



**TRANSPORT
SCOTLAND**
CÒMHDHAIL ALBA

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Planning Performance Framework

2018-2019

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Introduction

Transport Scotland is the Transport Agency for Scotland. Transport Scotland seeks to deliver a safe, efficient, cost-effective and sustainable transport system, playing a key role in helping to achieve the Scottish Government's purpose of increasing sustainable economic growth.

This report provides information on the monitoring of performance and the identification of key priorities for improvement in relation to the Scottish land use planning system, in particular the Development Planning and Management processes from April 2018 to April 2019. The data presented in the performance markers measures the role and contribution towards the different elements of planning.

Transport Scotland has worked alongside other key agencies on the Key Agency Group to develop and implement updates to the Planning Performance Framework Report to better reflect the differing planning work undertaken by the agencies.



“Transport Scotland’s overall purpose is to support and advise Scottish Ministers on strategy and policy options for transport in Scotland, and increase sustainable economic growth through the development of national transport projects.”

Transport Scotland Corporate Plan 2017 - 2020



Description of our service

Transport Scotland has a specific role in 2 areas of land use planning; development planning and development management.

Development planning

[Planning Circular 6/2013: Development Planning](#) states that Transport Scotland is a key agency as defined in the [Planning \(Scotland\) Act 2006](#). Transport Scotland works with all Local Authorities, National Park Authorities and Strategic Development Planning Authorities in the preparation of their development plans.

Transport Scotland is also part of the Key Agencies Group, working with other agencies and our Scottish Government colleagues to support the delivery of land use planning through improved joint working. Transport Scotland pro-actively encourages early discussions with all planning authorities during the initial stages and throughout the preparation of their development plans. Transport Scotland can provide advice on:

- how best to consider land use options and potential implications for the strategic road and rail network
- draft policies, strategies and other development plan related documents
- transport appraisal and cumulative transport impact modelling
- Scottish Government transport infrastructure projects and policy

When responding on development plan correspondence, Transport Scotland considers a number of issues relating to the strategic transport network. One of the main areas of focus relates to a development plan's options for a future spatial strategy. Transport Scotland needs to understand potential impacts on the performance and safe operation of the strategic transport network, including trunk roads and the rail network, as early as possible in the process to enable the creation of robust evidence based and deliverable plans. We need to ensure that the safety of our transport networks are monitored and improved. We also consider how a plan promotes active travel and key public transport movements.

Scottish Planning Policy (SPP) paragraph 274 outlines the need for planning authorities to identify and assess the likely impacts of their development plan strategy in line with [Development Planning and Management Transport Appraisal Guidance \(DPMTAG\)](#). Potential impacts can be determined through undertaking an appraisal, details of which can be found in the [Transport Scotland DPMTAG document](#). Transport Scotland will discuss what if any, proportionate appraisal/assessments may be required and can offer advice on the level of detail required. Undertaking an assessment of the options for a development plan's spatial strategy is important in determining the scale of any potential impacts and understanding the mitigation measures which may be required.

When reviewing any development plan, all responses are dealt with by a single team currently consisting of 3 staff members. They provide consistent advice to authorities on key issues throughout all stages of plan preparation. The team also replies to formal and ad hoc correspondence from authorities.

Development management

Acting on behalf of Scottish Ministers, Transport Scotland, as the trunk road authority, is a statutory consultee in the planning process. This means planning authorities must consult Transport Scotland before granting planning permission for developments which are likely to have an impact on the trunk road network. Requirements are set out in Regulation 25 and Schedule 5 of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013 for when a planning authority must consult with Transport Scotland on a planning application.

Transport Scotland has a dedicated development management team to deal with all planning applications that Transport Scotland receives. This team deals with a substantial number of major and minor applications and provides advice and support to Ministers, local authorities, developers and other stakeholders. This arrangement efficiently deals with customers and manages the resources and work load. It should be noted that Transport Scotland's definition of major and minor applications relates to the need for a transport assessment and is not aligned with the definitions of national, major and local developments defined in the [Planning etc. \(Scotland\) Act 2006](#) and described in [Planning Circular 5 2009: Hierarchy of Developments](#).

