CONSULTATION AND ANALYSIS REPORT

SCOTLAND'S TRANSPORT FUTURE:

PROPOSALS FOR STATUTORY REGIONAL TRANSPORT PARTNERSHIPS

SCOTTISH EXECUTIVE

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CONTENTS

ACKNOWLEDGEMENTS

Thank you to all the respondents who took the time to respond to the consultation. Every reply has been examined thoroughly and every effort has been made to represent the wide range of views and opinions received.

CHAPTER 1:   BACKGROUND TO THE CONSULTATION

The purpose of the consultation was to gather views on a number of specific questions relating to the creation of statutory regional transport partnerships (RTPs) in Scotland. The Partnership Agreement, *A Partnership for a Better Scotland* commits to the development of 'effective regional delivery partnerships'. However, the agreement was not prescriptive about how those partnerships should be formed.

In October 2003 the Scottish Executive consulted on the principle and form of regional transport partnerships as part of the consultation, *Scotland's Transport: Proposals for a New Approach to Transport in Scotland*. Following the consideration of the consultation report and responses, the Executive decided to create statutory regional transport partnerships across the whole of Scotland.

In June 2004 the white paper *Scotland's Transport Future*, was published. This set out the Executive's proposals for stronger national and local government transport delivery structures in Scotland and for a more strategic approach to the planning and delivery of transport at all levels. The Executive is to establish a national transport agency during 2005-06. The Transport (Scotland) Act 2005 includes provision for the creation of regional transport partnerships.

The white paper committed the Executive to further consultation on the geographic coverage, powers and duties of the new regional partnerships. When presenting the white paper to Parliament, the Minister for Transport agreed to consult on funding of the partnerships.

The consultation focused on the form of regional transport partnerships and not the principle of establishing partnerships as this was covered in the 2003 consultation. It was organised around a series of questions which focused on four specific areas:

- ✘ Boundaries
- ✘ Constitution (membership and voting arrangements)
- ✘ Functions
- ✘ Funding

CHAPTER 2:   THE CONSULTATION PROCESS

TIMING OF THE CONSULTATION

Between July and September 2004, prior to the publication of the formal consultation paper, Scottish Executive officials held informal discussions with key stakeholders, including the voluntary regional transport partnerships, Strathclyde Passenger Transport (SPT), local authorities and others. The information and views expressed at that time helped to inform the proposals which were later put forward in the consultation paper.

The formal consultation period began on 27 October 2004 and ended on 19 January 2005, but due to several consultees requesting more time to respond, the period was subsequently extended.

NATURE OF CONSULTATION

The consultation document[1] comprised of twenty-five pages (plus a covering letter). The document set out the background to the consultation, highlighted the key topics for consideration and posed a series of questions to which respondents were invited to respond. The questions focused on the four topic areas.

Sixteen specific consultation questions were posed; two of these were sub-divided further, giving twenty-two clearly defined issues for consultees' consideration.

DISTRIBUTION AND ADVERTISING OF CONSULTATION DOCUMENT

In accordance with the Scottish Executive's, *Consultation: Good Practice Guidance,* the consultation was advertised in the *forthcoming consultations* section of the Scottish Executive website prior to the actual launch. The consultation paper itself was available on the website from 27 October 2004.

To launch the consultation around 850 copies of the consultation paper were distributed to approximately 300 organisations, MSPs, councillors and individuals. Consultees included:

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[1] To review the consultation document see, http://www.scotland.gov.uk/consultations/transport/rtpc-00.asp

- Local authorities
- Transport providers
- Voluntary organisations
- Lobby groups
- Representative organisations
- Individuals
- Other public bodies
- Regional transport partnerships
- Business sector organisations
- Trade unions
- Academics
- Disability groups
- Enterprise companies
- Consultants
- Chief Constables
- Tourist boards
- Environmental organisations

In addition to those consultation documents issued to specified consultees further copies were sent out in response to telephone and e-mail requests during the consultation period. Copies were also made available at a South East Scotland Transport Partnership (SESTRAN) conference which was supported by the Scottish Executive Transport Group.

WHO WERE THE RESPONDENTS?

The full list of the respondents is documented in Annex 2. Respondents are grouped into broad categories as shown in the table:

Table - Respondents by Type of Organisation

Type of Organisation	Number of total responses	Percentage of total responses (%)
Local authority	30	28
Transport provider	9	8.4
Voluntary organisation - Community Transport Group	9	8.4
Lobby Group – Transport	6	5.6
Representative organisation	6	5.6
Individual	5	4.7
Other public body	5	4.7
Regional Transport Partnership	5	4.7
Representative organisation – Transport	5	4.7
Business Sector	4	3.7
Trade Union	4	3.7
Academic	3	2.8
Disability Group	3	2.8
Enterprise companies	3	2.8
Voluntary organisation – Community Transport	3	2.8
Consultant	2	1.9
Lobby Group – Women	2	1.9
Chief Constables	1	0.9
Lobby Group – Environmental	1	0.9
Tourist Board	1	0.9
TOTAL	**107**	

Local authorities submitted just under one-third of the responses. All of the local authorities responded to the consultation except Midlothian and South Lanarkshire. Lobby groups were split into three categories: transport, women and environment. The

transport representative organisations were categorised separately in order to analyse their views in comparison with the representative organisations as a whole. Voluntary organisations totalled 12 but community transport groups represented 75% (9) of these. It was important to highlight this by creating a separate category, which could still be analysed alongside voluntary organisations. In comparison to other respondent sectors, tourism bodies have a relatively small representation.

Gaps in Respondent Type

 Comparison of the consultation and respondents' lists revealed no obvious gaps, although two types of organisations were less well represented than others were: environmental organisations and tourist boards.

NATURE OF RESPONSES

The format of the consultation paper followed a structure for forming a response. Most of the 107 responses were organised around the four sections and sixteen questions. Responses ranged from one-page submissions through to relatively long arguments set around key ideas that the respondents wished to discuss. However, most respondents roughly followed the format of the consultation paper. All of the responses were issued by organisations or individuals who based their views on their professional and/ or personal experience and insight into transport issues.

CHAPTER 3:   CONSULTATION REPORT

The following policy changes were made to reflect the views from the consultation exercise. The changes have been reflected in the Transport (Scotland) Act 2005 in the secondary legislation that stems from it. The changes are organised under the four main headings which were used throughout the consultation process.

Boundaries

Arran and the Cumbraes previously formed part of the HITRANS voluntary transport partnership. Representations by the local authority and a number of others have resulted in Arran and the Cumbraes being included within the west RTP. This has resulted in North Ayrshire council area in its entirety being contained within a single partnership.

It was proposed to include Dumfries & Galloway in the west RTP and Shetland in the Highlands and Islands RTP. Substantial representation felt that Dumfries & Galloway should form a single-authority partnership. The Transport (Scotland) Act 2005 now provides that a regional transport partnership can comprise of one local authority. Shetland Islands Council made strong representation to form a single-authority partnership. Following further discussions, each of those councils are now members of single-authority transport partnerships.

Constitution

The original intention was to permit only one councillor to represent each of the constituent local authorities of an RTP. As a consequence of representations from a number of respondents, the Transport (Scotland) Act 2005 now enables more than one councillor member to represent the interests of a constituent local authority. The order establishing RTPs achieved this.

In the light of representation from SESTRAN the arrangements for the South-East of Scotland Transport Partnership should be based on a combination of multiple membership and weighted voting. In the light of strong representation received from HITRANS and island councils that there should only be one member per authority exercising a weighted vote, this is now provided for in the secondary legislation.

There were many comments regarding the proposed voting rights of non-councillor members and in particular, the influence and role that 'non-democratically elected persons' might have with respect to decisions on the spending of public funds. The legislation meets those concerns by excluding non-councillor members from voting on (i) requisitioning of funds from local authorities and (ii) transfer of functions from local authorities. On all other matters, including the setting of the budget, non-councillor members may vote if the RTP so decides.

RTPs are allowed to agree which of their decisions should be subject to a 2/3 majority rather than a simple majority.

Functions

It is intended that single-authority partnerships should adopt functions model 3, i.e. all public transport functions transfer from the local authority to the RTP.

Funding

There were general concerns regarding the consultation's proposals on funding. However due to a lack of consensus no significant policy changes have been made.

ANNEXES: ANALYSIS REPORT

ANNEX 1.   SUMMARY OF ANALYSIS

A Scottish Executive consultation on *Scotland's Transport Future: Proposals for Statutory Regional Transport Partnerships* took place between 27 October 2004 and 19 January 2005 which was extended upon the request of the consultees. A consultation paper was issued, from which 107 responses were received, from a wide range of organisations and individuals.

The consultation document was structured around four main topics: the proposed boundaries of the RTPs, the constitution of the RTPs, the functions and three model options to be adopted and the sources of funding. Sixteen questions were posed with respondents invited to opt into responding to all or some of these.

There was an encouraging response to the consultation in terms of participation. A wide range of organisations from across a broad spectrum of stakeholder sectors replied. The detailed and constructive nature of their commentary was important. No particular gap in respondent category was identified.

Overview

There was general support for the voluntary RTPs becoming statutory and there was general agreement with the proposals as defined in the consultation.

The responses to the consultation totalled 107 and the submissions provided a range of detailed opinions. A large number of responses contained a rich source of information from organisations who were experienced in transport planning and delivery. Public transport users' views were also provided from individuals, inclusion groups and lobby groups.

The consultation outlined proposals in four main sections: boundaries, constitution, functions and funding. Different topics attracted a variety of responses. For example, sometimes the responses to a question were lower as a recurrent theme was 'for the RTP to decide'. A number of questions were directed specifically towards local authorities, SPT and voluntary RTPs which may have affected the response rate. For

example, in 'functions' there were a smaller number of respondents for individual questions as they often focused on regionally specific regions and therefore the lower number of respondents does not necessarily imply a lack of interest or understanding. In comparison, the 'boundary' questions resulted in detailed responses throughout, (see figure 1.1).

FIGURE 1.1

Total Percentage of Respondents to Each Question in the Consultation.
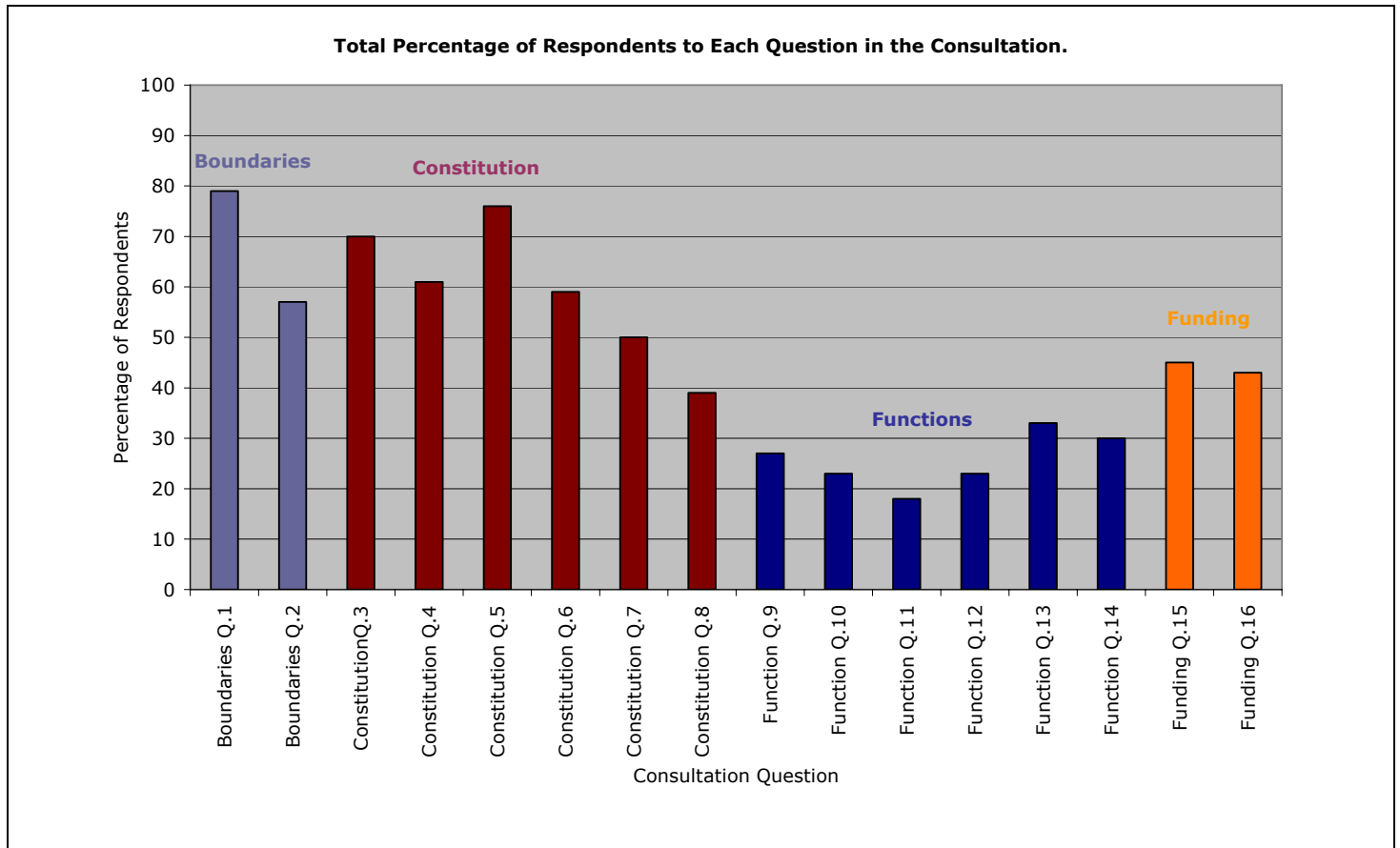
General consensus did emerge on many of the issues particularly with regard to model adoption. The results revealed a small number of frequently suggested modifications or concerns. Additionally, there were a minority of questions and answers that presented no clear solution as respondents were equally split as to the way forward. Significant agreement was demonstrated in the following:

✗ There was widespread support, particularly from local authorities, for the current voluntary RTPs becoming statutory.

- ✖ Modifications were proposed to the boundaries and were mainly voiced by respondents who would be affected by a local authority being located within a particular boundary.

- ✖ There was major agreement of those who responded (90%) that the proposed RTPs would bring improvements at a strategic level and result in better cross-boundary working between local authorities.

- ✖ There was general agreement from those who responded that if RTPs included external members these should be appointed by the RTPs with Ministers issuing guidance. Recurrently, respondents suggested that external members should be experts. Although, there was no clear consensus as to the voting role external members should take.

- ✖ Even though no questions were asked regarding the weighting of votes for councillor members, the respondents consistently commented on this matter. A lack of consensus emerged as to how votes should be assigned within the RTPs.

- ✖ Of the local authorities that responded, all were in agreement regarding the model choice for their region, except Perth & Kinross who opted for a model in the range of type 1 to 2. Model 1 was chosen by all regions except the west and south west local authorities who opted for model 3.

- ✖ Of the respondents who commented, 94% (45) agreed that additional functions should be added as the RTP develops.

- ✖ A lack of clear consensus emerged regarding whether requisition was the only alternative for ensuring a secure and stable source of funding. Respondents were fairly evenly split on the matter. However, there was no other alternative suggested for a more stable and secure source of funding, except non-domestic rates yield which was supported by one respondent.

- ✖ A common view on funding emerged that requisition should cover core costs and the Scottish Executive should cover capital costs.

Despite the huge diversity of views, a general consensus emerged on what the central principles of the new approach should be. This included a strong strategic vision that maintains transparency and local accountability. There was also an importance placed on building on existing community planning frameworks and developing them at a regional level.

DETAILED FINDINGS

BOUNDARIES (ANNEX 3)

✕ In general, the boundaries were satisfactory and there was agreement that no major alterations needed to be made.

✕ 38% of respondents suggested no changes at all but a large number of those that proposed modifications also agreed the boundaries were generally sound. The 53 respondents that suggested modifications described specific alterations to the proposed boundaries.

✕ There were specific and recurrent issues raised which either suggested different methodologies for selecting boundaries or suggested particular modifications.

✕ The greatest support for a particular modification related to the location of Dumfries & Galloway within the west and south west RTP. It was suggested that they should not be included in the west and south west RTP as its transport links are distinctly different from the rest of the region.

✕ Arran and the Cumbraes, Cowal and Bute also featured significantly, with a number of respondents suggesting they should be included in the west and south west RTP.

✕ It was consistently mentioned that RTPs would bring general improvements, strategic benefits, crucial cross boundary working and continue the success of voluntary RTPs.

✕ There were disadvantages recognised by respondents. One common theme was that a disparity in population densities across Scotland could lead to uneven financial distributions. The disparity was frequently expressed in terms of urban/ rural divides.

✕ Overwhelmingly, the percentage of those who responded agreed that the RTPs could deliver improvements, (90%).

CONSTITUTION (ANNEX 4)

✕ A number of concerns were raised relating to the role of external members. A common result of these concerns was to request the Scottish Executive to provide guidance and clarification on this matter.

✕ Respondents generally commented that external members should be experts in their field. This was across the three categories, 'representing stakeholders', 'from transport related fields' or 'from outside of transport'.

✕ Responses that crossed categories and gave general advice as to the breadth and role of external members suggested there should be a balance of stakeholders, experts related to transport and representatives of outside interests where appropriate.

✗ A majority of those that responded agreed that external members should be there based on personal contribution, skills and experience rather than representing a particular organisation or interest group, (74%, 51).

✗ Of those that responded, academics, consultants, enterprise companies, RTPs and transport representative organisations tended to disagree more than agree that external members should be there based on personal contribution, skills and experience rather than representing a particular organisation or interest group.

