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National Transport Strategy 2

Consultation report

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Introduction

The National Transport Strategy (NTS2) ('the Strategy') sets out a Vision for the transport system in Scotland for the next 20 years.

Since the publication of the first National Transport Strategy in 2006 (2006 NTS), the Transport (Scotland) Act 2019 ("the Act") makes it a statutory requirement for Scottish Ministers to prepare a National Transport Strategy. The Act sets out requirements regarding the preparation, consultation, publication, review and reporting of the Strategy.

The Act places consultation at the centre of the Strategy's development by requiring Scottish Ministers to consult with such persons as they consider appropriate as well as the general public. This report fulfils the requirement in section 3(2)(a) of the Act to set out the process undertaken to fulfil those consultation requirements and how views expressed in the course of that process have been taken into account.

This report outlines the range of consultation activities undertaken during the preparation and development of the Strategy, an overview of the draft Strategy that was published for a formal consultation on 31 July 2019 and outlines the findings from the analysis of responses. Furthermore, it discusses how those responses have been taken account of in shaping the Strategy for publication.

Preparation of Strategy

Summary of process

A review of the 2006 National Transport Strategy was undertaken and based on three pillars: collaborative working with partners, engaging with stakeholders and building an evidence base.



Figure 1: National Transport Strategy – Collaboration, Evidence and Engagement Pillars of the Review

Collaboration and engagement on the draft Strategy

Section 2(1) of the Act requires that in preparing the National Transport Strategy, the Scottish Ministers must consult (a) such persons as they consider appropriate, and (b) the general public.

To inform the development of the Strategy, Scottish Ministers undertook a range of consultation activity, including targeted engagement with stakeholder groups and organisations with an interest in transport, and public consultation. For example, Transport Scotland set up a number of Working Groups to provide strategic review, advice, guidance and challenge on the development of the Strategy. The Working Groups provided collaborative representation from over 60 organisations, as shown in the Annex A to this Report.

One of the Working Groups, known as the Research and Evidence Group, launched a Call for Evidence to a wide variety of stakeholders and partnership working groups on 5 April 2017. The Call closed on 14 July 2017. The Call asked for submissions of

evidence - from academic, public, private and third sectors - to address questions grouped around seven key themes:

- economic growth and inclusive growth
- transport mode choice and demand
- environmental impact of transport
- active travel (e.g. walking and cycling)
- safe and resilient transport
- transport governance
- potential changes in society and technology

A total of 62 responses were received, including detailed submissions from a wide variety of sectors and modal interests. The 'Call for Evidence: Summary Report - January 2018 - Research and Evidence Working Group - National Transport Strategy Review' report is available on the Transport Scotland website at www.transport.gov.scot/NTS2

A broader early engagement online survey that sought responses on the opportunities and challenges facing transport over the next 20 years was launched in December 2016 and closed in March 2017. A total of 614 responses were received, of which 76 were from groups or organisations and 538 from individual members of the public. The 'National Transport Strategy Early Engagement Consultation Survey - Analysis of Responses to the Public Consultation Exercise' report is available on the Transport Scotland website at www.transport.gov.scot/NTS2

Transport Scotland undertook almost 100 events in 2018 and 2019 reaching over 6,500 people in a variety of rural, urban and island locations across Scotland. The engagement events covered numerous sectors and groups, including Age Scotland and Young Scot.

Four Citizens Panels were run in March 2019 in urban, rural and island locations in Scotland (Stornoway, Newtonmore, Stranraer and Dunfermline) to test public acceptability and deliverability of the draft policies underpinning the Strategy. The "Scotland's Draft National Transport Strategy 2 - Findings from Citizens Panels - April 2019" report is available on the Transport Scotland website at www.transport.gov.scot/NTS2

Following this early engagement work a draft Strategy was developed, informed by the evidence gathered by the various Working Groups. A full public consultation on that draft Strategy was undertaken between July and October 2019 - this is discussed more fully in the next section of this report.