In delivering the development management service Transport Scotland is supported by term consultants and in April 2019 the Development Management Team awarded the new Development Management and Road Safety Services Multi Framework Agreement. The new commission provides audit and advisory support to Transport Scotland on all aspects of the development management processes and also offer more specific support to address road safety objectives as set out in the Scottish Government's Road Safety Framework and Strategic Road Safety Plan. This new commission will promote a safe systems approach, by integrating development management and road safety services and by providing specific advice and support for road safety policy and delivery.

Within the Development Management Team there are two dedicated in-house Quality Managers who are responsible for overseeing the delivery and quality of the services provided, as well as the performance management of the commission consultant's team. The dedicated in-house Quality Managers report directly to the Transport Scotland Development Management Team and oversee the project work of the dedicated Core Delivery Team.

Performance markers

Place-making

Strategic planning

Transport Scotland engages with Strategic Development Planning Authorities (SDPA) as they prepare a Strategic Development Plan (SDP) as detailed in Circular 6/2013. In line with Scottish Planning Policy Transport Scotland expects SDPs to outline the necessary infrastructure that is required to assist in the delivery of the plan's spatial strategy.

Transport Scotland is committed to proactive engagement and strives to contact all planning authorities early in their development plan preparation process. Transport Scotland has found this adds value and helps influence the content and appraisal of plans to enable them to convey accurate information and outline a strategy that has been appraised and can be delivered along with suitable interventions. The Development Planning Team keep track of development plan timescales and timetables, facilitating early contact as appropriate. Transport Scotland considers that meeting with authorities builds trust and provides clarity on Transport Scotland and its role in planning.

Transport Scotland worked with Aberdeen City and Shire SDPA as they prepared the strategic plan for the north east. While Transport Scotland submitted representations to the SDP, it is committed to working with the SDPA to resolve the issues as the plan progresses to examination.

Local development plan engagement

Within this PPF period Transport Scotland has pro-actively contacted numerous authorities to discuss their forthcoming development plans. This initial contact has been followed up with a meeting, continued engagement and the fostering of good working relationships. Transport Scotland has strived to be open and consistent with its advice

Transport Scotland has kept in contact and met with Renfrewshire, South Ayrshire, Aberdeenshire, Glasgow and Moray councils on their development plan progress, discussing spatial strategy options, transport appraisal process and infrastructure requirements, helping to ensure the delivery of the plan.

Case Study Blindwells, East Lothian:

Transport Scotland has engaged with East Lothian Council over the process of delivering a large scale new settlement at Blindwells with appropriate transport infrastructure. Advice has been provided on an appropriate appraisal process to follow which will allow decisions makers to progress with transport solutions which will be beneficial to the delivery of the strategy. Transport Scotland's input to this work has been important, maintaining a consistent position and providing advice throughout the initial stages.

Development management engagement

Pre-application engagement

Transport Scotland is committed to pre application engagement and encourages developers and their agents to engage early in the process of scoping their proposals. Early engagement is key to successful delivery and generally helps deliver a positive outcome for all those involved when issues are discussed from the outset.

Case study - aluminium smelter near Fort William:

The benefits of early engagement can be illustrated by the proposed aluminium smelter near Fort William. The pre-application process enabled early engagement with Transport Scotland in the planning process and from Transport Scotland's perspective, lead to a condensed application period. The pre-application discussions enabled Transport Scotland to outline what was required to satisfy its remit of ensuring that the potential traffic and transport impacts of the development on the trunk road network were appropriately assessed and what potential mitigations measures were likely to be required.

The pre-application process provided the opportunity for Transport Scotland to work proactively with the planning authority and applicant to find a way forward to support the proposed development. Ultimately, based on the supporting information provided with the planning application, Transport Scotland was content to make no objection to the planning application with recommended conditions.

Consenting

The Development Management Team have always worked with developers and their consultant to support economic development, where it is considered appropriate and safe for the trunk road network. However, in some instances, it is recommended that an application is refused.

In order to improve the service provided and ensure a consistent approach for consenting development, the Development Management Team reviewed the current procedures for auditing minor and major planning applications. Following this review the team have changed the way minor applications are dealt with by increasing the level of engagement with developers.