✗ There was near universal agreement from those who responded that if RTPs included external members these should be appointed by the RTPs with Ministers issuing guidance.

✗ A number of qualifications were made by those in agreement, for example, appointments should also be made with consultation to wider stakeholder forums.

✗ A high percentage of those who responded agreed there is merit in co-opting key stakeholders to work at the management team level, (85%, 50). Common responses included expertise, being co-opted for specific projects and it being for the RTPs to decide the type of stakeholders.

✗ A large majority of respondents who answered this question agreed that a stakeholder forum would be a practical way of including broader interests, (94%, 66). Many respondents expressed enthusiasm as a forum could capture wider interests and garner opinion.

✗ A broad range of ways were suggested to capture wider engagement. Common responses included public consultation by using forums, especially with inclusion groups and ensuring that early consultation is carried out particularly when formulating the regional transport strategy (RTS).

✗ There were detailed responses which suggested how to make the best use of community planning. Recommendations included building on existing community planning initiatives, using a community planning forum to gather views at a local level and developing/ integrating community planning at a regional level.

✗ Respondents suggested a varied list of organisations to be represented. The most common recommendations were enterprise groups, transport operators, business development groups and health boards.

✗ There were fewer suggestions for those that should not be represented, but greater agreement. The organisations which respondents did not want represented included single-issue pressure groups and commercial interests.

✗ A majority of those who responded agreed that on occasion when a vote is needed to reach a decision this should be decided by a simple majority, (77%, 51). However, seven of the respondents qualified their response by saying that a simple majority could only be used if external members were not included.

✗ Alternative majorities were suggested by the fifteen respondents that did not agree. The most popular alternatives included building a consensus, having a two-thirds majority and establishing joint boards.

- There were common issues which respondents felt should have a larger voting majority. The issues which drew the greatest consensus were function transfer, funding and constitution.

- Most of those who responded, suggested a large or two thirds majority as an alternative majority for function transfer, funding and constitution.

- Other suggestions for a larger voting majority were requisition, strategic/ regional projects, policy and agreement on the RTS.

- There was a view that external members should not have the same voting rights as councillor members. A recurrent number of respondents believed there were disadvantages of external members voting. Local authorities, SPT and voluntary RTPs particularly had a strong view about this.

- A large proportion of the respondents that highlighted disadvantages recommended that external members should not have any voting rights or should not have any voting rights on financial matters.

- Five respondents suggested there were benefits in external members voting.

- A majority of respondents commented on membership weighting and demonstrated widespread concern about single councillor members being represented with one weighted vote on the RTP. There was general comment that multiple councillor members should be represented.

- Commentary on vote weighting included suggestions that weighting could create a lack of political balance, there should be no vote weighting, one local authority should not be able to out vote all others and joint boards could be established as an alternative.

- A recurrent view reflected that the variance in population density throughout Scotland should affect weighting allocation. A general view was that urban/ rural population differentials create disproportionate weighting for cities.

- The establishment of a joint board was suggested as an alternative for solving population density disparities.

FUNCTIONS (ANNEX 5)

- Model 1: The most frequently suggested functions were travel information and planning, road safety strategies, integrated ticketing and strategic projects.

- Model 1: Other common suggestions for functions were quality bus contracts, quality bus partnerships and infrastructure.

- Model 1: A diverse list of specific functions was suggested which ranged from green travel planning to community transport.

- Model 2: The most popular suggestions for function transfer were integrated ticketing, travel information and planning, quality bus contracts and partnerships,

parking enforcement and for the RTP to decide which functions should be transferred.

✘ The most popular suggestions were recurrent in models 1 and 2, for example, integrated ticketing and travel information.

✘ Model 2: A diverse list of specific functions was suggested which ranged from project prioritisation to taxi card schemes.

✘ Of the respondents that commented, including SPT itself, 100% (30) agreed that model 3 should be adopted by a west of Scotland RTP in order to ensure the continuity of the public transport services provided by SPT.

✘ All of the local authorities that responded from the west and south west RTP agreed that model 3 should be adopted. Two local authorities from the west and south west RTP did not comment.

✘ Model 3: The most common response was that initially no powers should be transferred that are currently held by local authorities (7).

✘ Model 3: Other common suggestions for transferable functions were parking (4), the integration of roads and public transport (5) and for local authorities to decide on any further transfer (4).

✘ Respondents were fairly evenly spilt between models 1 and 3 with little support of model 2. Of those who responded, 48% (28) chose model 1, 44% (26) chose model 3 and 8% (5) chose model 2.

✘ There was unanimous agreement from local authorities that commented on the model they wanted to adopt for their RTP, except Perth & Kinross who opted for a model in the range of type 1 to 2.

✘ Local authorities that commented in the west and south west chose model 3.

✘ Local authorities that commented in the south east RTP, north east RTP, Central & Tay RTP and Highlands & Islands RTP chose model 1.

✘ Shetland Islands Council and West Lothian Council did not make a model choice.

✘ Of the respondents that commented, there was widespread agreement that RTPs should gain further functions as they develop.

✘ Of the local authorities that responded, all but one agreed that the RTPs should gain further functions as they develop.

✘ There were recurring comments about RTPs developing over time and that their progress should be assessed as the RTPs evolve.

FUNDING (ANNEX 6)

✘ A lack of clear consensus emerged regarding whether requisition was the only alternative for ensuring a secure and stable source of funding. Respondents were fairly evenly split on the matter.

✘ An alternative suggestion for a more stable and secure source of funding was to hypothecate part of the non-domestic rates yield. One respondent made this suggestion.

✘ There was general concern from local authorities, SPT and voluntary RTPs regarding the consultation's proposals for funding. There were calls for greater clarity and further dialogue with the Scottish Executive regarding the funding proposals.

✘ Requisition: A common view (46) was that core costs should be funded by requisition. Core costs included running costs, staff costs, administration and services.

✘ Prudential borrowing: This was generally disliked by respondents, especially the local authorities. Nineteen respondents suggested prudential borrowing as a source of funding for capital investment.

✘ Grants from the Scottish Executive: A consistent view was that capital (37) should be funded by the Scottish Executive. Capital costs included capital investment and large projects.

ANNEX 2.   APPROACH TO ANALYSIS

The consultation followed a clear format that was founded on the principles in the Scottish Executive 'Good Practice Guide to Consultation'[2]. In addition to applying an organised and robust framework for identifying and collating responses, guidelines were also followed that ensured responses were prepared for the analysis in a consistent and regulated fashion.

A CONSISTENT APPROACH

In order to improve consistency throughout the analysis the transport team was kept to a minimum size and everyone worked to a standard practice. One person made a detailed reading of all the responses to ensure there was an overarching, comprehensive vision to the consultation and analysis. The three Policy and Liaison Officers divided their responses into the respective voluntary RTP areas, another policy officer looked at the responses which were not geographically based and then summarised the contents.

Summarising the Responses

A template was produced using the consultation questions to summarise accurately and consistently the consultation responses[3]. When the summaries were complied, everyone ensured they were working consistently by conducting weekly progress meetings over a ten-week period.

Completing the Spreadsheet

A full-time, dedicated project officer was brought in to compile the analysis, which entailed completing an Excel spreadsheet of the summaries and writing the analysis report. Consistency was maintained with regular progress meetings and consultation with the team members that had made detailed readings and summaries of the responses.

All of the responses were summarised and entered on to an Excel spreadsheet before interpreting the data. This ensured that the findings were not interpreted on an incomplete set of responses or selective analysis. As there were a large number of qualitative responses Excel was used systematically to organise the information. The

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[2] Consultation: Good Practice Guidance, (Scottish Executive, January 2005).
[3] To review the summary template see Annex 9.

summaries were inputted into the spreadsheet whilst ensuring the meaning and flavour of the responses was still captured.

ANALYSIS STRUCTURE

The analysis produced an indication of the weight of views within the consultation. A standard format was used for each question. The format was:

1. A review of the number of respondents commenting on the question.
2. Any clarifications that were needed to contextualise the analysis.
3. A summary and then breakdown of the range of responses in the question which may also describe opposing views. If there appeared to be any particular absence of response this was also mentioned.

Quantitative Material

Although there was a greater focus on qualitative analysis, where quantitative responses were captured this was presented in a chart format and then discussed in the text. The closed question responses tended to be categorised into 'yes/ no' or 'agree/ disagree'.

Qualitative Material

Tables and analytical discussion encompassed the range and breadth of the open question responses. Where there was a particular correlation between regions or organisations, the analysis of responses would work through this framework. The 'open' nature of the consultation did not require a response to every question and many respondents opted to provide more general comments rather than responding to each topic. Therefore, the respondents could either 'opt in' to questions they felt were relevant to them or answer all of the questions.

FACTUAL ACCURACY

The views of respondents presented in this analysis have not been vetted in any way for factual accuracy. The opinions and comments submitted to the consultation may be based on fact or may be based on what respondents perceive to be accurate from their perspective, but which others may interpret differently. It is important for the analysis to represent views from all perspectives. Therefore, the report may contain some analysis of responses that may be factually inaccurate.

The analysis reflects the multiplicity and diversity of views presented and these were systematically represented. The next five annexes present the main issues, arguments and recommendations contained within the responses. **The findings from the analysis are restricted to the particular consultation exercise and do not necessarily match the range and diversity of views within the general population.**

ANNEX 3.   BOUNDARIES

> Q1: We would welcome views on these proposed regional transport partnership boundaries. Would you suggest any modifications?
>
> Q2: What are the benefits and/ or disadvantages of these proposals from the perspective of your organisation or the council area in which you live? Could a regional partnership based on these boundaries deliver improvements to transport in your area?

Q1.   WE WOULD WELCOME VIEWS ON THESE PROPOSED REGIONAL TRANSPORT PARTNERSHIP BOUNDARIES.   WOULD YOU SUGGEST ANY MODIFICATIONS?

Question 1 received the highest percentage of responses (79%). This may be due to the designation of the proposed boundaries having the greatest spatial impact across all respondents. It should be noted that precise quantification of responses is not possible due to the nature of many comments. For example, respondents may have suggested more than one modification, therefore the total number of suggestions may not equate to the total number of respondents. The recurrent comments for this question were:

Summary

✕ In general, the boundaries were satisfactory and there was agreement that no major alterations needed to be made.

✕ 38% of respondents suggested no changes at all but a large number of those that proposed modifications also agreed the boundaries were generally sound. The 53 respondents that suggested modifications described specific alterations to the proposed boundaries.

✕ There were specific and recurrent issues raised which either suggested different methodologies for selecting boundaries or suggested particular modifications.

✕ The greatest support for a particular modification related to the location of Dumfries & Galloway within the west and south west RTP. It was suggested that they should not be included in the west and south west RTP as its transport links are distinctly different from the rest of the region.

✕ Arran and the Cumbraes, Cowal and Bute also featured significantly, with a number of respondents suggesting they should be included in the west and south west RTP.

Overall, there were few modifications suggested to any particular boundary. As the chart demonstrates, (see figure 3.1) of those who responded 38% (32) thought no changes were necessary.

FIGURE 3.1
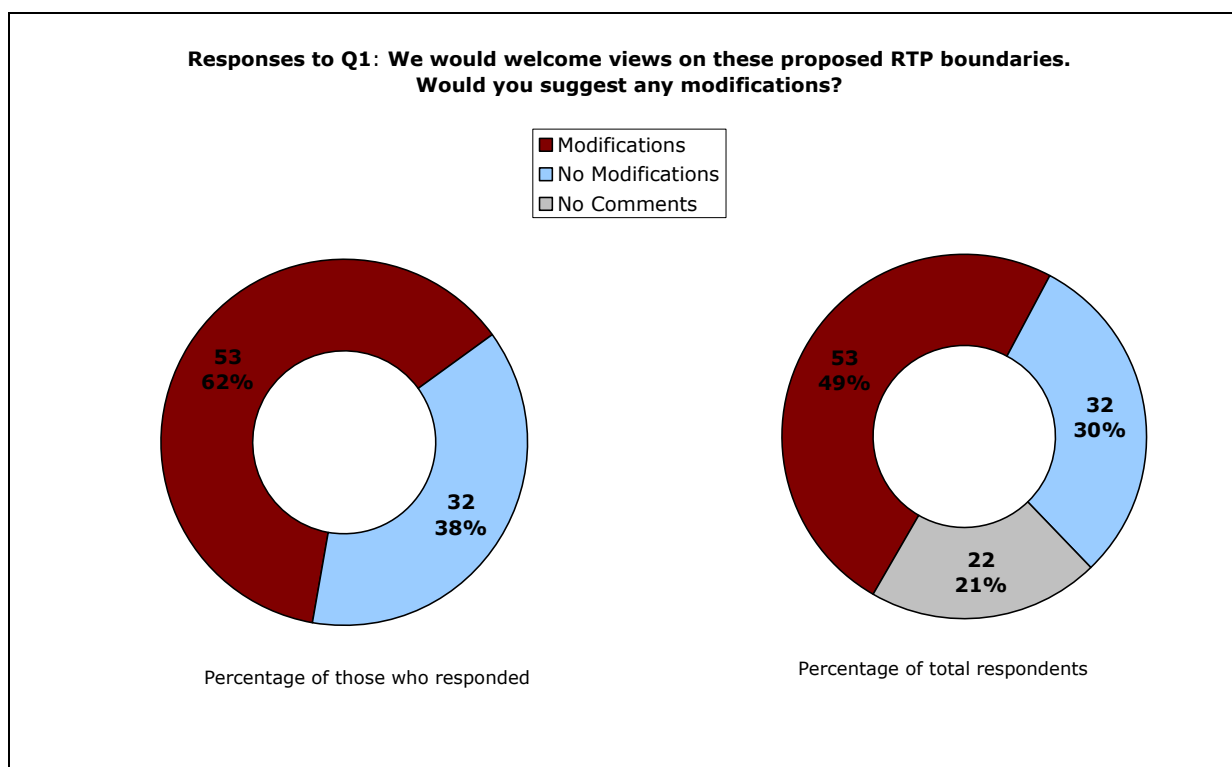
In addition to specific modifications, general comments were made by a number of respondents. The recurrent suggestions were that boundaries should be mapped to travel experience, local authorities should decide where to place themselves and RTPs should decide what modifications should be made. The modifications suggested frequently generated support from those directly affected by the boundary changes but also from those commenting from a nationwide perspective.

The chart (see figure 3.2) represents the number of modifications proposed in each RTP area. It highlights Dumfries & Galloway, Cowal and Bute and Arran and the Cumbraes as the most supported modifications. There were no proposed changes to the local authorities located within the north east RTP.

FIGURE 3.2

Number of Respondents Suggesting Modifications to the proposals in the consultation in Q1: We woud welcome views on these proposed regional transport partnership boundaries. Would you suggest any modifications?
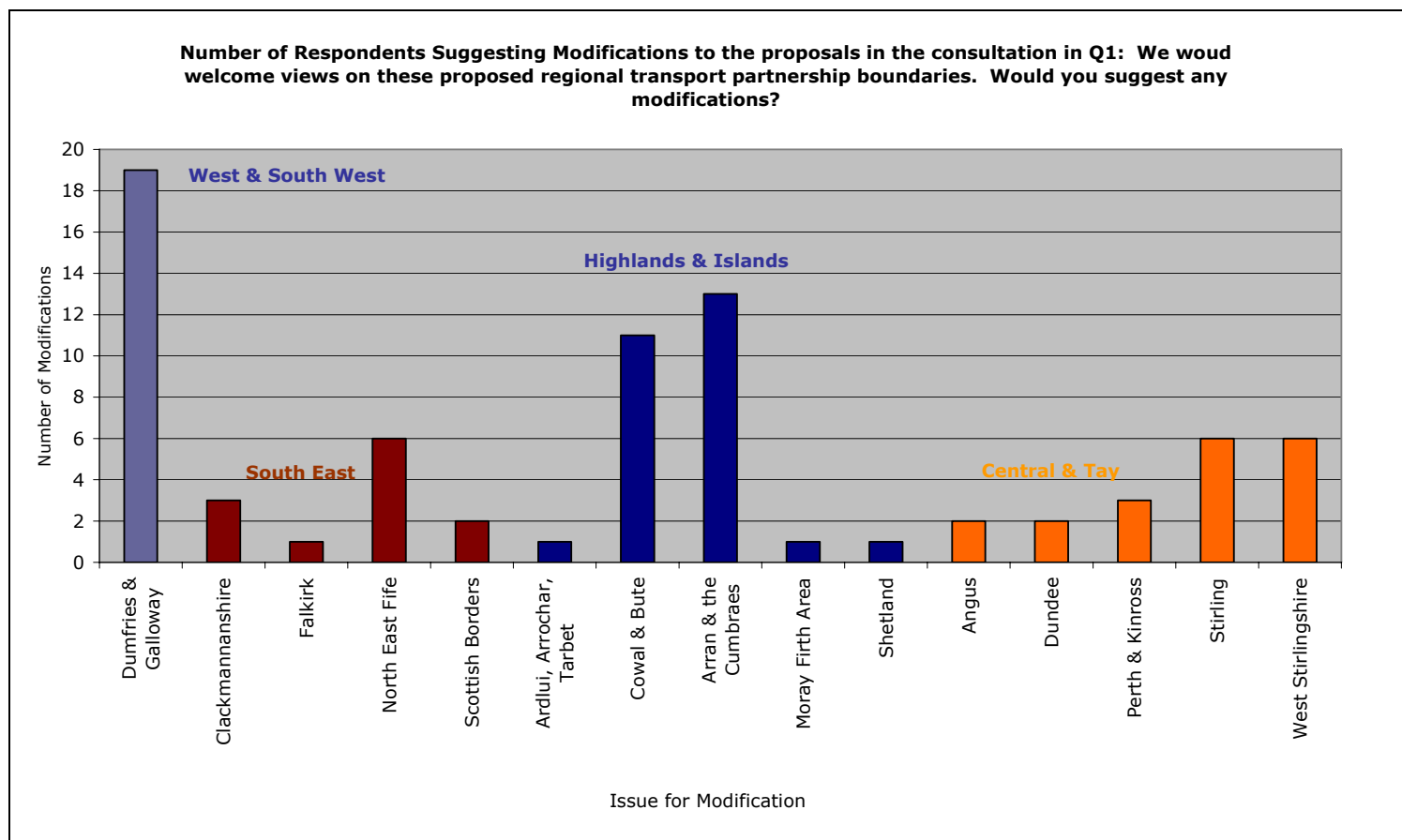
Nineteen respondents commented that Dumfries & Galloway should have a separate RTP, form a combined RTP with the Scottish Borders or simply stated they should not be included in the west and south west, (see table figure 3.3).

