

How have potential options been assessed?

Based on the review of international best practice, and high-level principles from the World Bank, the following criteria were adopted to assess potential options:

- Financial sustainability of model;
- Address revenue as well as capital (funding);
- Target change in areas of perceived/actual weakness;
- Supporting of wider government objectives;
- Respond effectively to emerging legislation/powers;
- Fit for purpose for all modes;
- Respond effectively to the planning, economic and health agendas;
- Be clearly legible for the wider public;
- Provide local accountability/political leadership;
- Be capable of staged implementation;
- Maximise/optimize use of skills and resources;
- Respond flexibly to different regional/local contexts; and
- Be responsive to changing agendas and priorities.

What sort of options are there for Scotland?

The study looked at a variety of options, ranging from minor amendments to existing roles and responsibilities to major structural changes. Starting with the less radical changes, these were assessed and the results used to inform the development of further options to address weaknesses or issues. The options developed are not intended to be an exhaustive list, but have been developed to test a range of possibilities in order to inform decision-makers about the likely outcomes of certain structures. The status quo situation was also assessed as a benchmark and options, building on the current structure, with a stronger emphasis on local, regional and national governance were assessed in turn.

Current Structure	National Emphasis	This would involve strengthening the national functions to include, for example, greater responsibilities for local roads and additional operational responses in relation to bus services.
	Regional Emphasis	This would involve strengthening the regional functions to include, for example, roads maintenance and operations, public transport operations, education transport, road safety and traffic management.
	Local Emphasis	This would involve strengthening the local functions to include, for example, additional public transport and infrastructure functions.

The major strengths and weaknesses each of these options were determined and then assessed against the chosen criteria, as was the status quo. Based on this assessment, it was then possible to consider further hybrids, particularly of the regional options, which had performed most positively, in order to maximise the strengths and minimise weaknesses previously identified. The following variants were then assessed:

Revised Structure	Variant 1 – National Agency with regional satellite offices	This option is a similar to the ‘New Zealand’ model identified in the best practice analysis option. It provides for a single national transport agency that takes on almost all transportation roles and responsibilities. The agency would operate through a HQ and regional offices model, and there would be no significant transportation roles and responsibilities maintained within regional partnerships or local authorities.
	Variant 2 – City Region/Growth Deal Alignment	This option is a development of the ‘regional emphasis’ option tested within the Current Structure. In this option, the regional authorities are more closely aligned with City Region Deal / Growth Deal areas, where those exist, with remaining areas aligned regionally to map with the best agreed administrative boundaries (e.g. health board, Scottish Enterprise area, etc.). The regional bodies would all take on RTP Level 3 powers.

Based upon a review of current governance arrangements and an assessment of options for the future, the following key observations are drawn:

- The status quo situation, whilst meeting its current statutory obligations, has major challenges to its sustainability and ability to deliver positive outcomes, particularly around accountability, financing, skills and resources;
- It is important that any selected option or combination of options builds on identified strengths within current approaches whilst also tackling identified weaknesses;
- Simply strengthening roles and responsibilities towards any one of the three current levels of national, regional or local governance is predicted to have a limited impact on meeting the challenges but, within this, strengthening the regional level emerged most strongly in addressing the criteria. This provided a clear focus for the development of more refined variant options;
- The variant options seek to provide some testing of additional options to resolve two issues that appear to be acting in opposite ways:- (i) the need to aggregate roles and responsibilities to provide critical mass and efficiency, and (ii) the need to have accountability in line with the principles of subsidiarity. The assessment suggests that there could be ways of providing a governance model that recognises and responds positively to these particular challenges;
- Within the variant options, the ability to have flexibility across different geographies is expected to have benefits, as it aligns regional geographies more closely with city region/growth deal areas and/or other key governmental geographies (e.g. health boards). This is also in-line with the principles of the current Local Governance Review being undertaken by the Scottish Government and COSLA; and
- Variant 2 (City Region and Growth Deal Alignment) emerged as the strongest and most deliverable option to take forward for further refinement and development.

