TRANSPORT
SCOTLAND
CÒMHDHAIL ALBA

National Transport Strategy 2 (NTS2) Draft for Consultation

Islands Communities Assessment

Title of Strategy:	National Transport Strategy 2 (NTS2)
Minister:	Cabinet Secretary for Transport, Infrastructure and Connectivity
Summary of aims and expected outcomes of the strategy:	The National Transport Strategy 2 (NTS2) is being prepared by Transport Scotland to establish a new transport vision for Scotland and an associated set of strategic transport objectives. This will enable a subsequent update to the Strategic Transport Projects Review 2 (STPR2) to take place to set out Scottish Ministers' transport infrastructure priorities in alignment with the development of National Planning Framework 4 (NPF4).

The Draft NTS2 is being published to allow consultation of the proposed substantive components of the document, comprising:

- Identification of Current and Emerging Challenges and Opportunities

- A Vision for Transport in Scotland, with cross-cutting Priorities and constituent Outcomes

- an implementation framework comprising a suite of 14 policies and 38 linked policy enablers

Once finalised, the NTS2, STPR2 and the NPF4 will provide an integrated spatial and strategic framework to underpin planning and development decisions and to guide transport infrastructure investment across Scotland up to 2040. The NTS2 will link closely to the National Islands Plan (Part 2 of the Act) in regard to improving transport services as set out in Section 3(3) of the Islands Scotland Act. STPR2 will then set out a 20 year plan for transport investment through the lens of the Strategy's Priorities and in line with the Sustainable Travel and Investment hierarchies. The STPR2 will involve a Scotland-wide appraisal of future transport interventions not only infrastructure. It will use objective-led appraisal process set out in STAG, taking a national overview but contain a regional focus. The STPR2 will provide an evidence base for the new Scottish Ferries Plan, that will also be informed by the National Islands Plan. |

	Recognising that transport is a critical enabler of sustainable and inclusive economic growth, the NTS2 will provide a visionary platform and the strategic context necessary to address key economic, social and environmental challenges through action within the transport system. The NTS2 vision for Scotland's transport system relates directly to creating an inclusive and accessible transport system contributing to a more equitable society. Promotes Equality is one of the four priorities underpinning the vision and this recognises the unique characteristics and needs of Scotland's island communities.
Screening – is the strategy likely to have an effect on an island community which is significantly different from its effect on other communities	Island communities exhibit relatively high sensitivity to the transport system, note for example the importance of lifeline services. As a result, policy concerning the transport system is likely to have differential impacts on island communities. This supports the spirit of the Islands (Scotland) Act 2018 which underpins measures to support the Scottish Government's key objective of ensuring that there is sustained focus across Government and the public sector to meet the needs of island communities now and in the future. At this stage the NTS2 constitutes a strategic framework through which other interventions will be developed. The NTS2 is a strategy for the whole transport system, including walking, cycling, cars, buses, trains, ferries and air travel. Insofar as transport affects access to services, amenities, economic opportunities and social activities across all parts of Scotland, the content and implementation of the NTS2 is likely to result in significantly different effects on island communities, particularly in terms of their economic prosperity and given the dependency of island residents on off-island transport. The islands duties under Sections 7, 8 and 13 of the Islands Act (Scotland) 2018 are therefore applicable.
Summary of information gathered:	Island communities and those living in remote and rural areas face many different transport challenges when carrying out their daily lives compared to those living in less rural areas of the mainland and urban areas. Currently, the cost of transport on the islands and in remote rural areas is much higher, relative to income, than in the rest of Scotland. Journey times are often long and can require multiple interchanges,

including an overnight stay, adding further costs. In addition, integrated ticketing is not always available, meaning that multiple tickets are required, further adding to price and complexity. These challenges are not restricted to remote rural areas but can also occur in rural areas relatively close to our towns and cities.

Rural households tend to drive more frequently than urban households, in many cases due to the limited public transport options available. Forecasts of declining population in many remote, rural and island communities in Scotland could result in lower population densities and make it more challenging for public transport operators to deliver viable services on a commercial basis. However, there is also growing interest in reversing this trend in rural areas where sustainable solutions can be found. Community transport can make an important contribution to this.

Some island communities also face the challenge of residents currently being unable to travel to and from Scotland's cities in the same day while undertaking a day's work.