Figure 3.3

| RESPONSES TO Q1: We would welcome views on these proposed regional transport partnership boundaries. Would you suggest any modifications?				
Issue	**RTP Modifications**	Number of times suggested	**RTP Modifications**	Number of times suggested
Dumfries & Galloway	Not included in West & South West	19		
Arran and the Cumbraes	Include in West & South West	13		
Cowal & Bute	Include in West & South West	11		
North East Fife	Include in Central & Tay	6		
West Stirlingshire	Include in West & South West	6		
Stirling	Include in South East	4	Include in West & South West	2
Angus	Include in North East	2		
Clackmannanshire	Include in Central & Tay	2	Include in West & South West	1
Dundee	Include in North East	2		
Scottish Borders	Separate RTP with Dumfries & Galloway	2		
Ardlui, Arrochar, Tarbet	Include in West & South West	1		
Falkirk	Include in West & South West	1		
Moray Firth Area	Separate RTP	1		
Perth & Kinross	Include in South East	1	Include in Highlands & Islands	1
Shetland	Shetland & Orkney RTP or separate RTP	1		

Further Criteria	Map boundaries to travel experiences	8	
	Local Authorities to decide.	7	
	RTPs to decide	3	

A number of respondents commented that Arran and the Cumbraes and Cowal and Bute should be included in the west and south west RTP due to their strong commuter linkages with the Glasgow conurbation. The remaining modifications were generally suggested based on mapping boundaries to travel experiences, commuter linkages or commonality between particular localities.

Q2. WHAT ARE THE BENEFITS AND/ OR DISADVANTAGES OF THESE PROPOSALS FROM THE PERSPECTIVE OF YOUR ORGANISATION OR THE COUNCIL AREA IN WHICH YOU LIVE? COULD A REGIONAL PARTNERSHIP BASED ON THESE BOUNDARIES DELIVER IMPROVEMENTS TO TRANSPORT IN YOUR AREA?

Summary

✘ It was consistently mentioned that RTPs would bring general improvements, strategic benefits, crucial cross boundary working and continue the success of voluntary RTPs.

✘ There were disadvantages recognised by respondents. One common theme was that a disparity in population densities across Scotland could lead to uneven financial distributions. The disparity was frequently expressed in terms of urban/ rural divides.

✘ Overwhelmingly, the percentage of those who responded agreed that the RTPs could deliver improvements, (90%).

Question 2 had a fairly high response rate in comparison to other questions, (57%). However, as the pie chart shows (see figure 3.4) a majority of those who responded did not answer the specific question regarding boundary improvements. It is important to note this chart does not include the respondents that suggested benefits/ disadvantages to the question if they did not then give a specific 'yes' or 'no' response. If we compare the total response rate in question 2 (57%) with the response rate in the specific question (37%) it highlights this disparity. Therefore, respondents frequently commented on benefits/ disadvantages but did not always answer the second half of question 2, resulting in a high number of 'no comments' in the pie chart, (see figure 3.4).

FIGURE 3.4

RESPONSES TO Q2: Could a regional partnership based on the proposed boundaries deliver improvements to transport in your area?

Legend:
- Yes
- No
- No Comments

Left pie chart — **Percentage of those who responded**
- 4 / 10%
- 35 / 90%

Right pie chart — **Percentage of total respondents**
- 35 / 33%
- 4 / 4%
- 68 / 63%
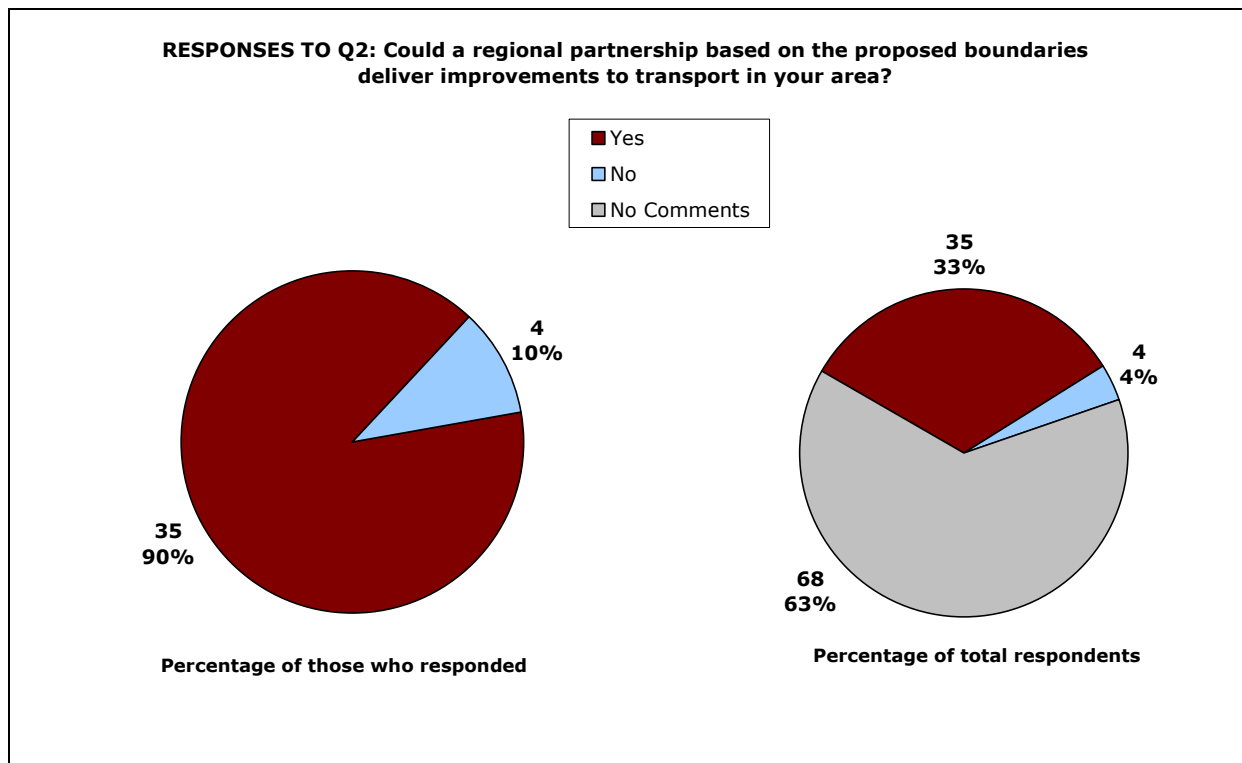
There were a far greater number of benefits suggested than disadvantages to the proposed boundaries. The benefits tended to be fairly similar but the disadvantages were more specific and tended to be focused upon a particular matter.

BENEFITS:

By analysing the RTPs regional responses, it is possible to see common benefits being suggested:

Central & Tay Region

In the Central & Tay region, a consistent number of respondents commented that the proposed boundaries would bring beneficial continuity with the voluntary RTPs. A number of respondents also highlighted the strategic benefits of the partnerships working regionally.

Highlands & Islands Region

All of the local authorities, except Shetland, agreed that there was a strategic benefit. Two respondents commented on the benefit of the boundaries being aligned to the Highland and Islands Enterprise area.

North East Region

All of the north east respondents commented on the benefits of continuing with the joint workings of transport initiated through NESTRANS. They also highlighted that the geography corresponds with regional economic development and strategic land use planning in the north east. Additionally, they responded that it will enable the establishment of a more effective regional transport strategy for the north east and the delivery of key strategic projects.

South East Region

Respondents that commented on this region recognised similar benefits to that of Central & Tay. These were general improvements, continuity and strategic advantages. For example, the Scottish Borders Council stated:

> *The benefits to Scottish Borders Council are considered as strategic planning across Council boundaries for all forms of transport, economies of scale in taking forward transportation projects, ability to undertake large strategic projects, continuity of work already underway through SESTRAN.*

West & South West Region

Respondents for the west and south west region gave specific and detailed descriptions of the benefits these RTP boundaries would bring. For example, East Renfrewshire commented on its high car ownership and high traffic flows from Ayrshire, Glasgow, Renfrewshire and South Lanarkshire. The cross-boundary workings would help to improve the management of these matters.

A significant difference between the responses from other regions, to that of the west and south west, was respondents' emphasis on the increased powers the RTP would have for project and service delivery. A near universal response placed an emphasis on the powers the RTP would have to create change given the current role of SPT and the opportunities that the RTP would gain.

DISADVANTAGES:

There were substantially fewer disadvantages stated than benefits. The disadvantages tended to be more specific. One issue that recurred across the regions (except in the north east RTP) was population density. A number of respondents were concerned about the disparity between rural and urban transport needs. They responded that this could affect remote service delivery, financial responsibilities and voting powers.[4]

The following list gives a flavour of the specific types of disadvantages noted:

- The difficulty for some local authorities to work in more than one RTP.
- Unclear of the effects the boundaries will have on concessionary travel.
- Unclear of the effects the boundaries will have on EU funding, specifically in relation to North Ayrshire and Argyll & Bute Councils.

OTHER COMMENTS:

A number of respondents highlight two areas that were important to them. Although the question was not asked in the consultation 14% (15) of respondents commented on the importance of cross-boundary working between RTPs and the importance of being an observer on neighbouring RTPs, (see table, figure 3.5).

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[4] Population density commentary in relation to voting weights will be discussed in more detail, see 'Constitution', question 8.

FIGURE 3.5

BOUNDARIES ISSUES: Importance of cross boundary working & observer members on a second RTP. The following organisations highlighted the importance of these issues in relation to the proposed boundaries.		
Issue	**Organisation Type**	Number of times suggested
Importance of being an observer/ non-voting member on a neighbouring RTP	Local authority	3
Importance of Cross Boundary Working	Voluntary organisation	3
	Local authority	2
	Disability group	1
	Consultant	1
	Trade union	1
	Voluntary organisation - community transport group	1
	Regional Transport Partnership	1
	Representative organisation - transport	1
	Tourist Board	1
		TOTAL 15

ANNEX 4. CONSTITUTION

Q3: What should the role of external members be? (a) To what extent do you think that external members should be: (i) representative of other stakeholder organisations; (ii) experts in particular spheres related to transport; (iii) representative of interests outside the transport world? (b) Do you agree that external members on the board of the partnership once approved should be there on the basis of the personal contribution, skills and experience they bring rather than representing a particular organisation or interest group?

Q4: Do you agree that decisions on who are appointed as external members are taken by RTPs themselves in conformity with guidance issued by Scottish Ministers?

Q5: How should the RTP involve people and stakeholders within its region? For example: (a) Is there merit in co-opting key stakeholders to work at management team level? (b) Would a stakeholder forum be a practical way of including broader interests? (c) Are there any other means of ensuring wider engagement? (d) How can RTPs make best use of Community Planning to deliver better transport solutions? What should the Executive do to support them in this?

Q6: Are there some particular organisations that you believe ought to be represented on some or all of the new partnerships? Are there any organisations that should not be represented?

Q7: Do you agree those on occasions when a vote is needed to reach a decision, that this ordinarily be decided by a simple majority?

Q8: On what issues (e.g. on issues involving the sharing or transferring of local authority transport functions) should decisions require a larger majority?

Q3. WHAT SHOULD THE ROLE OF EXTERNAL MEMBERS BE? (a) TO WHAT EXTENT DO YOU THINK THAT EXTERNAL MEMBERS SHOULD BE: (i) REPRESENTATIVE OF OTHER STAKEHOLDER ORGANISATIONS; (ii) EXPERTS IN PARTICULAR SPHERES RELATED TO TRANSPORT; (iii) REPRESENTATIVE OF INTERESTS OUTSIDE THE TRANSPORT WORLD? (b) DO YOU AGREE THAT EXTERNAL MEMBERS ON THE BOARD OF THE PARTNERSHIP ONCE APPROVED SHOULD BE THERE ON THE BASIS OF THE PERSONAL CONTRIBUTION, SKILLS AND EXPERIENCE THEY BRING RATHER THAN REPRESENTING A PARTICULAR ORGANISATION OR INTEREST GROUP?

Question 3 received the third-highest number of responses which was about the role of external members. 70% of respondents commented the role of external members. It should be noted that the precise quantification of responses is not possible as respondents may have commented more than once or made a general statement covering all the categories. The recurrent themes for this question were:

Summary

✘ A number of concerns were raised relating to the role of external members. A common result of these concerns was to request the Scottish Executive to provide guidance and clarification on this matter.

✘ Respondents generally commented that external members should be experts in their field. This was across the three categories, 'representing stakeholders', 'from transport related fields' or 'from outside of transport'.

✘ Responses that crossed categories and gave general advice as to the breadth and role of external members suggested there should be a balance of stakeholders, experts related to transport and representatives of outside interests where appropriate.

✘ A majority of those that responded agreed that external members should be there based on personal contribution, skills and experience rather than representing a particular organisation or interest group, (74%, 51).

✘ Of those that responded academics, consultants, enterprise companies, RTPs and transport representative organisations tended to disagree more than agree that external members should be there based on personal contribution, skills and experience rather than representing a particular organisation or interest group.

Overall, there were a number of common suggestions and disparate specific comments. As the tables demonstrate (see figures 4.1a, 4.1b and 4.1c[5]) experts from all sectors were often proposed as external members.

FIGURE 4.1a

RESPONSES TO Q3: What should the role of external members be? (a) To what extent do you think that external members should be: (i) representative of other stakeholder organisations	
(i) representative of other stakeholder organisations	Number of times suggested
Experts	**10**
Key stakeholder organisations	**9**
Transport providers	**3**
A range of transport users	**2**
Consider issues on a strategic scale	**2**
Representatives not experts	**2**
Organisations interests represented	**2**

(i) Representatives of other stakeholder organisations: most commonly, these featured key stakeholder organisations and occasionally transport providers and advisers on matters not covered by the local authorities.

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[5] Please note that single responses are not captured in figures 4.1a, 4.1b and 4.1c.

FIGURE 4.1b

RESPONSES TO Q3: What should the role of external members be? (a) To what extent do you think that external members should be:(ii) experts in particular spheres related to transport	
(ii) experts in particular spheres related to transport	Number of times suggested
Experts	**12**
Organisational representatives	**7**
Business/ commercial	**5**
Transport providers	**4**
Community groups	**3**
Key stakeholders	**3**
Each transport sector represented	**3**
Transport & industry experts	**2**
Strategic experts	**2**
Transport designers/ researchers/ infrastructure experts	**2**
Transport users	**2**

(ii) Experts in particular spheres related to transport: Organisation representatives featured well as experts in particular spheres related to transport, but the list varied.

FIGURE 4.1c

RESPONSES TO Q3: What should the role of external members be? (a) To what extent do you think that external members should be:(iii) representative of interests outside the transport world?	
(iii) representative of interests outside the transport world?	Number of times suggested
Experts with outside knowledge	**5**
Social inclusion groups	**4**
Commercial/ Enterprise interests	**3**
Public bodies	**2**
Wider interests which are not limited to geographic boundaries	**2**
Key stakeholders	**2**
Organisational representatives	**2**

(iii) From outside the transport world: Social inclusion groups were seen as important for encouraging equal opportunities in transport and the RTP. Other respondents' comments varied and ranged from enterprise interests through to the general public.

Figure 4.1d

RESPONSES TO Q3: What should the role of external members be? (a) To what extent do you think that external members should be: (i) representative of other stakeholder organisations (ii) experts in particular spheres related to transport (iii) representative of interests outside the transport world?	
General responses to Q3 relevant across categories (i), (ii) & (iii).	Number of times suggested
A balanced representation of stakeholders, experts related to transport & outside interests	**13**
No external members should vote	**10**
Minimal representation on the board as it is difficult to create a balance of external members	**9**
No external members should vote on financial matters	**9**
There should be a broad representation of external members	**7**
No external members on the RTP	**6**
External members should have an advisory role and/ or be co-opted for specific projects	**4**
Unable to the answer question until there is clarity on the role of external members	**2**
Welcome external members on the RTP	**2**
Ensure external members can provide innovative thinking	**1**
A matter for the RTP to decide	**1**
Have external members on a forum not the board	**1**
Prefer to continue with the three existing external members on HITRANS	**1**

Cross-category Responses: These gave general advice as to the breadth and role of external members and these views can be seen in the table, (see figure 4.1d). Respondents frequently made suggestions in this way. A common response was to call for a balanced representation of external members (13). 25 respondents highlighted their concern about external members either being on the RTP or having voting rights. The specific comments often referred to the voting role of external members, especially in relation to financial matters (9). Other comments focused upon the importance of making decisions quickly and efficiently and recommended that the best way to achieve progress was through minimal representation of external members. It was suggested that external members' input could be provided through forums or co-opted for specific projects.

(b) Do you agree that external members on the board of the partnership once approved should be there on the basis of the personal contribution, skills and experience they bring rather than representing a particular organisation or interest group?

