

Report to Partnership Meeting 4 February 2020

CONSULTATION

Scottish Government Consultations

Purpose of Report

This report provides Members with an overview on a number of live consultations from the Scottish Government, Transport Scotland. These include the 20% reduction in Car Km Route Map, National Planning Framework 4 and NHS Scotland Climate Emergency & Sustainability Strategy 2022-2026.

Scotland 2045 - fourth National Planning Framework - draft: consultation

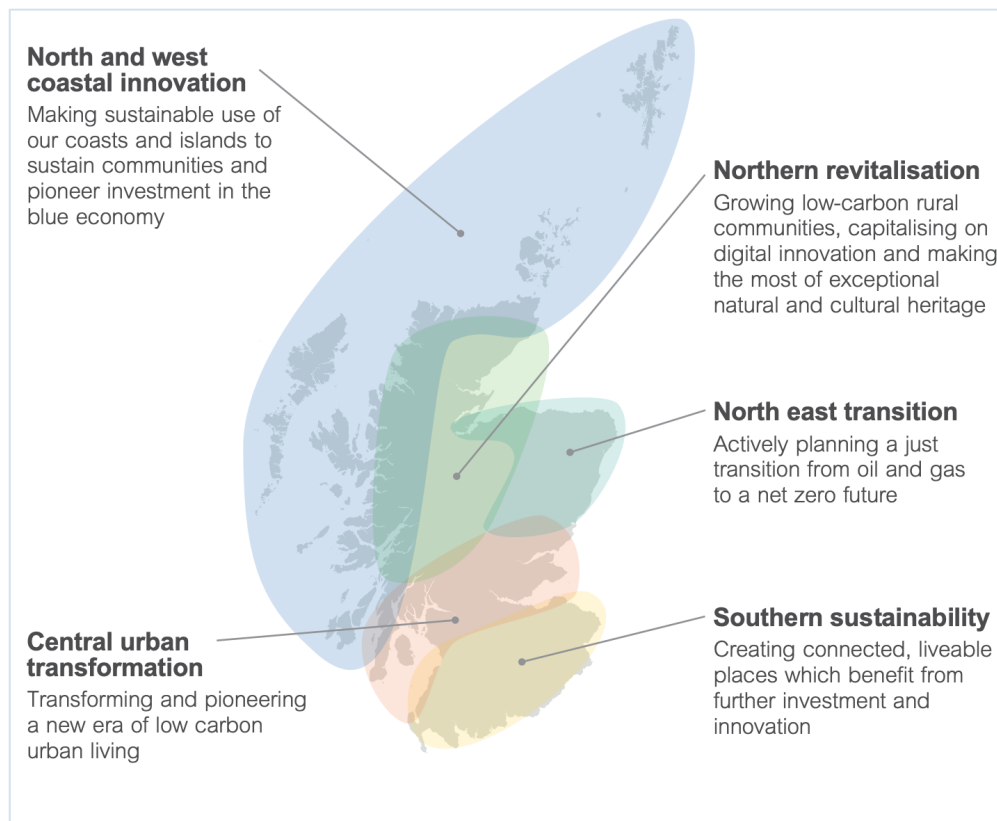
A link to the consultation on the draft fourth National Planning Framework (NPF4) can be found at the following link <https://www.gov.scot/publications/scotland-2045-fourth-national-planning-framework-draft/>. The consultation runs until 31st March 2022.

NPF4 will be a long-term plan that will guide spatial development, set out national planning policies, designate national developments and highlight regional spatial priorities. Importantly Draft NPF4 sets out Scottish Government's proposed approach to how planning and development will help to achieve a net zero, sustainable Scotland by 2045. HITRANS made submissions to an initial 'Call for Ideas' consultation that was to help inform the preparation of NPF4.

The Draft NPF4 comprises four main sections:

Part 1 - National Spatial Strategy

The national spatial strategy sets out a shared vision where each part of Scotland can be planned and developed to create: Sustainable, Liveable, Productive and Distinctive places. Underpinning the national spatial strategy are a series of spatial principles. The spatial strategy also highlights five action areas, mapped in a broadly indicative manner and overlapping. Four of those five action areas include parts of HITRANS area (see next page)



- **North and west coastal innovation**

The actions under North and West Coastal Innovation are as follows

1. Create carbon neutral coastal and island communities
2. Support the Blue and Wellbeing Economies
3. Protect and enhance blue and green infrastructure
4. Strengthen resilience and decarbonise connectivity

The final of these actions references the development of Island Connectivity Plan but provides no specific commitments.