Two further variants (Variant 3 and 4) were then developed to seek to address the identified weaknesses of the Variant 2 option:

Revised Structure	Variant 3 – Joint Authority Boards with RTPs	This option recognises that there is a potential split between strategy and policy functions and delivery/management functions. Where RTPs have taken on Model 3 status as is currently the case with SPT, Swestrans and ZetTrans, a number of key delivery functions are picked up by the RTP, particularly in terms of supported bus services and school transport but also in some instances certain active travel functions, sometimes in co-operation with NGO’s such as Sustrans. Instead of 32 local authorities leading on delivery functions (as well as local transport strategies) as currently, a smaller number of joint authority boards would be created to cover these functions. The formation of the joint boards would move on from being on a purely voluntary basis to one linked to funding settlements and potentially outcome agreements/targets.
	Variant 4 – Regional with Delivery Plan Alignment	This option is also derived from Variant 2; using the regional alignment envisaged under that option. This option differs by offering a system based around delivery plans. Within a given region, and for a fixed period of time (say 5 years) there would be a joint agreement made by national, regional and the constituent local authorities, which would set out the roles and responsibilities of each. Critically, for each region it would allow responsibilities to be moved to suit particular circumstances. The joint agreement would be underpinned by a suit of delivery plans for national (drawn from STPR), regional and local.

Variant 3 - Joint Authority Boards with RTPs tackles the weaknesses of Variant 2 through a strong sub-regional delivery focus whilst also strengthening strategy functions at the regional level. Variant 4 (Multi-Speed with Delivery Plans) takes a slightly different approach which allows different responses in different regions but based upon strong and binding Delivery Plan agreements across the regions with both the national level and the constituent authorities.

Finally, an interim/Quick Wins option was assessed which could potentially be taken forward in advance of a more comprehensive option although clearly with more limited impacts against the assessment criteria. This option enables smaller changes within the existing legislative framework, potentially affecting the operation of bus services, roads maintenance and supported bus services. In addition, a number of ‘best practice’ processes could be adopted irrespective of the structural changes envisaged going forward.

What next?

It is important to state that this work is the first stage in a process that, if taken forward, will require further time and effort to develop options further and consult on the implications; in particular, from a user perspective – the travelling public – or potential users of the future.

This study has been completed for the Working Group that was set up to consider these issues. The report does not seek to reach a conclusion, but rather to provide the data and analysis to allow decision-makers to consider what steps to take.

The Working Group has considered the report and members will consult with their own organisations over coming months to help shape the next steps for any proposed changes to the roles and responsibilities for transport governance in Scotland.

Annex B - report from the Roles and Responsibilities Working Group

Review of the national transport strategy: Recommendations paper from the collaborative working group “the roles and responsibilities group” reviewing transport governance

Assessment of Transport Governance Cover Note to the Executive Summary Roles and Responsibilities Group Recommendations July 2018

Introduction

1. The Scottish Government is undertaking a collaborative review of its National Transport Strategy (NTS). The NTS review includes a review of transport governance.
2. As part of the collaborative approach to the NTS Review, the Roles and Responsibilities Group was established to undertake the review of governance. The group was asked to make proposals to align the existing and emerging transport governance landscape and ensure it delivers what is needed for transport, including enabling delivery of the successor transport Strategy once developed.
3. The commitment to undertake a review of governance originates from the earlier work, the NTS Refresh published in 2016, which summarised Key Agencies’ roles and responsibilities for transport and set the expectation that a full review would further clarify and possibly modify existing transport roles and responsibilities nationally, regionally and locally.
4. The commitment to review governance also flows from the Independent Review of Planning ‘*Empowering Planning to Deliver Great Places*’, which proposed a review of transport governance. Planning is therefore a specific consideration of the work of the group, reflecting the generally acknowledged strong links between planning and transport. The Planning (Scotland) Bill currently undergoing Parliamentary scrutiny is part of a package of reforms responding to the Independent Review of the planning system, which reported in May 2016.
5. Other changes to the emerging landscape bring new opportunities to align transport with land use planning, economic development and the renewed focus on improving public health. There are existing Regional Transport Partnerships (RTPs), which cover the whole country and have responsibility for producing Regional Transport Strategies (RTSs) and working with their constituent local authorities and others to help deliver those. Three of the seven RTPs also have operational and delivery responsibilities. Over recent years, a number of City Region and Growth Deals have been or are being developed and expected to give rise to regional economic partnerships

building on their governance arrangements. Strategic development planning is also in transition, moving towards a more flexible and collaborative approach to spatial planning at the regional scale.

