

Regional Transport Strategy Monitoring

1. INTRODUCTION

- 1.1** The Regional Transport Strategy has specified a monitoring framework for key objectives and some targets/actions albeit not all. The paper seeks to discuss the continuity of the existing monitoring framework and progress outcomes outlined in the statutory RTS.

2. RTS MONITORING FRAMEWORK

- 2.1** The 2015 refresh of the Regional Transport Strategy outlined that several external factors including macro-economic trends and discontinuity of data sources have an impact on the ability to monitor performance against these objectives. Page 42 of the refreshed Regional Transport Strategy outlines that at some point in the future it may be necessary to carry out a critical appraisal of continuing with the identified indicator targets given the trends identified and the ability for SEStran actions to have an impact on performance, given reduced funding. Annex 1 provides a list of the current content and format of the RTS Monitoring Framework targets. It is proposed that the period of amendment is now and that whilst continuity of monitoring of outcomes is important, any adjustments will seek to continue to achieve the monitoring of objectives but not necessarily with the same dataset.
- 2.2** The strategic framework for the 2008 RTS and the refresh in 2015 is very much of its time. There is potentially a greater focus on identifying policies and actions than having a concise strategic framework. The current Scottish Government has continued, over the last decade, to move towards a greater focus on outcomes. There is also a greater analytical resource and focus on designing measurable and meaningful indicators and performance frameworks. Whilst, a strategy shouldn't be designed solely based on the availability of data, as this would limit transformational change, there has does need to be a clear relationship between outcomes targeted and development of effective and efficient monitoring.
- 2.3** Over Summer 2017, SEStran undertook a desk based analysis of the continuing cost and availability of existing data sources for RTS monitoring and to scope out whether further data sources, direct or proxy, are available to monitor and provide an indicator of performance against existing RTS objectives. From that analysis it is proposed that the existing format and presentation of the monitoring framework needs to be made more accessible and useable. The desk based analysis showed that the majority of indicators were no longer measurable by availability of data or relative cost of proxy data. In particular, a lot of the monitoring framework relied on Scottish Household Survey data, where the main limitation with that data is that transport and travel responses in SHS focus on getting a statistically significant national picture. For anything regional, some

kind of bespoke analysis would have to be done with the SHS data and we are investigating how to access the data and the cost.. However, for the very specific requests (e.g. SES region data on a question, but also by SIMD or disability or X other variable), we have received advice from Transport Scotland statisticians that we will start to run into problems with too few numbers of respondents and, therefore, may have to settle for the national data as a proxy.

- 2.4** Outwith the strategic framework of objectives and indicators, there were a number of “actions” outlined in the RTS which require to be monitored in terms of progress or providing a baseline for future monitoring and advocacy. These are detailed in Annex 2. It is proposed that an evaluation of these actions is undertaken over the next 2/3 months to see what has been progressed since the key dates 2008 or 2015 and what actions should therefore be prioritized as part of the 18/19 Partnership Business Plan.

3. COUNCILS ACTIONS

- 3.1** There has been previously a quantitative and qualitative aspect of self-reporting through Chief Officers by councils and it is proposed that this self-analytical process is reintroduced. Chief Officers have been providing regular updates since May 2017 which will have a significant impact on the actions identified in the RTS and the achievement of the wider vision. Previous annual reports have provided a table of expenditure detailing resources spent by constituent councils on delivering RTS outcomes. This would seem potentially an overtly fiscal lens of success which does not adequately cover the softer policy and behavioural change measures that our constituent councils deliver. Therefore, it is proposed that there should be a focus on the narrative reporting of actions, rather than creation of a financial league table.

4. CONCLUSION

- 4.1** The committee are requested to discuss the outlined proposed actions within the paper and agree to:
- the continued review and revision of the RTS Monitoring Framework
 - undertaking a prioritized analysis of progress listed RTS actions in Annex 2 and
 - to introduce the submission of regular concise narrative accounts of progress with key actions which contribute to RTS outcomes by each constituent council of the South East of Scotland Transport Partnership which would form the basis of the annual report monitoring until a new cost-effective and sustainable monitoring framework can be developed.

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Annex 1 – Copy of RTS Strategic Monitoring Framework

Annex 2 – List of RTS Actions

Annex 1

Targets for Economy

4.2.1 The economy targets are particularly aimed at reducing congestion, widening labour markets and ensuring key economic transport links are maintained and developed.

