

REPORT OF SCOTTISH GOVERNMENT/REGIONAL TRANSPORT PARTNERSHIPS/CoSLA WORKING GROUP



**Develop to Deliver –
Maximising the role of RTPs in furthering
improvements to transport in Scotland**

August 2015

Executive Summary

A Working Group consisting of RTP Lead Officers, Transport Scotland and CoSLA was tasked by the Minister for Transport and Veterans and the Chairs of the Regional Transport Partnerships (RTPs) to examine how RTPs can further assist the Scottish Government (SG) in delivering the National Transport Strategy and Government's wider Strategic Objectives, and to maximise the role of RTPs in delivering their Regional Transport Strategies.

The key recommendations¹ of the Group are noted below. Further detail on each of these is available within the body of the report:

Building Effective Partnerships

- Strengthen and ensure more consistent liaison arrangements between Scottish Government/Transport Scotland, CoSLA and the RTPs, building on the existing Lead Officers' and Chairs' meetings.

Improving Integration of Land-Use and Transport Planning

- RTPs to continue to engage proactively as 'key agencies' in the Development Planning process and in the Development Management process to support and maximise integration of strategic land-use and transport planning policy, developments and delivery.

Improving Access to Health and Social Care

- RTPs to play an enhanced key role in this area, building on the outcomes and pilot schemes established as a result of the Short Life Working Group on Access to Health and Social Care and other regional Health & Transport initiatives.

¹ The implementation of recommendations will be dependent on local circumstances and applicability, and the approval of the Scottish Government, RTP Boards, partner Councils and other organisations, as appropriate to each RTP area.

Delivering a 'Step Change' for Bus, Integrated Transport, Ticketing and Information

- RTPs to support the development and implementation of proposals emerging from the national Bus Stakeholders Group (e.g. agreed elements of SPT 10 point plan and the Bus Investment Fund).
- RTPs to work with Councils and other partners to progress social / integrated transport, Demand Responsive Transport and Community Transport initiatives, including the procurement and co-ordination of public transport.
- RTPs to continue to assist with, co-ordinate and, where applicable, lead on the development and delivery of smart and integrated ticketing in their regions.
- RTPs to work with Traveline Scotland, Councils and operators to provide Real Time, on-line and conventional forms of public transport and multi-modal travel information, and assist in improving co-ordination and expansion of coverage regionally.
- RTPs to play a key role in helping to make door to door journeys for older and disabled people more accessible, considering travel information, access to modes of transport and bus stops, stations, etc. and assistance.

Developing Rail / High Speed Rail

- RTPs to contribute to implementation of ScotRail franchise, cross-border franchises and HSR issues through liaison with Transport Scotland, DfT and rail industry.
- National rail policy issues to be addressed through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements and regional action as appropriate.

Improving Air Services

- RTPs to contribute to development of air policy and provision through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements and liaison with Transport Scotland, DfT and regional action as appropriate.

Improving Ferry Services

- RTPs to contribute to development of ferries and other maritime policy and provision through proposed Scottish Government/Transport Scotland/ RTP/CoSLA liaison arrangements and regional action as appropriate.

Improving Freight

- RTPs to contribute to freight policy development and delivery through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements and regional action, including Regional Freight Quality Partnerships, as appropriate.

Promoting and Improving Active Travel and Travel Planning

- RTPs to have key role in supporting the Scottish Government on delivery of national cycling / active travel targets and infrastructure, including co-ordination with Councils / Community Planning Partnerships, Sustrans, Cycling Scotland and other agencies, with appropriate funding and delivery responsibilities.



Delivery Mechanisms

- Transport delivery mechanisms, prioritisation and funding to be addressed through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements, liaison with private sector partners, Community Planning Partnerships and the travelling public, and regional action as appropriate.

The Minister for Transport and Islands, RTP Chairs and Boards and the CoSLA Development, Economy & Sustainability Executive Group have endorsed this paper and above recommendations as a framework and focus for progressing further development of effective partnership working between Scottish Government, Transport Scotland and the Regional Transport Partnerships.