- **Northern revitalisation**

This area broadly includes Highland with parts of Argyll and Bute, Moray and much of the national parks as well as links west and north to the island communities

5. Strengthen networks of resilient communities
6. Stimulate green prosperity
7. Nurture nature-based solutions
8. Strengthen resilience and decarbonise connectivity

- **North east transition**

This area broadly includes Aberdeen City and Aberdeenshire with links through Moray towards Inverness, and south towards the Tay estuary

9. Transition to net zero
10. Improve local liveability
11. Regenerate coastal communities
12. Decarbonise connectivity

The projects referenced under the Decarbonise connectivity have already been constructed or relate to Aberdeen. There is no reference to strategic links within Moray.

- Central urban transformation

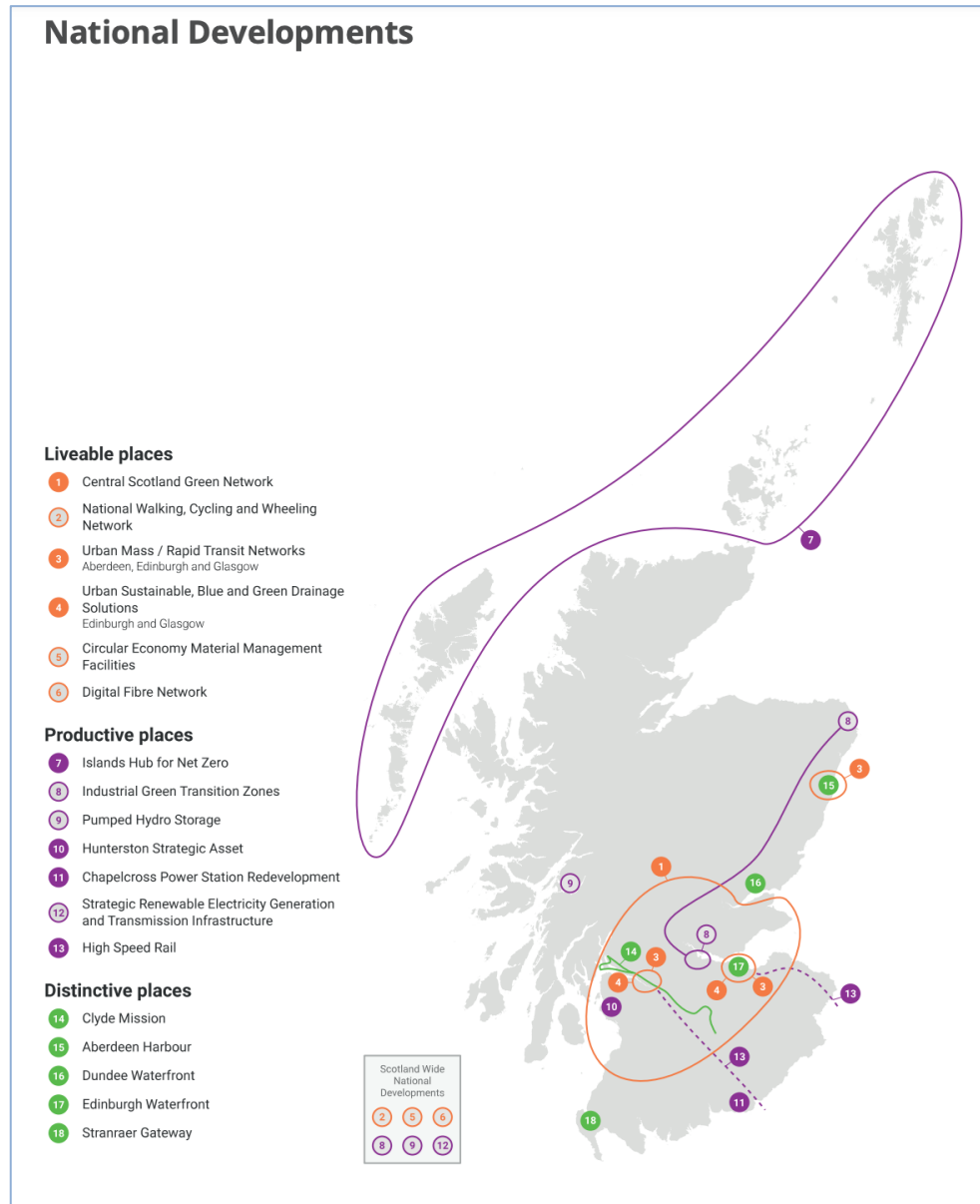
This theme broadly covers central Scotland but does include parts of Cowal, Bute and Kintyre within the HITRANS area. The only action which relates to this area is:

