TRANSPORT
SCOTLAND
CÒMHDHAIL ALBA

National Transport Strategy 2 (NTS2) Draft for Consultation

Fairer Scotland Duty: Summary

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Title of Policy, Strategy, Programme etc	National Transport Strategy 2 (NTS2) – Draft for Consultation
Summary of aims and expected outcomes of strategy, proposal, programme or policy	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 Themes 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. 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.

Summary of evidence	Extensive stakeholder engagement conducted by Transport Scotland as part of the NTS review process identified concerns regarding the following relevant issues: • the unaffordability and rising cost of train tickets • a lack of through ticketing on buses and associated higher fares to complete journeys • the disproportionate impacts of expensive bus fares on people from lower income groups, resulting in a barrier to accessing economic opportunities and services • higher costs of accessibility in rural areas. The Poverty and Inequality Commission published a report 'Transport and Poverty in Scotland', (June 2019) which recognised that good affordable transport can contribute to raising household incomes and preventing people from experiencing poverty or enabling people to move out of poverty. Conversely, poor access to transport can lock people into poverty by limiting access to opportunities to increase income. In addition to the issues identified above the report also identified that people living in areas with higher levels of deprivation tend to have worse public transport links. The report recommended that as a starting point Transport Scotland should incorporate a rights-based approach in the forthcoming National Transport Strategy. Concurrent to stakeholder engagement, a desk-based baseline review focused on the following themes of relevance to transport: • Infrastructure and Connectivity: how do different demographic groups access and use the transport system? • Demographics: how does transport respond to demographic changes and influence population growth across Scotland? • Education and Public Services: how does transport influence access to and opportunities afforded by public services including education?

| | • Employment and Earnings: how does transport influence access to employment and associated socio-economic outcomes for different demographic groups? |
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- Employment and Earnings: how does transport influence access to employment and associated socio-economic outcomes for different demographic groups?

- Income and Wealth: what is the relationship between transport and income and wealth distribution across Scotland?

- Health: how does transport influence access to healthcare services and health outcomes for different demographic groups?

- Security and Safety: what is the relationship between transport, crime, safety and security across Scotland?

Evidence from consultations and the baseline review highlighted specific issues relating to how transport costs (fuel, tickets, etc.) influence access to and use of the transport system by different demographic groups, with cost increases disproportionality impacting on socio-economically disadvantaged groups:

- between 2014 and 2017 over one million Scottish citizens were living in relative poverty each year, including one in four children[1]. Transport has a critical role to play in the lives of people in Scotland experiencing poverty, both in terms of supporting people's ability to improve their employment opportunities to help increase their incomes and in representing a significant and important cost.

- transport also helps to maintain social connections and support access to essential services. Yet, in many cases, those on low incomes are prevented from accessing these opportunities due to affordability and availability issues. This can contribute towards and intensify the experience of poverty.

- the single most important factor regularly cited by those on low incomes as the greatest transport-related barrier is the cost of transport.

- average weekly household expenditure in Scotland on transport and vehicles in 2017-18 was £68.20,

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[1] Poverty in Scotland, Scottish Government, 2018

	representing 13.9% of total household expenditure. In average, £23.50 was spent on the purchase of vehicles, £27.00 on the operation of personal transport (including £18.40 on petrol, diesel and other motor oils) and £17.70 on transport services (such as bus and train fares).[2]
	• different modes of transport will impact people of varying socio-economic backgrounds disproportionately. Decline in bus use for example has the highest impact on people from the poorest communities. People in the lowest SIMD quintile make 58% fewer trips by car; 75% fewer trips by rail; 50% more trips by foot; and 206% more trips by bus and coach than those in the highest quintile.[3]
	• research published by the Joseph Rowntree Foundation has found poor service coverage, reliability, and or affordability of public transport discourage residents in low-income areas to commute to employment sites. This reinforces socio-economic disparities.[4] Poor service coverage in deprived communities is further evidenced by the findings of the Policy Alliance.[5]
	• analysis by the Glasgow Centre for Population Health found that, while pedestrian casualties among adults and children have been reducing over time, significantly higher casualty rates are reported in more deprived areas. Their 2015 report found that the pedestrian casualty rate for adults was 2.4 times higher in the most deprived quintile compared with the least deprived, and 3.2 times higher for children.
Summary of assessment findings	The Fairer Scotland duty places a legal responsibility on particular public bodies in Scotland, including Transport Scotland, to actively consider how they can reduce inequalities of outcome caused by socioeconomic

