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National Transport Strategy 2

Island Communities Assessment

Title of Strategy:	National Transport Strategy (NTS2)
Minister:	Cabinet Secretary for Transport, Infrastructure and Connectivity
Summary of aims and expected outcomes of the strategy:	<p>This document captures and summarises how an Island Communities Impact Assessment has been undertaken throughout the preparation of the National Transport Strategy (referred to in this document as ‘the Strategy’) in accordance with the Islands (Scotland) Act 2018.</p> <p>The Strategy has been 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).</p> <p>The draft Strategy was published for public consultation between 31 July 2019 and 23 October 2019, accompanied by a suite of four templates to report how each applicable statutory equalities duty has been discharged. This enabled a fully informed consultation on the proposed substantive components of the document. An independent consultant was commissioned to analyse and report on the consultation responses. Transport Scotland subsequently took account of the consultation report findings in redrafting the Strategy. Assessing for equalities impacts has thus been an iterative process.</p> <p>The finalised Strategy comprises:</p> <ul style="list-style-type: none"> • a Vision underpinned by four Priorities, each with three associated Outcomes. The Vision, Priorities and Outcomes are at the heart of the Strategy and will be the basis for decisions and the evaluation of the success of Scotland’s transport policies going forward • four interconnected Priorities to deliver the Vision: reduces inequalities; takes climate action; helps deliver inclusive economic growth; and improves health and wellbeing • under the four interconnected Priorities, a series of current and emerging challenges which must

	<p>be tackled in order to deliver the Vision, Priorities, and Outcomes are set out</p> <ul style="list-style-type: none"> • finally, a series of policies that will act as the drivers of change and help address the challenges, achieve the Priorities and Outcomes and deliver the Vision are set out. The Policies are presented under the four Priorities but cut across these <p>Taken together the Strategy, STPR2 and 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.</p> <p>Recognising that transport is a critical enabler of sustainable and inclusive economic growth, the Strategy will provide a visionary platform and the strategic context necessary to address key economic, social and environmental challenges through action within the transport system.</p> <p>The Strategy's vision for Scotland's transport system relates directly to creating an inclusive and accessible transport system contributing to a more equitable society. 'Reduces Inequalities' is one of the four priorities underpinning the vision.</p>
<p>Screening – is the strategy likely to have an effect on an island community which is significantly different from its effect on other communities:</p>	<p>The Strategy is for the whole transport system, including walking, cycling, cars, buses, trains, ferries and air travel. 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 are likely to have differential impacts on island communities. This supports the spirit of the Islands (Scotland) Act 2018 which underpins 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.</p> <p>At this stage the Strategy constitutes a strategic framework through which other interventions will be developed. Insofar as transport affects access to services, amenities, economic opportunities and social activities across all parts of Scotland, the content and implementation of the Strategy is likely to result in different impacts on upon significantly different effects on</p>

	<p>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.</p> <p>Published by the Scottish Government in October 2019, the Islands Plan makes explicit reference to the Strategy. Taken together these two documents will set the strategic direction for transport across island communities for the next 20 years.</p>
<p>Summary of information gathered:</p>	<p>Island communities face similar issues to those living in remote and rural areas, but in many cases the challenges can be greater. 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 Scotland¹. Factors resulting in additional costs for households in island communities compared to the rest of the UK include:</p> <ul style="list-style-type: none"> • longer commuting distances compounded by higher fuel prices • issues around integrated timetabling • the additional cost of the need to make occasional trips to the mainland • additional ferry/air costs for inter-island travel <p>Island communities can also face additional freight costs, such as to get goods, including farming and seafood produce, to market or importing energy sources or building materials and labour. Additional charges for deliveries can also be a challenge. Similar to remote and rural areas, transport can have an adverse impact on the long-term sustainability of island communities.</p> <p>These findings were confirmed through consultation and stakeholder engagement through facilitated discussions, events, and workshops to support the development of the Strategy and the implementation of applicable statutory equalities duties.</p>

¹ A Minimum Income Standard for Remote Rural Scotland, 2013, <http://www.hie.co.uk/regional-information/economic-reports-and-research/archive/a-minimum-income-standard-for-remote-rural-scotland.html>

	<p>This exercise identified the following concerns relevant to island communities which regarded:</p> <ul style="list-style-type: none"> • 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 • 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
<p>Description of the likely significantly different effect of the strategy:</p>	<p>Section 7 of the Islands (Scotland) Act 2018 sets out a specific duty for relevant public bodies, including Transport Scotland, to “<i>have regard to island communities</i>” 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 “<i>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</i>”. However, no guidance has yet been published by the Scottish Government regarding how Island Communities Impact Assessments required under this legislation should be implemented.</p>

