

COMMUNICATION FROM THE COMMISSION:

**A Sustainable Future for Transport:
Towards an integrated, technology-led
and user friendly system**

COM(2009) 279 final

**Response from
The Scottish Government**

Introduction

The Scottish Government's overarching purpose, as set out in the [Government Economic Strategy](#) (GES), is to create a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. To deliver on this purpose, the strategy identifies a number of priorities and also describes a number of key targets which will need to be met. The GES is predicated on maximising Scotland's richest resource: its people.

To support the delivery of the purpose of Government, a [National Performance Framework](#) has been developed. This framework moves our Government to an outcomes-focused approach to performance. Delivery of the purpose of Government is supported by five strategic objectives. In turn, these are supported by 15 national outcomes, which describe in more detail what we want to achieve over a ten year period. Progress on these outcomes will be measured through 45 national indicators and targets, which links the purpose of Government to our strategic objectives. We recognise the enabling effect of transport and the positive contribution it can make to maximising the opportunities for economic growth and contributing to the prosperity and quality of life of Scottish people. Sustainable transport is a vital component of this.

National Transport Strategy

Scotland has a [National Transport Strategy](#) (NTS), which was produced as the result of widespread consultation with key stakeholder interests across business, transport and wider interests, including the general public. The NTS provides an overarching strategy for transport within which questions of investment, priorities and policies can be judged. The NTS contains three key strategic outcomes, to:

- improve journey times and connections;
- improve quality, accessibility and affordability; and
- reduce emissions.

Scottish Government Response to the Communication from the Commission: Overview

The Scottish Government is keen to strengthen its existing relationship with the Commission and is therefore submitting this dedicated response, which sets out against the main headings of the document what Scotland is doing in respect of each to achieve these objectives.

The Concordat agreed between the Scottish Government and the Convention of Scottish Local Authorities (COSLA), on behalf of local government, signalled a new relationship with local government and a new way of governance in Scotland, built on mutual trust and respect and focusing on outputs rather than inputs. We have seen COSLA's response to the Communication and the

Scottish Government recognises their concerns and fully supports their views, as well as those put forward individually to the Commission by Highland and Islands Enterprise (HIE) and Scotland Europa.

In particular, we support the thrust of HIE's response, which highlights the issues facing Scotland in terms of its unique geographical challenges. The National Transport Strategy states our commitment to sustaining the viability of remote and fragile communities through access to lifeline air and ferry services, and we share HIE's concern that the Commission does little to promote increased connectivity with peripheral areas, or address barriers to state funding for the increased costs of rolling-out new or improved technologies to these areas.

Commission Objectives: What Scotland is doing

1. *Quality transport that is safe and secure*

Road Safety

On 15 June 2009, the Scottish Government launched Scotland's Road Safety Framework for the period to 2020. We have set the first ever Scottish Road Safety Targets which are challenging and ambitious. The targets, compared with the average Scottish figures for the period 2004-08, are:

- a 40% reduction in the number of people killed with a milestone target of 30% by 2015
- a 55% reduction in the number of people seriously injured with a milestone target of 43% by 2015;
- a 50% reduction in the number of children aged under 16 killed with a milestone target of 35% by 2015
- a 65% reduction in the number of children aged under 16 seriously injured; and
- a continuation of the 10% reduction in the slight casualty rate.

There is also a range of short-term, mid-term and long-term commitments set out to ensure that these targets are met by working collaboratively with our road safety partners.

Current targets to 2010 set for the United Kingdom by the Department for Transport (DfT) in association with the devolved administrations were:

- a 40% reduction in the number of people killed or seriously injured in road accidents
- a 50% reduction in the number of children killed or seriously injured

By 2007, Scotland had achieved a 45% reduction against the first target and a 67% reduction against the second target.

The Scottish Government provides funding to Road Safety Scotland (RSS) for the production of key education resources which provide an end to end education and training programme in road safety and also administer the Scottish road safety publicity campaign. RSS brings together the key road safety interests to ensure a co-ordinated approach to road safety throughout Scotland.

Many transport issues which may impact on road safety are reserved to the UK Government, including road traffic offences and penalties, driver and vehicle licencing and standards for the construction and use of vehicles.

Our delivery focus is on making journey times better and more reliable, improving strategic transport connections, encouraging a shift from lorries and private cars, and on improving safety, while at the same time promoting innovation and reducing emissions. All of this added together will help us to develop transport infrastructure and services in Scotland.