The range of consultation activity is illustrated in Figure 2 below.

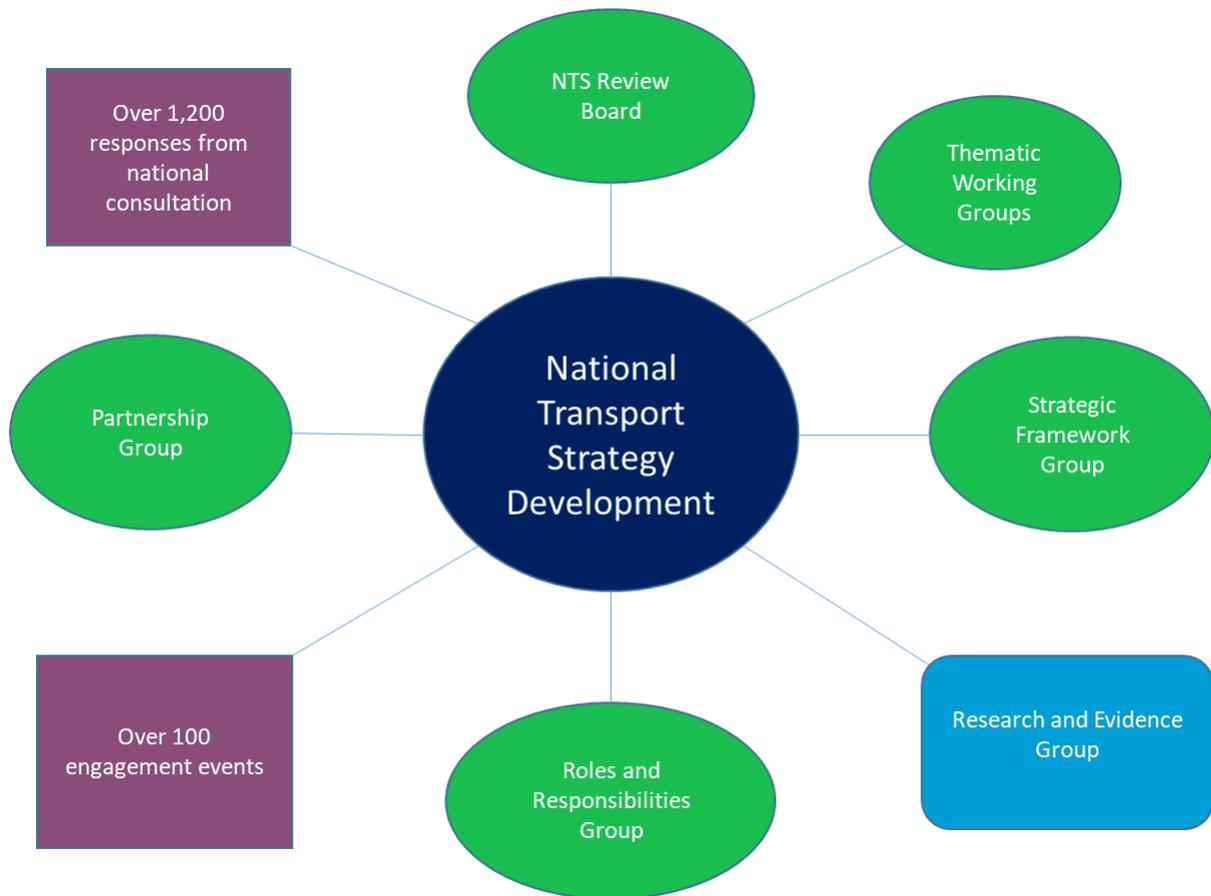


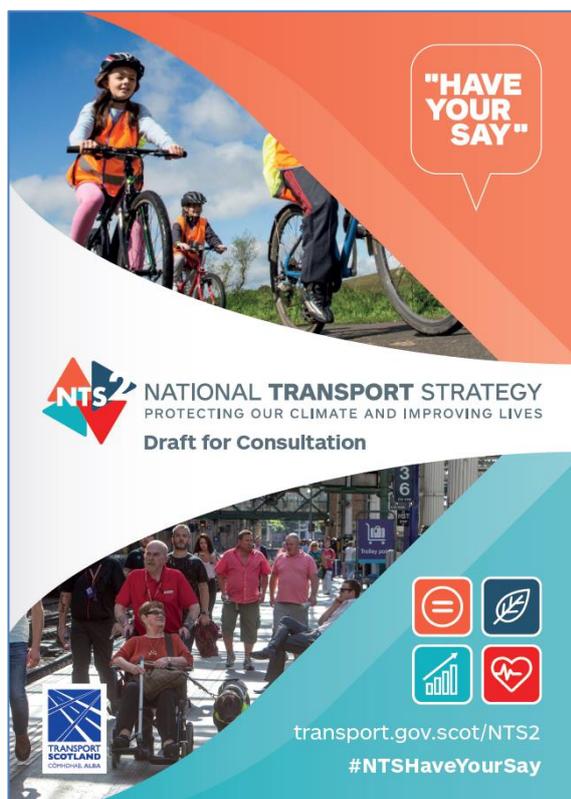
Figure 2: National Transport Strategy – Inputs from Collaboration, Engagement and Evidence Pillars

Consultation on a draft Strategy

In addition to the wide range of engagement that took place prior to preparation of a draft Strategy Scottish Ministers launched a full public consultation on that draft Strategy. This reflected the wide public interest in transport in Scotland. It was also recognised that the views of members of the public directly affected by transport decisions were necessary to inform and shape the development of the Strategy.

There is also wide stakeholder interest in transport including, for example, from transport operators, third sector organisations and businesses, and this approach to consultation enabled a wider range of interested parties to respond.

The consultation document, titled 'National Transport Strategy 2 (NTS2) Draft for Consultation', is available on the Transport Scotland website at www.transport.gov.scot/NTS2



Picture of the draft National Transport Strategy front cover

Following the foreword in Chapter 1 of the Strategy, Chapter 2 then set out a Vision for transport, that “*We will have a sustainable, inclusive and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors*”.

The Vision was underpinned by four Priorities: Promotes equality, Takes climate action, Helps our economy prosper, and Improves our health and wellbeing. Each of the Priorities had three associated Outcomes which were presented and discussed in the narrative of the Chapter.

Chapter 3 of the draft Strategy (Current and emerging challenges) set out a range of current and emerging challenges that the transport system is facing or wider challenges that the transport system has a role to play in tackling to deliver the Vision, Priorities and Outcomes.

