

Scotland's Draft National Transport Strategy 2

Executive Summary

April 2019



Research overview

Aiming to address congestion, climate change, air pollution, Scotland's economy, health and wellbeing and equality, Scotland's second National Transport Strategy (NTS2) looks to make Scotland an even better and healthier place to live, work and travel around in, over the next 20 years.

A full review of NTS2 is underway, with a draft version of the strategy set for public consultation in Summer 2019. Engagement is an important part of the review, forming a vital evidence base upon which NTS2 will be founded, and ensuring that it meets the needs of all parts of society. As part of this engagement process, Transport Scotland commissioned SYSTRA Ltd ('SYSTRA') to undertake Citizens' Panels with rural, island and urban communities, to understand citizens' views and acceptability regarding NTS2's draft policies and measures for delivery. The specific objectives of the research are to:

- Test public acceptability, views and reactions to the draft policies and policy measures that will underpin the second National Transport Strategy (NTS2);
- Assess whether the surrounding narrative for the draft policies is understood and thought to be meaningful; and
- Gather suggestions for assessing the success of the draft policy measures.

In total, 67 citizens were recruited to Citizens' Panels from Stornoway, Stranraer, Newtonmore and Dunfermline to discuss the fourteen draft policies that underpin NTS2. Citizens' Panels were used to provide an in-depth understanding of the views of an inclusive range of different people in society and enable participants to be fully immersed in the different themes discussed. Citizens attended a panel over two consecutive evenings, each lasting three and a half hours. After an initial plenary session, citizens were split into smaller breakout groups. Within these breakout groups citizens discussed their views toward the fourteen NTS2 draft policies and their measures.

The topic guide and showcard packs for the panels were developed with Transport Scotland and identified the following key areas for discussion:

- Unprompted initial views and priorities for the transport system;
- Understanding of the surrounding narrative and acceptability of each policy, and views and reactions to the policy measures; and
- Reflections and overall prioritisation of policies discussed.

Note, for a few of the fourteen draft policies, the policy wording was adjusted for inclusion in the show material, in order to make the wording of the policies more layperson friendly; the policy meaning was not lost or changed. This adjusted policy wording has been used throughout the report. A table outlining changes can be found in the appendices of the Final Report.

The findings of the Citizens' Panels will be used to develop consultation materials and questions when the NTS2 is open to public consultation in Summer 2019.

As with all qualitative research, it should be noted that:

- The sample selected for this study is not statistically representative, rather citizens with a wide range of geo-demographic characteristics are represented in the research;
- Whilst numeric values have not been applied to the findings, descriptors such as 'few', 'some', 'many' and 'most' have been used to provide an understanding of the prevalence of thought across the discussions;
- Where the views of different locations are compared, the sample sizes in the different groups should be taken into consideration when interpreting findings; and
- The views and opinions reported are those of citizens, and are not necessarily factually correct.

Key Findings

The majority of citizens felt the policies proposed in NTS2 were important and were worthy of consideration. Based on the views of citizens, policies were assigned either:

- High level of importance – when the policy adequately addressed citizens’ key priorities and concerns for transport in Scotland;
- Medium level of importance – when the policy partly addressed citizens’ key priorities and concerns; or
- Low level of importance – if the policy did not address any of the key priorities and concerns held by citizens for Transport in Scotland.