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2. *A well maintained and fully integrated network*

Bus Park and Ride

The Scottish Government believes that bus Park and Ride can make a valuable contribution to the development of high quality bus services particularly in relation to increasing modal shift and reducing congestion. Good quality sustainable sites in the right places can provide appropriate public transport solutions to address environmental objectives and meet customer needs. Bus park and ride fits with a partnership approach between local transport authorities and operators which will ultimately benefit the passenger. The government issued 'Park and Ride for Buses: A National Framework' in June 2009 as part of a suite of guidance on policy tools to assist local authorities in delivering their local bus service priorities. This document sets out the high level context for the development of Bus park and ride.

Freight Best Practice (road)

In October 2008, the Scottish Government bought into the Department of Transport's (DfT) Freight Best Practice programme. Developed with the aim of reducing carbon emissions, the programme has generated a range of free materials to help road freight managers and drivers improve their efficiency. Guides, case studies, software and seminars are available on topics such as saving fuel, developing skills, equipment and systems, operational efficiency and performance management. Buy-in for the period 2008/09 to 2010/11 cost just over £500,000. To date, 5 Scotland-specific case studies have been

produced and are available on the programmes web site. A further 2 case studies will produced in the current financial year, together with 2 pocket guides (urban driving, and bad weather driving) and a “Lite” Guide on *last mile deliveries*.

Road and Rail

The Scottish Government published its National Transport Strategy and Scotland's Railways, both of which state rail's contribution towards sustainable economic growth through the following strategic outcomes:

- • Improving journey times and connections;
- • Reducing emissions; and
- • Improving quality, accessibility and affordability

We have an investment hierarchy for trunk road and rail networks which focuses on:

- Firstly, maintaining and safely operating the networks;
- Secondly, making the best use of existing assets
- Thirdly, targeted infrastructure enhancements to increase capacity

Our Strategic Road Safety Plan 2007 sets the framework for our approach to improving trunk road safety, including investment in:

- The construction of new flyovers at known accident sites
- Route improvements strategies
- An internationally recognised programme of safety improvements

We set the aspiration in 2007 that Network Rail will deliver services that minimise their impact on the environment and ensure that the rail option is a real alternative and environmentally superior to road and air for passenger travel and freight transport, both within Scotland and for Cross Border journeys. Electrification of the main route between Edinburgh and Glasgow was confirmed in our Strategic Transport Projects Review and we outlined in September 2007 further plans to electrify other services across the central belt.

On cross border journeys, the Scottish Government is committed to the concept of developing a high speed rail link between Scotland, London, and onwards to Europe. We recognise the case for high speed rail, that it can achieve journey times to London of under three hours and achieve significant modal shift from the air market, while offering lower carbon emissions per passenger than short haul aviation. High speed rail offers a real alternative to aviation between Scotland and London, currently the UK's busiest domestic aviation routes. We are currently working in collaboration with Scottish partners and High Speed 2 to progress the case for high speed rail to Scotland.

The Scottish Government has invested in ITSO certified ticketing equipment and associated ITSO certified infrastructure for the entire Scottish bus fleet to support the National Concessionary Travel Schemes. The Scottish Government is in the process of formulating an Integrated Ticketing Policy and the ITSO certified infrastructure already in place can be used as an enabler for smart integrated ticketing.

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3. *More environmentally sustainable transport*

Cycling Action Plan for Scotland

Cycling and Walking are cheap, quick, healthy and sustainable modes of transport which the Government promotes through a variety of measures, including project funding for various interest and advocacy groups and Sustrans, the organisation that maintains and develops our National Cycling Network. Our aim is to increase active travel throughout our population and encourage modal shift away from the car for short journeys, reducing congestion, improving air quality and reducing emissions. To this end, we are working in partnership with our stakeholders to develop a Cycling Action Plan for Scotland. The consultation period ran from 28 May to 20 August 2009 and we received around 300 responses, which are currently being analysed.

Smart measures

The Scottish Government provides around £22m per year to change travel behaviour by promoting more active and sustainable options. Smart Measures aim to reduce the social, economic and environmental costs associated with commuting and business-related trips. They provide the infrastructure and promote the benefits of more active and sustainable travel in order to change travel behaviour towards more active and sustainable options such as: walking, cycling, public transport, car sharing, car clubs, *eco driving* and car labelling.