Introduction

1. This paper has been prepared by an officer Working Group working under the auspices of Ministers with responsibility for transport and the RTP Chairs and to a jointly agreed Terms of Reference.
2. In summary, the Group examined how RTPs can further assist the Scottish Government in delivering the National Transport Strategy and wider Strategic Objectives across various themes and also how the role, effectiveness and contribution of RTPs as key statutory bodies in the Scottish public sector landscape can be maximised.

Context: Regional Transport Partnerships - Models for Success

3. Regional Transport Partnerships were established by the Transport (Scotland) Act 2005 to deliver transport solutions across their regions. RTPs are partnerships focused on the delivery of integrated, multi-modal, transport solutions and are ideally placed to work with both public and private sector partners to deliver on their statutory Regional Transport Strategies.
4. Since their establishment in 2006, the RTPs have successfully delivered projects and initiatives which have made significant transport improvements across Scotland. These include major projects (such as Subway modernisation), bus improvements, access to healthcare improvements, park and rides, active travel and public transport/multi-modal travel information improvements.
5. Interventions like these have ensured that RTPs, in partnership with the Scottish Government, constituent Councils, and others have played a key role in delivering solutions that promote sustainable economic growth and development, social inclusion, address climate change, and contribute to achievement of wider Community Planning and national outcomes.
6. Building on their achievements to date and by continuing to seek opportunities to develop and maximise their role, RTPs can add further value to the transport system in Scotland – e.g. through delivering improvements which stimulate public transport passenger growth and modal shift for both passenger and freight movement – which can and will assist the Scottish Government to achieve national targets (e.g. in relation to Climate Change).
7. This report focuses on the main issues and areas where RTPs can add further value by building on previous successes, exploiting new opportunities, and focusing on what really matters: delivering transport solutions that make a genuine difference for people, communities and businesses across Scotland.

Building Effective Partnerships

8. Transport and connectivity is central to effective delivery across many policy areas e.g. economic development, health, regeneration, climate change. RTPs, individually and jointly, seek to influence, develop and support national, regional and local policy through their respective Regional Transport Strategies (RTSs) and on mode or subject-specific issues such as active travel, bus, rail, air, maritime and freight.
9. Strong functional relationships have existed between the RTPs and Transport Scotland and between the RTPs and CoSLA. Regular meetings and liaison between the RTP Chairs and Minister and the former Strategic Transport Liaison Group consisting of the RTP Chairs and members of the CoSLA Regeneration, Strategy & Development Executive provided a clear and strong political and governance framework and focus for underpinning these relationships.
10. Transport and accessibility is frequently raised within Community Planning forums as a significant issue – be it lack of a bus service, the need for shared services, community transport or more strategic issues such as rail or air connections. RTPs are ideally placed to be the ‘voice’ of transport in these forums and to offer solutions which assist local communities and support Community Planning.
11. The Community Empowerment (Scotland) Act 2015 gives Community Planning a new statutory purpose, built on public sector bodies working together and with the local community to improve local outcomes in the local authority area. The Act also places specific duties on RTPs and other statutory partner bodies, linked to this purpose. These include taking account of CPPs’ agreed local outcomes in carrying out its own functions and contributing such resources as the CPP considers appropriate to improve local outcomes and to secure participation of community bodies in community planning. For RTPs this will develop the statutory role which has evolved for them as a matter of policy i.e. contributing proactively to Community Planning in their partner Council areas through supporting the work of CPPs, and reflecting agreed local priorities for these CPPs in their Regional Transport Strategy policies, delivery and resourcing decisions.
12. The Scottish Government and Transport Scotland welcome the role of RTPs in securing EU and other external funding and will work with RTPs to maximise opportunities, within budgetary and other constraints, through initiatives such as the new Bus Investment Fund.
13. In terms of securing delivery funding for national and regional transport priorities, the RTPs suggest that consideration is given to the creation of an “EU Challenge Fund”, through which RTPs and other partners could bid for development funding and match funding to support submission of project bids for EU funding.



14. Transport Scotland views delivering efficient transport provision to underpin sustainable economic growth in Scotland as a shared responsibility between the Scottish Government, RTPs, local authorities, and businesses and individuals making decisions and choices around location and movement of goods and services. Further policy and regulatory issues which may be worthy of consideration in terms of the potential role of RTPs include parking demand management and low carbon strategy within transport. The RTPs will also play an important role in helping to deliver the actions in the Low Emission Strategy when it is published.