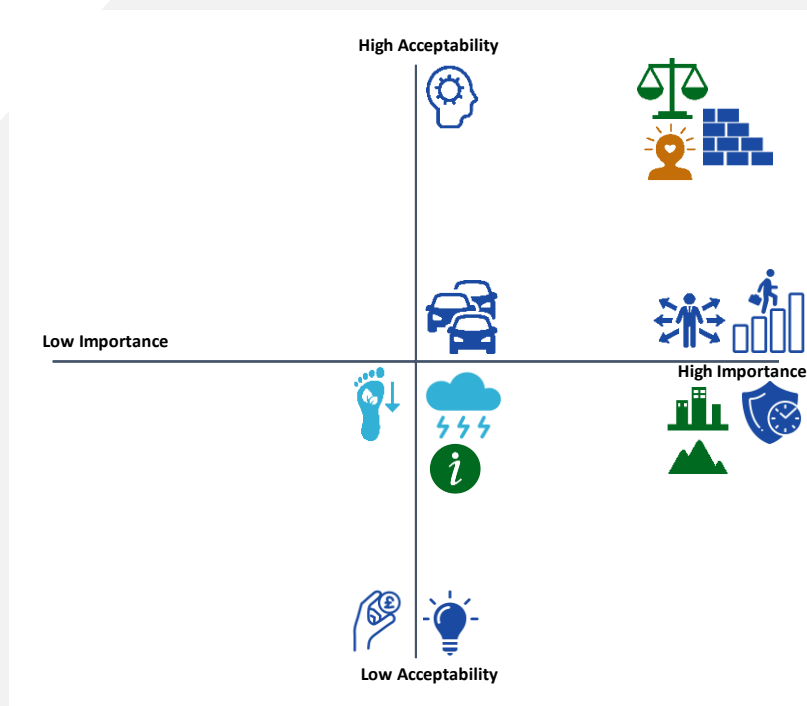
No policies were considered to have a low level of importance.

The majority of citizens felt that the policy measures proposed in NTS2 were broadly acceptable. Policies were assigned either:

- High level of acceptability – when citizens felt the measures would mean the policy would be successfully delivered;
- Medium level of acceptability – when citizens felt the measures would be partially successful in delivering the policy as key priorities or concerns were not fully addressed; and
- Low level of acceptability – when citizens felt the policy would be less likely to be achieved, due to insufficiencies within the proposed measures.

Over the following pages, we provide a findings summary for each of the fourteen draft policies. The relative importance and acceptability of the each policy can also be found plotted on the below graph in which the x axis depicts the level of importance and the y axis depicts the level of acceptability. The key for the policy images can be found in the appendices and following pages, with:

- ‘Economy’ policies appearing in dark blue;
- ‘Equality’ policies appearing in green;
- The ‘Health and Wellbeing’ policy appearing in orange; and
- ‘Climate Action’ policies appearing in light blue.



A reliable and safe transport system that 'bounces-back' quickly after disruption

Overview

Relative importance of policy:




High

Relative acceptability of policy:




Medium



Why is the policy important?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Road safety was seen as a key priority to reduce the number of people killed and seriously injured. The reduced occurrence of incidents would then improve the reliability of the transport system.	✓	✓	✓
The reliability and resilience of the transport system was seen as a key priority to reduce the effects of disruption on the network.	✓	✓	✓
Maintenance was seen as an important priority, and road maintenance was considered closely linked to road safety.	✓	✓	✓

How could the policy be made more acceptable?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Commit to improving modal safety, such as the safety of cyclists and vehicles.	✓	✓	✓
Greater regulation of transport operators is needed to hold them responsible for the reliability and safety of their systems.	✓		✓
Recognise that individual users of the transport system also hold responsibility for the reliability and safety of the transport network.	✓		
Define the use of the word 'quickly' i.e. how soon after disruption will the system return to normal.		✓	
Include an explicit measure on reliability, particularly important for island communities.	✓		

Joined up planning for transport with other plans for construction/ building

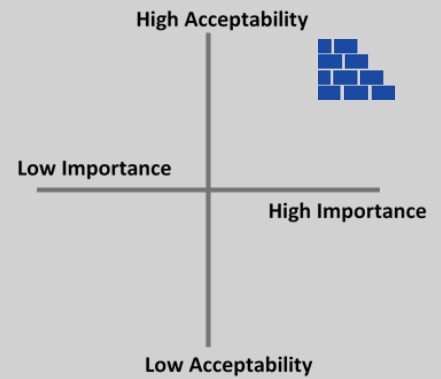
Overview

Relative importance of policy:

High

Relative acceptability of policy:

High



Why is the policy important?

	ISLAND	RURAL/SMALL TOWN	URBAN
Connecting new and existing construction developments with local transport infrastructure was seen to enable more efficient movement of people across Scotland's transport network.	✓	✓	✓
Communication between developers, transport operators and the local community is vital to ensure that any developments are successfully delivered.	✓	✓	

How could the policy be made more acceptable?