Objective 1.1 – to maintain and improve labour market accessibility to key business/employment locations

Access to key business and employment locations can be assessed in terms of the number of potential employees with a given travel time by public transport. This can be thought of as the labour market catchment for key, currently identified, employment centres. Improvements in public transport will increase this catchment, which can be defined in two bands – under 30 minutes and under 60 minutes.

Target: Relative to 2007, achieve a 10% increase in (public transport) labour market catchments (within 30 minutes, and within 60 minutes) for selected locations.

Objective 1.2 – to maintain and improve connectivity to the rest of Scotland, the UK and beyond

Key economic 'gateways' to the rest of Scotland, the UK and the rest of the World include the motorway network, major railway stations, Edinburgh Airport, and Rosyth, Grangemouth and Leith ports. This objective seeks to ensure links to these gateways and beyond are maintained and improved.

Target: To improve 'connectivity' to a range of key internal and external destinations – mainly indirectly via influencing other bodies such as bus and train operators, airport operators, other RTPs and Transport Scotland. SEStran has been working with Edinburgh Airport in developing its Airport Surface Access Strategy to ensure good quality public and sustainable transport is built into their strategy.

Objective 1.3 – to support other strategies, particularly land-use planning, and economic development

No quantitative target possible – only demonstrable synergies with other strategies, through new working relationships and structures.

Target: Demonstrable progress in collaborative working between SEStran, SESplan, planning authorities, economic development agencies and other appropriate stakeholders. For example, SEStran has become a Key Agency in the planning process in relation to Strategic and Local Development Plans. In the longer term, an RTS target (10 year) is to identify the transport infrastructure and services required to meet the relevant development plan requirements.

Objective 1.4 – to reduce the negative impacts of congestion, in particular to improve journey time reliability for passengers and freight

Commute-based mode share targets have been developed for the RTS. Achievement of these targets will reduce congestion in key corridors and improve journey time reliability. 'Time lost to congestion' is regularly monitored on the busier parts of the trunk road network by the Scottish Government, and reported annually.

Target: (i) Reduce 'car driver' share for travel-to-work by six percentage points over the period of the RTS (see Chapter 8 for details); (ii) Over the period of the strategy, reduce (after 15 years) time lost due to congestion across the SEStran trunk road network; (iii) From the Scottish Household Survey (Travel Diary), reduce the proportion of car driver journeys made by SEStran residents which are reportedly affected by congestion between 0700 and 0900.

4.3 Targets for Accessibility

The overarching objective for accessibility is 'to improve accessibility for those with limited transport choice or no access to a car, particularly those who live in rural areas'. Targets for each sub-objective are proposed below.

Objective 2.1 – to improve access to employment

Through accessibility modelling, the RTS has established a measure for residential access to employment for all areas of SEStran, at a detailed spatial level. Modelling can be used to measure the impact of public transport improvements on this accessibility measure.

Target: For communities defined as most deprived by the Scottish Index of Multiple Deprivation (SIMD), improve access (by public transport) to employment (using the above measure) by an average of at least 10% after 15 years).

Objective 2.2 – to improve access to health facilities

The accessibility modelling undertaken in the RTS also allows an accurate picture to be built of communities with long travel times, using public transport (defined here as greater than 60 minutes), to hospital services, where there are a significant number of zero-car households (see Chapter 6).

Target: Reduce the proportion of zero-car households with poor access (>60 minutes travel by public transport) during various time periods and to defined key hospitals by 50% over the period of the RTS (15% after five years).

Objective 2.3 – to improve access to other services, such as retailing, leisure and education

Target: Reduce the proportion of zero-car households with poor access (>45 minutes travel by public transport) to defined further education colleges, job centres and regional shopping centres by 20% over the period of the RTS (7% after five years).

Objective 2.4 – to make public transport more affordable and socially inclusive

There are a range of barriers to the use of public transport which the RTS is setting out to address.

Targets: (i) By, or before the end of the RTS, monitor the implementation of all DDA requirements regarding accessible buses and all public transport complies with the requirements of the Equalities Act 2010. (ii) Identify high fare ‘anomalies’ in the SEStran area by the end of the RTS period, relative to 2007 (iii) Seek to influence national policy in relation to the procurement of bus services, if necessary to meet other RTS targets.

4.4 Targets for Environment

Objective 3.1 – to contribute to the achievement of the UK's national targets and obligations on greenhouse gas emissions

Reducing the level of road traffic is central to the goal of cutting greenhouse gas emissions.