	<p>It is important to note that the strategic nature of the Strategy precludes at this stage the identification of likely overall impacts on island communities. However, within the Strategy:</p> <ul style="list-style-type: none">• the vision for Scotland's transport system relates directly to creating an inclusive and accessible transport system contributing to a more equitable society. Reduces Inequalities is one of the four themes underpinning the vision• the unique challenges faced by Scotland's islands communities are recognised as a key challenge which the Strategy seeks to address. Five of the 12 Strategy Outcomes directly or indirectly address this challenge <p>Depending on future implementation mechanisms, at this stage it is considered that components of the Strategy 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.</p> <p>Notwithstanding the identification of individual uncertainties in their wording, the development of the following policies demonstrates that many of the specific needs of island communities have been appropriately considered in the preparation of the Strategy:</p> <p><u>Relevant Policies</u></p> <ul style="list-style-type: none">• minimise the connectivity and cost disadvantages faced by island communities and those in remote rural and rural areas, including safeguarding of lifeline services• remove barriers to public transport connectivity and accessibility within Scotland• improve sustainable access to healthcare facilities for staff, patients and visitors• ensure sustainable, public and active travel access to employment, education and training locations
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	<ul style="list-style-type: none"> • improve the quality and availability of information to enable all to make more sustainable transport choices • increase resilience of Scotland’s transport system from disruption and promote a culture of shared responsibility • provide a transport system which enables businesses to be competitive domestically, within the UK and internationally • ensure gateways to and from international markets are resilient and integrated into the wider transport networks to encourage people to live, study, visit and invest in Scotland • integrate transport and wider infrastructure policies and investments, including digital and energy, to unlock greater benefits • provide a transport system that promotes and facilitates active travel choices which help to improve people’s health and wellbeing across mainland Scotland and the Islands • embed the implications for transport in spatial planning and land use decision making <p>These policies 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.</p> <p>In summary, it is considered that the Strategy 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.</p>
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<p>How the impact assessment has shaped the policy</p>	<p>The implementation of duties under the Islands (Scotland) Act 2018 has been undertaken on an iterative basis as the Strategy emerges to allow the consideration of likely equalities impacts to itself inform the content of the Strategy. In relation to the Strategy, this has been achieved in two ways:</p> <ol style="list-style-type: none"> 1. recognising and taking steps to address key equalities issues through the Strategy itself, in particular through orientating the strategic framework of the document around tackling key challenges 2. testing the relationship of the proposed policies as they emerged with key equalities issues and proposing changes to clarify or improve the substantive components of the Strategy <p>Key inequalities of relevance to transport, as identified through the implementation of the Islands (Scotland) Act 2018 and other applicable statutory duties, have been addressed in the development of the Strategy by framing the document around relevant outcomes and priorities as well as a set of related 'Key Challenges'.</p> <p>Key Priority: <i>Reduces Inequalities</i> is defined within the Strategy as one of four themes which the whole document is framed around, and within this theme three constituent outcomes are identified:</p> <p><u>Reduces inequalities</u></p> <p>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. While we tackle inequalities, our actions will simultaneously reduce poverty, in particular child poverty. Our transport system:</p> <ul style="list-style-type: none"> • will provide fair access to services we need: we have a duty to reduce inequalities and 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 disadvantaged communities and individuals have fair access to the transport services they need. The transport system will
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	<p>enable everyone to access a wide range of services and to realise their human rights</p> <ul style="list-style-type: none"> • 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 few barriers as possible. • 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 actions to deliver the Strategy towards those needing most help, including those living in poverty <p>The inclusion of the Reduces Inequalities priority means that the need to tackle inequalities is afforded very high importance in both the Strategy’s strategic framework and in subsequent proposed policies.. The implementation of duties under the Islands (Scotland) Act 2018 from the outset of the preparation of the Strategy has therefore allowed the need to promote equality to play a central role in the document.</p> <p><u>Key Challenges</u></p> <p>The Strategy presents ‘Key Challenges’ of relevance to the transport system and identifies the need for each to be tackled in order to deliver the holistic Strategy’s Vision and Outcomes. Identified challenges which directly relate to island communities are:</p> <ul style="list-style-type: none"> • takes climate action (in accordance with Just Transition Principles) • social isolation • Scotland’s regional differences (including cities and towns, remote, and rural and island communities) • fair work and skilled workforce • health and active travel. • social isolation • meeting the needs of an ageing population • global climate emergency • productivity • trade and connectivity
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	<ul style="list-style-type: none"> • tourism • reliability • information and integration • resilience <p>As with the Reduces Inequalities priority, the inclusion of these Key Challenges within the Strategy 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.</p> <p><u>NTS2 Policies</u></p> <p>The assessment of Strategy’s policies was initially undertaken on a pre-mitigation basis at the draft Strategy stage 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 independently by the project team.</p> <p>A schedule of 47 identified recommendations was issued to Transport Scotland in May 2019, at which point drafting of the draft Strategy was still ongoing. Following this, the project team held discussions with the Strategy’s preparation team to agree how each of the recommendations could best be implemented, namely by:</p> <ul style="list-style-type: none"> • amending the relevant component of the draft Strategy, e.g. a proposed policy, policy enabler or text, to directly clarify the wording or scope of the component • providing further explanatory detail within the Strategy’s supporting documents, e.g. to define key terms and explain how the Strategy is proposed to be implemented • for recommendations relating to policy implementation rather than the high-level content of the Strategy 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 Delivery Plan) in order to continue the implementation of all relevant statutory duties
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	<p>The draft Strategy was then consulted on in line with Section 2 of the Transport (Scotland) Act 2019. This opened on 31 July 2019 and closed on 23 October 2019, with an analysis of consultation responses published alongside with the final Strategy.</p> <p><u>Summary</u></p> <p>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 Strategy.</p>
<p>Recommendations and next steps:</p>	<p><u>Impact Assessment Process to Date</u></p> <p>The development of the Strategy has been underpinned by an iterative equalities impact assessment process covering a suite of statutory 'equalities' duties regarding a broad range of equalities considerations, including the duties under the Islands Act.</p> <p>Section 7 of the Islands (Scotland) Act 2018 sets out a specific duty for relevant public bodies, including Transport Scotland, to “<i>have regard to island communities</i>” 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 “<i>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</i>”.</p> <p>Taken as a whole, the final Strategy provides a positive framework to, within the context of the transport system, enhance the prosperity of Scotland’s island communities. However, the strategic nature of the Strategy and its universal focus limits the identification of specific impacts on island communities at this stage.</p> <p><u>Next Steps</u></p> <p>A holistic Equalities Assessment Framework (Appendix 1) has been prepared as a tool to support the continued implementation of the Fairer Scotland Duty and other applicable statutory equalities duties in the design and delivery of future transport interventions (funding</p>