6. The Roles and Responsibilities Group comprised representatives from national, regional and local government and NGOs and expertise from transport and planning professionals with significant experience of working in the sector.
7. Transport Scotland commissioned consultants (Jacobs) to work with the group to look at the current issues and transport functions and consider whether functions should remain discharged at their current national/regional/local levels or whether there were drivers for change suggesting they should move up or down.
8. Jacobs were asked to identify a series of possible options for change to the level at which transport functions are discharged and set these out for further consideration by the group.
9. Jacobs have worked with the group taking a collaborative, evidence and objective based approach to assessing and setting out options for future transport governance and have produced a report on behalf of the group "*Assessment of Transport Governance in Scotland*".
10. As part of the collaborative approach to the new NTS, the group was invited to make recommendations to Ministers and this note acts as a "cover note" to the report "*Assessment of Transport Governance in Scotland*". It is intended to be used in conjunction with the Executive Summary to set out the group's recommendations.

Assessment of governance

11. The Report sets out the case for change including identifying the key challenges identified by the group. Issues affecting transport include:
 - financial sustainability, as budgets locally and nationally remain under pressure
 - the demographic profile of those working in the sector, meaning that limited resource capability and capacity is an ever more pressing issue
 - difficulties in effective cross boundary working, which is of particular importance as transport transcends boundaries
12. The need to retain local accountability but also to enable leadership of transport including support for transport in wider decision-making has been another major feature of the group's considerations.

13. The Report provides a review of evidence from governance structures in the UK, Europe (Scandinavia) and worldwide (New Zealand). This best practice review points to the need for greater collaboration, more consistency in governance models and clearer accountabilities and for regular review and financial models that are aligned with this.
14. The Report sets out assessment criteria drawn from the issues identified to assess options for change to current governance arrangements. These criteria include:
- fitness for purpose
 - legibility (i.e. clarity and comprehensibility)
 - financial sustainability (both revenue and capital)
 - maximisation of available skills and resources
 - local accountability and political leadership which also supports wider government objectives (such as on health, the economy and planning)
15. Options were developed iteratively, first looking at strengthening each of the existing (national, regional, local) tiers of Government to give the first three options, and then broadening out to consider variations on these, particularly at a regional level. Over a number of iterations, this provided four further variants. These seven plus the status quo and the development of interim quick wins were indicatively assessed using the criteria above.
- i. Status Quo,
Greater emphasis to an existing tier
 - ii. National Emphasis
 - iii. Regional Emphasis
 - iv. Local Emphasis
Variants
 - v. Variant 1: National Agency with regional satellite offices
 - vi. Variant 2: Growth Deal/ Regional Partnership Alignment - Regional variant aligning better with regional economic partnerships/growth deals
 - vii. Variant 3: Local authority and RTP Joint Delivery Board model
 - viii. Variant 4: Regional with Delivery Plan. Alignment with regional economic partnerships but flexible delivery so that functions discharged at national/regional/local level can vary across the country

ix. Interim/quick wins

16. The options developed are not intended to be an exhaustive list nor does the Report make any recommendation in relation to them. Rather, they have been developed to illustrate the range of possibilities and test how different approaches might perform in addressing the issues identified and capitalising on the opportunities.

Group recommendations

17. In discussing the recommendations that the Roles and Responsibilities Group should make on transport governance, informed by the draft Report, there was consensus on a number of points.
18. First, that change needs to happen. Continuing with the current approach to transport is unsustainable, as a result of the financial constraint faced by the public sector particularly at a local authority level. I.e. Transport services, as with other public services, are being delivered in a pressurised environment where the prioritisation of health, care and education in Scotland coupled with the overall budget and economic position creates unsustainable financial constraint on transport. The current governance structure remains workable but it is not optimal nor is it desirable nor sustainable in the context of pressures on financial and people resources. The Report makes the case for change. The recommendation from the group is that changes are needed to roles and responsibilities for transport governance in Scotland to improve outcomes for Scottish citizens, visitors, business and the transport sector and those who work in it.
19. The second consensus recommendation from the group is that change to transport governance in Scotland should be on the basis of some form of regional model, acknowledging that we already have Regional Transport Partnerships (RTPs) but that a regional model involves aligning and/or combining the roles and responsibilities across the various transport bodies (the National Authority in the form of Transport Scotland, the seven regional partnerships and the 32 local authorities). There are profound strategic challenges that a regional model can help transport to address better by linking more closely to economic development and land use (e.g. climate change and emissions, applying the sustainable travel hierarchy, tackling inequalities, delivering inclusive economic growth and providing a modern, efficient and sustainable transport network).
20. The options and assessment work in the Report provide the evidence base to support the recommendation for a revised regional model. At the outset of this work, a number of members held positions that a regional approach was merited. What the Roles and Responsibilities Group and Report have added is unity in making a recommendation to Ministers for a more regional model and an objective assessment of current governance and options for change to support that recommendation.