16. Rediscover urban coasts and waterfronts

However, the National Development of a Central Scotland Green Network extends across the area and therefore theoretically applies to these parts of Argyll and Bute.

Part 2 - National Developments

National developments are significant developments of national importance that will help to strongly support the delivery of the spatial strategy. Designation as a national development establishes the need for it but does not remove requirements for relevant consents to be obtained before development can begin.



There are three national developments which apply across Scotland: National Walking, Cycling and Wheeling Network; Circular Economy Material Management Facilities; and Digital Fibre Network. Beyond those the only two National developments within the HITRANS area are: Islands Hub for Net Zero and Pumped Hydro Storage which again relates to opportunities across Scotland but as an initial focus on Cruachan.

The Islands Hub for net Zero ‘supports proposed developments in the Western Isles, Shetland and Orkney island groups, for renewable energy generation, renewable hydrogen production, infrastructure and shipping, and associated opportunities in the supply chain for fabrication, research and development, in particular at the proposed Orkney Research and Innovation Campus. This is aligned with low carbon energy projects within the Islands Growth Deal and encompasses other projects that can facilitate net zero aims. The use of low and zero emission fuels will play a crucial role in decarbonising island and mainland energy use, shipping, strengthening energy security overall and creating a low carbon energy economy for the islands and the islanders. The developments will add value where they link into national and international energy, learning and research and development networks. There may also be opportunity for ports in the islands to establish themselves as near-Arctic marine transport and logistics hubs, including for transshipment operations.’

Part 3 - National Planning Policy

NPF4 will incorporate Scottish Planning Policy which will contain detailed national policy on a number of planning topics. For the first time, spatial and thematic planning policies will be addressed in one place. Draft NPF4 sets these out under the four themes indicated in Part 1: Sustainable, Liveable, Productive and Distinctive places.

Part 4 - Delivery

Delivering the NPF4 strategy and realising collective ambitions will require collaborative action from the public and private sectors and wider communities. Actions will range across different scales and include a mix of strategic and project investments. This section will be developed into a standalone, live delivery programme once NPF4 has been approved and adopted.

HITRANS Response

The section below provides an initial summary of some key points for Members to consider in developing a response to the NPF4 consultation:

The fundamental aims of the National Planning Framework in providing a new spatial strategy for Scotland and its alignment with wider government policy, including the National Transport Strategy, are welcomed. However, in the Action Areas and National Developments identified there is considered to be an inadvertent bias towards urban areas combined with a crude application of a rural label which misses the very significant urban context and opportunities of parts of the HITRANS area.

It is felt that NPF4 and the strategy and action areas could do much more to address the disparities and inequalities between communities across Scotland. Given the vast majority of National Developments are either very generic or do not apply to the Highlands and Islands it is difficult to understand how NPF4 will help tackle the challenges facing the area including the requirement for significantly more per capita investment to achieve net zero. Beyond the recognition of the need to upgrade networks to support the expansion and transmission of renewable energy from the Highlands and Islands, NPF4 underplays the strengths of the region to contribute to national strategies and priorities across a wide range of sectors.

The commitment to an Islands Hub for Net Zero is welcomed but is lacking in detail as to what it entails and it is disappointing that it applies only to Island Local Authorities rather than to all islands. In terms of strategic transport priorities there is no reference to several advanced projects which are vital to the area and referenced in the National Transport Strategy including upgrades to the A82 and A83 as well as A9 and A96 dualling and improvements to the Highland Mainline.

Given the level of investment and planning required to support the expected transition to electric and hydrogen as alternative fuels there was an expectation that NPF4 would provide more strategic support and vision for the infrastructure required for the transition to low carbon in transport and other sectors.