Research has shown that the minimum income that households require for an acceptable standard of living in Scotland's island communities is well above that required in the rest of the UK, and in many cases higher than in other areas of rural Scotland. The distribution of deprivation is also different in rural areas. Factors resulting in additional costs for households in island communities compared to the rest of the UK include:

- longer commuting distances compounded by higher fuel prices

- the additional cost of occasional trips to the mainland

- additional ferry/air costs for inter-island travel

Longer commutes to work combined with more expensive fuel typically adds £30 to £40 per week to costs when compared to rural England. When people need to travel between islands to access work, ferry trips can incur additional costs.

Island communities can also face additional freight costs, such as to get goods to market or importing energy sources or building materials and labour. Additional charges for deliveries can also be a challenge.

Evidence shows that a greater share of people in remote rural and accessible rural areas find accessing services less convenient. There are urban and rural locations within Scotland where the current level of public transport provision, including accessible transport, and connectivity issues can act as barriers to accessing employment, education or training opportunities. Satisfaction with public transport in large urban areas was 79%, compared to only 48% in accessible rural areas. A particular issue for rural areas is the lack of transport acting as a barrier for young people accessing education, training and employment and link to long term outmigration.

The evidence above is supported by the feedback from targeted engagement undertaken with island communities, on the development of the emerging NTS2 and the implementation of applicable statutory equalities duties, including those under the Islands (Scotland) Act 2018. The stakeholder engagement included a citizens' panel in Stornoway, Young Scot events in Lerwick and Brae in Shetland and events in Orkney and Arran, as well as engagement with Convention of the Highlands and Islands (CoHI). This exercise identified the following concerns relevant to island communities which regarded:

- centralisation of public transport and limited provision in peripheral areas

- poor journey connections, lack of seamlessness and lack of ticket integration

- car dependencies due to poor public transport links

- insufficient active travel infrastructure on islands

	- limited evening and weekend public transport services, resulting in difficulties accessing services and participating in social/community activities - incoherent, inconsistent and confusing public transport timetables across all modes - the ability of public transport to meet the needs and expectations of tourists and visitors, especially to Scotland's islands - higher costs of accessibility on islands and in rural areas, this can be reflected in additional freight costs, such as getting goods to market and higher delivery charges - imbalance of service provision and demand to meet concessionary transport needs - call for more flexible and pro-active support needed for the berthing of cruise ships at ports The challenges faced by island communities are clearly recognised and the Islands (Scotland) Act will ensure that authorities need to consider the impact of their work on Scotland's islands.
Description of the likely significantly different effect of the strategy:	Section 7 of the Islands (Scotland) Act 2018 sets out a specific duty for relevant public bodies, including Transport Scotland, to "*have regard to island communities*" in carrying out their functions. A related duty in Section 8 of the Act requires relevant public bodies to undertake an island communities impact assessment "*in relation to a policy, strategy, or service which, in the authority's opinion, is likely to have an effect on an island community which is significantly different from its effect on other communities (including other island communities) in the area in which the authority exercises its functions*". However, no guidance has yet been published by the Scottish Government regarding how Island Communities Impact Assessments required under this legislation should be implemented. The emerging NTS2 is a high level strategy and as such the identification of likely overall impacts on

island communities is not appropriate . However, within the Draft NTS2:

- the vision for Scotland's transport system relates directly to creating an inclusive and accessible transport system contributing to a more equitable society. Promotes Equality is one of the four priorities underpinning the vision.

- the unique challenges faced by Scotland's islands communities are set out within the *Scotland's Regional Differences* section of the Strategy, under **Remote, Rural and Island Communities**. Five of the 12 Proposed NTS2 Outcomes address this challenge.