Through this increased engagement with the developers of minor applications over the past year, the Development Management Team have seen an planning applications which has resulted in a significant reduction in the number of recommendations for refusal.

We have also increased engaged with the Scottish Government's Planning and Architecture Division (PAD) to help resolve issues or areas of concern with developers or local authorities. Without such engagement, Transport Scotland would likely have recommended issuing a refusal, due to these issues not having been

resolved. This includes instances where local authorities have not followed correct policy or procedure.

Capacity building

Sharing good practice, skills and knowledge

Transport Scotland is part of the Key Agency Group (KAG) and has contributed to the Placemaking agenda through its Placemaking sub-group. It is committed to improving working practices and achieving better outcomes through collaboration. The KAG Placemaking Sub group has worked together through sharing information to offer an improved way of engaging with authorities in a more open, transparent and collective way. The offer is to be taken forward through identifying a suitable pilot project(s).

Following trends which have been identified in the types of planning applications received, specific guidance documents have been prepared by Transport Scotland. This includes guidance on telecommunication cabinets, wind turbines and advertising, where these are to be placed near the trunk road network. These documents are currently going through review and should be published on Transport Scotland's website in the near future.

Internally Transport Scotland's Development Planning and Development Management Teams meet regularly to discuss any pertinent and relevant issues/concerns and, over recent months, have been discussing developer contributions mechanisms. These discussions have included scope for better joint working.

The teams also work together and collaborate in the development planning process, to ensure plans include sites that are deliverable and have the relevant and appropriate infrastructure identified early to reduce the burden at development management stage. This worked well for the Aberdeenshire and Aberdeen LDPs where Development Management and Development Planning collaborated on the potential sites for inclusion, identifying any constraints or concerns. Additionally, both teams met to discuss the Aberdeenshire LDP Main Issues Report and worked together on the response. This information assisted the councils to develop a future spatial strategy, with all the necessary transport information which is essential for developing a plan that is deliverable.

Case study - Key Agency Conference:

The Development Planning Team at Transport Scotland assisted in the preparation, attended and facilitated at the first Key Agency conference with the theme of early engagement. This was a very successful event. Transport Scotland presented, providing information on its role in planning and when and how best to engage. It also facilitated a workshop alongside Scottish Natural Heritage and Scottish Water on planning and infrastructure, providing advice on the types of information Transport Scotland requires when authorities are preparing development plans or when a developer is considering a site. Delegates were able to discuss issues with

the agencies and Transport Scotland was able to share knowledge directly to those involved in planning. Feedback from the event was positive and another conference is to be arranged in the future.

Case study - East Lothian Council LDP developer contributions supplementary guidance

The most recently adopted LDP is supported by supplementary guidance that details developer contribution levels towards infrastructure. The LDP outlines improvements to key junctions on the trunk road network, underpinned by a comprehensive transport modelling exercise undertaken to evidence the LDP strategy. This was a hugely beneficial piece of work which led to a greater degree of understanding of the overall impacts of the LDP spatial strategy. Additionally, it reduces the requirement for individual developments to consider the wider cumulative impacts on the trunk road network, enabling a more proportionate approach to be taken in terms of supporting information, which in turn leads to quicker response times to planning consultations.

Data sharing

The planning elements, incorporating Development Management and Development Planning, on Transport Scotland's website were updated in 2015. However the current website is considered difficult to navigate and can present challenges in finding the necessary information. This was demonstrated in the number of 'hits' to the development management section of the website had, which was reduced by 25% since the update until 2017. Given this significant reduction in the number of hits, the team considered that the website would benefit from an overhaul which was completed in early 2018 to help better locate information under the appropriate headings and titles. This has resulted in the number of hits returning to their pre-2015 levels of around 500 hits. The improvement to the [website](#) will continue throughout 2019 to improve the number of hits.

The website also details the Land use and Transport Integration in Scotland (LATIS) service offered by Transport Scotland, and prospective users can complete the LATIS request form online for use of the service including the Transport Model for Scotland. There have been 48 LATIS request forms submitted with 22 of those for a specific planning purpose. This compares to 28 requests between 2016 and 2017, only 5 of which had a planning context. This is an important service Transport Scotland offers with a number of local authorities utilising the data available to inform evidence bases for appraisals and modelling. Further information on LATIS can be found on the [Transport Scotland website](#).