We welcome the inclusion of a National Walking, Cycling and Wheeling Network as a National Development and will outline the potential for HITRANS to play a key role in supporting its delivery.

The labelling and overlap between Action Areas causes some confusion with Highland, Moray and Argyll and Bute being covered by three overlapping Action Areas. Further, splitting Scotland into the proposed areas does not reflect the way in which key assets such as ports and harbours operate with the focus being local, Scottish, UK, EU and international in nature.

Next Steps

HITRANS officers will develop a full draft response to the Fourth National Planning Framework which will be shared with Members and Advisors for comment ahead of a final version being submitted.

20% reduction in Car Km Route Map

A link to the consultation on the 20% reduction in Car Km Route Map can be found at the following link <https://www.transport.gov.scot/consultation/consultation-on-the-20-reduction-in-car-km-route-map/>.

[Scotland's Climate Change Plan update in 2020](#) set out a commitment to reduce car kilometres by 20% by 2030. Transport accounts for a quarter of Scotland's greenhouse gas emissions, with cars making up almost 40% of transport emissions. Carbon-reduction modelling has concluded that it will not be possible to reach net-zero emissions through technological solutions alone. Reducing car use is essential in order for the transport system to be decarbonised at a pace that meets the statutory emissions targets set by the Scottish Parliament.

Current car use behaviour - The Route Map sets out the existing pattern of car use with Scotland.

According to Scottish Transport Statistics 2020, cars make up over 75% of total traffic volumes on the roads in Scotland, and the majority of all journeys in Scotland are made by car. In 2019, 65% of journeys were made as a car driver or passenger. This proportion has been growing over time, as has overall car kilometres driven. Between 2009 and 2019, the number of car kilometres driven in Scotland increased by 7%, despite the population only increasing by around 4.5% The proportion of car journeys made with only one person in the car has also grown over time.

It is important to recognise that a small number of longer journeys account for a disproportionate percentage of total car kilometres, with around 4% of trips (those over 55 kilometres) accounting for nearly 30 per cent of the total kilometres driven in 2019. Conversely, despite 45% of trips being under 8 kilometres in length, these accounted for just 12 per cent of trips of total car kilometres in 2019.

The most common trip purposes by car or van in 2019 were for commuting (28%); shopping (23%); and leisure (19 %), with 4% being for education, 3 per cent for business, 1% for holidays and 21% for other purposes. These proportions have been relatively stable over the

years preceding the pandemic. Of employed adults in Scotland, 68% travelled to work by car in 2019, while in rural areas this figure was over 80%.

People living in rural areas are more likely to have access to and use a car, and use it more frequently. In remote rural areas in 2019 over 70% of people aged over 17 drove at least three times per week, compared to only 46% of people living in large urban areas. This can partly be explained by poorer access to frequent and reliable public transport in rural areas, with analysis showing that 84% of rural areas have the lowest level of access to bus services. Yet, while access to cars is higher in rural than urban areas it is by no means universal, with lower income rural households being significantly less likely to have access to a car than higher income rural households.

As outlined previously, inequality in access to private cars also extends beyond income, with younger people, older people, women, disabled people and non-white Scottish or British ethnic groups all less likely to have access to a car than the general population. As well as an inequalities in access to cars, we know that car kilometres are not equally distributed across Scotland's local authority areas, with car kilometres per head of population being lower in urban local authority areas than in rural local authority areas. For example, while Glasgow is home to 12% of Scotland population only 7.6% of the total car kilometres driven in Scotland are within the Glasgow local authority area, in contrast with the Highland local authority area, where 6 per cent of Scotland's total car kilometres are driven, despite it being home to just 4 per cent of the country's population.

It is however acknowledged that not all driving that occurs on rural roads should be classified as 'rural trips', with journey origin and destination data showing that approximately 30% of the total distance travelled comes from trips that both start and end in urban areas, rising to 40% if trips that both start and end in accessible small towns are included as well.