At this stage it is considered that components of the Draft NTS2 focused on integrating transport and spatial planning, integrating transport with other infrastructure, and on improving access to education, economic opportunities, employment and public services are most likely to result in differential impacts on island communities. The development of the following policies and policy enablers demonstrates that many of the specific needs of island communities have been appropriately considered in the preparation of the emerging NTS2:

Relevant Proposed NTS2 Policies

- *embed the implications for transport in spatial planning and land use decision making*

- *integrate policies and infrastructure investment across the transport, energy and digital system*

- *provide a high-quality transport system that integrates Scotland and recognises our different geographic needs*

Relevant Proposed NTS2 Policy Enablers:

- *ensure greater integration between transport, spatial planning, and how land is used*

- *ensure that transport assets and services adopt the Place Principle*

- *ensure the transport system is embedded in regional decision making*

- *ensure that local, national and regional policies offer an integrated approach across all aspects of infrastructure investment including the transport, digital, and energy system*
- *support measures to improve sustainable surface access to Scotland's airports and sea ports*

- *ensure that infrastructure hubs and links form an accessible integrated system that improves the end-to-end journey for people and freight*

- *minimise the connectivity and cost disadvantages faced by island communities and those in remote and rural areas*

- *safeguard the provision of lifeline transport services and connections*

- *ensure sustainable labour market accessibility to employment locations*

- *ensure sustainable access to education and training facilities*

- *improve sustainable access to healthcare facilities for staff, patients and visitors*

These policies and policy enablers recognise that, as an enabler of socio-economic activity, transport influences access to and people's ability to benefit from education, amenities, public services, employment and economic opportunities. This is particularly critical for the economic prosperity and wellbeing of island communities given the context of geographical separation. The provision of lifeline ferry and air services and the relationship between transport, spatial planning and land use decision making fundamentally affects access to these opportunities for island communities, thereby

	contributing to positive or negative social and economic outcomes. In summary, it is considered that the Draft NTS2 establishes an appropriately positive framework which will allow future interventions to be designed around targeting existing inequalities experienced by island communities on the transport network and in society more widely.
How the impact assessment has shaped the policy	The implementation of duties under the Islands (Scotland) Act 2018 is being undertaken on an iterative basis as the NTS2 emerges to allow the consideration of likely equalities impacts to itself inform the content of the NTS2. In relation to the Draft NTS2, this has been achieved in two ways: i. Recognising and taking steps to address key issues relating to island communities through the Draft NTS2 itself, in particular through orientating the strategic framework of the document around tackling key challenges; and, ii. Testing the relationship of proposed NTS2 policies and policy enablers with key issues relating to island communities and proposing changes to clarify or improve the substantive components of the Draft NTS2. Key issues of relevance to transport, as identified through the implementation of the Islands Communities duty, have been addressed in the development of the Draft NTS2 by framing the document around relevant priorities and outcomes and identifying a set of related 'Key Challenges'. *Priorities and Outcomes* Helps our Economy Prosper, and Promotes Equality' are defined within the Draft NTS2 as two of four Priorities which the whole document is framed around, and within each Priority, three constituent outcomes are identified: Helps our economy prosper *Scotland will have a transport system that will help deliver sustainable, inclusive economic growth*

enabling the whole country to flourish. Transport plays a key role in delivering Scotland's Economic Strategy. It enables firms to have efficient access to suppliers and customers. It allows people fair and affordable access to reach the jobs where they can be most productive and boost household incomes through improving access to employment. Our transport system:

- *Will get us where we need to get to: network and services will be integrated effectively with spatial and land use planning and economic development, and adapt to changing requirements of people, businesses and visitors.*

- *Will be reliable, efficient and high quality: everyone needs to be confident about how long a journey will take, and that it will be simple and comfortable to make. We will be able to plan our lives, to get to work on time, access education and training and to deliver goods efficiently and keep businesses running smoothly.*

- *Will use beneficial innovation: new products, services and technologies are developing fast and altering our lives and our places dramatically. We will seize opportunities to improve our transport system and realise economic ambitions.*

The inclusion of this Priority means that the need to provide a reliable and efficient transport system for the whole of Scotland, is afforded very high importance in both the Draft NTS2 strategic framework and in subsequent proposed policies and policy enablers. The implementation of duties under the Islands (Scotland) Act 2018 from the outset of the preparation of the Draft NTS2 has therefore allowed this need to play a central role in the document.