A large majority of those who responded agreed with this statement, (see pie chart figure 4.2). A widespread number of respondents agreed because they were concerned that organisational representation could lead to a conflict of interest, especially if

commercial groups were external members. 26% (18) disagreed with the statement which generally reflected opinions such as:

- The external member could contribute independently but use transport knowledge and policies as experts of a particular organisation.
- Organisations may bring benefits but ensure there is clarity on their role.
- Any national organisation should take a regional rather than a national focus.

Similar observations were made about the type of external members. For example, respondents that disagreed frequently qualified their response with: 'Role, responsibilities and legal liabilities need to be detailed.' This was a comment made by the majority of respondents regardless of their 'agree' or 'disagree' responses.

FIGURE 4.2
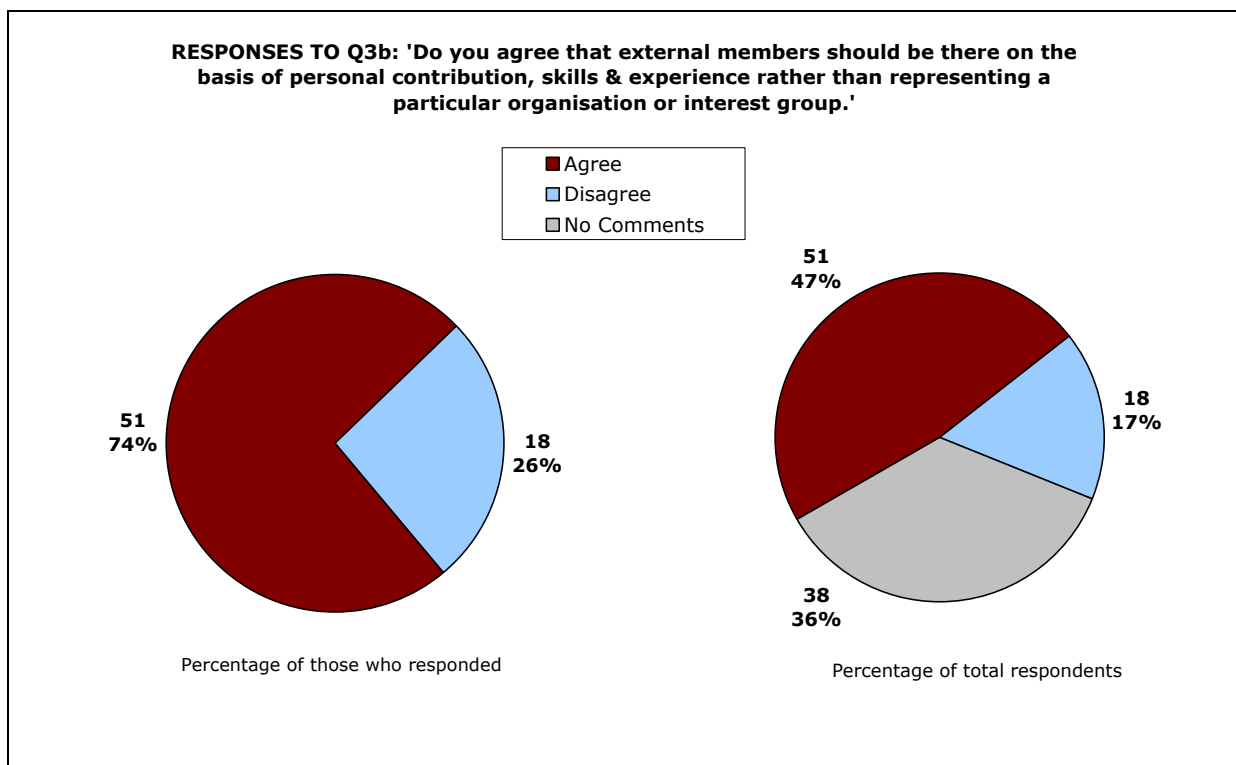
RESPONSES TO Q3b: 'Do you agree that external members should be there on the basis of personal contribution, skills & experience rather than representing a particular organisation or interest group.'

Agree
Disagree
No Comments

51 47%
18 17%
38 36%
51 74%
18 26%

Percentage of those who responded

Percentage of total respondents

4. DO YOU AGREE THAT DECISIONS ON WHO ARE APPOINTED AS EXTERNAL MEMBERS ARE TAKEN BY RTPS THEMSELVES IN CONFORMITY WITH GUIDANCE ISSUED BY SCOTTISH MINISTERS?

Summary

✗ There was near universal agreement from those who responded that if RTPs included external members these should be appointed by the RTPs with Ministers guidance.

✗ A number of qualifications were made by those in agreement, for example, appointments should also be made with consultation to wider stakeholder forums.

Question 4 was the fourth-most answered question, (61%). 97% (72) of those that responded agreed that external members should be appointed by the RTPs in conformity with guidance issued by Scottish Ministers, (see pie chart, figure 4.3). Even though an organisation may have stated in a previous response that they did not wish to have external members on the RTP they frequently answered this question. Local authorities were largely in agreement that external members should be appointed by the RTPs in conformity with guidance issued by Scottish Ministers. A proportion of those that did not respond 'agree/ disagree' frequently suggested this was a matter for the RTPs to decide and therefore did not state a preference.

FIGURE 4.3

RESPONSES TO Q4: 'Do you agree that decisions on who are appointed as external members are taken by RTP's themselves in conformity with guidance issued by Scottish Ministers?'
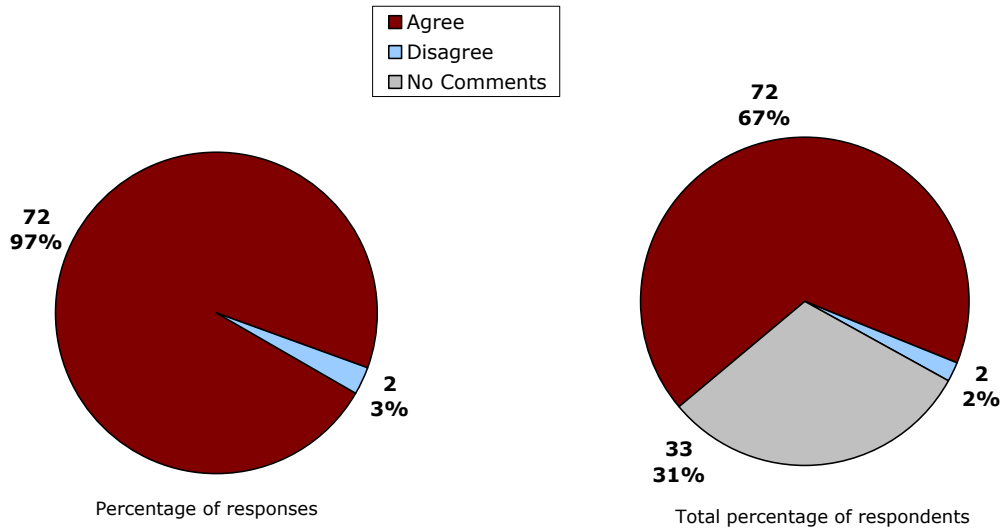
A number of respondents qualified their responses which comments such as:

- External members should be appointed after agreement in a wider stakeholder forum.
- Appointments of external members should not coincide with councillor appointments.
- Transparency and justification of appointments is necessary.

5. HOW SHOULD THE RTP INVOLVE PEOPLE AND STAKEHOLDERS WITHIN ITS REGION? FOR EXAMPLE: (a) IS THERE MERIT IN CO-OPTING KEY STAKEHOLDERS TO WORK AT MANAGEMENT TEAM LEVEL? (b) WOULD A STAKEHOLDER FORUM BE A PRACTICAL WAY OF INCLUDING BROADER INTERESTS? (c) ARE THERE ANY OTHER MEANS OF ENSURING WIDER ENGAGEMENT? (d) HOW CAN RTPS MAKE BEST USE OF COMMUNITY PLANNING TO DELIVER BETTER TRANSPORT SOLUTIONS? WHAT SHOULD THE EXECUTIVE DO TO SUPPORT THEM IN THIS?

Question 5 was the second-most answered question in the consultation (76%). The majority of the responses were detailed and comparatively difficult to categorise into common responses, as the questions were fairly open-ended. The pie charts (see figures 4.4 & 4.5) reflect the two closed questions which had 'yes/ no' responses. However, the analysis is discussed qualitatively due to the nature of the responses.

Summary

✘ A high percentage of those who responded agreed there is merit in co-opting key stakeholders to work at the management team level, (85%, 50). Common responses included expertise, being co-opted for specific projects and it being for the RTPs to decide the type of stakeholders.

✘ A large majority of respondents who answered this question agreed that a stakeholder forum would be a practical way of including broader interests, (94%, 66). Many respondents expressed enthusiasm as a forum could capture wider interests and garner opinion.

✘ A broad range of ways were suggested to capture wider engagement. Common responses included public consultation by using forums, especially with inclusion groups and ensuring that early consultation is carried out particularly when formulating the regional transport strategy (RTS).

✘ There were detailed responses which suggested how to make the best use of community planning. Recommendations included building on existing community planning initiatives, using a community planning forum to gather views at a local level and developing/ integrating community planning at a regional level.

FIGURE 4.4
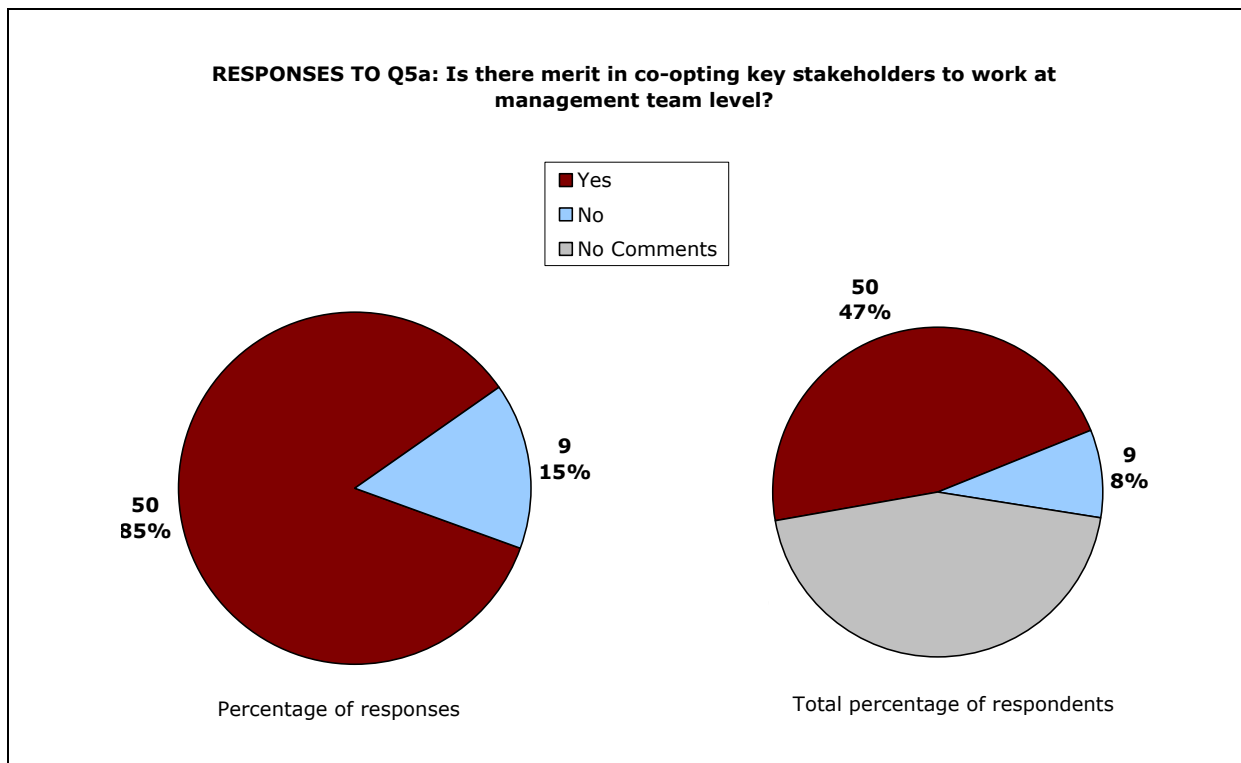
RESPONSES TO Q5a: Is there merit in co-opting key stakeholders to work at management team level?

Percentage of responses

Total percentage of respondents

(a) Is there merit in co-opting key stakeholders to work at management team level?

The question has been analysed by 'yes/ no' responses referring to the pie chart, (see figure 4.4):

'Yes' response

A high percentage of those who responded agreed that there is merit in co-opting key stakeholders to work at management team level, (85%, 50). There was generally a view that key stakeholders should be co-opted for their expertise to work on specific projects. Respondents frequently suggested that this should be for the RTPs to decide, including a number of those who did not give a 'yes/ no' response. The majority of local authorities and voluntary RTPs agreed with question 5a.

'No' response

15% (9) of those who responded thought there was no merit in co-opting key stakeholders to work at management team level. There were two main reasons given:

- Stakeholders at management level may slow the pace of delivery.
- Expertise should be co-opted and used for specific projects.

Some respondents qualified their response with 'co-opting expertise for specific projects' regardless of whether they answered 'yes' or 'no.' There was no common pattern by organisation type of the respondents that disagreed.

(b) WOULD A STAKEHOLDER FORUM BE A PRACTICAL WAY OF INCLUDING BROADER INTERESTS?

Similar comments were made for question 5a and 5b. However, there was a greater response about stakeholder forums than there was for co-opting key stakeholders at management team level. The question has been analysed from the 'yes/ no' responses referring to the pie chart, (see figure 4.5):

'Yes' response

A large majority of respondents agreed that a stakeholder forum would be a practical way of including broader interests (94%, 66). Enthusiasm was expressed by the 'yes' respondents and they suggested a forum could:

- Bring in wider interests, for example, inclusion groups.
- Play a key role in gauging opinion and discussing topics.
- Gather broader views whilst restricting the size of the RTP.
- Engage in local interests and keep the public enthused.

'No' response

A small number of those who responded thought a stakeholder forum would not be a practical way of including broader interests (6%, 4). The reasons given were:

- Forums are not an effective body.
- It would be impractical for peripheral travel.
- Existing forums could be used.

FIGURE 4.5

RESPONSES TO Q5b: Would a stakeholder forum be a practical way of including broader interests?

Legend:
- Yes
- No
- No Comments

Left pie chart:
- 66 94%
- 4 6%

Percentage of responses

Right pie chart:
- 66 61%
- 4 4%
- 37 35%

Total percentage of respondents
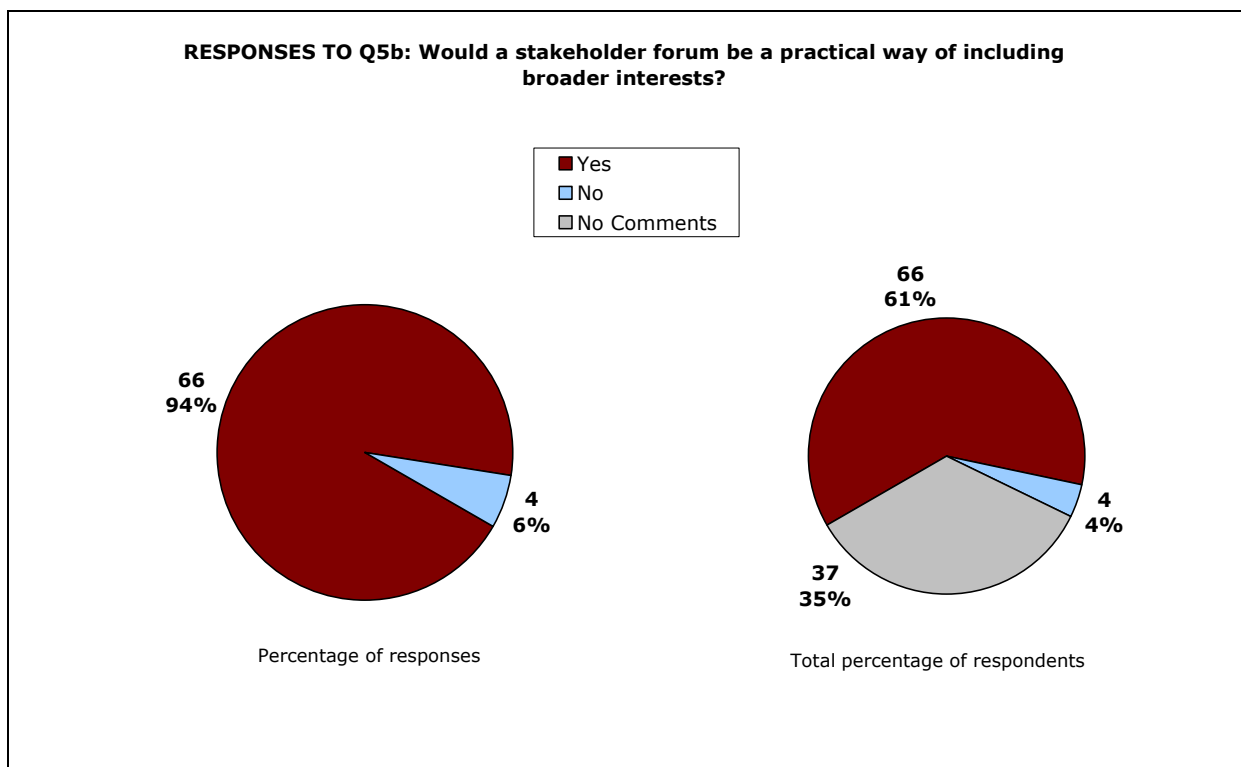
(C) ARE THERE ANY OTHER MEANS OF ENSURING WIDER ENGAGEMENT?