Smarter Choices, Smarter Places

Launched on 17 March 2008, Smarter Choices, Smarter Places is a Scottish Government partnership project with the Convention of Scottish Local Authorities, designed to increase active travel and public transport use and tackle transport emissions, giving several towns, corridors and/or villages the opportunity to implement an intensive programme of Smart Measures. A total of 39 proposals from 28 Local Authorities were received for Stage 1 of the SCSP project; 13 LAs were invited to submit a proposal for Stage 2; and 7 were successful. Up to £15m has been made available over the 3 years of the project. The Transport Minister announced the 7 successful proposals in August 2008. Activities in these Local Authorities will include: better public transport services and residential improvements; upgrades in walking and

cycling infrastructures; studies into travel patterns and access; intensive marketing and awareness campaigns; and workshops and information packs. The communities involved range from between approximately 10,000 in Kirkwall to 37,000 in Dumfries.

Biofuels

The Scottish Government supports the Renewable Transport Fuel Obligation (RTFO) (UK), introduced in April 2008, being the UK legislation that transposes the EU Directive 2003/30/EC on biofuels. We endorse the UK's revised approach on biofuels in the light of the Gallagher Review, and support the new annually increasing targets that will reach a 5% target by 2013/14. In doing so, the Scottish Government recognises tacitly that there is a future for a sustainable biofuels industry.

Rail Freight

We are committed to encouraging the transfer of freight from road to rail by developing policies that will allow rail to compete with road as a viable option. Stakeholder consultation is planned for late 2009.

Strategic Networks

The Scottish Government is committed to addressing the emissions associated with its activities, by ensuring that at every stage in every project, mitigation and adaptation considerations are embedded within our decision making processes. We are undertaking a comprehensive Sustainability Review of our trunk road and rail networks, which will provide the evidence base to support a programme of work to integrate sustainability throughout the delivery cycle of assets. An early deliverable from this work has been the development of a bespoke carbon management system which is now being piloted on a variety of projects. This will inform the future application of the tool and will enable us to systematically manage the carbon footprint associated with our activities.

We are also working closely with the supply chain to minimise carbon and materials use in road maintenance works and trialling new road construction techniques across the country which increase the use of recycled material and require less energy compared with conventional surfacing processes. Major projects such as the Forth Replacement Crossing and the Borders Rail Link are being taken forward with a significant emphasis on sustainability in their design and construction.

Environmental management of our Trunk Road network is central to our asset management processes and we have put in place robust procedures to implement the requirements of the EU Directives on environmental impact assessment. Landscape and biodiversity are managed in conjunction with the four trunk road operating companies, which includes monitoring of the success of project mitigation measures, developing new landscape management plans and working with a range of other stakeholders to manage

impacts on wildlife such as deer and European protected species. We are also taking forward a Transportation Noise Action Plan with a range of other organisations to implement the EU Environmental Noise Directive in relation to strategic transport noise from trunk roads and railways.

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4. Keeping the EU at the forefront of transport services and technologies

Low Carbon Vehicles consultation

The Scottish Government takes the threat of climate change very seriously. We have taken a leading role in addressing this challenge by introducing the most ambitious climate change legislation in the world, with a target of an 80% reduction in emissions by 2050 and an interim target of 42% by 2020. We recognise that the transport sector is a key emitter - accounting for about 25% of Scotland's overall CO₂ emissions. On 29 June 2009, the Scottish Government launched a three-month consultation with key stakeholders on how best to achieve the widespread adoption of Low Carbon Vehicles envisaged in our Climate Change Delivery Plan, which includes a requirement to decarbonise road transport by 2050, with significant progress by 2030. The consultation included an analysis of currently available Low Carbon Vehicles and alternative fuels, the key external drivers for the development of Low Carbon Vehicles, and the roles of the public and private sectors in achieving their widespread adoption. It also invited views on two potential targets:

that the entire public sector fleet (c.12,000 vehicles) should be Low Carbon by 2020; and

that 95% of all new vehicles purchased in 2020 should be Low Carbon.

The consultation period ends on 2 October 2009, and the responses will inform the development of an action plan that can be delivered in partnership by the public and private sectors.

Intelligent Transport Systems

We are a partner in the EasyWay project set up to deliver a faster deployment of ITS interventions to address policy needs across Europe. This project is strategically linked to the ITS Action Plan outcomes and we continue to support the EC and its goals in this area through our participation with the other 23 Member States in the project. By adopting the ITS0 specification the Scottish Government has ensured that Scotland is not only aligned with the DfT and Welsh Assembly plans for implementing ITS0 throughout England and Wales, but has also adopted an open standard that assures interoperability between transport operators and transport modes.