21. In recommending a revised regional model, the group recognised this was a professional recommendation emerging for the need to ensure sustainability of transport and address strategic issues. The group also recognised that the level of political support for change in general and for a revised regional model in particular would need to be ascertained as part of determining whether a regional approach could now be pursued.
22. The third recommendation of the group is therefore that further detailed work would be needed, building on the work to-date, to determine the exact form of a regional model and to develop a proposal capable of implementation. This would include developing financial and accountability models, proposed governance, identifying any legislative requirements and/or devolved competency and developing a transition plan, since more fundamental change is also likely to be more complex to implement.
23. While the group supports a regional model the group has not sought to agree a particular form of regional model from options developed in the Report. This is because members of the group hold different perspectives on a regional model (see Annex A) and because any model for implementation would require further development of the options in the Report or combination of elements of options likely to result in further variants to the regional models assessed in the Report. Members of the group have agreed to liaise with their own organisations over the coming months to seek an organisational view on the form of a revised regional model to help shape the next steps.
24. Further, the recommendations for change and for a regional model are given as an almost unanimous consensus view of the group, while still allowing COSLA to reserve its position at this stage to allow for a political discussion on the recommendations emerging from the report.
25. The group as a whole, including COSLA, recognises that to be acceptable any specific model would need to retain local accountability and democracy while providing for political leadership.
26. At this stage, we need to take stock and determine if decision-makers support in principle the case for change and recommendation for a revised more regional model before continuing to develop a regional model for implementation and potentially prejudging the outcome of the political debate. Once a decision has been taken on this, further work can be undertaken to develop options for implementation in more detail.
27. The further detailed development of regional options for implementation would look at the key points emerging from the best practice review and whether and how these can be tailored to the specific circumstances for Scotland. Although there is no one-size-fits-all model of governance, there are common factors to examples of good practice and lessons from barriers to good governance, which need to be borne in mind in developing options for implementation. The collaborative review of the National Transport Strategy (NTS) and this associated review of governance provide an opportunity to draw from the best practice examples and to link the successor National

Transport Strategy with delivery (nationally, regionally and locally) to support the NTS outcomes that deliver for the people of Scotland. The strong links to the direction of travel on the Planning Bill and the commitment to align the update to the STPR (Strategic Transport Projects Review) with the fourth National Planning Framework also provide a good foundation for further collaboration on regional working.

28. Similarly, consideration of current statutory responsibilities and future statutory duties (including the continuing requirement for clear statutory responsibilities for the road network of road's authorities, existing RTP responsibilities in relation to Regional Transport Strategies, and the status of the National Transport Strategy) should be undertaken as part of further work.
29. The group endorses that any proposed option for revisions to transport governance should:
 - be clear about the outcomes that we are seeking to achieve for Scotland
 - ultimately deliver for the people of Scotland
 - maintain local accountability
 - maintain and build on current strengths
 - be coherent in linking strategy to delivery (national, regional and local delivery) and in working across boundaries avoiding creation of any gaps
 - enable closer alignment of transport, planning and economic development
 - provide a structure for transport that is part of an emerging landscape that can address profound strategic challenges and opportunities, which are relevant to, but also extend beyond, transport (climate change, tackling inequalities, inclusive economic growth etc.)
 - address current priority issues including financial sustainability, skills and resource
 - ensure change delivers desired outcomes and improvement rather than change missing the point with current issues unresolved or amplified through distraction with change
 - take cognisance of, and have provision for, local accountability
 - enable strong political and professional leadership allowing transport to be at the heart of decision making and providing solutions (including difficult decisions) to cross-cutting issues

- recognises the increasing role played by the third sector in delivering transport projects in partnership with national, regional and local authorities in addition to community groups