[2] Table 10.8,Chapter 10, Scottish Transport Statistics, Edition 38, 2018 Available at: https://www.transport.gov.scot/media/44207/sct01193326941.pdf

[3] Glasgow Connectivity Commission, *Connecting Glasgow*, 2019. p.19. Available at: https://www.glasgow.gov.uk/connectivitycommission

[4] JRF, *Tackling transport-related barriers to work in Scotland*. 2018. Available at: https://www.jrf.org.uk/report/tackling-transport-related-barriers-employment-low-income-neighbourhoods

[5] See: Transform Scotland, *Rethinking Transport Services to Tackle Poverty,* 2018. Available at: http://transformscotland.org.uk/wp/wp-content/uploads/2018/11/Rethinking-Transport-Services-to-Tackle-Poverty-Poverty-Alliance-briefing-for-Transform-Scotland-2018-10-16.pdf

disadvantage. This differs from the public sector equality duty under the Section 149 of the Equality Act which considers only reducing inequalities of opportunity. However, the Fairer Scotland Duty - Interim Guidance for Public Bodies (Scottish Government, 2018) identifies a need to consider both 'communities of place' and 'communities of interest' in terms of people who share an experience and are particularly impacted by socio-economic disadvantage. Demographic groups who share one or more of the protected characteristics listed in Section 4 of the Equality Act 2010 can be considered 'communities of interest', meaning there is a direct link between the Fairer Scotland Duty and the public sector equality duty.

The high-level nature of all proposed NTS2 policies and policy enablers, precludes the identification at this stage of specific likely impacts on inequalities of outcome caused by socio-economic disadvantage. In particular, at this stage it is not possible to identify differential impacts from the proposed policies and policy enablers on different socio-economic groups (e.g. disaggregated by income, wealth or social class). However the NTS2 has promoting equality (in relation to providing fair access to services, making sure services are easy to use and affordable for all) at its heart and this provides the context within which future decisions will be made. Within the NTS 2:

- Transport Poverty is identified as a Key Challenge in the emerging NTS2 and the transport system is recognised as both a tool to support people's ability to improve their employment opportunities to help increase their incomes and a significant cost. The need to tackle transport poverty is directly addressed in the strategic framework of the emerging NTS2 through the National Transport Strategy Outcome will be affordable for all. This seeks to ensure Scotland's transport system "will not exclude people from mobility by making it unaffordable"

- the proposed vision for Scotland's transport system relates directly to creating an inclusive and accessible transport system that supports a more equitable society, whilst the need to tackle inequality is recognised as a key challenge in the Draft NTS2. In consequence, 'Promotes Equality' is one of the four priorities underpinning the vision. The draft NTS2 therefore establishes a positive framework which will allow interventions to be

| | | designed around targeting existing inequalities experienced by different socio-economic groups on the transport network and in society more widely.

At this stage it is considered that components of the Draft NTS2 focused on improving access to economic opportunities, employment and public services for all, and on driving sustainable economic growth, are most likely to contribute to reducing inequalities of outcome caused by socio-economic disadvantage. The development of the following policies and policy enablers demonstrates that the specific needs of communities experiencing socio-economic disadvantage have been appropriately considered in the preparation of the emerging NTS2:

Relevant Proposed NTS2 Policies

- *provide a transport system which enables businesses to be competitive domestically, within the UK and internationally*

- *embrace transport innovation that positively impacts on our society, environment and economy*

- *improve and enable the efficient movement of people and goods on our transport system*

- *improve and reduce inequalities in access to healthcare, employment, education and training opportunities to generate inclusive sustainable economic growth*