Recommendation:

- **Strengthen and ensure more consistent liaison arrangements between Scottish Government/Transport Scotland, CoSLA and the RTPs, building on the existing Lead Officers' and Chairs' meetings.**

Improving the Integration of Land-Use and Transport Planning

15. Through their Regional Transport Strategies RTPs seek to promote and further the integration of land-use and transport planning working with Councils and other partners on strategic planning applications, proposals and developments, through the delivery of strategic infrastructure and initiatives, the developer contribution process, and Transport Assessments and Green/Active Travel Plans.
16. The RTPs engage fully and proactively in their role as 'key agencies' supporting the Development Planning process and by embedding and aligning their RTSs and associated Delivery Plans with SDPs/LDPs and their associated Action Plans/Programmes.
17. The Scottish Government has simplified and streamlined development management procedures and expects RTPs to continue to work with planning authorities and engage on Development Management.
18. The RTPs contributed to the review of Scottish Planning Policy (SPP) and the Third National Planning Framework (NPF3). Scottish Government looks forward to and encourages RTPs' continued involvement in supporting SPP and delivery of NPF3 as these develop. The important role played by Regional Transport Partnerships in supporting sustainable development through implementation of their Regional Transport Strategies is recognised by the Scottish Government.

Recommendation:

- **RTPs to continue to engage proactively as 'key agencies' in the Development Planning process and in the Development Management process to support and maximise integration of strategic land-use and transport planning policy, developments and delivery.**

Improving Access to Health and Social Care

19. Health inequalities and access to health and social care are vitally important and growing issues of concern for many communities and socially excluded groups. Demographic trends coupled with changes to the delivery and location of health and social care services is placing increased demands and emphasis on the need for effective solutions and models for the delivery of health and social care transport. Current provision of and budget-holding for transport access to health and social care (emergency, non-emergency Patient Transport Services and public access) is undertaken by various public / private / healthcare / community / voluntary providers.
20. The 2011 Audit Scotland report on Access to Health and Social Care highlighted the opportunity RTPs present to lead on the co-ordination of transport in this field. This also reflects the Transport (Scotland) Act 2005, which gave RTPs a statutory responsibility to work with partners in improving transport access to healthcare, and RTPs are already playing a key role in their areas in improving access to healthcare and addressing other health and transport issues.
21. Arising from the work of the Short Life Working Group on Access to Health and Social Care (SLWG), the Scottish Government, working with RTPs and Health Boards, has established hub based pilots in the Hitrans and SPT areas as a means of taking forward improvements in accessing health and social care. The experiences from these, along with other health and transport initiatives which all RTPs are developing, will inform the development of new approaches to collaborative delivery by RTPs, the health sector and other agencies.



Recommendation:

- **RTPs to play an enhanced key role in this area building on the outcomes of pilot schemes established as a result of the Short Life Working Group on Access to Health and Social Care and other regional Health and Transport initiatives.**

Delivering a 'Step Change' for Bus, Integrated Transport, Ticketing and Information