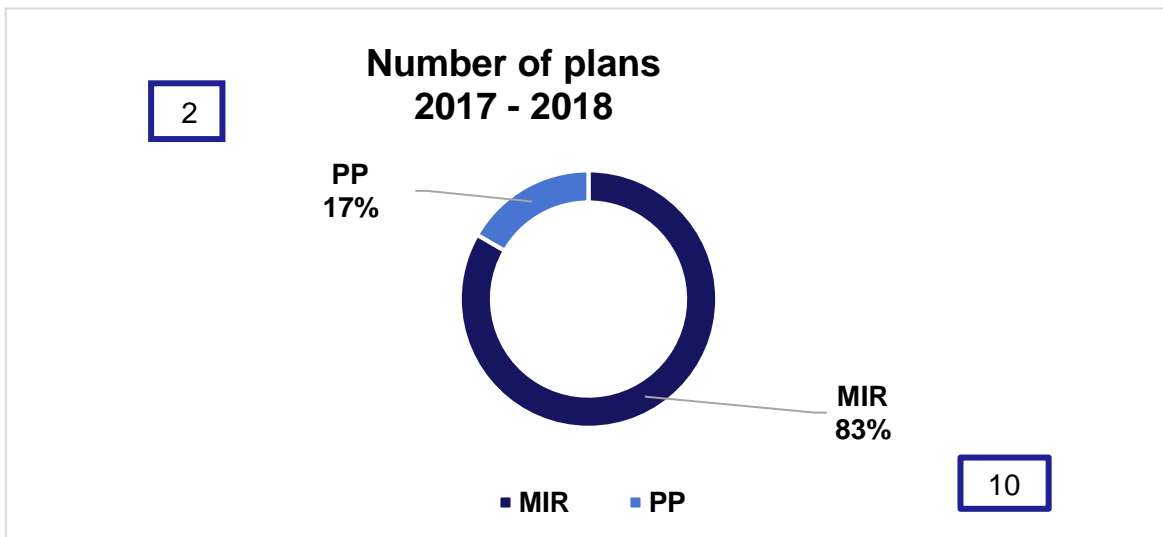
Transport Scotland is active on social media with [Twitter](#), [LinkedIn](#) and [Facebook](#) accounts. Transport Scotland is also part of the newly established [Key Agency Group Twitter account](#), and considers that by communicating through these accounts the general public, prospective developers, councils and other agencies can better understand Transport Scotland's role and find out more about what Transport Scotland does. Transport Scotland also provides, on request, traffic count data and personal injury collision data to developers.

Service

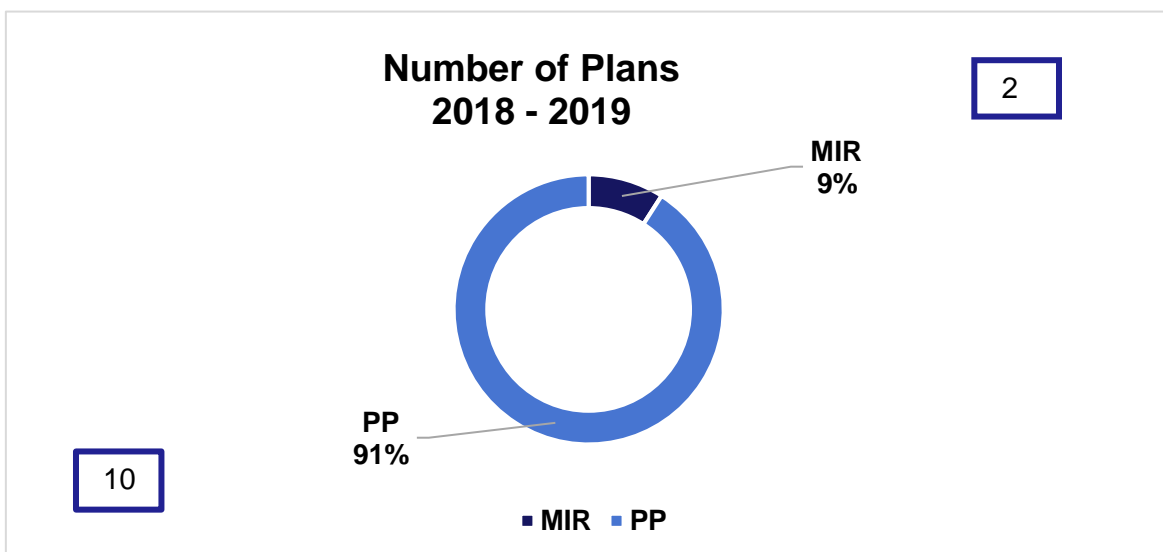
Delivery against consultation timescales