	ISLAND	RURAL/SMALL TOWN	URBAN
Provide specific details for how the policy will be delivered.		✓	
Ensure the focus is on the existing accessibility issues faced by some communities, not only improving access for planned developments.		✓	

Joined up plans and investment across transport, energy and digital/ electronic systems

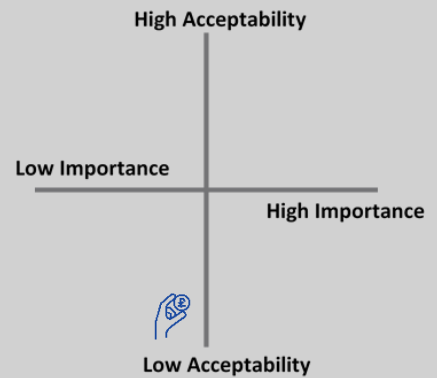
Overview

Relative importance of policy:

Medium

Relative acceptability of policy:

Low



Why is the policy important?

	ISLAND	RURAL/SMALL TOWN	URBAN
Joined up plans and investment are needed between transport and energy systems to accommodate for a growth in electric vehicles. However, the introduction of electric vehicles was thought to be inappropriate in some areas.	✓	✓	✓
Joined up plans and investment are needed between transport and digital systems to accommodate for changes in information provision and ticketing.		✓	✓

How could the policy be made more acceptable?

	ISLAND	RURAL/SMALL TOWN	URBAN
Acknowledge that greater investment, further enhancements and greater provisions of technology are needed, as well as ensuring energy, digital and transport policies are aligned.	✓	✓	✓
Provide a clearer explanation of the connection between digital strategies and the ability to work from home.	✓	✓	

A transport system that enables businesses to be competitive within the UK and internationally

Overview

Relative importance of policy:

High

Relative acceptability of policy:

Medium



Why is the policy important?

	ISLAND	RURAL/SMALL TOWN	URBAN
There is a need to increase the number (and quality) of connections across the country to improve speed and efficiency of travel. This includes improvements to road infrastructure. As a result, people and goods could be transported across Scotland quicker, allowing greater access to business opportunities both nationally and internationally.	✓	✓	✓
Across all locations, many citizens felt that courier charges for deliveries to rural and island areas are unfair to both businesses and individuals, and therefore need to be addressed.	✓	✓	✓

How could the policy be made more acceptable?

	ISLAND	RURAL/SMALL TOWN	URBAN
Assure people that current political uncertainties, budgetary constraints, the environment and peoples' health has been fully considered.	✓	✓	✓
Make specific reference to the potential expansion of rail freight, which would improve the efficiency of goods transportation.	✓	✓	✓
Put greater emphasis on 'safe' transport links being provided for cyclists and pedestrians.	✓		✓

Embrace innovation in transport to positively impact our society, environment and economy

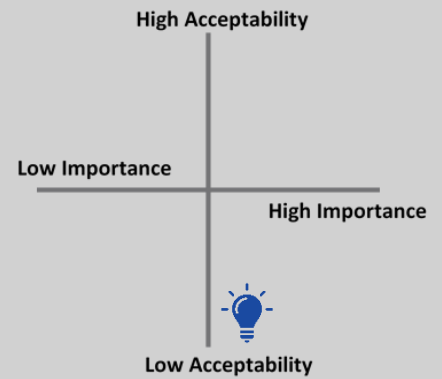
Overview

Relative importance of policy:




Medium

Relative acceptability of policy:




Low



Why is the policy important?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Innovation is needed in transport to enable the development and promotion of low/zero emissions transport and active travel modes. However, the promotion of active travel modes was thought to be inappropriate in some areas.	✓	✓	✓

How could the policy be made more acceptable?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Provide a clearer explanation of what positive transport innovations are and how they can be influenced by research and development in business.	✓	✓	✓
Include focus on innovation in funding and delivery methods, as well as technology.			✓
Expand the policy to focus on innovations for HGVs and LGVs.		✓	
Make a commitment to promote Science, Technology, Engineering and Maths (STEM) subjects and careers in early education, especially for females.			✓
Make a commitment to promote safety alongside innovation.		✓	