22. Bus services fulfil a range of local, regional and national economic and social functions, in terms of accessibility to employment, education, health, leisure, shopping and other facilities. The role of the bus, as the dominant form of public transport, is recognised and forms a key element of each of the 7 RTSSs, and the RTPs support and develop this by working with Councils, operators and other stakeholders. Three of the seven RTPs are the public transport authorities for Councils in their areas. All of the RTPs contribute to promoting and enhancing bus service availability, quality, information and infrastructure. Collaborative partnership between the public, private and, where appropriate, voluntary sectors will continue to play an important part in ensuring the effective delivery of bus services. There are a number of ways in which transport authorities, including RTPs, can contribute, including through Quality Partnerships and Contracts and subsidising services to meet social needs that the market is not serving. Where RTPs are not currently local public transport authorities, they still play a valuable role in promoting and facilitating partnership working and also contributing to, and often leading on, development and funding of service and infrastructure improvements as resources permit.
23. Shared services are a potentially important opportunity in the context of maximising the economic and social role and contribution of buses (and other forms of public transport). With their focus on ensuring a regionally integrated, co-ordinated and multi-modal approach RTPs can significantly add value through efficiency. SPT has delivered savings through taking a regional, cross-council approach to the procurement and delivery of supported bus services, DRT, school transport etc., delivering a better deal for passengers and for the public purse. RTPs provide a ready-made statutory vehicle which, through exercise of existing powers in the Transport (Scotland) Act 2005, can be used straightforwardly to support collaboration between councils in the planning and management of supported bus services and other transport delivery functions.
24. The Scottish Government and Transport Scotland encourage RTPs to engage with their constituent Councils on issues such as shared services and making best use of the Bus Investment Fund and other relevant funds to encourage partnership working, including through statutory Quality Partnerships.
25. Paper-based and single operator/mode ticketing is a barrier to a truly integrated transport network which could offer the passenger real modal choice and efficient, attractive pricing mechanisms. Integrated paper-based ticket options do exist (e.g. Zonocard, OneTicket in central Scotland and Grasshopper in the Nestrans area) and these provide an ideal platform for further development of smart and integrated ticketing solutions. RTPs very much welcome the Competition Commission's recommendation that participation in 'integrated' ticketing schemes should be made

compulsory.

26. Smartcard infrastructure is in place on buses and some rail infrastructure. The most successful commercially available transport smartcard in Scotland is now the 'Bramble' which has been issued to 77,000 Subway and Zonecard customers in the SPT area. SPT is in the process of rolling out the Subway smartcard across other modes in the west of Scotland and the opportunity to join this project has been offered to the other RTPs by SPT. In the SEStran area One Ticket is developing an e-ticket system for purchasing integrated bus and rail tickets. These are examples of RTPs playing a lead role in both development and delivery of smart and integrated ticketing initiatives.

27. Transport Scotland welcomes RTP involvement in the development and delivery of integrated ticketing. Transport Scotland will retain a national overview to ensure consistency of approach across Scotland. This approach may apply to smart ticketing infrastructure, marketing and engaging with national transport providers. RTPs are important partners in this and will remain key stakeholders.



28. Good, up-to-date information on transport services is vital in encouraging modal shift to more sustainable modes. There are various models / infrastructure in place for providing public transport (PT) information (including real-time passenger information (RTPI) and multi-modal travel information. Through their Travel Information Strategies and contributing to and working with Traveline Scotland to develop regional travel information systems, RTPs have been proactive in ensuring a co-ordinated approach is taken to the delivery of high quality and effective information, enabling the public to make more informed travel choices, supporting wider sustainability objectives.

29. Traveline Scotland is the key national provider of public transport information across Scotland. Transport authorities are essential to data collection and maintaining the quality of the national journey planner. Transport Scotland considers that RTPs have an important role in encouraging transport authority support in maintaining and improving data supply and the resilience of the resources authorities devote to supplying that data. RTPs are encouraged to continue working with Traveline Scotland to provide and develop public transport information and other travel information on a regionalised basis to encourage modal shift and demand management. RTPs are also able to support specific service developments which will enhance the national provision e.g. creating better data for demand led transport provision or services to users with special needs.

30. Accessible public transport is one of the key enablers to allow older and disabled people to travel freely to pursue work, health, leisure and social activities. In line with the vision for Independent Living in Scotland, older and disabled people should have the same choices, freedom and control as other citizens to travel in Scotland from door to door. RTPs should involve older and disabled people in helping to identify and resolve issues in these areas.

31. RTPs have a role to play in upholding the Equality Act 2010 and in supporting the United Nations Convention on the rights of persons with disabilities (UNCRPD) to help ensure that disabled people are included in shaping transport services to provide them with door to door accessible, safe and comfortable journeys, including access to different modes of travel, access to and between stations, bus stops and ferry terminals. This also includes accessible travel information, assistance and consideration of the part which demand responsive transport, including taxis, plays.
32. RTPs also play a strong role in providing real time information for those parts of Scotland not already covered. Currently Traveline Scotland's journey planner contains real time data for Edinburgh, Aberdeen, Glasgow, Dundee, Angus, Inverness, Argyll and Bute and Orkney. RTPs' support in expanding coverage to other areas would be welcome. In the SEStran area, RTPI will soon be available throughout the Stagecoach Fife and First Bus networks in the region which, when combined with the current Edinburgh system, will mean that the three main operators' services in the SEStran region are fully covered.
33. The national Bus Stakeholder Group is discussing a number of aspects of how bus services are regulated and funded. Transport Scotland welcomes RTPs' contribution to the work of the Group and expects that the Group will wish to consider the roles of RTPs and local authorities in relation to any specific recommendations which it develops. Most recently, TS has undertaken a consultation on improvements to the bus registration process taking account of improvements put forward by SPT and supported by the other RTPs.