Development planning

Transport Scotland is committed to reviewing and commenting upon planning related documents. The pie charts detail the number of development plans, including Local development plans and strategic development plans published within this PPF period. Transport Scotland strives to assist authorities in the preparation of documents when possible and where appropriate. More proposed plans were published during this period focussing resources on the main issues, liaising with PAD and drafting representations where necessary. Additionally targeted early engagement was undertaken with authorities initiating preparation work for their forthcoming Main Issue Reports.



Development plans



Development plans

Transport Scotland also responds to a number of additional planning document consultations and correspondence. This can include comments on supplementary guidance, draft documents prior to formal consultation, sites for inclusion in plans and other local authority, Scottish Government and Scottish Minister correspondence.

Development management

Transport Scotland splits applications into two categories. A planning application is categorised as a major application if a TA is needed and a minor application if a transport statement is needed. More detail can be found within [Transport Scotland's Transport Assessment guidance](#). This differs from the [Planning \(Scotland\) Act 2006 definition](#) which categorises developments as national, major and local.

Major applications:

2017-2018

89 major applications
 86 recommended for grant
 3 decided prior to
 Transport Scotland response

83 applications
 80 recommended for grant
 3 decided prior to Transport Scotland
 response

median response time
 42 days for responding on
 major applications

2018-2019

97 major applications
 96 recommended for grant
 1 decided prior to
 Transport Scotland response

88 applications
 all recommended for grant

median response time
 30 days for responding on
 major applications

- 2006 Planning act definition applications
- Transport Scotland definition applications
- Response time

Minor applications:

2017-2018

**848 minor applications
 800 recommended for grant**

**854 applications
 806 recommended for grant**



**Transport Scotland responded to 96%
 of all minor planning application
 consultations within target of 14 days**

2018-2019

**906 minor applications
 867 recommended for grant**

**915 applications
 884 recommended for grant**



**Transport Scotland responded to 91%
 of all minor planning application
 consultations within target of 14 days**

- 2006 Planning act definition applications
- Transport Scotland definition applications
- Response time

Other applications:

2017-2018

31 section 36 applications reviewed

2018-2019

**22 section 36/37 and 10 marine
 applications reviewed**

Environmental impact assessments (EIA):

2017-2018

**A total of 133 EIA reviewed, the
 amended EIA regulations identify that
 Transport Scotland is no longer a
 statutory consultee on EIAs submitted
 under the Town and County Planning
 Act**

2018-2019

**A total of 161 EIAs reviewed including
 50 planning consultations**

Service statement and joint working agreements

There is a description in Transport Scotland's Corporate Plan 2017 – 2020 detailing its overall purpose. There is a description on the website of Transport Scotland's role in the planning process relating to development planning and development management. Transport Scotland has published several guidance documents relating to development management which includes our role in the process, including the 'Transport Assessment Guidance' and advice on Planning for small developments' available on the website.

Transport Scotland's current role in development planning may change as a result of proposals in the Planning Bill relating to Local Development Plan production and timescales and the changes proposed to Strategic Development Plans and regional working. The proposals for the LDP gatecheck review will impact upon the transport appraisal process required to be undertaken by LDPs as they are prepared. Transport Scotland has worked alongside the Scottish Government on the gatecheck proposals and on what transport information may be required to be produced at this stage. Once further information is known and has been agreed, and the results of the Bill are known, consideration will be given as to how the current DPMTAG document can be revised.