- *support the transport industry in meeting current and future employment and skills needs*

Relevant Proposed NTS2 Policy Enablers:

- *optimise accessibility and connectivity within business-business and business-consumer markets by all modes of transport*

- *ensure gateways to and from domestic and international markets are resilient and integrated into the wider transport networks to encourage people to live, study, visit and invest in Scotland*
- *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 affordability and 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*
	• *Support Scotland to become a market leader in the development and early adoption of beneficial transport innovations*
	• *ensure the Scottish transport system efficiently manages needs of people and freight*
	• *ensure sustainable access to education and training facilities*
	• *improve sustainable access to healthcare facilities for staff, patients and visitors*
	• *to meet the changing employment and skills demands of the transport industry and upskill workers*
	• *support initiatives that promote the attraction and retention of an appropriately skilled workforce across the transport sector*
	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. The use of, and barriers to accessing, the transport system therefore affects the speed, certainty and convenience of accessing opportunities for individuals and communities, resulting in 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 tackling existing inequalities of outcome resulting from socio-economic disadvantage which relate to the transport system.

How has the impact assessment shaped the policy?	The implementation of the Fairer Scotland Duty 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. This has been achieved in two main ways:
	i. Recognising and taking steps to address inequalities of outcome caused by socio-economic disadvantage through the Draft NTS2 itself, in particular through orientating the strategic framework of the document around tackling related key challenges. Evidence collected to identify key issues in this assessment directly helped to identify key challenges and thus shape the document; and,
	ii. Testing the relationship of proposed NTS2 policies and policy enablers with key issues identified through the assessment. Recommendations were developed and implemented as part of the assessment process to improve the performance of substantive components of the Draft NTS2 in relation to tackling inequalities of outcome caused by socio-economic disadvantage.
	Key inequalities of relevance to transport, as identified through the implementation of applicable statutory duties, 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'. These are outlined below.
	Priorities and Outcomes
	'Promotes Equality' is defined within the Draft NTS2 as one of four priorities which the whole document is framed around, and within this priority three constituent outcomes are identified:
	<u>Promotes Equality</u>
	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 of outcome, including that caused by socio-economic disadvantage, is afforded very high importance in both the Draft NTS2 strategic framework and in subsequent proposed policies and policy enablers. The implementation of the Fairer Scotland Duty 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 tackling socio-economic disadvantage are:

- Poverty and Child Poverty

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

- Safety and Security

- Decline in Bus Use
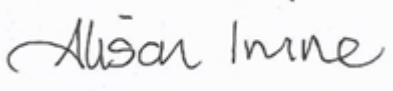
- Fair Work and Skilled Workforce

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. 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 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.

The table below lists all policy recommendations made through the implementation of the Fairer Scotland Duty and provides a summary of how each recommendation has been or will be addressed.

	Recommendation	Draft NTS2 Response
	Core Recommendations	
	1. As each policy (and supporting NTS text) is further developed and delivered it should consider the policy's coverage and links to key equalities issues, as this would influence potential equalities impacts.	To be addressed through the addition of further policy definition in a future NTS Delivery Plan.
	2. The NTS2 should be supported by a Delivery Framework to identify proposed or potential implementation mechanisms or transport interventions for each NTS policy and policy enabler. To maximise the performance of the NTS2 Delivery Framework in tackling inequalities, proposed transport interventions for inclusion within the NTS2 Delivery Framework should be developed and assessed with regard to the Equalities Objectives and associated Guide Questions prepared through the implementation of the Fairer Scotland Duty.	A Delivery Plan will be developed as per this recommendation.
	3. Relevant policies and policy enablers should include a reference to the Scottish Government's inclusive growth policy agenda and/or Fair Work Framework.	Chapter 3 – Current and Emerging Challenges identifies the role of transport in delivering inclusive economic growth and the need to promote Fair Work practices.