Recommendations:

- RTPs to support the development and implementation of proposals emerging from the national Bus Stakeholders Group (e.g. agreed elements of SPT 10 point plan and the Bus Investment Fund).
- RTPs to work with Councils and other partners to progress social / integrated transport, Demand Responsive Transport and Community Transport initiatives, including the procurement and co-ordination of public transport.
- RTPs to continue to assist with, co-ordinate and, where applicable, lead on the development and delivery of smart and integrated ticketing in their regions.
- RTPs to work with Traveline Scotland, Councils and operators to provide Real Time, on-line and conventional forms of public transport and multi-modal travel information and assist in improving co-ordination and expansion of coverage regionally.
- RTPs to play a key role in helping make door to door journeys for older and disabled people more accessible, considering travel information, access to modes of transport and bus stops, stations, etc. and assistance.



Developing Rail /High Speed Rail

34. RTPs have a key role to play with Transport Scotland and others in helping to ensure a co-ordinated, integrated, multi-modal approach is taken e.g. buses serving rail stations, information for the travelling public, integrated ticketing and supporting the development of an integrated and accessible public transport network which enables all users, including older and disabled people, to travel freely to access and pursue work, health, leisure and social activities.
35. RTPs have also developed, or are developing, a number of regional and local rail enhancement initiatives which supplement and/or complement the core ScotRail franchise network and also proposals for rail enhancements identified in the Strategic Transport Projects Review (STPR) and Infrastructure Investment Plan (IIP).
36. Transport Scotland considers that RTPs should have responsibility to engage with and offer advice to Transport Scotland, the ScotRail franchisee and Network Rail on local and regional transport priorities and proposals, e.g. in relation to capital co-ordination, multi-modal integration (e.g. with bus), policy, project development (e.g. park and ride), community rail, leading on regional rail forums. RTPs should also be the first point of contact for promoters of local and regional rail investment proposals, co-ordinate third party funding and advise on regional transport priorities, e.g. for the Station Investment Fund.
37. In addition Transport Scotland considers that RTPs should have responsibility to engage with and offer advice to Transport Scotland on cross-border rail issues and to provide regional representation to DfT in the specification of cross border franchises. Similarly, RTPs are engaging with Transport Scotland in the promotion of High Speed Rail to Scotland and in the development of new high speed lines.

Recommendations:

- **RTPs to contribute to implementation of ScotRail franchise, cross-border franchises and HSR issues through liaison with Transport Scotland, DfT and rail industry.**
- **National rail policy issues to be addressed through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements and regional action as appropriate.**



38. Air services provide fast access to markets and provide vital business, social and leisure links. In peripheral areas they provide essential access to health services and employment and play a key role in allowing peripheral areas to remain competitive. The RTPs can provide a useful role to help ensure the air service needs of their areas are identified and can help ensure any Air Route Development funding available is appropriately prioritised, through closer engagement and influence with the Scottish and UK Governments, Councils, operators and others.
39. Transport Scotland acknowledges RTP experience in terms of service development and will continue to engage with RTPs on aviation issues which are relevant to their regions, whilst retaining overall strategic responsibility for aviation policy, consulting RTPs as appropriate.

Recommendation:

- RTPs to contribute to development of air policy and provision through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements and liaison with Transport Scotland, DfT and regional action as appropriate.