Target: Progress should be made at the SEStran level towards the Scottish Government's aspirational national traffic reduction target of a return to 2001 traffic levels by 2021, and the Scottish Government's emissions targets.

Objective 3.2 – to minimise the negative impacts of transport on natural and cultural resources

Target: To minimise significant effects on areas designated for, or acknowledged for, their biodiversity interests (including protected species), landscape and/or cultural heritage importance, from interventions in the RTS.

Objective 3.3 – to promote more sustainable travel

The achievement of more sustainable travel choices will be evidenced through changes in mode share, and in particular a reduction in the share of ‘car driver’.

Target: Targets for mode share (see objective 1.4).

Objective 3.4 – to reduce the need to travel

Advances in technology are creating opportunities for reducing the amount of travel undertaken, eg home working, teleconferencing, internet shopping etc.

Target: To stabilise and reduce the number of trips per person per year made using motorised modes, by 5% over the period of the RTS.

Objective 3.5 – to increase transport choices, reducing dependency on the private car

Target: Targets for mode share (see objective 1.4).

4.5 Targets for Safety and Health

Objective 4.1 – to improve safety (reducing accidents) and personal security

Targets: (i) By 2020, to cut the number of killed by 40% and seriously injured casualties by 55%; and to cut the number of children killed by 50% and seriously injured by 65%, all from a 2004-2008 base. There is also a target to reduce the slight casualty rate by 10% (ii) Over the period of the strategy, a 20% reduction (7% after five years) in pedestrians and cyclists killed or seriously injured (KSI) per trip made (using SHS data for trip making). (iii) Over the period of the strategy, a five percentage point improvement in the perception of the safety of travel by bus in SEStran (currently around 85%), using Scottish Government Bus Satisfaction monitoring data (two percentage points after five years).

Objective 4.2 – to increase the proportion of trips by walk/cycle

Targets: Targets for mode share (see objective 1.4); in addition, over the period of the strategy, a 5% point increase in walking and cycling mode share for all trips, SEStran wide. Cycling Action Plan for Scotland has a vision of 10% of all journeys will be by bike by 2020.

Objective 4.3 – to meet or better all statutory air quality requirements

Target: To contribute to meeting the national targets for air quality.

Annex 2 RTS Actions

Action: SEStran will co-ordinate and help local authorities with travel planning and help implement travel planning itself (including for schools, local authority employees, health boards and other public and private sector workplaces). This proposal is included as a high priority, due to its potential effectiveness against a wide range of RTS objectives. SEStran has provided a regional forum for the discussion of travel planning issues and knowledge sharing.

Action: SEStran has published guidance on Sustainable Development and on Parking Standards and Parking Management. This guidance has been adopted by the SEStran Partnership and SEStran Local Authorities are encouraged to implement this guidance in their development management processes as part of the statutory planning process. This should be a medium priority for SEStran authorities

Action: continue SEStran's car-share scheme and engagement with European car sharing projects; and offer links to local authorities' travel plan work. Establish likely value of personalised travel planning assistance in SEStran context and if shown to be good value, implement across the SEStran area. The car-share element is a high priority, as it already exists and should be sustained. Workplace travel plans and personalised travel assistance plans are a medium priority. Workplace travel plans and personalised travel plan assistance are, by definition, local. They should, in the first instance, be delivered as part of the developments likely to take place in the SEStran area over the appropriate development plan periods

Action: include establishing best practice on promoting and monitoring tele-working in the RTS. Consider role of travel plan officer and sustainable transport group in this context. This should be seen as a medium priority for SEStran, in the absence of national guidance. It would be practical to establish a region-wide approach, although pilot schemes may be established, possibly as part of travel plans for individual developments

Action: establish a good practice methodology, focussing on links between services/ infrastructure and awareness campaigns. This should be a medium priority for SEStran, as it supports wider travel initiatives, can be delivered regionally on a relatively short timescale and does not require any capital investment. This activity will include supporting sustainable travel events and promotion of sustainable travel at "green" events.