Chapter 4 (Meeting the challenges) highlighted how the Strategy will address these challenges, outlining the policy development process and laying out the policies and enablers that were developed.

Chapter 5 (Transport Governance) of the draft Strategy focused on transport governance arrangements and the work undertaken by the Roles and Responsibilities Working Group to inform considerations around governance. In the main, the chapter discusses current arrangements, changes that have occurred

since the original 2006 NTS, emerging challenges and broad recommendations for a way forward.

Chapter 6, the final chapter of the Strategy, set out ‘what we will do’ to deliver the Strategy. This included:

- increasing accountability, for example establishing a Delivery Board
- strengthening the evidence to support decision making
- highlighting the need to manage demand by embedding the Sustainable Travel and Investment Hierarchies
- explaining that a Delivery Plan will be published which will include interventions to achieve the Vision and realise the Priorities and Outcomes.

The consultation also sought views on the separate Strategic Environmental Assessment (SEA) report which was developed to support the Strategy. The consultation was hosted on the Scottish Government’s Citizen Space site and ran between 31 July and 23 October 2019. The consultation involved: a launch event and media release; promotion through social media; further promotion through a series of events at transport hubs and community venues across Scotland; and through letters to all MSPs, all local authority councillors and the Rural Economy and Connectivity Committee of the Scottish Parliament.