In summary

30. In summary, the group notes that the Assessment of Transport Governance report has been produced on behalf of the Roles and Responsibilities group as part of the collaborative approach to the NTS Review. While there may be some (minor) content on which members individually may have a difference of opinion, overall the report reflects the collaborative process undertaken and is reflective of the group's work. The report sets out and appraises a number of illustrative future options for transport governance. Based on the appraisal of options and informed by the report the consensus of the group is to make the following recommendations for Ministers' consideration:

- the case for change is made and change needs to happen
- change to transport governance in Scotland should be on the basis of some form of regional model of transport governance
- this is complex and further detailed work is need to determine the exact form of a regional model and to develop a proposal and plan capable of implementation - but this should take place only after decision-makers have agreed in principle the recommendations for change and for a revised regional model

Annex to recommendations paper

Organisational perspective

As part of the collaborative approach to the National Transport Strategy Review the Roles and Responsibilities Group has an external co-chair: Jim Valentine, Deputy Director for Perth and Kinross Council and SOLACE transport representative. There is also a Transport Scotland co-chair. Membership of the Roles and Responsibilities group includes Transport Scotland, SG Planning & Enterprise & Skills, SCOTS, COSLA, Clydeplan, Heads of Planning Scotland (HOPs), Sustrans Scotland and two Regional Transport Partnership representatives (SPT and NEStrans).

While the group supports a regional model, the group has not sought to agree a particular form of regional model from options developed in the Report. This is because members of the group hold different perspectives on a regional model. Organisations have set out their position below and note that the text for each has been provided by those organisations themselves. Members of the group have agreed to liaise with their own organisations over the coming months to seek an organisational view on the form of a revised regional model to help shape the next steps.

Local government

In the context of transport governance, the SOLACE position is that the current model of 32 local transport authorities is unsustainable and to ensure sustainability of a future roads function and skills SOLACE have called for a regional model for transport (bringing local authorities together) and have noted that the Regional economic partnerships (REPs) and Joint Board established could provide a mechanism (albeit recognising geographical challenges in parts of the country). RTPs already operate at a regional level and could also provide the basis for a revised regional approach. SOLACE have also called for existing Scottish Ministers responsibility for trunk operation and maintenance to be part of the regional model while new infrastructure should remain a national level responsibility.

SCOTS have also agreed organisationally that they support a regional model and have endorsed the recommendations from the Roles and Responsibilities Group. SCOTS support a model of statutory regional bodies which are nationally funded and have local accountability. SCOTS have also called for existing Scottish Ministers responsibility for trunk operation and maintenance to be part of the regional model. SCOTS/Transport Scotland also note they have committed to report back to the Strategic Action Group/Road Collaboration Programme Board on roads maintenance to seek agreement on the recommendations.

RTPs are members of SCOTS. SCOTS have not set out a position in relation to proposing REPs as the potential basis of regional working. SCOTS will want to report back to its membership and there is also SCOTS/Transport Scotland commitment to report back to the Strategic Action Group/Road Collaboration Programme Board on roads maintenance.

The RTP Lead Officers welcome the regional focus of any new model believing that developing and delivering regional transport strategies, particularly where they are aligned to Planning and Economic Strategies within the same perspective, is a model that is most likely to succeed in delivering sustainable travel and development in the long term. We look forward to working with partners in creating a flexible framework that delivers for the people and communities of a 21st century Scotland. The RTPs remain open and flexible bodies, ready and able to change to meet new demands.

The RTP Boards, through both voluntary and statutory bodies, have a good track record in delivering regional partnership working, multi-modal, cross-boundary transport projects and initiatives across Scotland. The RTP Lead Officers believe that RTPs effectively reflect the diversity of Scotland and continue to present an opportunity for joint working between and across the public and private sector. For more rural services in particular, this could enhance the potential to increase local accountability for services that are currently delivered across a number of modes from the centre.”

HoPS and Clydeplan welcomed the opportunity to be part of the NTS Role and Responsibilities Working Group. Firstly, HoPS and Clydeplan supports the need for change in respect of transport governance.

The group’s suggestion of a move to some form of regional model is consistent with the approach to current developments arising from the City Deals and the recommendations of both the Skills and Enterprise Review and the Planning Review. The consideration of transport and planning at a regional scale is critical if land use and transportation strategy, policy and the identification of priorities are to be integrated effectively.

The planning and transport challenges, and opportunities, across Scotland are diverse and as such HoPS and Clydeplan would wish to see flexibility in the type and form of regional model to reflect this diversity and to ensure local democracy/accountability is fully embedded in any such model. Local Authorities should be lead partners in the formation of any regional model for their area.