	<p>streams, policy programmes, physical infrastructure development, etc.) to implement the Strategy. The EAF includes one 'Equalities Objective' and a series of Guide Questions related specifically to duties under the Islands (Scotland) Act 2018.</p>
Sign-off	<p>Deputy Director or equivalent: Alison Irvine Director, Transport Strategy and Analysis Directorate Transport Scotland</p> <p>Date: 28 January 2020</p>

Appendix 1: Equalities Impact Assessment Framework

In accordance with statutory requirements and to support sound policy development, the development of the Strategy has been underpinned by a suite of iterative impact assessments covering the following suite of statutory 'equalities' duties:

- Public Sector Equalities Duty – Section 149 of the Equality Act 2010 (PSED)
- Fairer Scotland Duty – Section 1 of the Equality Act 2010 (FSD)
- Child Rights and Wellbeing Impact Assessment – Section 1 of the Children and Young People (Scotland) Act 2014 (CRW); and,
- Island Communities Impact Assessment – Sections 7, 8 and 13 of the Islands (Scotland) Act 2018 (ICA)

The Equalities Assessment Framework below defines a suite of Equalities Objectives and associated Guide Questions related directly to the applicable statutory equalities duties in order to support the design and assessment of future transport interventions in order to implement the Strategy (e.g. through the ongoing STPR2 and a future NTS2 Delivery Plan).

Equalities objective	Guide questions – <i>Will the NTS2...</i>	Links to Statutory Duty			
		PSED	FSD	CRW	ICA
1. Socio-economic Disadvantage: Reduce inequalities of outcome resulting from low income, low wealth, material deprivation and area deprivation.	Reduce cost related barriers to accessing and use of all transport modes?	✓	✓		
	Low income: help to reduce levels of absolute and relative income poverty?	✓	✓		
	Low wealth: help to reduce inequality in the distribution of household wealth?		✓		
	Material deprivation: support individuals and households to access basic goods and services?		✓		
	Area deprivation: help to reduce level of multiple deprivation affecting communities?		✓		
	Socio-economic background: address structural inequalities resulting from differences in social class?		✓		
	Support the regeneration of disadvantaged or deprived areas?		✓		