Promotes Equality

Everyone in Scotland will share in the benefits of a modern and accessible transport system. Transport plays an important part in delivering the fully inclusive society we want – outcomes are as

important as opportunities. While we promote equality, our actions will simultaneously tackle inequalities and help reduce poverty, in particular child poverty. Our transport system
:

1. *Will provide fair access to services we need: we have a duty to advance equality of opportunity and outcome, including the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. We will ensure that our poorest communities and individuals have fair access to the transport services they need. The transport system will enable everyone to access a wide range of facilities and services.*

2. *Will be easy to use for all: people have different needs and capabilities. Our transport system will recognise these and work to ensure that everyone can use the system with as little effort as possible.*

3. *Will be affordable for all: people have different incomes and our transport system will not exclude people from mobility by making it unaffordable. We will target action to deliver the Strategy towards those needing most help.*
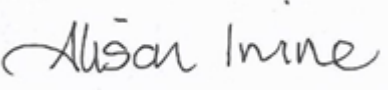
The inclusion of this Promotes Equality Priority means that the need to tackle inequalities, such as those stemming from geographical differences, is afforded very high importance in both the Draft NTS2 strategic framework and in subsequent proposed policies and policy enablers. The implementation of duties under the Islands (Scotland) Act 2018 from the outset of the preparation of the Draft NTS2 has therefore allowed the need to promote equality to play a central role in the document.

Key Challenges

The Draft NTS2 presents 22 'Key Challenges' of relevance to the transport system and identifies the need for each to be tackled in order to deliver the holistic NTS2 Vision and Outcomes. Identified

challenges which directly relate to island communities are:

- Scotland's Regional Differences (including Cities and Towns, Remote, and Rural and Island Communities)

- Takes Climate Action (in accordance with Just Transition Principles)

- Social Isolation

- Fair Work and Skilled Workforce

- Health and Active Travel

As with the Promotes Equality NTS2 priority, the inclusion of these Key Challenges within the Draft NTS2 demonstrates the high level of importance afforded to tackling inequalities and has also allowed appropriate high-level policies and policy enablers to be developed to address these challenges.

Proposed NTS2 Policies and Enablers

The assessment of proposed NTS2 policies and policy enablers was undertaken on a pre-mitigation basis as part of the implementation of the statutory equalities duties. This allowed any ambiguities and other weaknesses to be identified and appropriate mitigation and enhancement recommendations to be devised while still at draft stage. 47 recommendations were identified, 14 of which related to the impact on Island Communities. The recommendations were implemented by:

  i. Amending the relevant component of the draft NTS2, e.g. a proposed policy, policy enabler or text, to directly clarify the wording or scope of the component;

  ii. Providing further explanatory detail within the NTS2 Policy Assessment Report, e.g. to define key terms and explain how the NTS2 is proposed to be implemented. In some instances, clarifications have been provided through the accompanying Policy Assessment Report rather than within the

<table>
<tr><td></td><td>Draft NTS2 itself to maintain the succinctness of the document; and,

iii. For recommendations relating to policy implementation rather than the high-level content of the NTS2 itself, identifying key considerations which should be taken account of in the future development of related transport interventions (i.e. through the ongoing STPR2 and or through developing the NTS2 Delivery Plan) in order to continue the implementation of all relevant statutory duties.

Summary and next steps

The evidence provided above demonstrates that the implementation of applicable duties under the Islands (Scotland) Act 2018 to date have directly informed and improved the Draft NTS2.</td></tr>
<tr><td>Recommendations and next steps:</td><td>The evidence provided above demonstrates that the implementation of duties under the Islands (Scotland) Act 2018 to date has directly informed and improved the Draft NTS2.

The NTS2 will be supported by a NTS2 Delivery Plan to identify proposed or potential implementation mechanisms or transport interventions for each NTS policy and policy enabler. To ensure the Islands Communities Assessment Duty is appropriately applied in the development of specific transport interventions (funding streams, policy programmes, physical infrastructure development, etc.) within a future NTS Delivery Plan, proposed transport interventions for inclusion within the NTS2 Delivery Plan should be developed and assessed with regard to an Equalities Assessment Framework developed through the implementation of applicable statutory equalities duties. This includes the following Guide Questions developed specifically to implement the duties under the Islands (Scotland) Act 2018:

Will the delivery mechanisms following from NTS2…

- *protect and increase the economic prosperity of island communities?*</td></tr>
</table>

	- *effectively address the unique transport challenges faced by island communities?* - *effectively address the unique economic challenges faced by island communities?* - *effectively address the unique social challenges faced by island communities?* - *protect and enhance quality of life for island residents?*
Sign-off	Deputy Director or equivalent: Alison Irvine *Alison Irvine* Date: 24/07/2019

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