The consultation asked 19 questions on the Strategy. A total of 1,221 responses were received, comprised of 201 responses from organisations, 382 from individuals, and 638 campaign responses generated from an online campaign by Cycling UK. A full breakdown of responses by type is available in the table below.

Respondent Type	Number of Respondents	Percentage of Respondents	Percentage (excluding campaigns) (n=583)
Academia/Education	5	1%	1%
Local Authorities	26	2%	5%
Other Public Sector	37	3%	6%
Private Sector	28	2%	5%
Regional Transport Partnerships ¹	6	1%	1%
Third Sector or Community Group	78	6%	13%
Transport Operator	6	1%	1%
Other	15	1%	3%
Individuals	382	31%	65%
Campaign respondents	638	52%	
Total	1,221	100%	100%

¹ One ‘Model 3’ Regional Transport Partnership submitted a joint response with their respective local authority. This response was included only in the count for local authorities, to avoid double counting.

Table 1: Number of responses received by respondent type

A comprehensive analysis of the consultation responses can be found in the report, titled 'Analysis of Consultation Responses to Scotland's National Transport Strategy (NTS2) - Final Report - December 2019', which is available on the Transport Scotland website at www.transport.gov.scot/NTS2. Where permission was given, all responses have been published on the Scottish Government's Citizen Space website at https://consult.gov.scot/transport-scotland/national-transport-strategy/consultation/published_select_respondent.

Main findings

The Vision, Priorities, and Outcomes

The draft Vision was widely supported with 77% of respondents offering positive feedback. The majority of people who responded to the consultation agreed that the Vision sets out the right direction for the future transport system in Scotland.

The majority (76%) of respondents also supported the existing Priorities and Outcomes, while some suggested there was room for more clarity. Many respondents wanted specific measurable targets and also felt the delivery timing should also be included in the Strategy.

While a large number of respondents thought that climate action should be the main Priority due to its urgency, most people said that all the Priorities should be treated with equal importance. There was much support for equality and climate action Priorities, and the following Outcomes were particularly well-supported:

- ease of use of the transport system for all
- affordability of transport
- helping to deliver the net-zero target

Respondents also commented that potential tensions between Priorities, such as climate action and economic prosperity, should be recognised in the Strategy. There were mixed views about whether the draft Strategy addressed the needs of all transport users across Scotland, with a rough split between those who felt that it did (53%) and did not (47%). Analysis of the responses indicates support for the following groups to receive specific focus in the Strategy:

- women
- people with physical and sensory impairments
- older adults
- young people
- families
- people living in poverty

- rural and remote communities

Overall, for both individuals and organisations, the draft Strategy needed to be revised to be more explicit and provide more detail on how the Vision, Priorities and Outcomes will be translated into reality. An overarching concern was that sufficient funding would not be made available to aid implementation of the Strategy.

Current and emerging challenges

Respondents agreed that there were many challenges with the transport system in Scotland and suggested a wide range of solutions.

Some commented that delivering the net-zero greenhouse gas emissions target was the main challenge along with the need to encourage modal shift to realise this. Several other challenges also attracted many comments, including:

- improving connectivity
- improving active travel infrastructure
- removing poverty barriers to travel
- improving links to remote, rural and island communities
- improving reliability and resilience
- reducing congestion and traffic speeds
- improving road safety for all road users, especially vulnerable road users

Some respondents thought the challenges should be prioritised and linked more with the strategic overview. Some respondents also felt more detail on the scale of the challenges should be included. Further to this, people said that the Strategy should identify where the challenges overlapped and could be tackled together for efficiency.

Overall, respondents welcomed the existing Policies and Enablers set out in the Strategy to address the challenges and achieve the Outcomes. A small number of people said that the Policies were not radical, ambitious, or clear enough to deliver the Vision and address the challenges. This was particularly the case in relation to climate action. The large majority of both individuals and organisations thought the Policies were of equal importance.