Action: it is recommended that the existing OneTicket as a multi operator ticket continues to be promoted as a medium priority. SEStran has recently taken over responsibility for the daily operation of OneTicket. In addition, as a medium priority, SEStran should work towards developing the coverage, attractiveness and sales of OneTicket across the whole region. SEStran will seek a change in the legislation referred to above to allow the full potential of integrated ticketing to be realised. As a high priority, SEStran will engage with Transport Scotland and bus operators in order to

progress the wider integrated ticketing agenda and in particular investigate the feasibility of introduction of electronic ticketing to One Ticket and the potential of a Scotland-wide smart ticketing system. SEStran will also seek the establishment of railtram integrated tickets through the proposed Edinburgh Gateway rail station serving the airport

Action: SEStran will objectively review past and present relevant [rail concession] schemes from across SEStran and elsewhere, before making further recommendations. This should be seen as a medium priority for SEStran

Action: SEStran will continue developing a Freight Quality Partnership⁹ at the regional level, as part of the RTS. Such a partnership supports agreed objectives and policies, and meets the requirements of the RTS guidance. This action is a high priority for SEStran.

Action: the consideration of HGV facilities, routing issues and HGV signing will be undertaken through the FQP. Through various European projects SEStran has already identified the potential for a Dryport in the Coatbridge area and a Distribution centre near Livingston/Bathgate. A freight signing strategy has been developed along with freight route maps. In addition SEStran has published information on available rail freight routes linking the region to the rest of the UK. This is a high priority for SEStran, supplementing the measures outlined above.

Action: A framework of suggested bands for maximum parking standards has been developed, depending on location, public transport accessibility and land-use, for all sizes of development and adopted by the SEStran Partnership. Local Authorities should take account of this framework in developing their own standards. This measure is promoted as a medium priority

Action: SEStran local authorities should take account of the SEStran parking management strategy in developing their Local Transport Strategies and implement DPE where appropriate. Local authorities should also consider a combined DPE management regime including the option of using SEStran as a facilitating body. High priority

Action: SEStran has established a regional park and ride strategy that has been adopted by the SEStran Partnership and the promotion of measures associated with the strategy is viewed as a high priority. Proposed new sites have been identified/appraised as part of this strategy to ensure a consistent, regional approach to Park and Ride. SEStran will also work with partners to tackle local problems that may arise from high parking demand around stations

Action: SEStran will encourage the development and use of alternative fuels within the SEStran area as a high priority.

Action: carry forward general support for road safety, linking to local and national actions, and consider how best to bring added value to the delivery and monitoring of

road safety in the SEStran area, This should be a low priority for SEStran, as local authorities are already working to this end.

Action: SEStran to share current practice amongst its members and identify gaps where these exist in localised [safer routes to school] networks. A high-level policy framework will be set to ensure consistency of provision across the area. This is a low priority for SEStran in policy terms, in so far as significant work has already been undertaken.

Action: SEStran to support the development of urban cycle networks as identified in our study as a high priority.

Action: To work closely in partnership with Sustrans on the development of these [regional active travel] networks. This should be supported as a high priority.

Action: SEStran will review best practice on cycling infrastructure; local authorities should take this into account in developing their LTS. Medium priority

Action: As a medium priority, SEStran will help local authorities to review off-peak and supported services across the SEStran area and identify major 'gaps' in provision.

Action: As a medium priority, SEStran will encourage bus operators to consider the introduction of alternative fuel buses by seeking grant from Scottish Government or any other source (Lothian Buses have already introduced Hybrid buses to their fleet)

Action: SEStran will seek to achieve an applicable minimum standard of vehicle across the area. Minimum standards should be encouraged in terms of vehicle age, accessibility, and emissions. SEStran should examine the options available in this context as a medium priority, recognising the difficulties faced by small operators in this regard, and other local issues.

Action: SEStran has reviewed fares levels across the area in terms of value for money. In the longer term, SEStran will seek to address inequalities in public transport fares across the SEStran area as a medium priority.

Action: SEStran will seek to identify barriers to integration and work with appropriate stakeholders to overcome these as a high priority.

Action: it would be sensible to encourage upgrading access first to those interchanges which are most heavily used and to which access is currently poorest. These will be identified by SEStran as a high priority.

Action: SEStran has reviewed bus stop infrastructure on key regional public transport corridors. The promotion of minimum standards at bus stops is a medium priority for SEStran.

Action: As a high priority, SEStran to build on recent work to implement, where practical, the SEStran Bus Passenger Information Strategy.

Action: Continue to promote and seek funding for the implementation of RTPI using up to date technology. This is a high priority for SEStran, as RTPI offers considerable potential, is a proven technology and is already in place in some areas. A common regional approach covering bus and rail should be adopted, particularly in IT terms, to ensure that systems are inter-operable.

Action: SEStran has investigated the potential for a region-wide taxicard in terms of delivering the RTS objectives, and as part of the rural transport hierarchy described in Chapter 7. This is a low priority for SEStran to review previous work and ascertain its current relevance.