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5. *Protecting and developing human capital*

Gender Equality Scheme and Disability Equality scheme

The Scottish Government is committed to ensuring equal employment opportunities for all by eliminating discrimination on the grounds of gender, age, disability or sexual orientation, through Scottish legislation and a range of specific measures including our Gender Equality and Disability Equality schemes 2008-11. We are also working in partnership with the UK Department for Transport (DfT) to improve access to Scotland's rail network for everyone, and have implemented a Disability Action Plan for the Trunk Road Network.

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6. *Smart prices as traffic signals*

In transport, like in any other sector, there cannot be economic efficiency unless the prices reflect all costs – internal and external – actually caused by the users. The transport system would particularly benefit from better price signals. Transport operators and citizens are not always in a position to identify among several transport alternatives what is best for the economy and the environment, but with correct pricing of externalities for all modes and means of transport they would make the right choice just by opting for the cheaper solution.

Ferries Review

In our National Transport Strategy (2006), the Scottish Government committed to maintaining lifeline ferry services and to ensure that wherever technically and financially possible, ferry services are developed to improve access to vulnerable island and peninsular communities. We are currently carrying out a comprehensive review of these services to determine the scope for rationalisation of fares structures and whether, through fares adjustments, we could provide greater support for particularly vulnerable island communities. The Review is an open and inclusive process, involving all parties and groups with a direct interest, and will inform and develop strategy to 2022, in conjunction with the recently completed Strategic Transport Project Review.

Road Equivalent Tariff

The Scottish Government recognises the genuine concerns of our remote and fragile communities about the affordability of ferry travel and its impact on island economies. This underpins our commitment to investigating Road Equivalent Tariff (RET) as the basis for future ferry fares. A pilot exercise, which seeks to

establish the benefits of RET, commenced on 19 October 2008, and will run for 2½ years on all of the Western Isles to mainland routes. The study will involve a full evaluation of the pilot exercise and include options for implementing RET across the Clyde and Hebrides and Northern Isles networks, with an initial evaluation in late 2009 that will feed into the Scottish Ferries Review.

Air Discount Scheme

The Air Discount Scheme (ADS) was introduced by the (then) Scottish Executive in May 2006 under the European Commission's *Aid of a Social Character* mechanism, as a means of facilitating a better level of social inclusion in Orkney, Shetland, the Western Isles, Islay, Jura, Caithness and North West Sutherland. In recognising that high air fares in these areas can act as a barrier to social inclusion, residents benefit from a 40% reduction on the core fare for air travel within these areas and to and from Aberdeen, Edinburgh, Glasgow International and Inverness Airports. The Scheme has proved popular with residents, with around 83% of the population in membership and over 500,000 discounted tickets purchased. Over £6m was spent on the Scheme in 2008/09. Research commissioned in 2008 demonstrated that the Scheme has led to increased patronage, capacity and frequency on some ADS-related services. On 14 February 2008, the European Commission provided its agreement for the Scheme to continue for a further 3 years through to 31 March 2011. The Scottish Government intends to conduct in 2010 a full socio-economic impact assessment of the Scheme to ascertain whether it should continue beyond March 2011, with or without changes.

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7. *Planning with an eye to transport: improving accessibility*

National Planning Framework

The National Planning Framework (NPF) 2, published in June 2009, sets out our long-term strategy for the spatial development of Scotland's towns, cities and countryside. The NPF is about shaping Scotland's future and is concerned with how Scotland develops over the next 20 to 25 years and how to make that possible. It identifies key strategic infrastructure needs to ensure that each part of the country can develop to its full potential, providing a national context for development plans and planning decisions, as well as informing programmes of the Scottish Government, public agencies and local authorities. The Scottish Government will shortly publish streamlined transport and land-use appraisal guidance to help ensure that transport issues are given due consideration at the start of development plan preparation.

Strategic Transport Projects review

The recommendations of the Strategic Transport Projects Review were announced in the Scottish Parliament on the 10th December 2008 and set out investment priorities over the next 20 years, to be delivered subject to affordability against the budget allocation for Transport within future Spending Reviews. It considered predicted changes in land-use, population, economic performance and emissions to address the objectives of improving journey times and reliability, journey quality and reducing carbon emissions. 29 schemes are recommended within a hierarchy of:

- maintaining and safely operating our transport network
- optimising the use of those networks and (where there are identified gaps)
- targeted infrastructure improvements

The whole of Scotland will benefit from nationwide packages enhancing both the road and rail networks for all travellers and users. Though the majority of the interventions involve improvements to the public transport infrastructure, thereby facilitating the shift from car-based travel to bus and rail.