Improve and enable the efficient movement of people and goods on our transport system

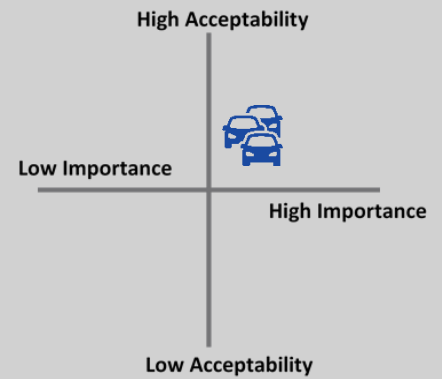
Overview

Relative importance of policy:




Medium

Relative acceptability of policy:




Medium



Why is the policy important?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Although many citizens acknowledged the air quality and congestion benefits from reductions in private car journeys, the removal of car parking spaces and the promotion of car sharing and CAVs were only partially important for the majority of citizens.	✓	✓	✓

How could the policy be made more acceptable?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Make an explicit reference to reducing journeys made by road freight within the policy reasoning.		✓	
Make a commitment to provide safe alternatives to the private car, in order to encourage reductions in private car journeys.	✓		

Improve access to employment, education and training opportunities for all

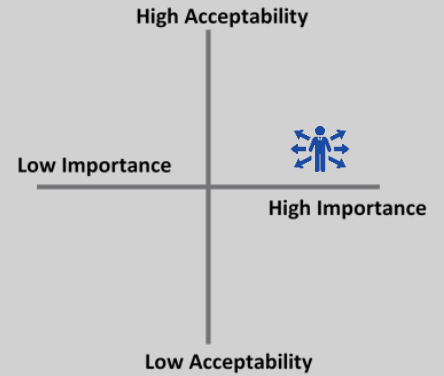
Overview

Relative importance of policy:

High

Relative acceptability of policy:

Medium



Why is the policy important?

	ISLAND	RURAL/SMALL TOWN	URBAN
The cost of travel, particularly on public transport, is too high; as a result, some sections of society (especially groups such as young people and jobseekers) cannot afford to access opportunities, with knock-on effects on employment.	✓	✓	✓
Public transport services do not run frequently enough, operate for enough hours a day, or run along enough routes to allow access to opportunities for those who are unable to drive.	✓	✓	

How could the policy be made more acceptable?

	ISLAND	RURAL/SMALL TOWN	URBAN
Improve the frequency, operating hours, and number of public transport services available to enable those who must travel to reach sites of education and employment to do so more easily.	✓	✓	✓
Increase the number of education facilities, places of employment and internet access in rural areas. This could reduce the need to travel and regenerate rural areas.	✓	✓	
Link with digital strategies and planning for developments. This will ensure education and employment sites are accessible, and could reduce the need for travel.			✓
Focus more on improving access for those with special needs or disabilities, as these groups are particularly disadvantaged due to the lack of suitably adapted public transport provisions.		✓	

A transport industry that meets current and future employment and skills needs in the sector

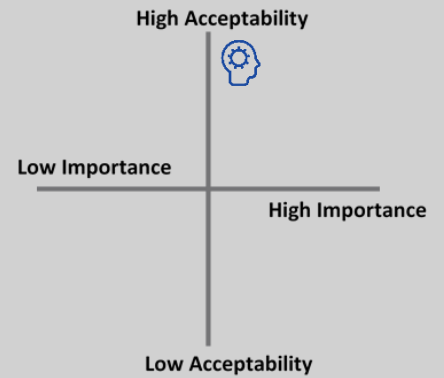
Overview

Relative importance of policy:

Medium

Relative acceptability of policy:

High



Why is the policy important?

	ISLAND	RURAL/SMALL TOWN	URBAN
The policy recognises that there is a current shortage of skills in the transport sector, and that this needs to be addressed.	✓	✓	✓

How could the policy be made more acceptable?