Transport Scotland currently have a Memorandum of Understanding with Strathclyde Partnership for Transport (SPT) in relation to the Strathclyde Regional Transport Model and are working on a similar agreement with Tay Cities in relation to a new regional model for this area.

Case study City Region Deal working:

Transport Scotland has a key role to play in the consideration and delivery of City and Regional growth deals across the country. As each deal is bespoke, and as each area adopts its own approach to formulating and delivering deals we adapt our input and approach as appropriate. In the last year, a head of terms agreement for the Stirling and Clackmannanshire deal, the Ayrshire growth deal and the Tay cities' deal were signed by the Scottish Government, UK Government and partner local authorities. This sets out the commitments to each deal including those which impact on the strategic transport network. Transport Scotland was party to discussions at all stages and worked closely with colleagues at partnership local authorities to help deliver a head of terms agreement for the deals which was considered suitable for all. Transport Scotland has also been involved with City Region Deals for Glasgow, Aberdeen City and Shire, Borderlands and Inverness and Highlands.

Customer satisfaction/engagement with service users

Development planning

Transport Scotland attends key agency group meetings to discuss a variety of topics and share knowledge. Transport Scotland endeavours to assist in the planning review process offering assistance where practicable. It is currently engaging on a potential multiple agency customer survey to avoid the need for each agency to contact authorities and others individually.

Transport Scotland is committed to meeting with authorities and others requiring Transport Scotland advice. Transport Scotland has met with every authority which has a plan out for consultation and endeavours to stay in regular contact throughout the progression of a plan. Transport Scotland strives to assist where possible and where resources allow.

Transport Scotland is part of several working groups including the SESplan Developer Contributions Supplementary Guidance, Blindwells Working Group, Future Infrastructure Requirements Group for Aberdeenshire and Clydeplan Development Management Forum. Transport Scotland attends these groups to share knowledge, advice and best practice with authorities and other agencies who attend.

Transport Scotland is currently working with the Key Agency Group regarding the feasibility and effectiveness of a joint customer survey to gather feedback on our planning services.

Development management

Transport Scotland Development Management Team take the opportunity to use a variety of methods to communicate and engage with offer the flexibility to discuss projects. This includes meetings, conference calls, video calls and Skype calls.

From April 2018 to March 2019 development management staff from Transport Scotland met directly with developers or their agents on 58 different projects. Transport Scotland strives to provide a helpful, open and consistent service in the areas of development planning and management. In relation to complaints, Transport Scotland has not had any complaints formally lodged through the complaints' procedure which is outlined on the website.

As of April 2019 the Development Management Team have appointed a Customer Engagement Officer who will manage and deliver an improved customer experience throughout the Development Management process.

The Customer Engagement Officer will be responsible for monitoring the development management service through customer feedback collected by annual customer feedback surveys on the anniversary of contract award. This will be discussed with the authorities and an action plan to address the main areas of improvement will be developed.

The team are keen to promote Transport Scotland's role within the development management process going forward and are committed to delivering an engagement/development programme with key stakeholders in the planning process. The purpose of this programme is to ensure stakeholder awareness of Transport Scotland/Scottish Government policy development/implementation and the dissemination of good practice.

Changes to meet improvement priorities

The work undertaken in 2018-2019 towards previously identified actions is detailed below:

Development planning

Priority	Status
Strategic Transport Projects Review refresh	Refresh is underway.
Work with Scottish Government PAD on any outcomes of the Planning Review	Transport Scotland is currently working with PAD on this.
Organise new engagement events for the Development Plan team	Transport Scotland continues to collaborate where possible in organising and attending the KAG conference and held a Development Planning and Management end of year review meeting in 2018 and a Development Plan engagement meeting with development planning management and strategic road safety colleagues.
Send out and or publish questionnaires and initiate the review of feedback	Transport Scotland has not yet achieved this, although working with the KAG on a joint feedback survey.
Finalise early engagement information and continue to monitor the status of plans, engaging as early as appropriate	Transport Scotland continues to monitor plan statuses and publication timescales with key knowledge of what early engagement information is required.
Identify if Local Authority's publishing draft copies of plans in advance of formal consultation is successful in reducing or removing Transport Scotland representations	Action continued. See service improvements.
Publish revised DPMTAG and investigate/organise events such as seminars, workshops or conferences to discuss and promote the work	The publication of a revised DPMTAG is on hold pending the outcomes of the Planning Bill and LDP Gatecheck discussions.