Equalities objective	Guide questions – <i>Will the NTS2...</i>	Links to Statutory Duty			
		PSED	FSD	CRW	ICA
2. Inclusion: Promote equality in society, communities and the workplace so that everyone has the opportunity to fulfil their potential.	Result in any likely different or disproportionate effects on persons with protected characteristics as specified in the Equality Act 2010: 1. age 2. disability 3. gender reassignment 4. marriage and civil partnership 5. pregnancy and maternity 6. race 7. religion or belief 8. sex 9. sexual orientation	✓			
	Promote public realm and design choices that provide a safe, secure, and accessible environment for all?	✓			
	Promote social cohesion and integration between people with different protected characteristics and different demographic groups?	✓			
	Support all individuals and households in accessing basic goods and services?	✓	✓		
	Improve access to employment and economic opportunities for all?	✓	✓		
	Provide affordable access to social and cultural activities for all?	✓	✓		
	Improve access to public services and key amenities for all?	✓	✓		
	Support changing demographics by providing appropriate transport facilities to meet the diverse needs of different communities?	✓			✓
	Support the removal of barriers to travel and the improvement of access to travel for disabled people?	✓			

Equalities objective	Guide questions – <i>Will the NTS2...</i>	Links to Statutory Duty			
		PSED	FSD	CRW	ICA
	Improve disabled people’s ability to make seamless door to door journeys?	✓			
	Reduce the likelihood of transport-related road accidents and casualties?	✓			
	Improve access to healthcare, in particular for those with protected characteristics and demographic groups facing structural inequalities?	✓			
3. Accessibility: Ensure appropriate and affordable access for all to facilities, services, economic opportunities and social activities, including through the removal of physical and cultural barriers and making travel accessible?	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?		✓		

Equalities objective	Guide questions – <i>Will the NTS2...</i>	Links to Statutory Duty			
		PSED	FSD	CRW	ICA
	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?		✓		
	Promote good local access to existing facilities, services and employment, in particular for those facing socio-economic disadvantage?		✓		
4. Productivity, Competitiveness and Innovation: Deliver an effective and integrated	Promote the co-location of synergistic economic activities, industries and land uses, particularly in areas of multiple deprivation?		✓		

Equalities objective	Guide questions – <i>Will the NTS2...</i>	Links to Statutory Duty			
		PSED	FSD	CRW	ICA
transport system which facilitates the efficient movement of people and freight to increase economic prosperity and support innovation.	Reduce congestion and allow for greater journey time reliability?		✓		
	Support the efficient movement of freight?		✓		
	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?		✓		
5. Human Health: Maintain, or provide opportunities to improve, human health for all demographic groups and communities across Scotland.	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?		✓		
	Maintain or enhance current levels of air quality?		✓		
	Minimise transport induced noise and vibration levels at sensitive locations?		✓		
	Reduce the likelihood of transport-related road accidents and casualties?		✓		
	Improve access to healthcare facilities, in particular for those experiencing socio-economic disadvantage or other groups facing structural inequalities?		✓		

Equalities objective	Guide questions – <i>Will the NTS2...</i>	Links to Statutory Duty			
		PSED	FSD	CRW	ICA
	Reduce car dependencies and encourage a shift to more sustainable forms of travel, including for people and freight?		✓		
	Promote good local access to existing facilities, services and employment, in particular for those facing socio-economic disadvantage?		✓		
6. Children and Young People: Safeguard the rights of children and allow young people to reach their full potential.	How does the intervention relate to, promote, or inhibit the provisions of the UNCRC, other relevant international treaties and standards, or domestic law?				✓
	Have children and young people been consulted on the intervention?				✓
	What impact will or might the intervention have on the rights of children and young people?	✓			✓
	Will the rights of one group of children in particular be affected, and to what extent?				✓
	Are there competing interests between the groups of children, or between children and other groups, who would be affected by the intervention?				✓
	Is the intervention the best way of achieving its aims, taking into account children's rights?				✓
	Will the intervention contribute to the implementation of Transport Scotland's corporate parent duties under Section 58 of the Children and Young People (Scotland) Act 2014?				✓
	Will the intervention protect and enhance access to high quality community facilities, public services and key amenities for children and young people?				✓
	Will the intervention improve access using active travel and public transport to educational, social and economic				✓

Equalities objective	Guide questions – <i>Will the NTS2...</i>	Links to Statutory Duty			
		PSED	FSD	CRW	ICA
	opportunities for children and young people?				
7. Island Communities: Increase the economic prosperity of and address the unique challenges faced by island communities.	Protect and increase the economic prosperity of island communities?		✓		✓
	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?				✓



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