Respondents gave a comprehensive response which suggested a broad range of ways to achieve wider engagement. Recurring responses included:

- Public consultation through forums.
- Consultations with inclusion groups.
- Ensure that early consultation is carried out, especially when formulating the regional transport strategy (RTS).

A non-exhaustive list of the less common responses to ensure wider engagement included:

- Organise events, workshops and citizen panels.
- Use websites.
- Provide opportunities for feedback to be given.
- Publish annual reports.

Occasionally, respondents commented that wider engagement is ideal but not always practical and warned that consultation fatigue may set in at regional and national level.

(d) HOW CAN RTPs MAKE BEST USE OF COMMUNITY PLANNING TO DELIVER BETTER TRANSPORT SOLUTIONS? WHAT SHOULD THE EXECUTIVE DO TO SUPPORT THEM IN THIS?

Respondents provided a diverse range of ways to use community planning effectively to deliver better transport solutions. There were detailed responses to this question and the most common views were:

- Build on existing community planning initiatives.
- Use community planning forums to gather views at a local level.
- Develop and integrate community planning at a regional level.
- Consult with community planning partners which should be crucial to the development of the RTPs.

More specific recommendations were less common. These included:

- Using community planning forums to find out about local transport needs.
- Ensure that RTPs are represented on community planning forums.
- Ensure that stakeholder forums can provide a link to community planning.
- Using a flexible approach for responding to emerging demands of community planning, especially at local levels.
- Ensure there is a consistency of standard maintained within the voluntary sector.

A small number of respondents highlighted a need to clarify the role of community planning in the RTPs and commented they were disappointed that its role had not been outlined in the proposals.

Scottish Executive support: Only a small number of respondents commented on how the Scottish Executive could provide support for making better use of community planning. The respondents that did comment suggested the Scottish Executive should:

- Issue guidance on how community planning could operate and integrate at a regional level.
- Ensure consultation takes place with community planning and then review its progress.
- Set up a community planning forum that the Scottish Executive would lead.

Q6. ARE THERE SOME PARTICULAR ORGANISATIONS THAT YOU BELIEVE OUGHT TO BE REPRESENTED ON SOME OR ALL OF THE NEW PARTNERSHIPS? ARE THERE ANY ORGANISATIONS THAT SHOULD NOT BE REPRESENTED?

Question 6 was answered by 59% of respondents. Respondents commented in varying detail on who should be included, (see table, figure 4.6). For example, some respondents gave a long list of suggestions whereas others selected particular groups they wished to highlight. Therefore, quantification of the responses is only indicated if specific groups were frequently mentioned. Low figures do not necessarily indicate a lack of importance.

Summary
✗ A simple tabulation of those who should and should not be represented was produced as respondents gave varying detail and used varying terminology in their response, (see figure 4.6).
✗ Respondents suggested a varied list of organisations to be represented. The most common recommendations were enterprise groups, transport operators, business development groups and health boards.
✗ There were fewer suggestions for those that should not be represented, but greater agreement. The organisations which respondents did not want represented included single issue pressure groups and commercial interests.

FIGURE 4.6

RESPONSES TO Q6: Are there some particular organisations that you believe ought to be represented on some or all of the new partnerships?			
Should be represented			
National & Local Enterprise bodies	25	NGO's	2
Transport operators	19	Transform Scotland	2
Business/ business development	17	Young people	2
NHS/ Health boards	12	ATOC	1
Tourist Board (Visit Scotland)	10	Bridge authorities	1
Transport user groups	10	CECA	1
Environmental agencies/ groups	9	City region partnerships	1
Planning departments	8	Cycling groups	1
Community transport groups	7	Federation of small business	1
Freight/ road haulage groups	7	FETA	1
SCDI	7	Fire Brigade	1
Chambers of Commerce	6	Forth Estuary Forum	1
Older people (Age Concern)	5	Glasgow airport	1
Representatives of the entire region	5	HIPTF	1
AA/ RAC	4	Institute of Chartered Engineers	1
Association of Transport Providers	4	IHT	1
Confederation of Passenger Transport	4	Inclusion Scotland	1
Disability access groups	4	Jobcentre Plus	1
Economic development	4	Local authorities	1
Local Economic Forums	4	National Park Authorities	1
Voluntary groups (SCVO)	4	Neighbouring RTPs	1
CalMac/ Ferry operators	4	NPA's	1
Education/ school boards	3	RHA	1
For RTP to decide	3	RMT	1
National Transport Agency	3	RUCC	1
Police	3	School bus operators	1
Pressure groups	3	Scottish Executive	1
Roads/ trunk road management	3	Scottish National Heritage	1
Academics	2	SEPA	1
Equality groups	2	Strategic groups	1
Highlands & Islands Airports Limited	2	TPS	1
Infrastructure providers	2	Trade Unions	1
Local communities	2		

Should be included

The most common responses placed an emphasis on enterprise bodies, transport operators, business development groups and health boards being included.

FIGURE 4.7

RESPONSES TO Q6: Are there any organisations that should not be represented?			
Should not be represented			
Pressure groups (single issue)	19	Friends of the Earth	1
Commercial interests	14	Heritage groups	1
Narrow representation	5	Transport & Planning	1
Transport operators	5	Enterprise bodies	1
Conflict of interest groups	4	Political groups	1
Trade Unions	2	Haulage companies	1
Local Chamber of Commerce	2	Rail Passenger Committee	1
		Private companies	1

Should not be included

There was a fewer suggestions about the types organisations that should not be included, but greater agreement from those who did respond. The organisations respondents did not want represented included single issue pressure groups and commercial interests.

A selection of general comments which were made by individual respondents to this question were:

- It is important to be consistent across Scotland.
- It is important that members take on a broad strategic view due to the large size of some RTPs.
- Joint boards are best suited to determine which organisations should be involved as joint boards are connected to local circumstances.

Q7. DO YOU AGREE THAT ON OCCASIONS WHEN A VOTE IS NEEDED TO REACH A DECISION, THAT THIS ORDINARILY BE DECIDED BY A SIMPLE MAJORITY?

Question 7 was answered by 50% of respondents. Although there was a decrease in the total number of responses, there were a high number of detailed recommendations from local authorities, SPT and RTPs regarding voting decisions for RTPs.

Summary

✗ A majority of those who responded agreed that on occasion when a vote is needed to reach a decision this should be decided by a simple majority, (77%, 51). However, seven of the respondents qualified their response by saying that a simple majority could only be used if external members were not included.

✗ Alternative majorities were suggested by the fifteen respondents that did not agree. The most popular alternatives included building a consensus, having a two-thirds majority and establishing joint boards.

FIGURE 4.8

RESPONSES TO Q7: Do you agree that on occasions when a vote is needed to reach a decision, that this ordinarily be decided by a simple majority?
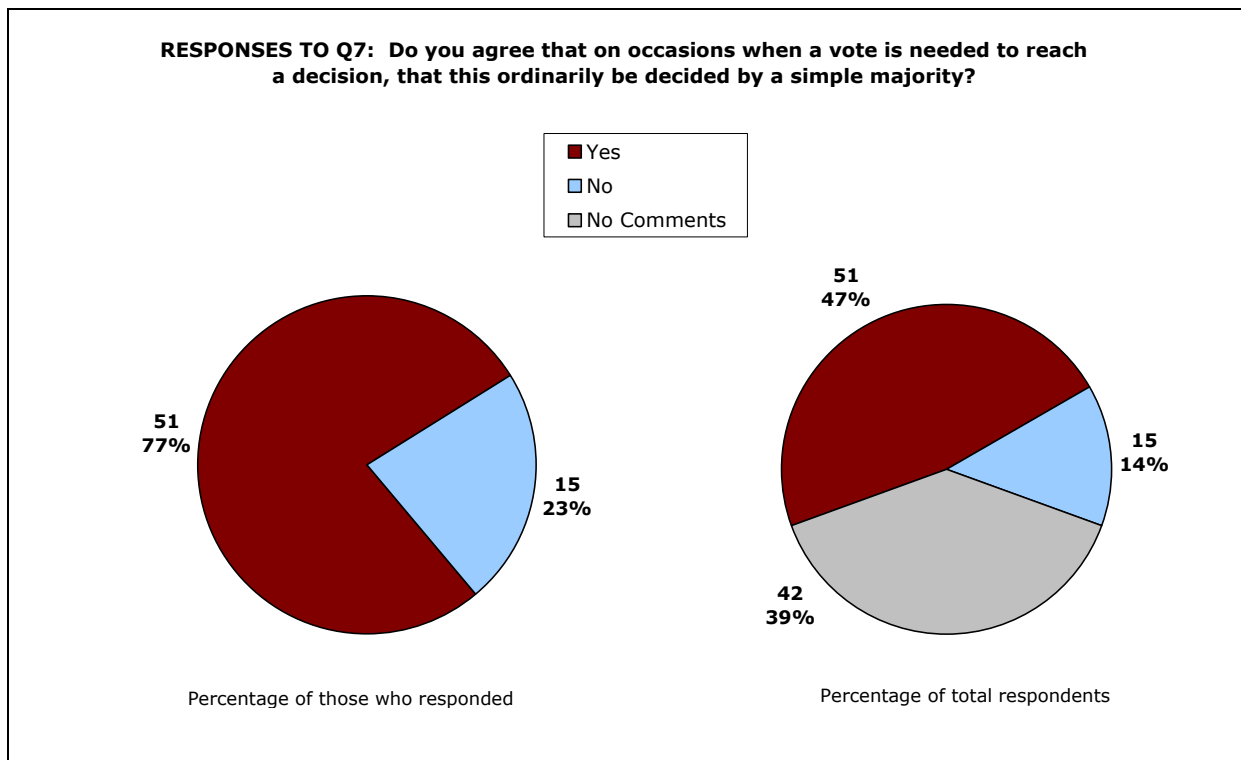
The analysis has been broken down into 'yes/no' responses, (also see figure 4.8):

'Yes' response

A majority of those who responded agreed that on an occasion when a vote is needed to reach a decision this should ordinarily be decided by a simple majority, (77%, 51). However, a consistent number of respondents qualified their response, by stating that a simple majority could be used but only if external members were not included.

Sometimes respondents also qualified their comments with a preference for building a consensus where possible.

'No' response

23% of those who responded disagreed that when a vote is needed to reach a decision that this should be decided by a simple majority. Alternative majorities were suggested by the 15 respondents that disagreed. The alternatives included:

- Building a consensus.
- Having a two-thirds majority.
- Establishing joint boards.
- Allowing the RTPs to decide.
- The chair to retain the casting vote.
- Local authorities to have an overriding approval.
- A large majority to decide.

8. ON WHAT ISSUES (E.G. ON ISSUES INVOLVING THE SHARING OR TRANSFERRING OF LOCAL AUTHORITY TRANSPORT FUNCTIONS) SHOULD DECISIONS REQUIRE A LARGER MAJORITY?

FIGURE 4.9

Percentage of Respondents by Type of Organisation to Q8: On what issues (e.g. on issues involving the sharing or transferring of local authority transport functions) should decisions require a larger majority?
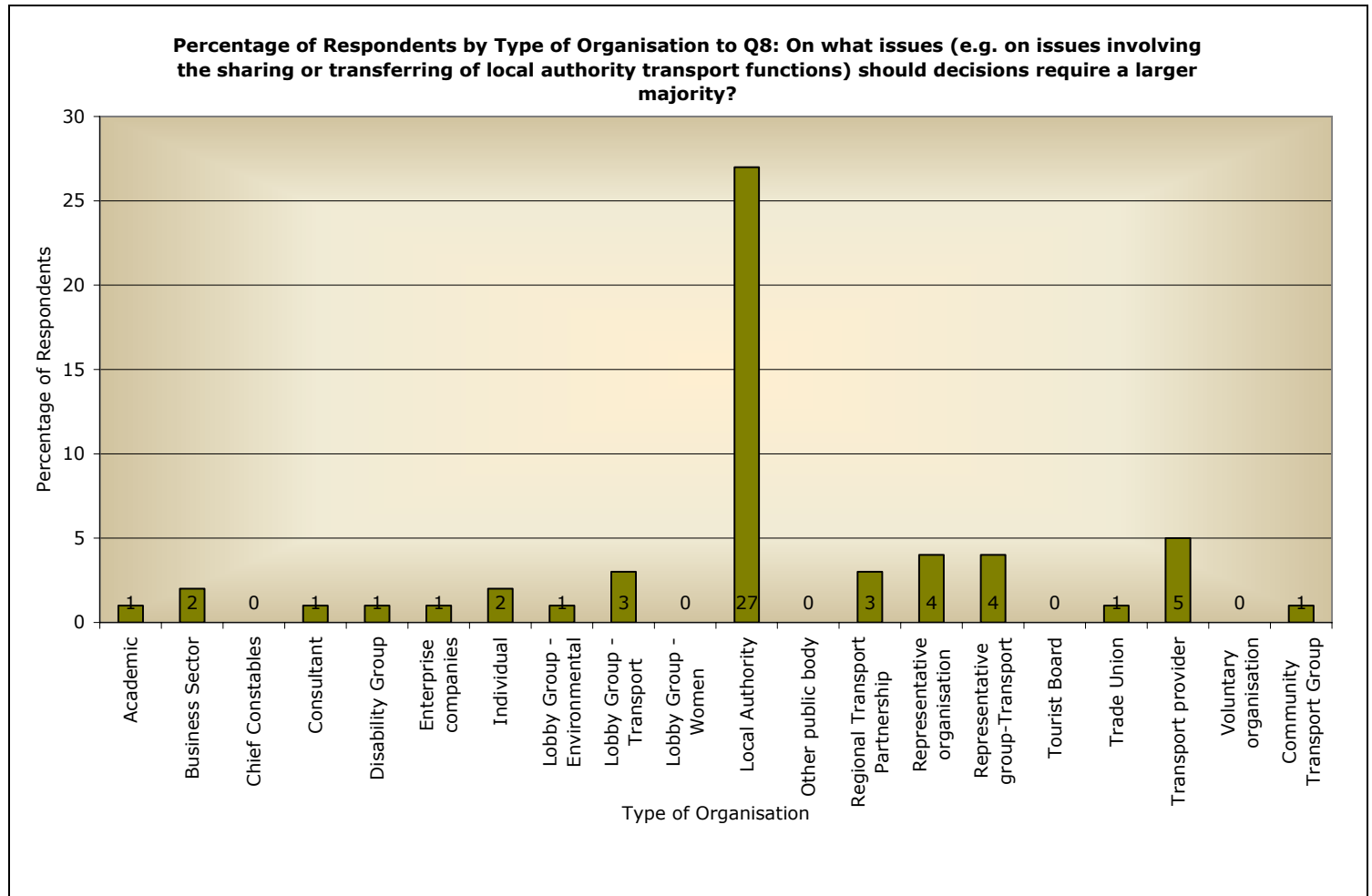
Question 8 was answered by 39% of respondents. Although there was a fairly low response rate, local authorities, transport providers, voluntary RTPs and representative organisations all responded in high numbers. Therefore, this question may have been important to particular groups, (see chart, figure 4.9). There were recurring responses to question 8.

Summary

✗ There were common issues which respondents felt should have a larger voting majority. The issues which drew the greatest consensus were function transfer, funding and constitution.

✗ Most of those who responded, suggested a large or two-thirds majority as an alternative majority for function transfer, funding and constitution.

✗ Other suggestions for a larger voting majority were requisition, strategic/ regional projects, policy and agreement on the RTS.

FIGURE 4.10

Issue	Number of respondents	Alternative to Simple Majority	Number of times suggested
RESPONSES TO Q8: On what issues (e.g. on issues involving the sharing or transferring of local authority transport functions) should decisions require a larger majority?			
Function transfer	42	Large majority 2/3rds Unanimous Council members only No Authority forced by vote 70% 75% 80% 90% If a 1/3rd disagree postpone decision for 1 year and then have a renewed vote or a public inquiry Arbitrator e.g. Scottish Minister RTP to decide	15 11 9 5 3 1 1 1 1 1 1 1
Funding	18	Large majority Council members only 2/3rds Unanimous 75% RTP to decide	10 4 2 2 1 1
Constitution	15	2/3rds Large majority Unanimous RTP to decide Arbitrator e.g. Scottish Minister Council members only 75%	8 4 4 1 1 1 1
Requisition	6	Majority of Councillors & Councils Council members only Large majority 2/3rds	3 3 1 1
Strategic/ regional projects	4	Large majority 2/3rds RTP to decide	2 2 1
Policy	3	Large majority 2/3rds Council members only	2 1 1
RTS agreement	2	2/3rds	2

General Issues	4	Scottish Executive should provide guidance Work towards a consensus and keep voting to a minimum Provision to override 1 member RTP to decide	1 1 1 1

To analyse the responses in this question a table has been used to break down which issues were suggested for a larger majority. The table breaks down the responses into the alternative majorities that the respondents suggested for each issue.

Function transfer was considered the most important issue as forty-two respondents suggested it required a larger majority. Funding and constitution were frequently

mentioned by respondents. Generally, the alternative majority was not specified and they simply stated 'large majority.' 'Two-thirds majority' was consistently mentioned especially when voting for constitutional change.

CONSTITUTION – SUPPLEMENTARY ISSUES

Although it was not directly asked, an exceptionally high number of respondents commented on the voting role of external members and weighted voting. The two tables encapsulate the issues raised. Numbers do not necessarily equal the total number of respondents that commented on external members and weighting as some respondents may have commented more than once in each table, (see figures 4.11 & 4.12).

The Voting Role of External Members

Summary

✕ There was a view that external members should not have the same voting rights as councillor members. A recurrent number of respondents believed there were disadvantages of external members voting. Local authorities, SPT and voluntary RTPs particularly had a strong view about this.