Transport and Planning strategies should be developed in an integrated manner and should be evidence led. Also the role of new technologies should be fully incorporated into any emerging work.”

Any decision to change the status-quo will have to be agreed in partnership between Scottish Government and COSLA. A proposal for a regional transport model is not new, and we will need to consider carefully how a new regional arrangement will differ from RTPs and relate to both Local Authorities and Transport Scotland. This will need further detailed, political discussion before any decision can be reached. This paper is therefore not the end in this process but provides the starting point for further political dialogue on transport governance over the coming months. This discussion will need to satisfactorily address the key principles against which COSLA measures any new policy:

- strengthening local democracy
- working together locally
- delivering outcomes
- focusing on communities
- defending local choices

Scottish Government

Scottish Government welcome the work undertaken by the Roles and Responsibilities Group in reviewing transport governance. We are committed to considering further with Ministers the recommendation emerging from the group for change and for a revised regional model of governance for transport. Scottish Government supports the closer alignment of transport with land use planning and economic development and it is important that the next steps focus on realising the benefits of closer alignment.

We have already set out as part of the Enterprise and Skills Review a report 'Regional Economic Partnerships' (published in June 2017) which encourages the development of Regional Economic Partnerships. There is a recognition that transport is a key contributor to economic success, and some of the developing Regional Economic Partnerships have already taken an interest in influencing transport planning on a regional basis. Whilst the Scottish Government puts no restriction on the ambitions of Regional Economic Partnerships, they are at a relatively early stage of development on a national scale. As such, their development would need to be further advanced before assuming transport responsibilities as envisaged in this review.

As part of our Planning Bill (Scotland) we propose introducing a more flexible approach which is not just focused on 4 city regions but extends to Scotland as a whole but removes the requirement to produce a statutory Strategic Development Plans (SDP) and replaces this with an enhanced role for the National Planning Framework (NPF) combined with a stronger but more flexible approach to strategic spatial planning and regional collaboration. Stage 2 of the Bill will progress in autumn 2018. There are opportunities for a more regional approach to transport to align with the emerging Regional Economic Partnerships (REPs), and the more flexible approach to regional planning.

There is also an opportunity, in undertaking any further work on developing the detail for a regional model of transport governance, to take into account any responses to the Local Governance Review to transport.

Any future changes for transport would follow on from and build on the provisions in the Transport (Scotland) Bill which is bringing forward legislative measures to make Scotland's transportation network cleaner, smarter and better for users by providing local authorities and Regional Transport Partnerships with the tools to address local needs.

Scottish Government continues to maintain that, at present, trunk roads should remain a national responsibility and should not, at this stage, be included within any regional model. Before inclusion within any future regional model could be considered, it would need to be demonstrated, that the regional approach was delivering effectively and if extended to trunk roads would be capable of sustaining trunk road maintenance. It would also be required to demonstrate that a move to a regional approach incorporating trunk road maintenance could lead to efficiency savings and other benefits without creating any additional complexities.

NGOs

Transport Scotland's Sustainable & Active Travel Teams grant fund third sector bodies to help deliver programmes aimed at making walking and cycling safer and convenient modes of transport for short journeys, getting more people walking or cycling, as contained in the National Walking Strategy and Cycling Action Plan for Scotland. The group works in partnership with a wide variety of stakeholders under the working title of the ATDP (Active Travel Delivery Partners). The ATDP deliver programmes from the national to the very local level; working with national delivery bodies such as Transport Scotland, the NHS, Scottish Canals and ScotRail/Network-Rail through to RTP's, local authorities, schools, Community Development Trusts, National parks, SNH and community groups as well as individuals.

Recognising the need to change the governance of transport in Scotland to deliver agreed national priorities, the ATDP are broadly supportive of the recommendations towards a regional model. We would expect such a model to maintain or enhance resources and professional skills for active travel delivery at a local and regional level and reflect that, while there will always be local and regional variations, Government at all levels is committed to achieving modal shift to active travel. To succeed, future structures must build on the existing strategies and proven partnership mechanisms that recognise the importance of active travel in a range of national, regional and local policy goals thus avoiding any disruption or loss of momentum to this re-emerging and vital transport mode.



**TRANSPORT
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Published by Transport Scotland, July 2019

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