While the COVID-19 pandemic has created an unprecedented effect on transport and travel in Scotland, with journeys to work particularly affected by temporary workplace closures, car traffic on trunk roads is now close to pre-pandemic levels. The current direction of travel is towards more car kilometres being driven each year, rather than fewer. Reducing car kilometres by 20% by 2030 will not be possible just by focussing on the shortest journeys or commutes to work where it is easier for people to switch to active travel or public transport, but requires a more holistic approach that also supports people to travel less, switch to more local destinations and reduce single occupancy trips wherever possible.

Table 17: Total number and percentage of population, land area and million car kilometres for each Council Area in Scotland. (Sources: National Records of Scotland and Department for Transport).

Council areas Source	Total			% of Scotland total		
	population (2020) <i>National Records of Scotland</i>	land area (sq km) <i>National Records of Scotland</i>	million car km (2019) <i>Department for Transport</i>	population (2020)	land area	car km (2019)
Scotland	5,466,000	77,901	36,747			
Aberdeen City	229,060	186	1,244	4.2%	0.2%	3.4%
Aberdeenshire	260,780	6,313	2,475	4.8%	8.1%	6.7%
Angus	115,820	2,181	870	2.1%	2.8%	2.4%
Argyll and Bute	85,430	6,907	731	1.6%	8.9%	2.0%
City of Edinburgh	527,620	263	2,399	9.7%	0.3%	6.5%
Clackmannanshire	51,290	159	264	0.9%	0.2%	0.7%
Dumfries and Galloway	148,290	6,426	1,510	2.7%	8.2%	4.1%
Dundee City	148,820	60	663	2.7%	0.1%	1.8%
East Ayrshire	121,600	1,262	844	2.2%	1.6%	2.3%
East Dunbartonshire	108,750	174	450	2.0%	0.2%	1.2%
East Lothian	107,900	679	801	2.0%	0.9%	2.2%
East Renfrewshire	96,060	174	617	1.8%	0.2%	1.7%
Falkirk	160,560	297	1,258	2.9%	0.4%	3.4%
Fife	374,130	1,325	2,425	6.8%	1.7%	6.6%
Glasgow City	635,640	175	2,791	11.6%	0.2%	7.6%
Highland	235,430	25,653	2,179	4.3%	32.9%	5.9%
Inverclyde	77,060	160	430	1.4%	0.2%	1.2%
Midlothian	93,150	354	564	1.7%	0.5%	1.5%
Moray	95,710	2,238	603	1.8%	2.9%	1.6%
Na h-Eileanan Siar	26,500	3,056	168	0.5%	3.9%	0.5%

North Ayrshire	134,250	885	645	2.5%	1.1%	1.8%
North Lanarkshire	341,140	470	2,530	6.2%	0.6%	6.9%
Orkney Islands	22,400	991	107	0.4%	1.3%	0.3%
Perth and Kinross	151,910	5,286	1,906	2.8%	6.8%	5.2%
Renfrewshire	179,390	261	1,296	3.3%	0.3%	3.5%
Scottish Borders	115,240	4,732	949	2.1%	6.1%	2.6%
Shetland Islands	22,870	1,467	163	0.4%	1.9%	0.4%
South Ayrshire	112,140	1,222	797	2.1%	1.6%	2.2%
South Lanarkshire	320,820	1,772	2,008	5.9%	2.3%	5.5%
Stirling	94,080	2,186	1,040	1.7%	2.8%	2.8%
West Dunbartonshire	88,340	159	533	1.6%	0.2%	1.5%
West Lothian	183,820	428	1,485	3.4%	0.5%	4.0%

The Route Map, which has been co-developed by Transport Scotland and the Convention of Scottish Local Authorities (COSLA), sets out the suite of transport and non-transport policies that will be implemented to support car-use reduction in order to deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors.

These behaviours are:

- i. to make use of sustainable online options to reduce your need to travel;
- ii. to choose local destinations to reduce the distance you travel
- iii. switch to walk, wheel, cycle or public transport where possible
- iv. combine a trip or share a journey to reduce the number of individual car trips you make, if car remains the only feasible option.

Consultation

The consultation asks a series of questions which relate to these interventions but also three overarching questions about the Route Map.

1. Do you agree with the overall behaviour change approach, and do you have any comments on the four behaviours outlined above? Please explain.
2. What are the key opportunities of reducing car kilometres
3. What are the key challenges faced in reducing car kilometres?