✕ A large proportion of the respondents that highlighted disadvantages recommended that external members should not have any voting rights or should not have any voting rights on financial matters.

✕ Five respondents suggested there were benefits to external members voting.

FIGURE 4.11

CONSTITUTION: Voting Role of External Members		Number of times suggested
Issue	**Raised Concerns**	
Disadvantages	No external members should vote	13
	No external members should vote on financial matters as it affects public accountability and is undemocratic	12
	No external members should vote unless they contribute financially	5
	No external members should vote on transfer of functions and financial matters	2
	One third is too great a proportion of the voting structure for external members to be allocated	1
	4 elected external members do not represent the range of interests they are voting for	1
	External members will be substantially empowered	1
	If external members vote, they should have a 1:2 ratio of external members to councillor members	1
Benefit of external members	Ensure that an external member's vote is significant as large local authorities have the power to dominate	1
	There should be at least 4 external members	1
	There should be no vote weighting as it disadvantages external members (with the exception of large city councils)	1
	There should be equal voting between external members & councillor members	1
	External members can improve the quality of decisions made on the RTP	1

Membership Weighting

Summary

✘ A majority of respondents commented on membership weighting and demonstrated widespread concern about single councillor members being represented with one weighted vote on the RTP. There was general agreement that multiple councillor members should be represented.

✘ Commentary on vote weighting included suggestions that weighting could create a lack of political balance, there should be no vote weighting, one local authority should not be able to out vote all others and joint boards could be established as an alternative.

✘ A recurrent view reflected that the variance in population density throughout Scotland should affect weighting allocation. A general view was that urban/ rural population differentials create disproportionate weighting for cities.

✘ The establishment of a joint board was suggested as an alternative for solving population density disparities.

FIGURE 4.12

CONSTITUTION: Membership Weighting		Number of times suggested
Issue	**Concerns Raised**	
Single Councillor representation with weighted vote	RTP's need to ensure that the large local authorities cannot dominate voting	5
	Remove the councillor limits to enable multiple councillor voting in smaller RTP's.	1
	1 elected member on the RTP is not enough	17
	There are not enough members to populate sub-committees	4
	There will be a heavy workload on a single councillor member	2
	There will not be enough members on board	1
	Weighting creates a lack of political balance	7
	Joint Boards are proposed as a solution to weighting issues	6
	There should be no vote weighting at all	5
	Ensure that one council cannot out vote the others which would create an effective veto	4
	Guidance is requested regarding the size of the RTP boards	1
Population density	Rural/ urban population differentials can create disproportionate weighting for cities	9
	If there are multiple members densely populated areas will dominate	2
	Large cities will only have a small amount of power and influence	1
	The financial contribution is disproportionate to the voting population	1
	Areas of low population often have high travel demands & this should be reflected in the weighting	1
	Ferry services are not of interest to those who will have largest weighting	1
	Joint Boards proposed as a solution to population density issues	6
	Vote weighting that is based on relative population is the most fair way to decide	1
	Use the administration area as guide to vote weighting	1
	Create an indices of population over land mass for the vote weighting	1
	Use rail, road and ferry mileage to inform vote weighting	1

ANNEX 5.   FUNCTIONS

Q9: Model 1 - What current local authority functions could be appropriate for an RTP to exercise concurrently with its constituent local authorities (in your region)?

Q10: Model 2 - What current local authority transport functions could be appropriate for delivery at regional level by an RTP (in your region)?

Q11: Model 3 - Do you agree that this model should be adopted by a west of Scotland RTP in order to ensure the continuity of the public transport services provided by SPT?

Q12: What powers currently held by local authorities in the SPT Area would it make sense to deliver alongside SPT's existing public transport powers in a new west of Scotland RTP?

Q13: Which of these 3 models would you like to see your region adopt?

Q14: Do you envisage that the RTP in your region will gain further functions as it develops? If so, which ones?

Q9.   MODEL 1 - WHAT CURRENT LOCAL AUTHORITY FUNCTIONS COULD BE APPROPRIATE FOR AN RTP TO EXERCISE CONCURRENTLY WITH ITS CONSTITUENT LOCAL AUTHORITIES (IN YOUR REGION)?

Question 9 was answered by 27% of respondents reflecting the general decrease in responses to the function questions. When analysing the responses in terms of 'number of functions suggested' it is important to recognise that respondents commented in varying degrees of detail and specificity.

Summary

✘ The most frequently mentioned functions were travel information and planning, road safety strategies, integrated ticketing and strategic projects.

✘ Other common suggestions for functions were quality bus contracts, quality bus partnerships and infrastructure.

✘ A diverse list of specific functions was suggested which ranged from green travel planning to community transport.

FIGURE 5.1

Number of times suggested	RESPONSES TO Q9: Model 1 - What current Local Authority functions could be appropriate for an RTP to exercise concurrently with its constituent Local Authorities (in your region)?
	CONCURRENT FUNCTIONS
4+	Travel information & planning (8) Road safety strategies (5) Integrated ticketing Strategic projects
3	Quality Bus Partnerships Quality Bus Contracts Dislike concurrent powers Guiding and funding of infrastructure projects and Infrastructure Cycle infrastructure
2	Development of the RTS Quality Bus Corridors Parking enforcement Planning development/ control For the RTP to decide Road maintenance Current voluntary RTP functions School travel co-ordination Strategic functions Funding bids Minor improvement on the trunk road network
1	Co-ordination of local authority functions Economies of scale Focus for consultation Champion user interests Regional road improvements Model supported bus contracts Green travel planning Demand management including Road User Charging Assessment of transport needs Traffic regulation orders Compulsory Purchase Orders Real Time Information systems Air Quality Act 1995 Promoting Bills Roads (Scotland) Act 1984 Transport Act 1985 Local transport strategy Transport Act 2000 including the requirements of Best Value Promote & encourage equal opportunities Maintenance/improvement of minor public transport Regional cycling policy High-level cross-boundary projects Community transport Bus stops Street lights Air and ferry services Bus infrastructure Co-ordination of services Tendered services Smart card development Model 1 talking shop Accessibility Public health Environmental Sustainability Footway maintenance Pedestrian facilities Traffic calming schemes Transport publicity Concessionary travel Bus grants

Q10. MODEL 2 - WHAT CURRENT LOCAL AUTHORITY TRANSPORT FUNCTIONS COULD BE APPROPRIATE FOR DELIVERY AT REGIONAL LEVEL BY AN RTP (IN YOUR REGION)?

23% of respondents commented on what current local authority transport functions could be appropriate for delivery at regional level by RTPs. The following summary reflects the recurring themes:

Summary

✘ The most popular suggestions for function transfer were integrated ticketing, travel information and planning, quality bus contracts and partnerships, parking enforcement and for the RTP to decide which functions should be transferred.

✘ The most popular suggestions were recurrent in models 1 and 2, for example, integrated ticketing and travel information.

✘ A diverse list of specific functions was suggested which ranged from project prioritisation to taxi card schemes.

FIGURE 5.2

RESPONSES TO Q10: Model 2 - What current local authority transport functions could be appropriate for delivery at regional level by an RTP (in your region)?	
Number of times suggested	**TRANSFERRED FUNCTIONS**
4+	Integrated ticketing (6) Travel information and planning (5) Quality Bus Contracts (5) Quality Bus Partnerships (5) Parking enforcement (4) For the RTP to decide (4)
3	Signage Regional road improvements Regional management of trunk roads Concessionary fares All functions (over time) National functions
2	Education/health/social work transport Road safety strategies Quality bus corridors Congestion charges Funding/ budgets Provincial bus services Additional rail services Cross-boundary travel Project prioritisation Transport publicity/ promotion Public transport and highway powers
1	Community transport Taxis and private hire licensing Quality standard Demand management Support to voluntary sector Procurement /project management Accident investigation Bus/ taxi strategy Real Time Information systems Taxi card system Input to or scrutiny of local plans Service delivery Opposed to transfer Structure planning Public transport network Not appropriate for region (HITRANS) National cycling infrastructure Policy and strategy Local Authorities to retain current functions Scottish Executive to lead debate on powers to transfer Traffic management Strategic road construction

11. MODEL 3 - DO YOU AGREE THAT THIS MODEL SHOULD BE ADOPTED BY A WEST OF SCOTLAND RTP IN ORDER TO ENSURE THE CONTINUITY OF THE PUBLIC TRANSPORT SERVICES PROVIDED BY SPT?

Only 18% of respondent answered question 11 due to its specific focus on the west of Scotland and its relevance to SPT. The analysis has focused on the opinions of the local authorities in the west and south west RTP and SPT as they would be most significantly affected by any changes.

Summary

✗ Of the respondents that commented, including SPT itself, 100% (30) agreed that model 3 should be adopted by a west of Scotland RTP in order to ensure the continuity of the public transport services provided by SPT.

✗ All of the local authorities that responded from the west and south west RTP agreed that model 3 should be adopted. Two local authorities from the west and south west RTP did not comment.

FIGURE 5.3

RESPONSES TO Q11: Model 3 - Do you agree that this model should be adopted by a west of Scotland RTP in order to ensure the continuity of the public transport services provided by SPT?

Legend:
- Agree
- Disagree
- No Comments

30
100%

Percentage of those who responded

30
28%

77
72%

Percentage of total respondents
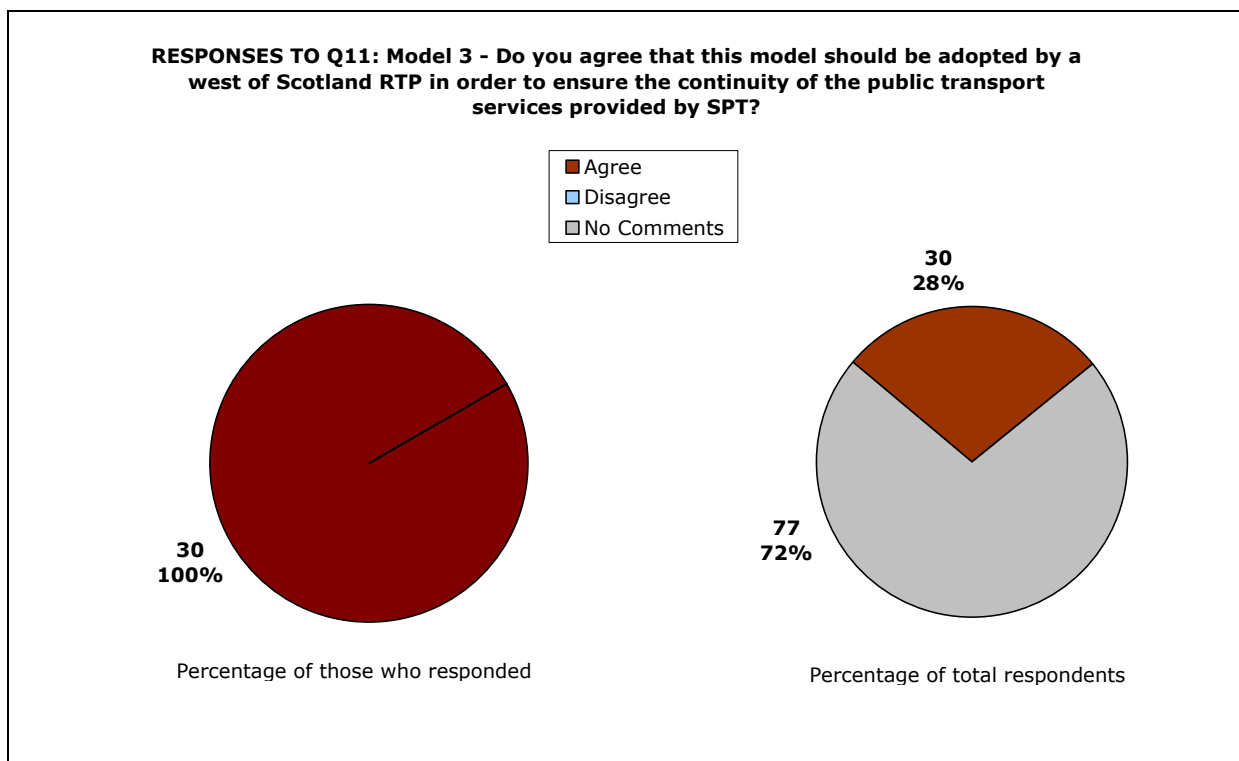
All Respondents

Of the respondents that commented, including SPT, there was unanimous agreement that model 3 should be adopted by the west and south west RTP in order to ensure the continuity of the public transport services provided by SPT. These respondents frequently commented on Dumfries & Galloway's role in the RTP and suggested they should retain their own public transport functions. Respondents made varied comments about how the transfer of functions would apply. For example, respondents made comments such as:

- Model 3 would provide an easy transfer of operational functions.
- The RTP should make use of best practices and democratic procedures of SPT.
- Build upon the experience of SPT.

Local authorities' responses

All local authorities that responded from the west and south west RTP agreed that model 3 should be adopted (83%, 10, see figure 5.4). Two local authorities from the west and south west RTP did not comment and these were Glasgow City Council and Argyll & Bute Council. Glasgow City Council wished to reserve its position until there is more clarity on matters such as external members and the allocation of votes. Argyll & Bute Council did not state which model they wished to adopt but commented that the within Argyll & Bute they should retain management control of public transport in rural areas.

FIGURE 5.4
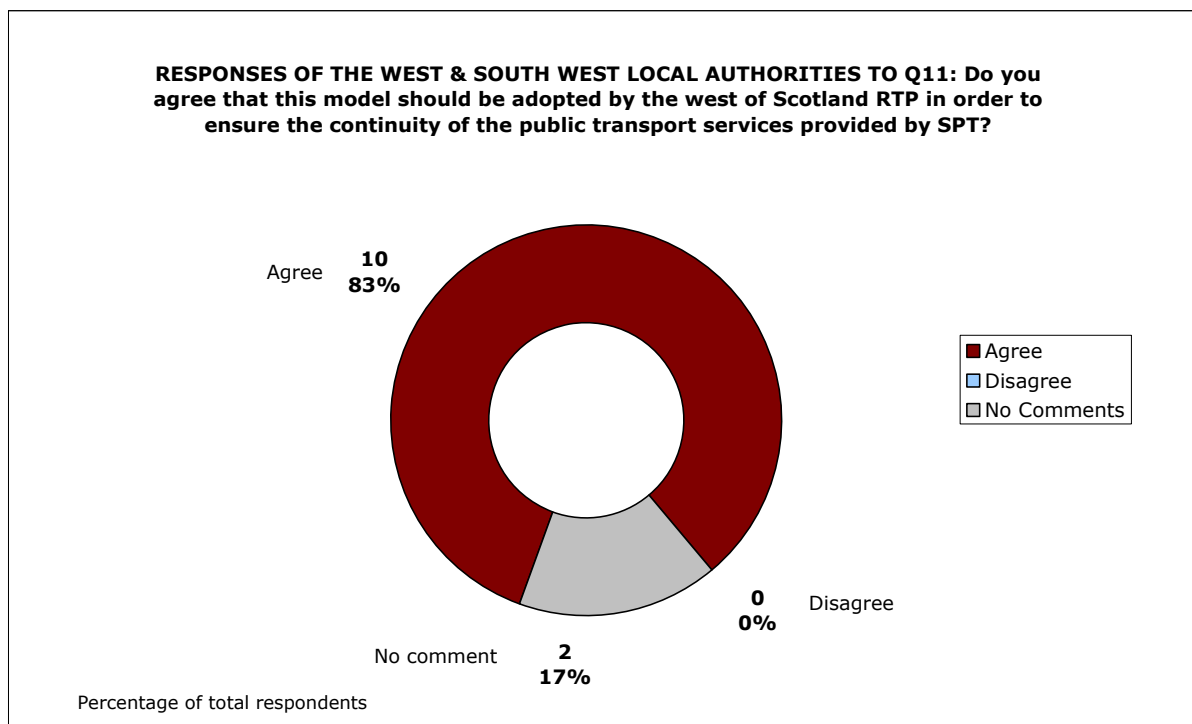
RESPONSES OF THE WEST & SOUTH WEST LOCAL AUTHORITIES TO Q11: Do you agree that this model should be adopted by the west of Scotland RTP in order to ensure the continuity of the public transport services provided by SPT?

Q12. WHAT POWERS CURRENTLY HELD BY LOCAL AUTHORITIES IN THE SPT AREA WOULD IT MAKE SENSE TO DELIVER ALONGSIDE SPT'S EXISTING PUBLIC TRANSPORT POWERS IN A NEW WEST OF SCOTLAND RTP?

23% of respondents answered question 12. The following summary reflects the most common responses:

Summary

✘ The most common response was that initially no powers should be transferred that are currently held by local authorities (7).

✘ Other common suggestions for transferable functions were parking (4), the integration of roads and public transport (5) and for local authorities to decide on any further transfer (4).

FIGURE 5.5

Number of times suggested	ADDITIONAL FUNCTIONS
	**RESPONSES TO Q 12: Model 3 -** What powers currently held by local authorities in the SPT Area would it make sense to deliver alongside SPT's existing public transport powers in a new west of Scotland RTP?

Number of times suggested	ADDITIONAL FUNCTIONS
4+	No other powers transferred initially (7)
	Integration of roads and public transport (5)
	Parking
	Local Authorities to decide
3	Secure funding mechanism and promotion
2	Management and maintenance of regional roads
	RTP should decide
	Public transport infrastructure
1	School/ dial-a-bus transport
	Road safety
	Defined short distance rail networks
	Some trunk road control
	Private Bills
	CPOs
	Requisition powers
	Traffic Commissioner powers
	Quality Bus Corridors
	Rural transport partnerships (Dumfries and Galloway)
	Tendered services
	Quality Partnerships & Contracts
	Road pricing
	Traffic regulation orders
	Subway
	Community planning powers
	Toll charges
	Against concurrent powers
	Concessionary travel
	Public transport information
	Roads powers

Q13. WHICH OF THESE 3 MODELS WOULD YOU LIKE TO SEE YOUR REGION ADOPT?