Action: SEStran will identify the current levels of information service provision and its potential role to bring added value to the delivery of these services through our Equalities Group. This is a medium priority for SEStran, given the requirements of the DDA and benefits that could accrue from delivery. Mobility impaired information services are deliverable on a regional basis including bus RTPI.

Action: Best practice guidance has been produced, offering guidance on how best to consider transport provision in sustainable design. This guidance should be taken into account in the Strategic Development Plan for South East Scotland, and local authorities should also take account of it in developing their Local Transport Strategies and Local Development Plans.

Action: Initially this measure will be considered as a medium priority to encourage extending measures to all viable routes in Edinburgh, but may extend to specific routes in other council areas on a consistent basis as further bus lanes are introduced over time.

Action: SEStran to give further consideration to establishing a tourism signing strategy. This consideration should be a low priority for SEStran, as there is no statutory requirement for such a strategy.

Action: As a medium priority SEStran to promote the establishment of a regional coordination centre, and the development of demand responsive transport. This work will take cognisance of existing cross boundary co-ordination such as between Stirling, Clackmannanshire and Falkirk

Action: SEStran to compile an inventory of ITS systems in the area, assisting in information provision and the consistency of approach/inter-operability, although only as a low priority

Action: As a medium priority, SEStran to review the evidence on the effectiveness of car clubs in relation to the RTS Objectives, and consider supporting their extension into other areas

Action: As a high priority, SEStran to continue to build joint working practices with all relevant local authority structure, strategic development and local development planning teams

Action: As a low priority, SEStran will liaise with stakeholders from this sector of the travelling public. The regional aspects of PTW will be scoped and funds will be made available for investment in PTW-related infrastructure

The RTS has identified areas with relatively poor or no access to all the main hospitals relevant to SEStran residents, and highlighted those geographical areas with significant numbers of people and zero-car households with poor accessibility. In response, SEStran will, as a high priority [TYPE 3]:

- work with bus operators to explore the potential to adjust existing bus routes to serve some of these areas¹; work with hospitals to provide public transport journey plans along with all appointments;
- consider the potential for new routes to link settlements to hospitals, based on consultation with health boards to establish key needs at the detailed level;
- consider the potential for hospital to hospital bus services, serving locations identified as currently having a poor level of access;
- identify methods of managing parking to ensure the most efficient use of parking space at hospitals and maximise the use of public transport;
- review the provision of demand responsive transport in SEStran, with particular reference to rural areas where the provision of scheduled bus services would be highly uneconomical; and
- liaise with community transport groups to advise on best practice, drawing on experience from operational schemes across SEStran and beyond.

The following actions have high priority [TYPE 3]:

- SEStran will examine each area highlighted as: (i) deprived and (ii) suffering from relatively poor access to employment on a case-by-case basis. Detailed examination of the bus services available from these areas could suggest modifications to routes to improve access to employment for these geographical areas³. SEStran will promote modifications where practicable – these could include the modification of bus routes, or new links to defined public transport ‘hubs’; and
- SEStran will engage with local employment agencies and stakeholders to identify any further geographical areas where poor public transport is perceived as a major issue for labour market participation, including areas lacking direct public transport links with Edinburgh.

Action: A thorough review of current Community Transport and DRT schemes operating in SEStran is necessary – medium priority [TYPE 3] – to establish a comprehensive

baseline, including details of the type and scope of the scheme, cost, funding arrangements, customer satisfaction etc. In itself, this would provide a strong indication of current 'best practice' in SEStran. This could be undertaken by SEStran staff or consultants. Consultation should be undertaken with all providers of DRT and Community Transport as part of this exercise, and this will be on-going.

Action: SEStran will review rural transport/DRT provision across the area and consider the case for the development of a framework of provision, building on the above. The role of car clubs (see 6.16.8) should also be considered in providing a level of mobility without owning a car. This would move towards consistency of provision and equality of opportunity across the area. Linked to this is the promoting of electric vehicles and associated charging points. Car clubs are an excellent way to introduce drivers to the benefits of using electric vehicles. 7.5.9 The illustrative hierarchy suggested in the RTS used an eight-way classification of rural areas and suggested an appropriate 'level of service' for different journey purposes from these areas. This framework will be developed further in conjunction with relevant stakeholders, with a view, in the medium term, to ensuring equality and consistency of provision across the area. A SEStran led working group will be required to take this forward through with a realistic view of SEStran's capability to implement change.