Transport governance

There were mixed views on transport governance arrangements, however respondents agreed that local communities and businesses should be consulted and engaged. Only a few organisations mentioned the potential need for revision and amending existing transport governance structures, roles and responsibilities in order to achieve the required changes to local, regional and national transport

infrastructure and systems. Regional and local governance models received the most support overall.

Conflicting interests

Among responses, there were at times competing views on the Strategy. For example, some respondents thought that climate change interests had been given disproportionate focus in the Strategy. While part of this group thought that climate change had not been paid enough attention, others thought it had received too much attention at the expense of a more rounded focus on things such as rail, freight and aviation.

Similarly, some respondents thought that business and economic interests should not be prioritised over other interests, while others felt that even more attention could have been given to business needs.

Strategic Environmental Assessment (SEA)

The majority of respondents did not comment on the SEA Environmental Report, or said that the document seemed credible but felt that they lacked the technical expertise to comment reliably on its content.

Those who did comment on the SEA felt that it could be more closely aligned to the Strategy and made stronger by recognising the urgency of the need to tackle climate change and by making the negative effects of transport more explicit.

Overall conclusions

The consultation found that there is strong support for the scope and direction of the Strategy, in particular the expansion to consider wider transport and environmental concerns beyond those set out in the 2006 NTS.

There is a willingness among organisations to continue to engage in directing the Strategy, developing clear actions linked to the Priorities and Outcomes and monitoring and evaluating performance over time to ensure that it remains fit for purpose.

If anything, consultation responses highlighted that the Strategy could be even bolder in its final form with more ambitious aspirations and targets, as well as offering more nuanced direction for specific groups of individuals, businesses and communities.

If delivered, respondents were confident that the Vision, Priorities and Outcomes of the Strategy would be a positive and transformative step forward for transport in Scotland.

Publication and laying of Strategy

Scottish Ministers are required within this consultation report to set out the ways in which views expressed during the consultation process have been taken account of in the preparation of the Strategy. Following the consultation and the analysis of the responses received, a number of amendments were made to the draft Strategy to reflect views heard during the consultation. Some of the key changes are explained in the following paragraphs.

The Vision, Priorities, and Outcomes

Minor revisions were made to the Vision, Outcomes and Priorities to reflect the findings in the analysis of the responses from a number of members of the public and organisations. For example, the word 'safe' was added to the Vision as it was seen as fundamental that we should state the importance for our transport system to be safe. The 'Promoting equality' Priority was amended to 'Reducing inequalities' to make it more outcome focused and to better reflect the breadth of our ambition. The 'Helps our economy prosper' Priority was amended to 'Helps deliver inclusive economic growth', highlighting the importance of growth that benefits everyone in society. Amendments were made to some of the wording of the Outcomes, as well as changes to some ordering. For example, the Outcome covering the net-zero emissions target was changed to be the first outcome under the Takes climate action priority.

Text was also added to respond to the calls for the Strategy to recognise the potential tensions between Priorities, such as climate action and economic prosperity, should be recognised in the Strategy.

Current and Emerging Challenges

This chapter was revised to focus on a smaller number of challenges and present them around each of the four Priorities to link more with the strategic overview. Evidence was added to reflect the scale of the challenge where evidence sources were available. In addition, some new challenges were added – for example 'funding' – and more evidence included to support the 'existing' and 'new' challenges.

A number of changes were made to the 'Meeting the Challenges' chapter. For example, further explanation was included on how each of the challenges will be addressed, retaining the focus on the evidence base. This chapter was also split into four sections, each introduced by one of the four Priorities (and associated Outcomes and Policies) to link more to the Strategic Framework.

The Sustainable Travel and Investment Hierarchies were moved into chapter 4 following suggestions that these should be given more prominence. The Hierarchies are now at the beginning of the 'Meeting the Challenges' chapter and the narrative explains that these will overarch all Policies and be embedded into decision making. The 14 Policies and 38 Enablers presented in the draft have been combined or reduced (without losing the essence of what was there previously) into 24 policies.