		4. To avoid unintended inferences regarding the ownership or use of the transport system, policy references to "our" transport system should be amended to refer to "Scotland's transport system" for clarity.	The term "our" is defined in Chapter 2 of the Draft NTS2.
		5. Policy Enabler 12: The NTS2 should include a clear definition of "accessible" and apply this to all relevant policies and policy enablers. The chosen definition should include a focus on ensuring the transport system can be accessed by people with disabilities (and thus that the transport system does not present a barrier to disabled people undertaking socio-economic activities).	Addressed through supporting text in Chapter 3 – Current and Emerging Challenges and further explained within the Policy Assessment Report which accompanies the Draft NTS2. The term "accessible" relates to ensuring both physical and affordable access for all.
		6. Policy J: the NTS2 should provide a clear definition of "inclusive sustainable economic growth" and explain that this encompasses both the delivery of 'inclusive growth' and the achievement of the Scottish Government's core purpose of 'sustainable economic growth'.	Now defined upfront within the Draft NTS2, particularly in relation to the Fair Work and Skilled Workforce Key Challenge identified in Section 3.
		7. Policy K: this policy (or supporting text) should be amended to clarify whether the policy is focused on the employment and skills needs of the transport sector specifically as opposed to Scotland's labour market in general.	Addressed through supporting text in Chapter 3 – Current and Emerging Challenges.
		8. Policy Enabler 10: the reference to "to live, study, visit and invest in Scotland"	Addressed within the Policy Assessment Report

	should be amended to "to live, work, study, visit and invest in Scotland".	which accompanies the Draft NTS2.
	9. Policy Enabler 25: this policy enabler (or supporting text) should be expanded to provide a clear definition of "*sustainable labour market accessibility*".	Addressed within the Policy Assessment Report which accompanies the Draft NTS2.
	10. Policy Enabler 36: this policy enabler should be recast to more clearly focus on the role of travel demand management in supporting a sustainable transport system.	Addressed within the Policy Assessment Report which accompanies the Draft NTS2.

Summary and next steps

The evidence provided above demonstrates that the implementation of the Fairer Scotland Duty to date has directly informed and improved the Draft NTS2.

Recommendations and next steps	The evidence provided above demonstrates that the consideration of evidence through implementation of the Fairer Scotland Duty to date has directly informed and improved the Draft NTS2. To ensure the Fairer Scotland 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 Framework 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 Fairer Scotland Duty: *Will the NTS2 and associated delivery mechanisms…* • *help to reduce levels of absolute and relative income poverty?* • *help to reduce inequality in the distribution of household wealth?* • *help to reduce level of multiple deprivation affecting communities?*

	- *address structural inequalities resulting from differences in social class?*
	- *support the regeneration of disadvantaged or deprived areas?*
	- *enhance access to and opportunities for education and lifelong learning, particularly for those facing socio-economic disadvantage?*
	- *support increased provision of higher skilled and higher value employment, particularly for those facing socio-economic disadvantage?*
	- *improve access to healthcare, in particular for those experiencing socio-economic disadvantage?*
	- *reduce the need to travel?*
	- *protect and enhance access to high quality community facilities, public services and key amenities?*
	- *improve access using active travel and public transport options to employment opportunities?*
	- *promote the co-location of synergistic economic activities, industries and land uses, particularly in areas of multiple deprivation?*
	- *reduce cost related barriers to accessing and use of all transport modes?*
	- *support economic development through facilitating the growth of Scotland's key economic sectors?*
	- *improve connectivity between major population centres and other key destinations?*
	- *support the provision of adequate transport infrastructure, services and facilities to meet identified population and economic needs, in particular those facing socio-economic disadvantage?*
	- *facilitate and encourage use of public transport and active travel, in particular for those facing socio-economic disadvantage?*

	• *promote the provision of safe pedestrian and cycle access links, in particular for those facing socio-economic disadvantage?* • *improve accessibility to open spaces, and sports facilities for physical recreation, in particular for those facing socio-economic disadvantage?* • *reduce inequalities of access to clean air, particularly for those in deprived communities?* • *promote good local access to existing facilities and services, in particular for those facing socio-economic disadvantage?* *Improve access for all to employment opportunities, in particular for those facing socio-economic disadvantage?*
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