Improving Ferry Services



40. Ferry services play a crucial role in enabling island and peninsular communities to contribute to Scotland’s sustainable economic growth. RTPs have established effective consultation arrangements that enable communities to contribute their views on lifeline ferry services provided under contract to the Scottish Government. These consultation arrangements should be strengthened in line with the “Empowering Scotland’s Island Communities” prospectus to include commercial and Council operated ferry services and their role should be formalised in future ferry contracts.
41. Transport Scotland is reviewing the role and functioning of consultation arrangements and partnership working around ferry services and is working closely with RTPs on this. This process will result in a strong platform with clear governance arrangements and roles and responsibilities being established.

Recommendation:

- RTPs to contribute to development of ferries and other maritime policy and provision through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements and regional action as appropriate.

Improving Freight



42. An effective and efficient freight industry is vital to the economic development of Scotland. However, connections for freight in many areas continue to be poor, and also freight vehicles (such as HGVs/LGVs) continue to be heavy emitters of carbon. RTPs have established regional Freight Quality Partnerships with the industry and Councils to provide regional fora for addressing these issues. This role could be further strengthened, for example through responsibility for the promotion of Freight Facilities Grant and other freight initiatives.
43. Transport Scotland considers that RTPs have an important role in fostering active freight partnerships with all those involved with the movement of goods in their region and those who will be impacted by it. The Freight Quality Partnership (FQP) model provides a sound basis for those involved in the movement of freight for engaging with the industry and considering how freight issues should be addressed within Regional Transport Strategies.

Recommendation:

- RTPs to contribute to freight policy development and delivery through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements and regional action, including Regional Freight Quality Partnerships, as appropriate.

Promoting and Improving Active Travel (Walking and Cycling) and Travel Planning

44. RTPs provide a strong regional lead and focus on the promotion, development and delivery of Active Travel support and Travel Planning through Liftshare schemes etc., in partnership with Sustrans, Cycling Scotland and other organisations. There is growing political and public desire for increased investment in Active Travel in general in order to meet Scottish Government targets and objectives in relation to the Cycling Action Plan for Scotland, National Walking Strategy, National Walking & Cycling Network and contributing to wider Climate Change Act targets. The RTPs have a strong track record and can deliver added value in this area through increased partnership working, co-ordination, securing match-funding and project delivery, including through their role as statutory Community Planning partners with responsibility to deliver on health and wellbeing, social and economic outcomes, as well as their own core RTS objectives.
45. Transport Scotland welcomes RTP support in promoting and developing Active Travel, particularly in relation to delivering on the Cycling Action Plan for Scotland, including supporting or encouraging local authorities to do likewise. RTPs also have an important role to play in promoting the development of “smarter choices” measures and supporting low carbon transport options, including car clubs and cycle hire schemes.

Recommendation:

- **RTPs to have a key role in supporting the Scottish Government on delivery of national cycling / active travel targets and infrastructure, including co-ordination with Councils / Community Planning Partnerships, Sustrans, Cycling Scotland and other agencies, with appropriate funding and delivery responsibilities.**

Delivery Mechanisms

46. RTPs already take a lead role in delivering projects, including those from the Strategic Transport Projects Review (STPR) and the Infrastructure Investment Plan (IIP), such as smartcard ticketing and park and ride. RTPs utilise their position to ensure local involvement and engagement in the development of these projects, smooth their path, and are particularly effective and efficient at raising additional funding or in delivering project savings. RTPs have been particularly effective at securing European funding for projects / initiatives and other funding e.g. from other stakeholders, the private sector and developers.
47. There is significant opportunity and scope for RTPs' role in project delivery to be developed to further assist the Scottish Government, particularly for STPR / IIP projects. The ability to exploit the opportunities highlighted in this report – in policy, project delivery, integration of strategic transport and land use planning, access to healthcare, bus, air / ferry services, freight, active travel, smart ticketing and travel information – to advance delivery and play a more proactive role is strongly dependent on securing the necessary ongoing revenue and capital funding.
48. Scottish Government investment priorities are set out in the STPR and the Infrastructure Investment Plan. Transport Scotland would welcome further discussion to consider fully the role that RTPs currently and could in future play in delivering these priorities.

Recommendation:

- **Transport delivery mechanisms, prioritisation and funding to be addressed through proposed Scottish Government/Transport Scotland/RTP/CoSLA liaison arrangements, liaison with private sector partners, Community Planning Partnerships and the travelling public, and regional action as appropriate.**