33% of respondents commented on which model they would like to see their region adopt. The analysis has focused on the responses of the local authorities to highlight their views on which model they would like to see their region adopt. The summarised responses from this section are:

Summary
✗ Respondents were fairly evenly spilt between models 1 and 3 with little support of model 2. Of those who responded, 48% (28) chose model 1, 44% (26) chose model 3 and 8% (5) chose model 2.
✗ There was unanimous agreement from local authorities that commented on the model they wanted to adopt for their RTP, except Perth & Kinross who opted for a model in the range of type 1 to 2.
✗ Local authorities that commented in the west and south west chose model 3.
✗ Local authorities that commented in the south east RTP, north east RTP, Central & Tay RTP and Highlands & Islands RTP chose model 1.
✗ Shetland Council and West Lothian Council did not make a model choice.

ALL RESPONDENTS

Three respondents suggested two models in their response and this has therefore affected the total number of responses. Shetland and West Lothian are shown as 'no comment' responses in the charts as they did not make a model choice. Respondents were fairly evenly spilt between models 1 and 3 with little support of model 2, (see pie chart, figure 5.6). Of those who responded 48% (28) chose model 1, 44% (26) chose model 3 and 8% (5) chose model 2.

FIGURE 5.6

RESPONSES TO Q13: Which of these 3 models would you like to see your region adopt?
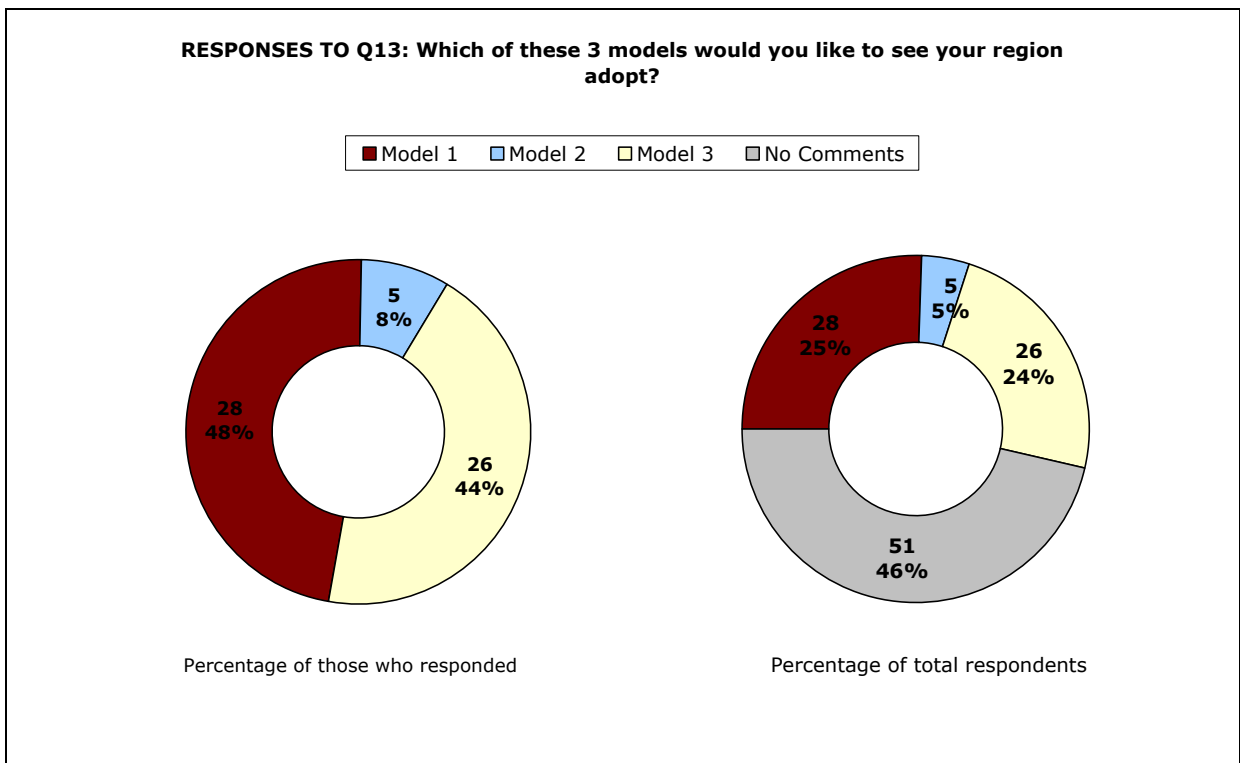
Model 1:

A large majority of respondents that commented on the Central & Tay RTP, Highlands & Islands RTP, north east RTP, south east RTP agreed that model 1 should be adopted. A majority of these respondents also agreed that functions could be transferred over time.

Model 2:

There were five proposals for model 2. Two of the respondents were commenting on the north east and Scotland wide. Perth & Kinross Council opted for a model in the range of 1 to 2. The other two respondents suggested models 2 & 3 varying throughout the RTPs in Scotland.

Model 3:

One respondent suggested model 3 for the region. All the other respondents who chose model 3 were discussing the west and south west RTP or Scotland wide. It was frequently suggested that this was the best model for the west and south west RTP due to the transfer from SPT.

LOCAL AUTHORITIES

The table (figure 5.7) reflects the views of the local authorities that commented on their preferred model in their region. Local authorities that commented in the west and south west chose model 3. Local authorities that commented in the south east RTP, north east RTP, Central & Tay RTP and Highlands & Islands RTP chose model 1, except Perth & Kinross which opted for a model in the range of 1 to 2. Shetland Council and West Lothian Council did not make a model choice. West Lothian suggested model 1 if a there was a committee structure and no model if on a board structure. Shetland commented that it is opposed to the creation of statutory regional partnerships and therefore chose no model option. The table outlines the local authorities' preference.

FIGURE 5.7

LOCAL AUTHORITY RESPONSES TO Q13: Which of these 3 models would you like to see your region adopt?				
West & South West RTP	**South East RTP**	**Central & Tay RTP**	**North East RTP**	**Highlands & Islands RTP**
Dumfries & Galloway	City of Edinburgh	Angus	*Joint* Aberdeenshire Council / Aberdeen City	Argyll & Bute (less Helensburgh)
East Ayrshire	Clackmannanshire	Dundee City	Aberdeenshire	Comhairle nan Eilean Siar
East Dunbartonshire	East Lothian	Perth & Kinross		Highland
East Renfrewshire	Falkirk	Stirling		Orkney
Inverclyde	Scottish Borders			Moray
North Ayrshire	West Lothian			North Ayrshire (Arran & the Cumbraes)
North Lanarkshire	Fife			Shetland
Renfrewshire			**KEY**	
South Ayrshire			Model 1	
West Dunbartonshire			Model 2	
Glasgow City			Model 3	
Argyll & Bute (Helensburgh)			No Comments	

Q14. DO YOU ENVISAGE THAT THE RTP IN YOUR REGION WILL GAIN FURTHER FUNCTIONS AS IT DEVELOPS? IF SO, WHICH ONES?

30% responded to whether they envisaged the RTP in their region gaining further functions as it develops. Only a few respondents commented on specific functions they wished to see the RTPs gain.

Summary

✖ Of the respondents that commented, there was widespread agreement that RTPs should gain further functions as they develop.

✖ Of the local authorities that responded, all but one agreed that the RTPs should gain further functions as they develop.

✖ There were recurring comments about RTPs developing over time and that their progress should be assessed as the RTPs evolve.

FIGURE 5.8

RESPONSES TO Q14: Do you envisage that the RTP in your region will gain further functions as it develops?
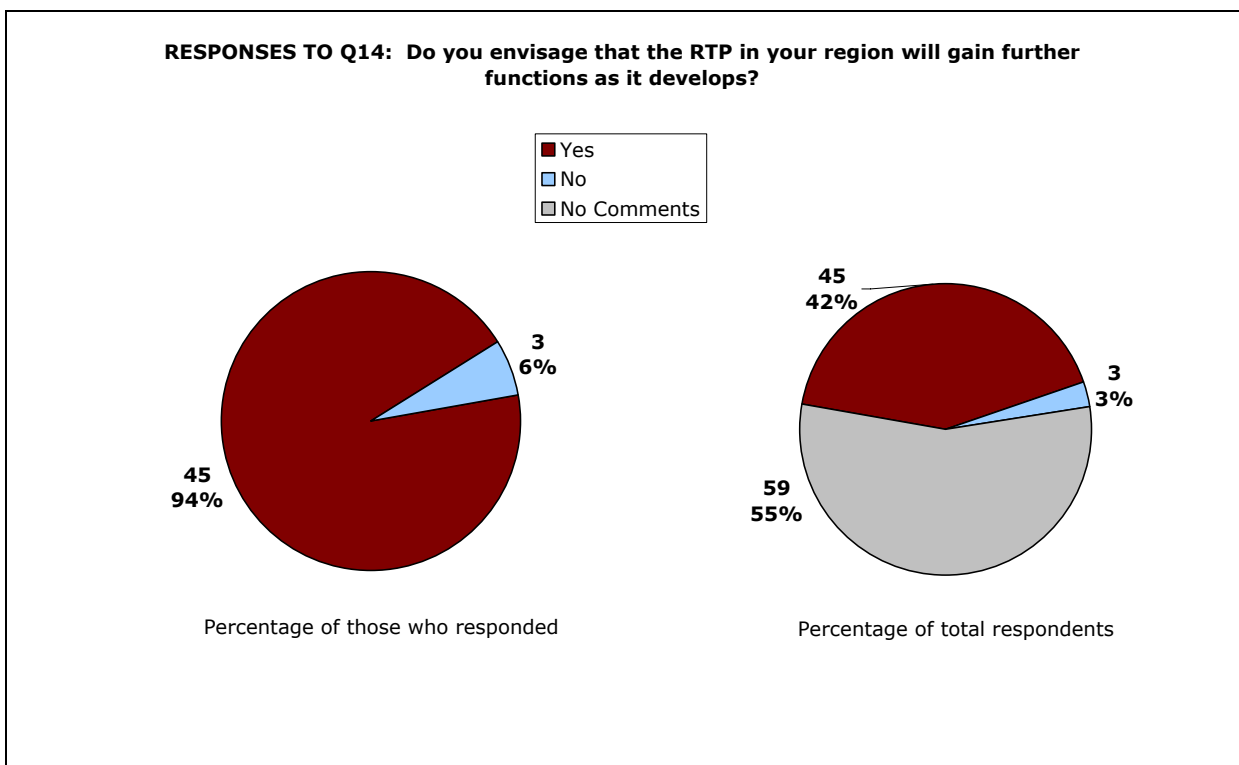
As the pie chart (see figure 5.8) demonstrates, there was widespread agreement (94%, 45) that RTPs will gain further functions as they develop from those who responded.

The table (see figure 5.9) highlights that all but one of the local authorities that responded agreed that the RTPs should gain further functions as they develop.

FIGURE 5.9

LOCAL AUTHORITY RESPONSES TO Q14: Do you envisage that the RTP in your region will gain further functions as it develops? If so, which ones?				
West & South West RTP	South East RTP	Central & Tay RTP	North East RTP	Highlands & Islands RTP
Dumfries & Galloway	City of Edinburgh	Angus	*Joint* Aberdeenshire Council / Aberdeen City Council	Argyll & Bute (less Helensburgh)
East Ayrshire	Clackmannanshire	Dundee City	Aberdeenshire	Comhairle nan Eilean Siar
East Renfrewshire	East Lothian	Perth & Kinross		Highland
Inverclyde	Scottish Borders	Stirling		Moray
North Lanarkshire	West Lothian			Shetland
Renfrewshire	Falkirk			North Ayrshire (Arran & Cumbraes)
South Ayrshire	Fife			Orkney
West Dunbartonshire				
Argyll & Bute Helensburgh)			**KEY**	
East Dunbartonshire			**Yes**	
Glasgow City			**No**	
North Ayrshire			**No Comments**	

When asked which functions respondents envisaged the RTPs would gain, they suggested the following:

- There were recurrent comments regarding the RTPs developing over time and being assessed as the RTPs progress.
- Occasionally, it was suggested that limited functions should be transferred as the RTPs develop.
- There was infrequent mention of all functions being transferred over the next few years, as this would be important for integrating transport.
- Occasionally, it was suggested strategic and trunk roads should be transferred to the RTPs. However, there was also an occasional view that they should not be transferred.
- A number of respondents commented that it was important to transfer additional functions in order to create consistency across RTP boundaries.

ANNEX 6. FUNDING

Q15: Do you agree that there is no alternative to requisition if regional transport partnerships are to have a stable and secure source of funding?

Q16: What classes of expenditure (e.g. core staffing, running costs, provision of services, capital investment) are best met through (a) requisition, (b) prudential borrowing, (c) grants from the Scottish Executive?

Q15. DO YOU AGREE THAT THERE IS NO ALTERNATIVE TO REQUISITION IF REGIONAL TRANSPORT PARTNERSHIPS ARE TO HAVE A STABLE AND SECURE SOURCE OF FUNDING?

45% of respondents commented on question 15. Respondents frequently commented that the method of funding for the RTPs was a contentious and crucial matter. A number of respondents did not give an 'agree' or 'disagree' response to the question but provided general commentary. These respondents are included in the 'no comment' section of the pie chart, (see figure 6.1). However, their views are included through the qualitative analysis in this section. The recurring comments for this question were:

Summary

✘ A lack of clear consensus emerged regarding whether requisition was the only alternative for ensuring a secure and stable source of funding. Respondents were fairly evenly split on the matter.

✘ An alternative suggestion for a more stable and secure source of funding was to hypothecate part of the non-domestic rates yield. One respondent made this suggestion.

✘ There was general concern from local authorities, SPT and voluntary RTPs regarding the consultation's proposals for funding. There were calls for greater clarity and further dialogue with the Scottish Executive regarding the funding proposals.

FIGURE 6.1

RESPONSES TO Q15: Do you agree that there is no alternative to requisition if RTP's are to have a stable & secure source of funding?
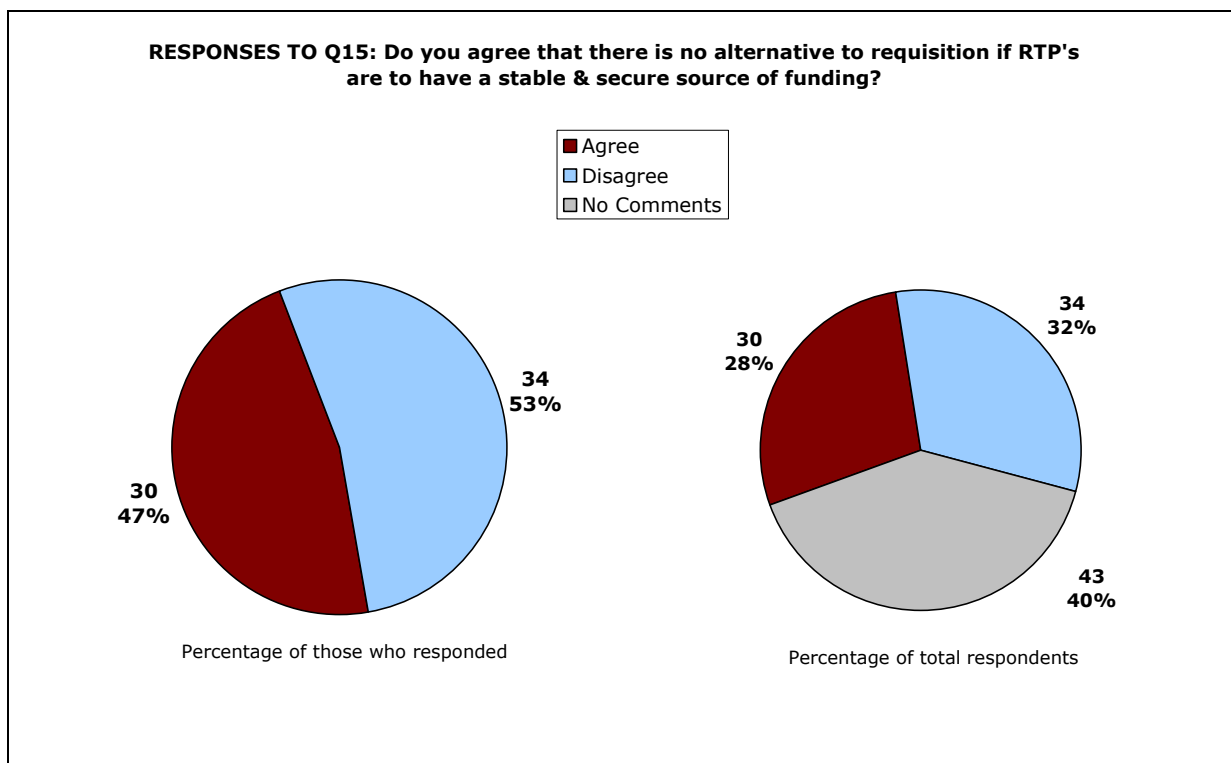
The pie chart (see figure 6.1) illustrates the lack of clear consensus regarding whether requisition was the only alternative for ensuring a secure and stable source of funding. Of the respondents that commented, 53% (34) agreed and 47% (30) disagreed with the question. There was some overlap in opinion between those that 'agreed', 'disagreed' or made 'no comment'. For example, an increase in grant aided expenditure (GAE) was requested by nine respondents, combined funding preferred by eight respondents and democratic accountability of funding was important to four respondents.