As suggested by some in the consultation, the Policies have also been grouped under the four Priorities while recognising there are some that span more than one Priority.

As suggested by some respondents, explanations are now provided on how there could be tensions between the Policies and that these will need to be carefully managed. It is also explained that some Policies are complementary in supporting the Priorities.

Many respondents suggested that narrative should be included on whether some Priorities were more important than others. Chapter 4 now explains that no Priorities are more important than others, though there is increasing prominence (compared to the previous Strategy) being given to addressing inequalities and climate challenges.

Governance

Governance does not form part of the final Strategy as governance needs to support delivery, rather than form part, of the Strategy. Government is committed to taking forward work and as noted above while there was no uniform view in the responses to the consultation the analysis of the governance responses will be used to inform further work.

Delivery

Some responses asked for more detail regarding delivery. The Strategy has kept a high level approach but the final section of the Strategy now explains more about how it will be delivered and that a Delivery Plan will be prepared.

Annex A – Membership of Strategy Working Groups

1. Age Scotland
2. Airport Operators Association
3. Alexander Dennis
4. BEMIS *
5. British Ports Association
6. British Transport Police
7. Bus Users Scotland
8. Caledonian MacBrayne
9. Caledonian Maritime Assets Ltd
10. Centre for Transport Research, University of Aberdeen
11. Chamber of Shipping
12. Chartered Institution of Highways & Transportation (CIHT)
13. Child Poverty Action Group *
14. Citizens Advice Scotland
15. Clydeplan
16. Community Transport Association
17. Confederation of British Industry (CBI) Scotland
18. Confederation of Passenger Transport UK (CPT)
19. Convention of Scottish Local Authorities (CoSLA)
20. Dundee City Council
21. Engender *
22. Freight Transport Association (FTA)
23. Friends of the Earth
24. Glasgow Centre for Population Health
25. Heads of Planning Scotland
26. Institution of Civil Engineers (ICE)
27. Mobility and Access Committee for Scotland (MACS)
28. Network Rail
29. NHS Health Scotland
30. Office of the Road Works Commissioner
31. Old People's Strategic Action Forum (OPSAF) *
32. One Parent Families Scotland *
33. Paths for All
34. Police Scotland
35. Poverty & Inequality Commission *
36. Poverty Alliance *
37. Rail Delivery Group
38. Rail Freight Group
39. Road Haulage Association
40. RTP – Highlands and Islands Transport (HITRANS)
41. RTP – North East Scotland Transport (Nestrans)
42. RTP – South East Scotland Transport (SEStran)
43. RTP – Strathclyde Partnership for Transport (SPT)
44. Rural Parliament via Scottish Rural Action
45. ScotRail
46. Scottish Ambulance Services

47. Scottish Chamber of Commerce
48. Scottish Cities Alliance
49. Scottish Council for Development and Industry
50. Scottish Fire Services
51. Scottish Food & Drink Federation (SFDF)
52. Scottish Hydrogen and Fuel Cell Association
53. Scottish Local Authorities Economic Development Group
54. Scottish Local Government Partnership
55. Scottish MaaS Alliance
56. Scottish Rural Action
57. Scottish Trades Union Congress
58. Scottish Youth Parliament *
59. SEPA
60. Society of Chief Officers of Transportation in Scotland (SCOTS)
61. Solace
62. Stop the Climate Chaos Scotland
63. Sustrans
64. Timber Transport Forum
65. Transform Scotland
66. Transport Focus
67. Transport Research Institute, Edinburgh Napier University
68. University of Leeds
69. University of the West of England
70. Visit Scotland
71. WH Malcolm
72. World Wide Fund for Nature (WWF)
73. Young Scot

* Organisations who were not members of a group but were engaged with in the preparation of the Strategy.



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