Development management

Priority	Status
Provide training to operating company to improve site inspections associated with applications	<p>This training has been piloted to the area manager team within the Roads Directorate and is now being developed to be rolled out to the operating companies in 2019-2020.</p> <p>A key aspect of the new development management commission is improve service delivery and will look at setting a programme of training/ seminars which will include this training and any refresh where required.</p>
Continue to engage with planners and developers to promote development and arrange meetings where appropriate	<p>This is the key aspect of our approach to improving the customer service and service delivery and is being actively promoted on all project work.</p>
Explore options to assist developers in promoting high quality developments while providing safe and efficient linkages to and from the trunk road network	<p>Transport Scotland promotes early engagement to discuss all aspects of an application including road safety and active travel. The new commission promotes a safe systems approach, by integrating development management and road safety services and by providing specific advice and support for road safety policy and delivery.</p>
Review mitigation measures on the trunk road provided in support of applications and assess if they have been completed correctly	<p>We continue to use our expertise and knowledge to ensure that the correct mitigation measures have been identified through the planning process. Through engaging with our colleagues within Standards and Area Manager Teams we ensure mitigation measures meet and can therefore be delivered in accordance with DMRB.</p>
Amend development management webpages to take into account issues identified following review of the customer survey	<p>The website has been updated following the review of the Customer Survey and is constantly being monitored by the Team to ensure it contains accurate and correct information.</p> <p>As part of the new commission we will undertake a review of the Development Management section and update this to ensure a better experience by users.</p>

Priority	Status
Publish identified changes to development management guidance following review of the customer survey	<p>The Development Management Guidance has been updated. As part of the new commission all relevant Development Management Guidance will be reviewed and updated/refreshed where required.</p> <p>The new commission will also aim to publish new guidance to aid specific types of developments through the planning process i.e. advertisements and windfarms.</p>
Review feedback from the development management service customer survey to identify any future areas where changes to guidance is needed or requested	<p>The Team have used previous feedback from Customer Surveys to improve service delivery especially on how we engage with stakeholders.</p> <p>As part of the new commission the Team have appointed a Customer Engagement Officer who will manage and deliver an improved customer experience throughout the Development Management process.</p>
Sustain our service delivery by maintaining the percentage of applications without a Transport Assessment are responded to within 14 days at 90%	<p>We have continued to achieve this target.</p>
Consider the requirements within Design Manual for Roads and Bridges (DMRB) and identify if any further advice or review is required to assist development	<p>When appropriate Team ensures that developers are fully aware that the granting of any planning consent does not carry with it the right to undertake works within the trunk road boundary and that there post planning processes that must be followed in line with DMRB.</p> <p>The Team have been in consultation with the Standards Team who are involved in the process of updating the DMRB to highlight any areas where the Team feel improvements can be made.</p>

Service improvements

These are based on the information provided in the PPF. Transport Scotland shall work towards improving these areas over the next PPF period.

Development planning

Review key factors including early engagement with planning authorities that have led to reduced development plan representations

Consider how the outcomes of the National Transport Strategy review will impact on Transport Scotland's role in the land use planning process

Work with Scottish Government planning and architecture division colleagues to align NPF and STPR and further understand implications of the planning Bill on Transport

Improve engagement with authorities and seek their feedback to improve overall service and outcomes

Development management

Work with HOPS and planning colleagues across Scotland to reinforce the role of Transport Scotland in the development management process and assist with facilitating well evidenced decision making supporting development on the ground

Bring forward improvement to our in-house processes to further improve the quality of development management responses and so support economic growth while maintaining safety and operational efficiency on the trunk road network

Update where necessary policy background and legislation to reduce scope for uncertainty in decision making, roles and delivery responsibilities for third party infrastructure. This includes supporting work being undertaken for the planning and Transport Bills

Work with key stakeholders in the planning process to further improve the quality of service by reviewing guidance and the website as appropriate

Sustain our service delivery by maintaining the percentage of applications without a transport assessment are responded to within 14 days at 90%



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