The breakdown of responses into organisations is reflected in the chart, (see figure 6.2). It highlights the division of respondents to the question of requisition. There appears to be no common correlation by organisation type. It highlights that local authorities, SPT and voluntary RTPs were strongly in disagreement with the question.

FIGURE 6.2

Percentage of Responses by Type of Organisation to Q15: Do you agree that there is no alternative to requisition if RTP's are to have a stable & secure souce of funding?
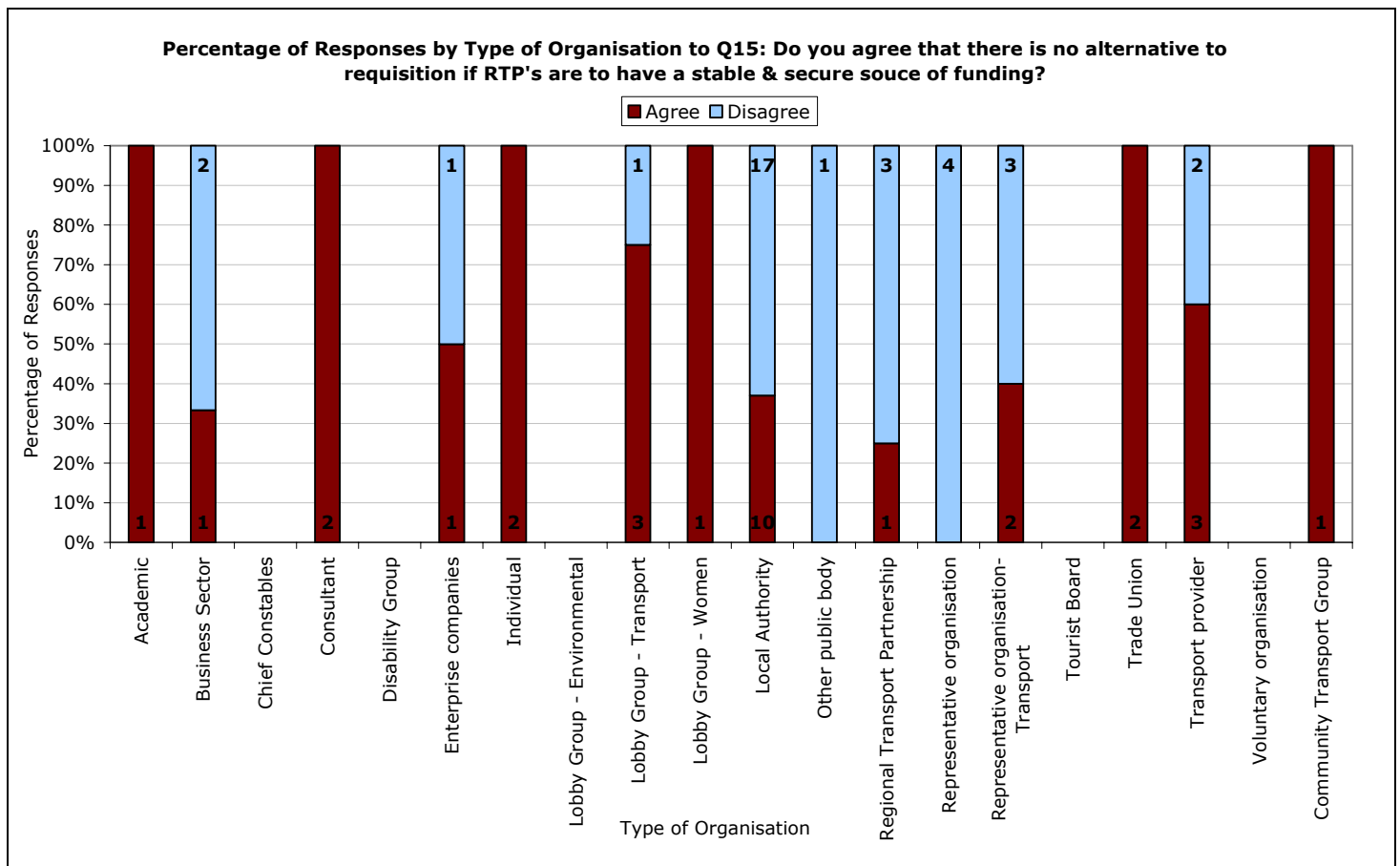
'Agree' Response

The respondents that agreed held a common view that there was no alternative to requisition that was as stable and secure. There was an occasional recognition that although requisition may be unpopular, it was necessary. A general comment was to request additional support from the Scottish Executive met through an increase in GAE.

'Disagree' Response

There were three common responses from those that disagreed. These were:

- There should be combined funding from the Scottish Executive and requisition.
- The Scottish Executive should provide all funding for the RTPs.
- The majority of funding should be from the Scottish Executive.

The reason a few respondents suggested for wanting direct funding from the Scottish Executive was due to the difficulty in assessing the amount each local authority should provide when there may be disparate benefits for different local authorities.

Q16. WHAT CLASSES OF EXPENDITURE (E.G. CORE STAFFING, RUNNING COSTS, PROVISION OF SERVICES, CAPITAL INVESTMENT) ARE BEST MET THROUGH (A) REQUISITION, (B) PRUDENTIAL BORROWING, (C) GRANTS FROM THE SCOTTISH EXECUTIVE?

Summary

✘ Requisition: A common view was that core costs (46) should be funded by requisition. Core costs included running costs, staff costs, administration and services.

✘ Prudential borrowing: This was generally disliked by respondents, especially the local authorities. Nineteen respondents suggested prudential borrowing as a source of funding for capital investment.

✘ Grants from the Scottish Executive: A consistent view was that capital (37) should be funded by the Scottish Executive. Capital costs included capital investment and large projects.

43% of respondents answered question 16 on the classes of expenditure. A precise quantification of responses is not possible, as organisations may have commented more than once in the table. Respondents varied in their types of response, for example, some gave specific types of expenditure while others used generalised categorisation. The table represents the categorisation used by the respondents, (see figure 6.3):

FIGURE 6.3

RESPONSES TO Q16: What classes of expenditure (e.g. core staffing, running costs, provision of services, capital investment) are best met through:					
(a) requisition	Number of times suggested	**(b) prudential borrowing**	Number of times suggested	**(c) grants from the Scottish Executive**	Number of times suggested
Core costs (running costs, staff, administration, services)	46	Capital (investments, projects)	19	Capital (investments, projects)	37
Capital (investments, projects)	7	No funding from prudential borrowing	8	Core costs (running costs, staff, administration, services)	21
No funding from requisition	4	Only in agreement with local authorities	3	All paid by Scottish Executive	4
Joint funding with Scottish Executive	3	Balance of all 3	1	Revenue	4
Previously funded functions	2	Councils unlikely to contribute if uneven benefits	1	Development of RTS	3
Tendered services/ Consultations	2	For RTP to decide	1	Joint funding with requisition	3
Balance of all 3	1	Keep to a minimum	1	Majority funding	3
Cut allocations & Scottish Executive fund all	1	Medium sized projects	1	Project services/ consultation	2
Debt repayment	1	No additional revenue stream to fund costs	1	Additional costs	1
Discretionary activities	1	Only consider when functions transferred	1	Annual capital grant	1
Education	1	Operational difficulties	1	Annual grant	1
Share borrowing costs	1	Revenue costs	1	Balance of all 3	1
Social/ health work	1	Small projects	1	Core funding for new responsibilities	1
Special needs	1			Ensure grants are the most important funding mechanism	1
Transferred functions	1			For at least 3 years amount & profile funding	1
Transport costs	1			Fund functions not transferred from local authorities	1
				Long term revenue available	1
				National focus funding	1
				New staff	1
				Transport improvements	1
				Delivery initiatives	1

Requisition

A significant number of respondents proposed that core costs should be covered by requisition. Core costs include running costs, staff costs, administration and services. Other types of expenditure did not feature nearly as significantly. Four respondents suggested that there should be no funding from requisition and three suggested that there should be joint funding with the Scottish Executive.

Prudential Borrowing

There was a general dislike of prudential borrowing, especially among local authorities. Occasionally, local authorities commented that there was no revenue stream to support borrowing. Capital investment received the highest support (19) but this total was half of the number in support of capital funding from the Scottish Executive (37).

Grants from the Scottish Executive

A widespread suggestion was that capital expenditure should come from the Scottish Executive. Capital funding included capital investments and large projects. Additionally, core costs were frequently suggested. Other suggestions for Scottish Executive funding were more specific and less consistent.

Additional Sources of Funding

An occasional view was that funding could also be provided by:

- Road pricing
- Parking fines
- Bridge tolls
- Congestion charges
- Non-domestic rates yield from each region of transport.

ANNEX 7.   GENERAL

This section provides the opportunity for respondents' comments to be included even though they were not in direct response to a specific question. The following represents the general themes:

Support
There were specific respondents that outlined their supported of the transition from voluntary to statutory RTPs. The respondents frequently suggested that the statutory RTPs should build on the success of the voluntary RTPs.

Principles
An importance was placed upon the principles of local accountability, flexibility, consolidation, maintaining delivery momentum and transparency.

Objections
Three respondents, including two local authorities, noted their objections to the proposals.

Staffing
There were comments on the TUPE provision in the Transport Bill. A call for further details about pensions, relocation and staffing were requested by a number of trade unions.

Joint Boards
Some of respondents in the west and south west region suggested that a joint board structure should be set up in preference of the RTP structure. The previous consultation[6] discussed the principles of setting up the RTPs and this included the establishment of joint boards. Therefore, there were no questions regarding joint boards

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[6] For details of the previous consultation see 'Analysis of Responses to consultation on "Scotland's Transport – Proposals for a New Approach to Transport in Scotland," (2004).

in this consultation. Nevertheless, the following table (see figure 7.1) and commentary summarises the views of those respondents who raised joint boards as an alternative:

FIGURE 7.1

LOCAL AUTHORITIES THAT SUGGESTED A JOINT BOARD (INCLUDING WESTRANS AND SPT)	
PROPOSED LOCAL AUTHORITIES IN THE WEST & SOUTH WEST RTP	**KEY**
Dumfries & Galloway	PREFER JOINT BOARD STRUCTURE
West Dunbartonshire	
South Ayrshire	
Renfrewshire	
North Lanarkshire	
North Ayrshire	
Inverclyde	
Glasgow City	
East Renfrewshire	
East Dunbartonshire	
East Ayrshire	
Argyll & Bute (Helensburgh)	
WESTRANS	
SPT	

38% (5) of the local authorities in the proposed west and south west RTP supported a joint board structure. Two other respondents also raised this issue and these were WESTRANS and SPT, (see figure 7.1). The most frequently suggested reasons to favour the joint board structure included:

- It is a tried and tested structure that has been successful for the Police and Fire authorities.
- It would solve the problem of population density disparities as it allows multiple councillor member representation and maintains a party political balance.
- It would ensure there were enough RTP members to populate sub-committees.

ANNEX 8.   RESPONDENT LIST

ACADEMIC INSTITUTIONS

Scottish Institute of Sustainable Technology
Transport Research Institute (Napier University)
University of Glasgow

BUSINESS SECTOR

CBI
Federation of Small Businesses
Inverness Chamber of Commerce
Scottish Chamber of Commerce

CONSULTANTS

Derek Halden Consultancy Ltd
Momenta

DISABILITY GROUPS

Disability Rights Commission
Mobility and Access Committee for Scotland (MACS)
Scottish Accessible Transport Alliance

ENTERPRISE COMPANIES

Highlands & Islands Enterprise (HIE)
Scottish Enterprise
Scottish Enterprise Dunbartonshire

LOBBY GROUP

ENVIRONMENTAL
Forth Estuary Forum

TRANSPORT
Angus Transport Forum
Highlands & Islands Public Transport Forum
Rail Passenger Committee
Scottish Association of Public Transport (SAPT)
Spokes
SUSTRANS

WOMEN
Edinburgh Association of Women Graduates
Scottish Women's Convention

LOCAL AUTHORITIES

Aberdeenshire Council
Angus Council
Argyll & Bute Council
Clackmannanshire Council
Comhairle Nan Eilean Siar
Dumfries and Galloway Council
Dundee City Council
East Ayrshire Council
East Dunbartonshire Council
East Lothian Council
East Renfrewshire Council
Edinburgh Council
Falkirk Council
Fife Council
Glasgow City Council
Highland Council
Inverclyde Council
Joint Aberdeenshire Council/ Aberdeen City Council
Moray Council
North Ayrshire Council
North Lanarkshire Council
Orkney Islands Council
Perth & Kinross Council
Renfrewshire Council
Scottish Borders Council
Shetland Islands Council
South Ayrshire Council
Stirling Council
West Dunbartonshire Council
West Lothian Council

OTHER PUBLIC BODIES

Grampian Fire & Rescue Service
NHS Argyll & Clyde
Scottish Environmental Protection Agency (SEPA)
Scottish Natural Heritage
Scottish Water

REGIONAL TRANSPORT PARTNERSHIPS

HITRANS
Joint TRANS Response
NESTRANS
SESTRAN
WESTRANS

REPRESENTATIVE ORGANISATIONS

Association for Public Service Excellence
Convention of Scottish local authorities (COSLA)

Royal Institute of Chartered Surveyors
Scottish Council for Development & Industry
Scottish Food & Drink Federation
Society of local authority Chief Executives (SOLACE)

REPRESENTATIVE ORGANISATIONS - TRANSPORT

Association of Transport Co-ordination Officers (ACTO)
Civil Engineering Contractors Association (Scotland) (CECA)
Institute of Highway & Transport
Road Haulage Association
Confederation of Passenger Transport

TRADE UNIONS

National Union of Rail, Maritime & Transport Works
Scottish Trades Union Congress (STUC)
Transport & General Workers Union Scotland
UNISON Scotland

TRANSPORT PROVIDERS

BAA Scotland
Caledonian MacBrayne
First Group
Highlands & Islands Airports Limited
Lothian Buses plc
Network Rail
Stagecoach Group
Stagecoach Scotland
Strathclyde Passenger Transport (SPT)

VOLUNTARY ORGANISATIONS

Glasgow Council for Voluntary Service
Scottish Borders Rural Partnership
Scottish Council for Voluntary Organisations

VOLUNTARY ORGANISATIONS - COMMUNITY TRANSPORT GROUPS

Annandale Transport Initiative
Buchan Dial-a-Community Bus
Caithness Rural Transport
Community Transport Association
Dumfries & Galloway Accessible Transport Forum
Dundee Accessible Transport Action Group
Lochaber Community Car Scheme
Lothian Community Transport Services
Order of Malta Dial-a-Journey

INDIVIDUAL MEMBERS OF THE PUBLIC

5 individual responses from the public

One response was received from each of the following:

Chief Constables
Tourist Boards

ANNEX 9.   SUMMARY TEMPLATE

TEMPLATE FOR ANALYSING RESPONSES TO SCOTLAND'S TRANSPORT FUTURE: PROPOSALS FOR STATUTORY REGIONAL TRANSPORT PARTNERSHIPS

Ref No: 477/

Respondee:

Name:

Type of Organisation: local authority / Regional Transport Partnership / Other public body / Business Sector / Transport Provider / Transport Lobby Group / Individual / Other

Boundaries

General

Questions

1.   We would welcome views on these proposed regional transport partnership boundaries. Would you suggest any modifications?

2.   What are the benefits and/or disadvantages of these proposals from the perspective of your organisation or the council area in which you live? Could a regional partnership based on these boundaries deliver improvements to transport in your area?

Constitution

General

Questions

3.   What should the role of external members be?

   (a)   To what extent do you think that external members should be: (i) representative of other stakeholder organisations (ii) experts in particular spheres related to transport (iii) representative of interests outside the transport world?

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(b)   Do you agree that external members on the board of the partnership once
        approved should be there on the basis of the personal contribution, skills and
        experience they bring rather than representing a particular organisation or interest
        group?

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4.   Do you agree that decisions on who are appointed as external members are taken by RTPs
        themselves in conformity with guidance issued by Scottish Ministers?

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5.   How should the RTP involve people and stakeholders within its region? For example:

        (a)   Is there merit in co-opting key stakeholders to work at management team level?

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        (b)   Would a stakeholder forum be a practical way of including broader interests?

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        (c)   Are there any other means of ensuring wider engagement?

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        (d)   How can RTPs make best use of Community Planning to deliver better transport
                solutions? What should the Executive do to support them in this?

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6.   Are there some particular organisations that you believe ought to be represented on some
        or all of the new partnerships? Are there any organisations that should not be
        represented?

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7.   Do you agree that on occasions when a vote is needed to reach a decision, that this ordinarily be decided by a simple majority?

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8.   On what issues (e.g. on issues involving the sharing or transferring of local authority transport functions) should decisions require a larger majority?

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Functions

General

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Questions

Model 1

9.   What current local authority functions could be appropriate for an RTP to exercise concurrently with its constituent local authorities (in your region)?

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Model 2

10.   What current local authority transport functions could be appropriate for delivery at regional level by an RTP (in your region)?

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Model 3

11.   Do you agree that this model should be adopted by a west of Scotland RTP in order to ensure the continuity of the public transport services provided by SPT?

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12.   What powers currently held by local authorities in the SPT Area would it make sense to deliver alongside SPT's existing public transport powers in a new west of Scotland RTP?

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General questions on functions

13.   Which of these 3 models would you like to see your region adopt?

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14.   Do you envisage that the RTP in your region will gain further functions as it develops? If so, which ones?

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Funding

General

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Questions

15.   Do you agree that there is no alternative to requisition if Regional Transport Partnerships are to have a stable and secure source of funding?

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16.   What classes of expenditure (e.g. core staffing, running costs, provision of services, capital investment) are best met through (a) requisition (b) prudential borrowing (c) grants from the Scottish Executive?

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General

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