	ISLAND	RURAL/SMALL TOWN	URBAN
Ensure that training and development opportunities are affordable for all people.	✓	✓	✓
Clarify the meaning of 'supporting those workers affected by new technologies'. Currently, it is unclear whether this means re-training staff, or offering financial support to those who become unemployed due to technological advancements.	✓	✓	✓
Clarify that training and development opportunities are available not only to young people, but existing employees and even those who are soon to be retired.		✓	

Provide a high-quality transport system that integrates Scotland and recognises our different geographic needs

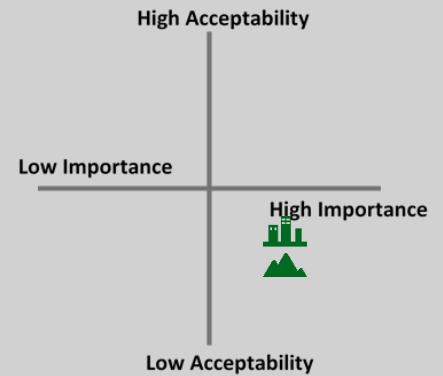
Overview

Relative importance of policy:

High

Relative acceptability of policy:

Medium



Why is the policy important?

	ISLAND	RURAL/SMALL TOWN	URBAN
Many people recognised that those who live in rural and island locations currently face financial disadvantages compared to the rest of the country, such as increased fuel costs, or expensive ferry crossings.	✓	✓	✓
The transport system needs to be well-connected, to enable all citizens to experience seamless journeys.	✓	✓	✓
Whether travelling by public transport, or by private car, the transport network currently has insufficient capacity.		✓	✓
The lack of appropriate transport links hinders the Scottish tourist industry from reaching its full potential.		✓	✓

How could the policy be made more acceptable?

	ISLAND	RURAL/SMALL TOWN	URBAN
Committing to improving and enhancing Scotland's transport services, not just protecting existing services and connections.		✓	✓
Ensure passenger travel information is readily available for everyone. Improved travel information will enable people to make seamless journeys, and reduce their travel times.	✓	✓	✓

Improve the quality and availability of information to enable better transport choices

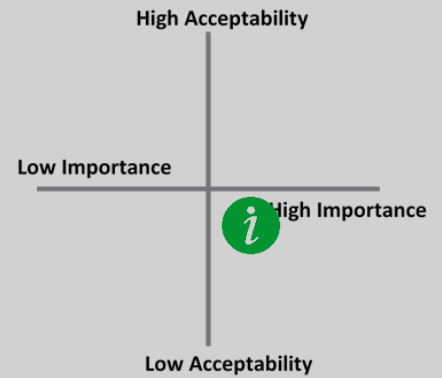
Overview

Relative importance of policy:




Medium

Relative acceptability of policy:




Medium



Why is the policy important?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
The quality and availability of information on the transport system needs to be improved, to enable all citizens to be able to access all relevant transport choices and experience seamless journeys.	✓	✓	✓

How could the policy be made more acceptable?

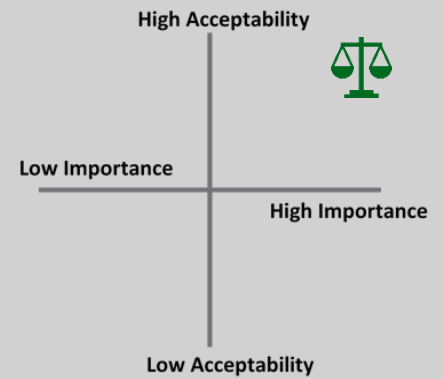
	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Recognise that technology should not replace physical information provision.	✓	✓	✓
Ensure that information on transport services and delays is accurate, timely and relevant to the local area.	✓	✓	✓
Recognise that some people cannot change their journeys e.g. if they need to be at work for a certain time, even in poor weather, or because there are no alternative routes/services available to them.	✓	✓	
Provide both the information needed to plan a journey before the journey starts and the information needed during a journey, in case of disruption.	✓	✓	

Provide a transport system which is equally accessible for all




Overview

Relative importance of policy:
Relative acceptability of policy:




High
High



Why is the policy important?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Improvements to disabled access would be valuable, so that everyone can access transport appropriate to their needs.	✓	✓	✓
It is important that transport services are affordable by all members of the community, as there is evidence that transport costs prevents some people accessing key needs.	✓	✓	✓
Improvements to general provision of transport and a range of new routes would be valuable, so that everyone can access transport locally, whether that be via new road links or public transport services.	✓	✓	

How could the policy be made more acceptable?