There is also a series of questions on the Impact Assessments undertaken to support the development of the Route Map including the following one which relate to the Islands Impact Assessment that asks whether the proposals set out in this plan could have a particular impact (positive or negative) on island communities?

Next Steps

The Route Map has only recently been published with the deadlines for submitting responses not until 6th April. However, this date is just prior to the next HITRANS Partnership Meeting and falls within the purdah period prior to the Local Elections on May 5th May. It is therefore proposed that HITRANS officers will develop a draft response to be shared with Members in sufficient time for a final response to be submitted prior to purdah.

NHS Scotland Climate Emergency & Sustainability Strategy 2022-2026










A link to the NHS Scotland Climate Emergency & Sustainability Strategy 2022-2026 can be found at the following link <https://www.gov.scot/publications/nhs-scotland-draft-climate-emergency-sustainability-strategy/documents/>.

This draft strategy sets out how the NHS seeks to achieve its ambition ‘to become a service which is both environmentally and socially sustainable. A health service that improves the opportunities, life chances, health and wellbeing of every citizen in our country and fully contributes to a more cohesive, resilient and net-zero society in a just way that contributes to population wellbeing and a reduction in health inequalities.’

To achieve this ambition the Strategy sets out priority areas for what they plan to do between now and 2026. Among these themes is Sustainable Travel

Of particular relevance to HITRANS and partners are the actions which relate to reducing the need to travel, promoting active travel and promoting public and community transport.

Sustainable Travel: summary of actions

Theme	Action	Relevant SDG
Reducing the need to travel	<ol style="list-style-type: none"> 1. Carry out annual travel surveys at each of our sites to monitor shifts in modes of transport in travel to and from NHS sites 2. Establish a target to reduce the number of journeys taken by car (staff, patient and visitors) 3. Support the continued use and expansion of NHS Near Me 4. Refresh and modernise our Homeworking policy 5. Plan new facilities in the community using the principles of twenty-minute neighbourhoods 6. Explore options for the better integration of care to reduce the number of separate appointments and journeys 	  
Promoting active travel	<ol style="list-style-type: none"> 1. Work with local authorities, third sector organisations and other partners to link our NHS facilities to active travel routes and networks in the wider community 2. Make our outdoor spaces and sites easier, safer and more enjoyable for people to walk, wheel and cycle on including through improving wayfinding 3. Work towards every Health Board achieving the 'Cycling Friendly Employer Award' from Cycling Scotland by no later than 2026 4. Provide detailed information to all our patients and visitors on how to avoid using a car when accessing our sites including details of cycle routes and paths, cycle parking, facilities and public transport options 	   
Promoting public and community transport	<ol style="list-style-type: none"> 1. Work with local authorities to identify where public transport links to NHS sites need to be improved 2. Make accessibility by public transport a fundamental consideration in decisions about where to develop new NHS facilities 3. Work with Community Transport Association UK and volunteer community transport groups to improve patient access 	 

In responding to the consultation, HITRANS will seek to draw attention to the unique challenges involved in both providing and accessing health and social in the Highlands and Islands. We will highlight the recent work to address these issues in areas such as Skye and Lochaber. We will also offer to work in partnership with the NHS and local authorities to tackle the actions identified in their Strategy but highlight the need for designated personnel with responsibility for travel and transport within each NHS Board for positive outcomes to be realised.

RTS Delivery

Impact - Positive

Comment – The policies outlined in these key policy document will underpin the prioritisation of the projects within the RTS Delivery Plan

Policy

Impact - Positive

Comment – These policy documents provide a detailed and coordinated framework of policies at a national level

Financial

Impact – Positive

Budget line and value – No direct impact but the policies and priorities will provide a focus for future Business Plans

Equality

Impact – Positive

Comment – Reducing Inequalities is one of the key priorities of the updated National Transport Strategy .

Members are invited to;

1. Note the report
2. Consider those priorities for HITRANS to identify in responding to the consultations on the National Planning Framework 4, 20% reduction in Car Km Route Map and NHS Scotland Climate Emergency & Sustainability Strategy 2022-2026.
3. Approve the preparation of draft responses by Officers for Members to comment upon
4. Delegate responsibility for submitting HITRANS final responses to HITRANS Chair and Partnership Director.

Report by: Neil MacRae
Designation: Partnership Manager
Date: 2nd February 2022