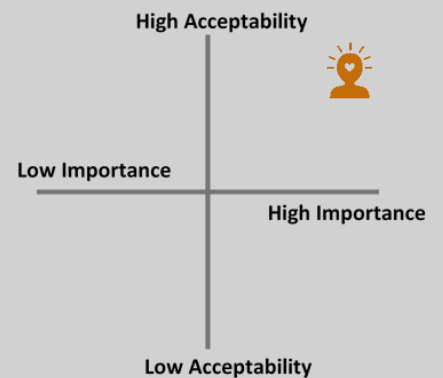
	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Recognise additional groups of people that are commonly disadvantaged by unequal accessibility (e.g. young people).	✓	✓	✓
Amend wording for specific policy measures to ensure that all are inclusive.		✓	✓
Provide a clearer explanation of Scotland's Accessible Travel Framework and the Fair Scotland Duty.		✓	✓

Provide a transport system which promotes and allows for travel choices which help to improve people's health and wellbeing




Overview

Relative importance of policy:
Relative acceptability of policy:




High
High



Why is the policy important?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Active travel is hugely beneficial for the physical and mental wellbeing of Scottish citizens.	✓	✓	✓
Provisions for cyclists and pedestrians must be improved, both in terms of safe infrastructure, and provisions for multi-modal journeys, to encourage people to engage with active travel modes.	✓	✓	✓
Linkages with the Commonwealth Games are seen as questionable.	✓	✓	✓

How could the policy be made more acceptable?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Encourage the health sector, business and schools to promote the benefits of and incentivise active travel.	✓	✓	✓
Provide clarity and give further consideration to who the 'social groups' needing support are.	✓	✓	✓

Reduce transport emissions to support Scotland's national objectives on air quality and climate change

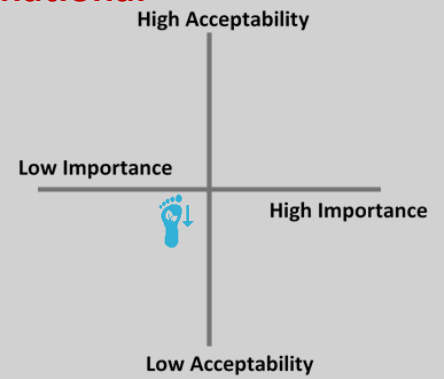
Overview

Relative importance of policy:

Medium

Relative acceptability of policy:

Medium



Why is the policy important?

	ISLAND	RURAL/SMALL TOWN	URBAN
There was recognition that Scotland's current travel patterns are unsustainable, and that more should be done to reduce emissions.	✓	✓	✓
Some had serious concerns with declining air quality, and the impacts this has on citizens' health.	✓	✓	✓

How could the policy be made more acceptable?

	ISLAND	RURAL/SMALL TOWN	URBAN
Commit to providing viable public transport options before people are penalised for using their cars.	✓	✓	✓
Recognise that the whole transport network (e.g. aviation, ferries, HGVs) should commit to reducing their emissions – and not focus solely on the users of private cars.	✓	✓	✓
Provide greater emphasis on reducing frequency of car use or 'changing the way in which cars are used' (i.e. changing to EVs or hybrid vehicles). This was viewed as a more achievable target, compared to convincing people to refrain from using their cars altogether.			✓

Plan our transport system to adapt to the effects of climate change

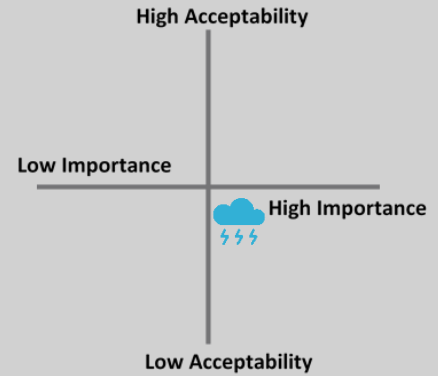
Overview

Relative importance of policy:

Medium

Relative acceptability of policy:




Medium



Why is the policy important?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
The communication of severe weather and problems on the transport system needs to be effective, to enable people to prepare for their journeys.	✓	✓	✓
The transport system needs to be resilient against severe weather and associated disruption, to enable people to make seamless journeys.	✓	✓	

How could the policy be made more acceptable?

	 ISLAND	 RURAL/SMALL TOWN	 URBAN
Recognise that some people cannot take note of weather warnings (e.g. if they need to be at work for a certain time, even in poor weather)			✓
Create a legal obligation around the use of winter tyres to ensure that people are taking personal responsibility around their own and others' road safety.		✓	
Make an explicit reference to how problems on the transport network are to be communicated effectively, as suggested in the policy reasoning.		✓	

Conclusions

This research study engaged with 67 citizens of Scotland, living in four locations, and sought their views on fourteen draft policies that underpin Scotland’s draft Second National Transport Strategy (NTS2).

Overall, there was broad agreement that the draft policies and associated measures are important to residents of Scotland. There is recognition that all draft policies are important contributors to NTS2, albeit that some are considered more important than others.

The general narrative supporting each draft policy was often reinforced by participant’s personal experience of Scotland’s transport system and therefore participant ‘buy-in’ of each draft policy was generally achieved. However, the report has identified a number of areas in which people were less convinced of the policy’s importance and outlines how these policies could be amended when suggestions were made by participants.

Generally, there was more positive reception to narrative points that made reference to infrastructure (e.g. safety, reliability, resilience) and access (to facilities) than concepts perhaps less associated with transport and therefore harder to grasp (e.g. economy, digital, innovation).

Comments on the surrounding narrative and general importance of the policies also highlighted key issues, reaching beyond specific policies, in particular that the cost of transport should be affordable for all; and the transport network should connect people and places, safely and reliably.

Participants also found the draft policies broadly acceptable in terms of the measures used to assess successful delivery, although there are a number of areas identified that would make participants (even) more receptive of the policies and associated measures. These potential changes broadly require additional commitments to be made, for more detail to be provided on delivery of the policies, and more detail provided to assist in the understanding of some concepts.

A number of draft policy discussions generated desire for more **explicit commitments** to be made within the NTS2 and draft policies to:

- Improve public transport, and safe active travel provision (considered to underpin the acceptability of many draft policies);
- Assure that the cost of transport will be affordable for all;
- Assure that adequate investment will be made to deliver the policies;
- Ensure that the current transport system is maintained whilst additional improvements takes place;
- Ensure the policy covers all transport users, or makes specific reference to certain ‘types’ of transport user;
- Improve access to transport for those disadvantaged, either by cost or accessibility; and
- Acknowledge current political uncertainties and mitigate against potential impacts on successful delivery.

There was a strong desire to understand how the draft policies were going to be **delivered**: the plans for delivery, the organisation(s) responsible for delivery, and the timeframe for delivery. Whilst participants suggested that this level of detail would make it easier for them to express their level of acceptability, there is no guarantee the level of acceptability would increase with this further information, and so further testing on acceptability of delivery plans may be required.

Finally, acceptability could be improved in some areas by providing a more **detailed explanation** of some of the policy terminology used, such as ‘digital strategies’ and ‘transport innovations’, which would help the public understand what is meant by the policy. In designing the research materials, care was taken to try and remove any technical or non-layperson words used; this finding suggests that this approach will also be necessary when the NTS2 is opened for public consultation.

SYSTRA provides research and advice on transport, to central, regional and local government, agencies, developers, operators and financiers.

A diverse group of results-oriented people, we are part of a strong team of professionals worldwide. Through client business planning, customer research and strategy development we create solutions that work for real people in the real world.

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Little Falls, Los Angeles, Montreal, New-York, Philadelphia,
Washington

The SYSTRA logo is rendered in a bold, red, sans-serif typeface. The letters are thick and closely spaced, with a distinctive design where the 'S' and 'Y' have a slightly irregular, hand-drawn quality. The 'A' is also bold and blocky. The overall appearance is clean and professional, typical of a corporate brand identity.